Programme and Budget Proposals for 1994-95
Preliminary Consultation

Report on programme implementation, 1990-91
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INTRODUCTION

This Supplement to the Report of the Director-General to the Conference is submitted in accordance with article 11bis, paragraph 2, of the Standing Orders of the Conference, which provides that, at its session in the first year of a financial period, the Conference shall examine information on programme implementation during the preceding financial period, together with proposals for advance planning.

At the 252nd Session (February–March 1992) of the Governing Body, the Programme, Financial and Administrative Committee had before it a document concerning the preliminary consultation on the Programme and Budget proposals for 1994–95 submitted by the Director-General by virtue of the decision of the Governing Body in May 1987 concerning the need for early consultations. This document and the report on the discussion to which it gave rise in the Programme, Financial and Administrative Committee are reproduced in the present supplement.

At its 253rd Session (May–June 1992) the Programme, Financial and Administrative Committee examined the programme implementation report for the biennium 1990–91 submitted to it by the Director-General. That report is reproduced together with an extract from the report of the Programme, Financial and Administrative Committee concerning its discussion of this item and of its agenda.

These documents are submitted for discussion by the plenary session of the Conference in conjunction with the reports of the Governing Body and the Director-General.
I. PROGRAMME AND BUDGET PROPOSALS FOR 1994-95:
PRELIMINARY CONSULTATION

(GB.252/PFA/3/1 and corrigendum,
GB.252/PFA/3/3 and 3/4)
Paragraph 80 of the English text should read as follows:

80. For many years most of the services provided to member States of the ILO have taken the form of technical cooperation projects, financed mostly from sources outside the Organisation's budget, either by UNDP or through other multilateral donors. Development cooperation policies are undergoing profound change. General Assembly resolution 44/211 stresses that it is the exclusive responsibility of recipient States to draw up national development plans, define the objectives to be pursued and choose their priorities. The new arrangements concerning technical cooperation activities financed by UNDP are similar, and encourage the direct execution of projects by national institutions. Several studies on the prospects for international cooperation conducted by the Nordic countries recommend, inter alia, that the specialised agencies of the United Nations system should strengthen their standard-setting role, increase their analytical capacity and scale down their responsibilities in relation to the implementation and management of operational activities, so as to transfer those responsibilities to recipient member States. The ILO hopes to respond unequivocally and positively to this development by helping beneficiary countries to assume their new responsibilities.

Third item on the agenda

PROGRAMME AND BUDGET PROPOSALS FOR 1994–95: PRELIMINARY CONSULTATION

1. In May 1987 the Governing Body decided to hold preliminary consultations on Programme and Budget proposals in order to improve the programme budgeting process. Such consultations are intended to elicit reactions, comments and observations at an early stage from the Programme, Financial and Administrative Committee and from the Governing Body on the main orientations that will guide the preparation of the Programme and Budget for the next biennium and on the possible level of resources.

2. This new procedure, which was first followed in 1990, introduces an additional stage in the preparation of the budget proposals. Experience has shown that it improves the process of preparing Programme and Budget proposals, as it enables the Director-General to submit proposals that enjoy a broad measure of consensus.

3. This paper sets out the Director-General's initial ideas on various factors likely to have an influence on the activities of the Office and on their consequences for the main aspects of the Programme and Budget of the Organisation for the coming biennium. While it does not attempt an exhaustive analysis, this paper first examines the proposals that the ILO, in line with the Medium-Term Plan, should implement to respond to recent political, economic and social developments. It then describes the main orientation of activities in the regions. Finally, it proposes a number of changes to the Organisation's means of action and structures so that it can better fulfil its function, and provides an indication of the possible level of resources for the 1994–95 biennium.
I. THE MEDIUM-TERM PLAN AND PRIORITY THEMES FOR 1994-95

4. The Medium-Term Plan 1990-95 established four major objectives for the ILO: the defence and promotion of human rights; employment promotion; the improvement of working conditions; and the guarantee of an appropriate level of social security and welfare. The Plan itself and the discussions to which it gave rise placed emphasis on the need to maintain and extend workers' rights, and especially freedom of association, on the application of ILO standards, and on the importance of activities to strengthen tripartite institutions and to increase their participation in decision-making processes concerning economic and social questions.

5. There is nothing in the current world political, economic or social situation to suggest that the basic objectives of the Organisation as set out in the Medium-Term Plan should be abandoned.

6. It is also necessary to determine the means to be deployed to attain those objectives in view of the major events that have occurred and which call for a response from the ILO. Three major considerations are therefore proposed to guide the ILO's work in 1994-95. The first concerns the political changes that have been affecting all parts of the world for the past two years and which concern a growing number of countries that have embarked on a process of democratisation, most of them also opting for a market economy. The second is linked to the persistence of extreme poverty, which is incompatible with the essential principles of human dignity defended by our Organisation and which affects more than 1,000 million people worldwide. The third major consideration proposed concerns activities aimed at ensuring the protection of working people, activities that are part of the ILO's vocation to improve working and living conditions.

The advance of democracy

7. In recent years many countries have chosen to live under a democratic system and to move towards a market economy. They have requested ILO assistance to resolve the wide range of problems of varying degrees of severity that such changes have created. These requests, which are increasing in number, can only be met if hard choices are made between Office programmes, which will have consequences for the budget. These requests raise three basic questions:

- What is the role of the ILO in establishing the rule of law? What contribution can it make to the balance of power that is inherent in any truly democratic system?

- How should discrimination, which is incompatible with a democratic system, be combated in law and in practice?

- How can States be assisted, within the ILO's fields of competence, in responding to the legitimate aspirations of their citizens, which is a precondition for public confidence in the new institutions?

Promoting the balance of power and the rule of law

8. It is clear that, in democratic societies, there exist legal frameworks and regulations which seek to guarantee basic rights and which provide at least an adequate range of protection of workers' rights. In this connection, it should be noted that international labour standards have been a major formative influence on social legislation in many parts of the world.
The major political changes that have recently taken place in many countries necessitate not only a radical transformation of political and economic structures, but also a reformulation of labour legislation in those countries in order to ensure a greater degree of conformity with the fundamental principles enshrined in the ILO Constitution and with international labour standards, many of which have been ratified by the countries in question. The governments of many of these countries have requested, and are receiving, technical assistance from the Office in connection with the total or partial revision of their labour legislation, and the continuing increase in such demands is an encouraging sign that these countries recognise the need to improve social and working conditions. It is also a sign that they acknowledge the important role that workers' and employers' organisations can play in the development process and in the strengthening of democratic principles. Greater efforts will be required to assist governments in establishing legislation that will ensure respect for basic human rights and provide adequate guarantees for the application, in law as well as in practice, of the principles and standards enunciated in ILO instruments.

9. Activities in the field of industrial relations will undoubtedly be the keystone of the ILO's activities aimed at sustaining the process of democratisation. Major priority will be accorded to the provision of assistance to countries undergoing this process so as to help them establish tripartite institutions that will enable the social partners to play an effective role in industrial relations and be consulted on questions of economic and social development. Ministries of employment and labour will also have to be helped to allow them to play their new role. Requests for advice on questions concerning collective bargaining, tripartism, labour disputes settlement or wage policy linked to structural adjustment measures, have been increasing considerably, and it is necessary to plan for an increase in the resources allocated to such activities.

10. The Employers' activities major programme has a key role to play in view of recent political developments. Adopting market economies means giving enterprises a new role, and the existence of employers' organisations therefore becomes essential, for they are called on to advise governments in tripartite bodies, particularly in order to defend the interests of the enterprises they represent. This major programme will therefore seek to strengthen its relations with employers and their organisations so as to develop forms of assistance that enhance their capacity to fully assume their new responsibilities. The activities of this major programme will be closely linked to those carried out in the fields of industrial relations, international labour standards and enterprise development.

11. Political, economic and social change is also of considerable importance for workers' organisations. Many trade unions are redefining their role and objectives. The Workers' Activities major programme will help trade unions to strengthen their structures and play an active role in collective bargaining and in the process leading to the development of economic policies, particularly those concerning structural adjustment. Many of the activities of this major programme will relate to workers' education and the promotion of equal opportunity and treatment for men and women in employment. Activities will be developed, in response to requests from workers' organisations, to make information available to them on labour problems.

Combating discrimination in law and in practice

12. Democratisation can also lead to the renewal of ethnic and racial tension that had previously been suppressed by authoritarian régimes. Ethnic and racial conflicts seem set to replace ideological conflict and to threaten
peace and the very process of democratisation itself. While this issue lies beyond the ILO's competence, action should nevertheless be taken to combat discrimination and to promote equal opportunity and treatment in access to employment and conditions of employment without consideration for race, religion, nationality, political opinion or ethnic origin. This is one important aspect of the problem.

13. Special priority will also have to be accorded to the objective of equality for men and women in the world of work. Disparities and discrimination in this area are unfortunately more often the rule than the exception, and this justifies maintaining this theme as a major priority. In most regions of the world women are still forced to occupy low-skilled jobs with low levels of remuneration and employment and working conditions that are often precarious. There has been no real change in the basic reasons for the persistence of so much inequality. Among them is certainly low economic growth and the effects of structural adjustment programmes, which often affect the employment prospects of women.

14. ILO activities will continue to be guided by the resolution on equal opportunities and equal treatment for men and women in employment adopted by the International Labour Conference in 1985. The intention in designating these issues as a priority is to develop a programme that shows even greater commitment on the part of the Organisation, underpinned by a strategy whereby all the Organisation's major programmes take account of women's needs in their activities. Activities to help women workers will have the aim of increasing awareness of disparities and defining policies, guidelines and measures to be taken to remedy them.

15. There is every reason to hope that the changes taking place in South Africa and the Middle East will continue to develop in a positive direction. The Office must nevertheless stand ready to develop appropriate programmes. In Namibia and South Africa priority will be given to dismantling apartheid and to the implementation of measures to remedy the effects of such policies over many years. The situation of workers in the occupied Arab territories will remain a concern for the Organisation, and its activities will take account of current developments in that part of the world.

Generating public confidence

16. All observers agree that the key to the success of current changes will be the capacity of the States concerned to respond to the aspirations of their citizens not only for greater freedom and justice, but also for greater well-being and security.

17. The Employment and development and Training major programmes will also be involved in sustaining the democratisation process and the transition towards a market economy. They will do so through advisory services to member States on reform and structural adjustment policy in order to ensure that greater account is taken of the impact on employment of privatisation, liberalisation, deregulation and the free play of market forces. The approach in future will be to enter into dialogue with the Organisation's constituents in the countries concerned on the essential aspects not only of short-term policy but also of medium- and long-term policy. These major programmes will also provide assistance in designing labour-market policies to accompany and to facilitate the process of transition to a market economy, whether at the national level or in individual enterprises.

18. In so far as the process of democratisation is intimately linked with the transition to a market economy, the Enterprise development and
cooperatives major programme has an extremely important contribution to make. Its activities will consist in promoting policies and programmes that encourage the spirit of enterprise and promote the creation and development of enterprises and cooperatives with a view to creating jobs. The policies needed to sustain the process of privatisation will be developed in cooperation with the Employment and development major programme. The development of a competitive small enterprise sector is essential for the success of structural adjustment programmes. This makes it necessary to strengthen the capacity of local institutions, whether concerned with finance, advisory services, technology or training and to enhance their methodology in order to support productivity improvements in small and medium-sized enterprises.

19. Freedom of enterprise is linked to the possibility of investment, that is, access to credit. Activities will be undertaken and cooperative-type programmes developed to support the establishment and improvement of access to credit for low-income groups in the rural and the informal sectors. The creation of job and career opportunities for women will be one aim of such activities.

20. The economic difficulties faced today by countries that have chosen to move towards a market economy have seriously weakened social security systems. As a result, the success of the democratisation process also depends on the capacity of such countries to recreate or to reorganise coherent social security systems that are compatible with their economic situation. The activities of the Social security major programme will consist in helping countries to develop reliable social security systems, access to which is extended to groups at present excluded from all forms of social protection.

Fighting poverty

21. Despite the improvements noted in a great many member States, poverty remains very widespread. In developing countries more than 1,000 million people live in conditions that do not allow them to meet their most basic needs. Poverty is spread very unequally between the regions and subregions of the world: south Asia and the Sahel of Africa are the most seriously affected, but pockets of poverty can also be found everywhere. Nor is poverty found only in developing countries. It is a constant source of anguish in the changing countries of central and eastern Europe, and the industrialised countries also have to cope with the marginalisation and impoverishment of growing proportions of their populations. Where such situations arise, it is always the most vulnerable groups who are the most seriously affected, especially women, children and old people.

22. Throughout its history the ILO has maintained that poverty is an affront to human dignity and an obstacle to social justice, and that its elimination must therefore be regarded as an essential concern and an end in itself. Quite apart from the humanitarian considerations of the suffering endured by those directly affected, poverty is a threat to society itself and to its development. In so far as poverty is associated with unemployment and underemployment, it also constitutes an unacceptable waste of resources.

23. The struggle to reduce poverty at the national level will concern both employment promotion, and the development of an infrastructure for social services. Everything should therefore be done to promote job-creation by policies to increase rates of economic growth, in particular through the liberalisation of markets and by the development of social institutions and policies addressing such objectives. The liberalisation of the economy,
the development of institutions and the provision of social services are all part of a global policy aimed at reducing poverty.

24. Proposals under the Training major programme will also be designed so as to provide an opportunity for each member of society either to obtain a job or to work as a self-employed person by using the skills acquired through training. Changes in the structure of labour markets, particularly those that entail greater occupational mobility or which derive from technological change, make it necessary for training systems to be more flexible and thus more responsive to the new demands of the employment situation. In this connection the ILO will assist member States in the process of decentralising responsibilities concerning the determination of the needs for training and retraining and the identification of the changes that need to be made to the content of the training offered, so as to increase the capacity of such States to respond to indicators in local labour markets.

25. Also within the framework of combating poverty, the Social security major programme will seek to improve social services for the poor. Its activities will be aimed chiefly at improving the conditions governing access to health services for the most vulnerable population groups, including in particular women, children, migrant workers, refugees and the handicapped.

26. Action to combat poverty will also take account of the widely varying situations to be found today in countries at different stages of economic and social development. Specific activities will have to be undertaken to respond to the process of structural adjustment and the transition to a market economy, and to take account of the priority accorded to the development of the rural and informal sectors in countries concerned by these issues.

**Structural adjustment**

27. Experience has shown that structural adjustment policies may increase poverty. For this reason the first high-level meeting on structural adjustment, held in 1987, stressed the active role the ILO must play together with the World Bank and the International Monetary Fund to help governments to design policies to combat poverty and offset the negative social effects of certain adjustment measures.

28. The climate of international détente now prevailing should make it possible for a great many countries to limit their military expenditure, thereby making it possible to reorient public expenditure towards activities aimed at reducing poverty and offsetting poverty’s intolerable effects on the population.

29. The ILO’s efforts regarding structural adjustment policies have to a very great extent helped to win acceptance for the principle that social objectives are of considerable importance and must be taken into account to ensure that economic restructuring genuinely produces lasting growth. Adjustment measures initially entail social problems and a decline in employment and incomes. Moreover, there can be no process of sustained growth without efforts to develop human resources through education, health and training. For this reason social concerns and employment are gradually receiving greater importance in the development of policies aimed at growth. Proposals will be made for the organisation of a second ILO high-level meeting on structural adjustment in 1994 to give effect to the work of the interdepartmental project on this subject.
30. The ILO plans to strengthen its cooperation with the International Monetary Fund and with the World Bank so as to ensure that the adjustment policies which member States are advised to adopt take account at the design stage of the concerns of the ILO, of government authorities responsible for social policy, and of employers' and workers' organisations in the countries concerned. Cooperation between the Organisation and the financial institutions will aim to strengthen the social content of programmes and promote consideration for the protection of the most underprivileged population groups and job creation for such groups. It will also endeavour to influence the approach taken by the financial institutions and to take full advantage of the possibilities offered by tripartite discussion to generate social consensus and to win broad support for national development policies. Finally, the Organisation's activities will complement those of the financial institutions by responding to requests for assistance from member States to strengthen their capacity to implement the process of structural adjustment.

Moves towards a market economy

31. The ILO's activities in these fields are of great importance to member States that have begun the transition to a market economy. In the short term the process of political change in institutions, economic restructuring and the liberalisation of markets entail serious risks of inflation, increasing poverty as a result of changes in the pricing structure, unemployment caused by the closure of unprofitable production units and the gradual creation of new enterprises. In the 1994–95 biennium, the ILO will advise such member States on how to develop policy and to establish institutions to combat poverty during this transitional period. Such assistance will include the strengthening of national employment services, the establishment of reconversion programmes so as to facilitate occupational mobility, and the adaptation of social security systems to take account of the new situation.

The rural and informal sectors

32. Increasing poverty in rural and urban areas in a great many developing countries is a strong argument in favour of retaining the rural and informal sectors as a priority theme. The discussion of the Director-General's Report to the Conference in 1991 on the informal sector showed that there was agreement on the diagnosis of the problems affecting the informal sector, the objectives to be attained, and the strategy to be pursued by member States and the ILO to remedy the problems involved. The resulting objectives of the ILO's activities are: improving the productive potential and thereby the capacity of the informal sector to generate incomes and jobs; improving the well-being of the poorest population groups; introducing a framework providing appropriate forms of protection and labour regulations; and organising producers and workers in the informal sector.

33. Naturally, these objectives will be pursued in a coherent programme. It should also be stressed that the ILO could not seek to promote employment in the informal sector without at the same time seeking to ensure greater respect for human rights, the elimination of the most unacceptable forms of exploitation and the gradual introduction of basic measures of social protection. These objectives, and the considerations that they entail, mean that the ILO programme must be a balanced and integrated programme in which the many departments will participate.

34. The essential elements of the programme will be the gathering of data and research on general policy issues; the organisation of producers and
workers in the informal sector; the improvement of the productive potential of the informal sector; the introduction of an appropriate regulatory framework; and the improvement of social protection. Such activities will require close cooperation between the different ILO departments concerned and between the ILO and other international organisations.

The protection of working people

35. The activities proposed to improve the protection of working people lie at the heart of the Organisation's mandate. They are aimed at helping the Organisation's constituents to develop their own capacity to improve their working and living conditions.

36. The scope of protection for working people covers two main areas of concern - the improvement of occupational safety and health and the development of social protection. Consideration also has to be given to the problems of migration and the elimination of child labour.

Occupational safety and health

37. The proposals concerning the Working conditions and environment major programme will take an integrated approach that brings together working conditions and environment, the improvement of occupational safety and health and its effect on productivity, and the need to encourage active participation by employers and workers in such matters at the level of the enterprise. The International Occupational Safety and Health Information Centre (CIS) will focus on the assistance it provides to its network of corresponding institutions in member States. Technical work on the revision of the Encyclopaedia of Occupational Health and Safety will continue during the 1994-95 biennium. Activities under this major programme will also be dedicated to harmonising the systems of classification of hazardous chemicals at the workplace. In this connection the ILO will cooperate with the United Nations Environment Programme and the WHO under the International Programme on Chemical Safety. Specific activities will be proposed concerning working time issues and the organisation of working time, the relation between working conditions and productivity and workers with family responsibilities.

38. In preparing the proposals for activities concerning the priority theme of environmental protection, the Office will take into consideration the final declaration of the United Nations Conference on Environment and Development, which will be held in June 1992. The proposals will also take account of discussions in the Tripartite Advisory Meeting on Environment and the World of Work, which will be held later in 1992. Finally, the proposals will also draw on the resolution concerning environment, development, employment and the role of the ILO, adopted by the International Labour Conference in 1990.

Social protection

39. ILO activities in this field will endeavour to strengthen social security systems where they exist in developing countries and to promote their creation where they do not. The ideal is to have systems offering universal coverage in terms of the persons protected and the contingencies concerned. In this connection it seems advisable to go beyond the definition of social security that is still closely tied to the notion of employment and contributions, and to promote the concept of social protection covering the entire population and combining the role of the State and of benefits financed
through taxation with that of employers and workers. New problems have in fact arisen recently which require a broader approach than that of traditional social security. These concern the role of social security and welfare services in the context of structural economic adjustment in relation to rising unemployment; problems linked to the extension of social security in the informal sector; social protection in countries moving towards a market economy; relations in developing countries between health-care systems financed by social security and universal health-care systems financed by the State; the integration and coordination of social security or social protection systems with labour-market and vocational-training policies and the implications of this integrated approach for minimum income schemes and for the protection of vulnerable groups, including women, children, the unemployed, the handicapped and old people.

40. The ILO's commitment in the field of social security entails its providing to member States a wide range of services concerning the administration of social security authorities, including the compilation and updating of statistics on social security, the updating of social security legislation, and the application of actuarial techniques guaranteeing that social security systems are financially viable.

Migration

41. The issues surrounding international migration, both of highly skilled and of unskilled workers, are growing in importance. The ILO's activities will concern the problems linked to return migration, especially in emergency situations. Efforts will also be made to improve the social protection of migrant workers, in particular so as to enable them to benefit from better social security protection. The ILO is in fact well placed to provide assistance in the development and adoption of multilateral and bilateral agreements on the protection of migrant workers.

Child labour

42. Major priority will be given to activities to promote the abolition of child labour. The 1992-93 biennium has been earmarked for two major innovations aimed at strengthening ILO activities in this field. These are the interdepartmental project aimed at promoting greater awareness of the extent and consequences of this major social problem and of the practical measures that can be taken to combat it; and the launch of a programme of practical activities, financed by extra-budgetary funds, to help member States implement programmes and policies on this issue. In the 1994-95 biennium it will be important to strengthen the ILO's capacity, and that of its member States, to continue the fight against child labour by placing emphasis on its elimination in hazardous occupations and industries and on welfare protection for the very young.

II. MAJOR PROGRAMME TRENDS IN THE REGIONS

43. The preparation and implementation of programmes for the 1994-95 biennium will have to take full account of the needs of member States in each of the major geographical regions. An initial effort has been made to define the main issues of concern in each region. These are now submitted to the Governing Body for review and will then come under the procedure set out in
paragraph 86. In future the social partners will be consulted to a greater extent than in the past on activities at the national level.

Africa

44. The definition of national and regional objectives for Africa is a particularly delicate exercise in the present economic context in view of the political and economic upheavals experienced by many countries in the continent. The move towards the democratisation of political structures, characterised by a progressive transition to a multi-party system and accompanied in some cases by radical changes in the leadership of States, has in many countries kindled hopes for an improvement in human rights, in particular the right to organise, and social progress. The same applies to the efforts to achieve economic and social integration in the continent, which found expression in the Treaty establishing the African Economic Community which was signed in June 1991. Moreover, it has been observed that the severe structural adjustment programmes implemented by seven out of ten African countries on the recommendation of the international financial institutions have had considerable adverse effects on the social policy of those countries: increases in unemployment, which are difficult to reduce, as a result of massive job cuts in the public and parastatal sector, wage freezes and reductions, the exodus of skilled managerial staff, the deregulation of the employment conditions of workers and an increase in poverty, especially among the most disadvantaged population groups.

45. The ILO's priority objectives in Africa must reflect the concerns of the social partners in the face of these upheavals. The top priority is employment and the integration of employment issues in national economic planning. Human resources development planning and the instruments used for this purpose (labour statistics, monitoring and forecasting services, employment services), the development of strategies in favour of sectors regarded as having job-creating potential (mainly small enterprises, craft industries, the informal sector and labour-intensive public works) form the nucleus of the action required. In this connection the private sector is of primordial importance. Such activities also need to take account of the increased needs of working women, especially female heads of households and women in precarious situations in the urban and rural informal sector. At the same time training, in so far as it constitutes direct preparation for employment, must be regarded as a priority area, especially because of the obsolescence of many existing systems, on the fact that these often fail to match the real needs of the economy, and on the absence of special programmes for micro-enterprises. The conclusions of the Tripartite Symposium on Structural Adjustment and Employment in Africa (Nairobi, October 1989) will form the basis of all future ILO activities in this field.

46. The second priority in Africa concerns the support that the ILO will give to ministries of social and labour affairs and to employers' and workers' organisations. Emphasis will be placed on the chronic structural weaknesses of these bodies, which are responsible for decision making, management and social dialogue, taking account of the lack of staff trained in labour legislation, the social sciences or collective bargaining. It is essential for the ILO to undertake various activities to assist them in their organisation and methods and in the training of staff. This action is all the more urgent because in many countries there is pressure for more flexible labour legislation as part of structural adjustment policies. In this context any action to strengthen the institutional capacity of the social partners would encourage the dialogue required for successful structural reforms, since employment creation policies evidently cannot be solely the responsibility of governments. Furthermore, particular attention will be paid to workers'
organisations, which are far from being recognised as full-fledged representatives. Many such organisations have long suffered in many countries from their ties to the sole political party, while many others have been established only recently as part of the emergence of trade union pluralism.

47. In the field of standards, there are significant problems in ratifying and applying the basic instruments: reference is often made to freedom of association and collective bargaining, various forms of forced labour and the endemic problem of child labour. It is suggested that in Africa the ILO should take systematic action to strengthen its activities to increase awareness of these issues among the social partners, to promote the training of specialists and ensure the promotion of tripartite dialogue, thus implementing the provisions of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). Such activities take on particular urgency because, as mentioned earlier, the in-depth revision of labour legislation may entail risks for the application of ratified standards.

48. Finally, an analysis of objectives at the regional level suggests that high priority should be given to certain particularly disadvantaged population groups. It is suggested that in many countries programmes should be established for the rehabilitation and placement of large numbers of disabled persons who, it is estimated, make up approximately ten per cent of the population of countries affected by armed conflict and endemic disease. The priority objectives of a considerable number of African countries also include the need to resolve the very serious problems posed by migration flows, whether due to political or economic factors. Countries which have to receive a large number of refugees, including their own nationals who have had to leave the countries to which they had emigrated long ago, are concerned at the difficulties in integrating such workers into a labour force already seriously affected by unemployment. This is also the case of States which have to reintegrate populations, mostly rural and low-skilled, who have been forced to leave their land as a result of successive droughts and desertification.

49. These objectives do not exclude the possibility of more sectoral or specific activities targeted on individual subregions and countries. However, they represent a large common denominator to which the ILO will give priority in its programmes.

The Americas

50. An analysis of current trends in the socio-economic situation of the countries of Latin America and the Caribbean and the conclusions reached at the ILO Tripartite Symposium on Structural Adjustment, Employment and Training (Caracas, 12-16 August 1991) have helped to identify priorities for ILO action in the 1994-95 biennium. The forthcoming regional conference for the Americas (1992) will offer a further opportunity to review these objectives.

51. In the 1980s, most countries of the region undertook structural adjustment programmes intended first to bring about short-term stabilisation, and secondly to achieve structural changes to promote productive activities that generate or save foreign exchange and improve economic efficiency in general. Available evidence on short-term stabilisation measures shows that recent efforts at the country level have been more successful in reducing foreign trade and fiscal deficits than in controlling inflation.

52. The policy measures involved in most structural adjustment programmes are well known: a reduction in public expenditure, including cuts in wages and in social programmes; the liberalisation or deregulation of
economies; and the improvement of competitiveness with a view to securing export markets. Austerity measures have had a negative impact on the quality of life of many people, and previous gains in terms of social development have been lost. High levels of unemployment and underemployment have been a persistent problem in most of the region, and in some countries it has even worsened in recent years. However, in certain countries chronic unemployment occurs alongside labour shortages in certain skill categories. The major challenges facing the region in the 1990s are, first, to secure the necessary investment resources for sustainable economic growth and sufficient employment creation; and, secondly, to ensure that education and training systems are consistent with new patterns of demand for labour.

53. During the 1980s, a process of democratisation began in the region which significantly improved human rights. This process has included progress in the application of fundamental international labour standards, such as those dealing with freedom of association and the elimination of labour discrimination. However, much remains to be done to consolidate this progress towards democracy.

54. Further advances towards democratisation and economic change require the effective participation of the social partners in economic decision making. The stronger the involvement of the social partners and the wider the scope of agreements on economic and social changes, the greater the possibility of ensuring political stability in the long term. This will in turn facilitate structural reforms.

55. The priority areas for the ILO's activities in the region in the coming years will include the strengthening of democracy, collective bargaining and labour relations, the employment aspects of the process of economic integration, and active labour-market policies.

56. In most countries in the region the right to associate freely is respected. However, in a few countries the most fundamental human rights are yet to be secured. Consequently, the ILO will continue to promote the application of standards pertaining to universal human rights, starting with those related to freedom of association, equal opportunity and treatment for women, and the elimination of child labour and forced labour. Attention will also be given to those standards especially relevant in the region, such as the Indigenous and Tribal Peoples Convention, 1989 (No. 169).

57. The specific purpose of ILO action in this region in the field of collective bargaining and labour relations is to achieve equity and efficiency in the distribution of the costs and benefits associated with long-term adjustment programmes. ILO action should concentrate on the development and strengthening of tripartite machinery for collective bargaining agreements. Assistance should also be provided in the modernisation of labour legislation and to reinforce the technical capacity of workers’ and employers’ organisations through the development of information, research and advisory services. Assistance will also be given to ministries of labour in the modernisation and development of their technical capacity.

58. There is a growing trend in the region towards economic integration. This has important social and labour implications which will need to be addressed in negotiations between countries. The ILO can contribute to success in the integration process by providing assistance on the employment aspects of the economic integration process and the harmonisation of labour legislation. Assistance should also be provided to strengthen the technical capacity of labour ministries in relation to economic integration.
59. As regards active labour-market policies, the ILO can contribute significantly to the development of training programmes to meet the actual demand for skills. The potential role of the ILO as a clearing-house for technical information is particularly important. Training should be brought increasingly closer to the enterprise. Assistance should also be provided in respect of retraining programmes for those displaced by redeployment and by the reform of the public sector.

60. In countries undergoing rapid structural change, the objective must be to strengthen the capacity to design and implement policies and programmes to promote employment. For this purpose, ILO assistance will be important in the design of productivity policies and other measures to raise incomes in the urban informal sector. The ILO can make a significant contribution in the design of labour-intensive employment programmes and in the promotion of strategies to bring women into the labour market under conditions of equality. The social protection of disadvantaged groups should also figure prominently in ILO activities in this region.

Arab States

61. The Arab States include countries with high per-capita incomes and others with very low incomes. The development of the latter largely depends on the economic performance of the oil-exporting countries as a result of the close economic links between the two groups of countries through trade, aid and migrant workers' remittances. Throughout the subregion the difficulties and problems which resulted from the economic recession of the early 1980s and the subsequent structural changes in the industrialised economies, became more complex and serious in the latter part of the decade.

62. In the late 1980s, countries in the subregion adopted development policies that placed high priority on the diversification of the economy, the expansion and modernisation of industrial capacity and rapid economic growth leading to greater self-reliance. In this context, the issue of human resources development was of particular importance in both the oil-producing and non-oil producing countries of the subregion. Most of the oil-producing countries continued their efforts to reduce their dependence on migrant workers and to promote the employment of nationals. On the other hand, the labour-exporting countries sought to take appropriate measures to adjust their labour markets to the new economic conditions, placing particular emphasis on the re-integration of returning migrant workers.

63. The Gulf crisis of 1990 seriously affected the socio-economic situation in most countries in the region. The level of employment was badly affected by these events. In some countries, the return of migrant workers to their home countries is exacerbating an already serious problem of unemployment. In others, despite high levels of employment, policies have been designed to reduce dependency on foreign workers, giving rise to the need to prepare new training policies and programmes for nationals.

64. Despite the disparity between economic and social situations among these countries, they have a common goal in fields of concern to the ILO, namely the improvement of training systems, including vocational training, management training, particularly for the private sector, vocational rehabilitation, and the development of small-scale enterprises to enhance employment and income generation. In the design of training programmes special attention needs to be given to women, whose role in the socio-economic development process in the region is gaining momentum, but still requires special attention.
65. National policies for employment promotion and human resources development are the centrepiece of the development plans of most of the countries of the region. These policies depend for their success on the strengthening of labour ministries, including the reinforcement of their technical capacity in the fields of labour-market information and training and in their managerial capacity to coordinate their activities with those of other ministries, especially those of planning and education, and with the private sector.

66. In most countries increased emphasis is being placed on the development of the private sector. Employers' organisations are therefore seeking to strengthen their ability to play an active part in this process. Trade unions, however, tend to be weak or non-existent in most of these countries. Hence the need for special efforts in this field, taking due account of the particular characteristics of each country.

67. High priority is being accorded throughout the subregion to human resources development. The formulation of appropriate and comprehensive training policies and programmes, in collaboration with regional and national institutions, is of paramount importance. Of equal concern is the need for activities in the fields of manpower planning and labour-market information so as to strengthen government capacity in these areas and facilitate the exchange of information and the coordination of action relating to the movement of migrant workers in the subregion.

Asia and the Pacific

68. The Asian and Pacific region is equally diverse. Its member States range from small islands to the two most populous countries in the world. They include both market economies and socialist countries, and also several other countries which have embarked on the transition from a centrally planned to a market economy. In terms of their level of development, some of these countries are among the poorest in the world; others are regarded as fast-growth middle-income countries; still others are included among the newly industrialising and most industrialised countries.

69. Global political changes have had a significant impact in the region. The widespread transition from centrally planned to market economies has been accompanied by a significant reduction of tension between the major powers. Several countries have launched major economic reforms. Many countries in the region are in the process of structural adjustment and transformation so as to exploit the opportunities offered by technological progress and the expansion of international trade and investment. Indeed the second half of the 1980s witnessed rapid economic growth in many countries in the region, particularly in south-east and east Asia. However, in south Asia growth rates were low and poverty, unemployment and under-employment remained widespread.

70. International migration remains a major issue in view of the Gulf crisis on the one hand and increasing migration to some east Asian countries on the other. The crisis has also led to a decline in revenue from migrant workers' remittances, with important implications for some countries in south Asia.

71. The countries of the region differ considerably in the degree to which basic ILO principles are observed. Although significant progress has been made, there remain several member States in which they are ignored, and cases of forced labour and child labour, and violations of trade union rights are often reported.
72. In summary, the most important technical fields for the ILO in this region in the years to come are, first, the promotion of human rights and international labour standards, the development of sound labour relations systems and the strengthening of tripartite constituents. Secondly, a wide range of ILO activities will concern employment generation and poverty alleviation, employment policies relating to structural adjustment, the promotion of small enterprises and entrepreneurship development, and policies and programmes to protect migrant workers. Finally, the improvement of working conditions and occupational safety and health and the development of social security programmes will continue to be emphasised in ILO assistance to countries in this region.

73. Work in all these technical fields will be directed towards achieving a better understanding of the complementarity between social progress and economic growth, and of the importance of both international labour standards and ILO technical co-operation as mutually supportive means of action.

**Europe**

74. The definition of objectives for Europe has to take account of the fact that it is composed of three distinct groups of member States: industrialised market-economy countries, central and eastern European countries that have embarked on the transition to a pluralist society and a market economy, and a small number of developing countries. The problems related to migration (south-north and east-west) are the only problems common to all the countries of this region.

75. In order to be of relevance in the industrialised market-economy countries, the ILO will have to deal with the process of industrial adjustment linked to new technology, new forms of industrial organisation and the increased international competition resulting from its impact on employment and unemployment, wages and incomes and social services. The right to equality of opportunity and treatment, not only between men and women, but also for minorities, migrants and disadvantaged groups, is also a priority concern in these countries.

76. The future of social security is also of interest to all the industrialised countries concerned by the reforms to be made to health and pension systems, to the problems of financing and organising them and to the scope of protection to be ensured. The ILO also has to contribute to efforts to improve the environment, especially the working environment and the safety and health of workers.

77. These questions also concern central and eastern European countries. However, the latter have other priorities which may be summarised as follows: the establishment of machinery to institutionalise social dialogue; the strengthening of employers' and workers' organisations and the promotion of collective bargaining; the reform of social legislation guaranteeing workers' fundamental rights; the creation or strengthening of institutions concerned with various aspects of the labour market such as employment services, training and advanced training, employment promotion and the development of small enterprises; the social protection of persons affected by the transition process and their reintegration into society; the establishment of statistical machinery that will make it possible to analyse the consequences of restructuring for employment, occupations and consumer prices.
78. While developing countries in Europe are concerned by all the above questions, their foremost priorities comprise the transformation of rural, agricultural societies into urban, industrial societies, the improvement of working and living conditions in disadvantaged urban areas and the promotion of organisations for mutual assistance, cooperatives and voluntary associations to strengthen the social fabric.

III. ADAPTATION OF THE MEANS OF ACTION AND STRUCTURES

79. The objectives defined above can only be attained if substantial changes are made in the methods and structures of the Organisation and its Office. These changes are intended to attain the standards of excellence necessary in the greatest possible number of sectors in order to ensure services to member States, or to achieve greater efficiency in the performance of certain traditional tasks, or again to make savings so as to strengthen programmes designated as priorities. The changes foreseen concern –

- services to member States and the ILO's presence in the regions;
- the process of preparing, revising and supervising international labour standards;
- budgetary methods and supervision of management;
- the functioning of the structures of the International Labour Conference, the regional conferences and the Governing Body.

Services to member States

80. For many years most of the services provided to member States of the ILO have taken the form of technical cooperation projects, financed mostly from sources outside the Organisation's budget, either by UNDP or through other multibilateral donors. Development cooperation policies are undergoing profound change. General Assembly resolution 44/211 stresses that it is the exclusive responsibility of recipient States to draw up national development plans, define the objectives to be pursued and choose their priorities. The new arrangements concerning technical cooperation activities financed by UNDP are similar, and encourage the direct execution of projects by national institutions. Several studies on the prospects for international cooperation conducted by the Nordic countries recommend, inter alia, that the specialised agencies of the United Nations system should strengthen their standard-setting role, increase their analytical capacity and scale down their responsibilities in relation to the implementation and management of operational activities, so as to transfer those responsibilities to recipient member States. The ILO hopes to respond unequivocally and positively to this development by helping beneficiary countries to assume their new responsibilities. While the consequences of this development for the Organisation's resources in the 1994-95 biennium cannot be estimated at the present time, it is certain that the Office itself will have to adapt its means of action so as to increase the analytical capacity it makes available to the Organisation's constituents and to progressively ensure more decentralised management of its operational activities. This implies strengthening the Organisation's capacity to act in developing countries and the continuation of efforts to rationalise relations between regional departments and departments at headquarters.
81. The changes taking place in the field of development cooperation do not mean that there will be less ILO assistance, but that assistance will be significantly different. The ILO's contribution will increasingly take the form of analysis and advice in the field of sectoral policy and the design of strategies and programmes to implement such policies. When States so request, the identification, preparation, management and evaluation of technical cooperation projects will of course be continued.

82. In the field of operational activities, the ILO's activities will be reoriented so as to encourage the execution of projects by national institutions where such institutions so request and consider that they have the capacity to assume such responsibilities. The ILO will only act as an executing agency where member States request it to do so.

83. These changes are in line with a number of statements made at meetings of Governing Body Committees and the Governing Body itself. These statements have emphasised that full account should be taken of the transformation of the political, economic and social environment and of the changes taking place in the field of development cooperation, and that the Organisation should adapt to these changes. The conditions considered necessary for such adaptation are as follows: the need to conduct sound operational programmes in the ILO's essential fields of competence; the need to ensure greater horizontal integration between technical programmes; the need to improve integration between the programmes executed at headquarters and those conducted in the regions; the need to respond more rapidly to the concerns of constituents; the need to strengthen the essential role of international labour standards as guiding principles for all forms of action undertaken by the Organisation; the need to ensure that ILO activities are closely geared to the problems of its constituents; and the need to devise and implement programmes and activities which have an unquestionable impact.

84. In firmly committing itself to this course of action, the Office is also committing itself to the many internal changes required by such evolution. It will be necessary to identify and to define priority objectives that lie indisputably at the heart of the Organisation's mandate; to ensure that operational activities are planned in such a way that the social partners are more closely involved; to provide the Organisation's constituents with better access to the wealth of information at its disposal; to strengthen the ILO's field structures and to promote more decentralised management of operational activities with a view to their transfer to national beneficiary institutions where the latter so wish; to ensure greater technical capacity in each region for the provision of general policy advice and sectoral studies to constituents; and to introduce a personnel policy that encourages further training and increases staff mobility.

85. The changes proposed for the technical departments are intended to concentrate their activities on the Organisation's core mandate, in particular on those in which the Office has unquestionable experience. They will also have the aim of increasing the capacity of these services to conduct analyses, provide advice and take technical action through measures for human resources development, and to relieve them of administrative work which currently accounts for an important share of their resources. The research activities of technical units will be reoriented to focus on the preparation of general policy advice to the authorities of member States and to employers' and workers' organisations. Such research will have to be closely integrated with, and contribute to, all forms of support provided by the Organisation to its constituents, including advisory services, operational activities and the dissemination of information. Finally, the technical departments, through their research activities, will be involved in the evaluation of programmes and projects executed as part of the Organisation's operational activities,
and the findings of this work will be used to enhance the impact of future activities.

86. A new approach to the programming of activities in the regions is being conducted on an experimental basis. It consists in identifying the main fields in which ILO assistance can be envisaged; then, in consultation with the authorities concerned, the social partners and with the cooperating institutions, multidisciplinary analyses covering multiple sectors will be prepared as the basis for programmes of action with precise objectives and strategies that take account of the ILO's capacity to contribute to such programmes and the resources available at the national level.

87. The ILO has a considerable amount of information on the economic and social situation of member States and on their legislation. These data are constantly updated through the activities involved in the supervision of the application of standards and through the programmes of industrial committees and technical meetings. Steps will be taken during the 1994-95 biennium to ensure that this wealth of information, which is one of the Organisation's major assets, is made accessible to its constituents in member States. Modern technology combined with data-processing and dissemination techniques now make it possible to identify rapidly the information sought and to make it immediately available worldwide to those interested in it. In addition to efforts to develop information services at headquarters and in the external offices, specific activities are envisaged to strengthen the capacity of member States, in particular ministries of labour and employers' and workers' organisations, to use this information in their efforts to solve the social problems with which they are faced.

88. These reforms will place greater responsibility on the external offices in developing countries, whose activities for programming, coordination and management of operational activities will increase considerably.

89. The ILO now has technical capacity in the regions composed of regional employment teams, regional training and labour administration centres and regional advisers in several technical disciplines. The multidisciplinary nature of the economic and social development problems facing member States necessitates a review of these arrangements so as to improve integration between the various sectoral components of the respective regional programmes. Several multidisciplinary teams will therefore be created in the regions, bringing together experts on employment, training, labour administration, labour legislation and social security. The composition of such teams will be adapted to the specific characteristics of each region and could at any time be strengthened or supplemented, on the basis of needs, by experts from other disciplines. An essential aspect of this reform will be the systematic inclusion in each team of an expert on international labour standards, an adviser specialising in activities of interest to employers' organisations and another on questions of concern to workers' organisations.

90. In order to cope with the increased responsibilities assigned to the external offices and with the creation of decentralised multidisciplinary teams, it will be necessary to make substantial transfers of staff and related resources from headquarters to the regions. Such measures will be introduced gradually, and the initial measures aimed at strengthening the field structure already foreseen for the 1992-93 biennium will be considerably increased in 1994-95.

91. The success of the introduction of these changes largely hinges on the introduction of a sound strategy for the development of the Office's human resources. This strategy will have to create conditions that encourage the
further training of staff and increase the latter’s mobility between headquarters and external offices, within headquarters, between the external offices themselves and between the ILO and other agencies of the United Nations system. The essential aspects of this strategy, devised in consultation with the staff, will concern improvements in the provision of information to the staff, forecasting of needs and recruitment planning, a career development policy accompanied by facilities for training, further training and mobility, and a review of procedures and practices for the assignment of staff. The objective of this strategy must clearly be to ensure that the Organisation continues to have staff of the highest quality, and for this purpose to prepare the staff for the changes and the reorientation of its activities that are called for by the changes taking place in the world.

**International labour standards**

92. Reforms should also be envisaged for various aspects of the international labour standards machinery. Suggestions have been made during discussions in the Governing Body concerning the pace of standard setting, the choice of the fields on which it should focus in future, and the process of regularly revising standards. These are questions which fall within the competence of the Governing Body, which may perhaps decide to establish a working party to examine them.

93. The working methods of the supervisory machinery support services should also be reviewed. The problem concerns both member States and units in the Office. Member States, including industrialised countries, complain that they are increasingly encountering difficulties in fulfilling their constitutional obligations to report on standards. The Office units have to deal with many new ratifications each year, and as the number of member States is also rising, the work to be done on comparative analyses increases. In order to deal with this situation the resources of the International labour standards and human rights major programme have regularly been increased. However its working methods need to be improved, and the Office is already examining the scope for this. However, in view of this situation the Governing Body may perhaps wish to examine the supervisory system itself and consider whether it is appropriate to continue to request reports on Conventions in the same way as at present, whether there should be a focus on certain standards, or whether a reduction in the frequency of reports on ratified Conventions should be envisaged.

94. The resumption of ethnic and racial conflicts mentioned above and the exacerbation of the forms of discrimination to which this leads make it necessary for the ILO to envisage new procedures to supervise the application of standards so as to deal with cases in which Conventions concerning discrimination are not respected.

**Budgetary methods**

95. The method of preparing the Programme and Budget currently followed in the Office aims to define, three or even four years in advance, objectives at four levels: by major programme, by programme, by subprogramme and by individual programme elements. This method is largely incompatible with both the accelerating pace of current social change and the changes occurring in technical cooperation. The Director-General proposes that the programming exercise should place less emphasis on the presentation of details of research work, but that more resources should be devoted to advisory services for the ILO’s constituents. In contrast, the Office would report in more detail and in greater depth on the work completed, on its relevance to specific
situations and on its impact. Such reports, which will respond to the wishes expressed by the Governing Body's Working Party on Improvements in the Functioning of the International Labour Conference, would deal with the Organisation's activities as a whole and with all the means of action deployed by the Office, irrespective of the sources of funding.

96. The establishment of the Interdepartmental projects major programme (140) was a major innovation in the 1992-93 programme and budget. The preparatory work done to make the implementation of the activities of this major programme possible has already clearly highlighted the value of such an approach in pursuit of some of the Organisation's objectives which, in view of the nature of the problems to be dealt with, have to be pursued through a multidisciplinary approach. The proposals for 1994-95 will aim to bring to completion the work done in the context of the projects under way in 1992-93. The possibility of executing interdepartmental projects in other technical fields of activity will also be considered. The informal sector, the protection of the environment and international migration are three fields which would lend themselves to the execution of such projects. This is to be the subject of in-depth consultations within the Office, and the suggestions of members of the Programme, Financial and Administrative Committee will naturally be taken into consideration.

97. In future, rather than providing a very detailed description of all the activities of such projects, the aims and the planned results of each of them will be defined, and analyses presented of the strategy adopted and the level of resources to be allocated. Detailed planning for such activities and for the manner in which they are to be executed would be undertaken as soon as the Governing Body and the Conference adopt the Programme and Budget.

The structures of the Organisation

98. At its 250th (May-June 1991) Session, the Governing Body set up a Working Party on Improvements in the Functioning of the International Labour Conference, the mandate of which is to strengthen the effectiveness of the Conference, namely to improve its ability to fulfil its constitutional and legislative objectives at less cost and in less time. The Working Party began its examination of the various possibilities for reform at the 251st Session of the Governing Body. These included various alternatives entailing the reduction and rationalisation of the work of the Conference and the shortening of Conference sessions. It would be premature to anticipate the recommendations the Working Party will make. It should, however, be noted that any reforms in the functioning of the Conference, should they be adopted and intended to take effect as of 1994-95, may have consequences for the Programme and Budget of the Organisation for the next biennium. In the light of the lessons learned from the regional conferences to be held in 1992 and 1993, further reforms may be envisaged for the regional conferences.

99. The Governing Body had also expressed a wish to review the organisation of its own work and functioning. It may perhaps decide to establish a working party to examine the various aspects of this matter and to present its recommendations.

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IV. OTHER FACTORS TO BE TAKEN INTO ACCOUNT IN PREPARING THE PROPOSALS

100. The proposals concerning the Conference and the Governing Body will be presented in such a manner as to give an indication of the financial implications of the possible entry into force of the constitutional amendments adopted in 1986. They will also reflect any decisions taken on the proposals of the Working Party on Improvements in the Functioning of the International Labour Conference. As the Governing Body has already agreed, the regional conferences foreseen for 1994-95 will be those for Europe and Asia. Finally, the proposals for 1994-95 will also take account of the discussion in the Governing Body in February 1992 of the resolution adopted by the 26th Session of the Joint Maritime Committee, which was held in October 1991, concerning the convening of a preparatory technical maritime conference in 1995 and the need to organise a maritime session of the Conference in 1996.

101. Proposals will be submitted to the Industrial Activities Committee in May 1992 for the establishment of a programme of meetings for Industrial committees. Unless the Governing Body decides otherwise, provision will be made for six major meetings and nine other meetings in accordance with decisions taken by the Committee at the Governing Body's 243rd (June 1989) Session. In pursuance of the decision of the Governing Body on the organisation of Industrial committees, only one item will be placed on the agenda of each major meeting. Finally, the programme proposals will take account of the recommendations that the Industrial Activities Committee will make at its meeting in May 1992 as regards the programme of industrial meetings for 1994-95.

102. The proposals for 1994-95 will also include provision for administrative services. Efforts will continue to be made so as to improve the productivity and efficiency of administrative departments and of the entire Office, in particular by using new modern computer applications and better equipment for the Office. The development of computer techniques, increasing automation of work and progress in telecommunications require greater investment, but using these techniques will make it possible to recoup their cost in the medium term. The use of these modern techniques and the investment required are essential to ensure that the decentralised management of activities in the regions is conducted in a satisfactory manner. Progress in the field of telecommunications in particular should enable the Office not only to speed up communications with its external offices and with its constituents, but also to make savings which may be used to compensate for the investments made. In order to meet these needs, it may be appropriate to envisage the creation of an equipment investment fund for the Office, as suggested in paragraph 96 of the introduction to the 1992-93 Programme and Budget.

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V. RESOURCE PARAMETERS FOR THE 1994-95 BIENNium

103. The Director-General is aware of the financial difficulties which are still being encountered by many member States which have to cope with very serious budgetary constraints.

104. The level of resources for the 1994-95 programme proposals will have to take account of the fact that the ILO's administrative programmes and services have been considerably reduced in real terms during the two previous biennia. While some of these reductions have been offset by improvements in
the organisation of these services and by gains in productivity, it should nevertheless be noted that some of these reductions were achieved by postponing investments that were necessary for the modernisation of infrastructure. A further reduction in resources in this area would imply a risk of jeopardising the long-term functioning of the Office. Provision has been made to continue the introduction of a number of improvements intended to increase the efficiency of these services and to reduce their cost so as to release the necessary resources for investments in this area without increasing expenditure.

105. A shift in resources will be made from headquarters to the external offices so as to respond to the need for greater flexibility and greater rapidity in the Office's activities to assist its constituents. This shift in resources will essentially concern activities linked to the management of technical cooperation. It should also be noted that, as of the 1994-95 biennium, the level of external resources earmarked to support technical cooperation activities may begin to diminish as a corollary to the implementation of technical cooperation activities by recipient States themselves. The proposals for resources for the major technical departments for activities linked to the major priority themes will be maintained, and even increased. This means that choices will have to be made and that activities in fields which do not enjoy, or no longer enjoy a high level of priority will be reduced.

106. It may be recalled that the level of resources under Part I of the Budget for 1992-93 is lower in real terms by $1 million compared to the corresponding level for the 1990-91 biennium. The Director-General intends to submit Programme and Budget proposals for 1994-95 which are identical in real terms to those of the 1990-91 Programme and Budget, that is, $1,250,000 more than for 1992-93, which will make it possible to include the holding in 1995 of a Preparatory Technical Maritime Conference in accordance with the resolution adopted by the 26th Session of the Joint Maritime Committee. This will imply the inclusion of proposals in the 1996-97 biennium of an amount of some 4 to 5 million dollars for the holding of a maritime session of the International Labour Conference in 1996.

Third item on the agenda

PROGRAMME AND BUDGET PROPOSALS FOR 1994-95:
PRELIMINARY CONSULTATION

Terminal Benefits Fund

1. As a result of the recommendations made by the Salary Review Committee established in 1956 to review the United Nations salary, allowance and benefits system, the United Nations and the specialised agencies, including the ILO, introduced as from 1 January 1958 the payment of a "service benefit" for fixed-term officials. The purpose of the benefit was to provide equitable terminal benefits and pension coverage terms to technical assistance experts and other officials when appointed for a fixed term.

2. To meet these liabilities, a Service Benefits Fund was established on 1 January 1958 and was funded on the following basis:

- 4 per cent of pensionable emoluments of locally-recruited fixed-term staff;

- 8 per cent of pensionable emoluments of non-locally recruited fixed-term staff.

This account was charged with payments of service benefits to entitled fixed-term staff on the termination of their contracts.

3. At its 157th (November 1963) Session, the Governing Body noted that the Secretary-General of the United Nations had submitted proposals to the General Assembly for the abolition of the service benefit and its replacement by amended repatriation provisions applicable to all non-locally recruited officials as from 1 January 1964. Subject to the approval of these proposals by the General Assembly, the Governing Body approved amendments to the ILO Staff Regulations to bring these changes into effect. Service benefits were
abolished and the service benefits account was renamed the Terminal Benefits Fund as from 1 January 1964.

4. The Terminal Benefits Fund was funded as follows:

- for all non-local staff, whether fixed-term or indeterminate, appointed on or after 1 January 1964 to regular budget or extra-budgetary programmes - 6 per cent of salary and pensionable allowances;

- for all non-local staff who, at 1 January 1964, held fixed-term contracts - 8 per cent of salary and pensionable allowances until expiry of such contract, thereafter, 6 per cent of salary and pensionable allowances;

- for all locally-recruited staff who, at 1 January 1964, held fixed-term contracts - 4 per cent of salary and pensionable allowances until expiry of such contract, thereafter, no provision.

The Terminal Benefits Fund was charged with all payments of service benefits in respect of which contributions had already been accumulated together with all repatriation grants payable to non-local staff, whether fixed-term or indeterminate.

5. With the introduction of staff standard cost factors in the ILO regular budget for 1967, the funding provision for the terminal benefits entitlement was incorporated as one of the elements of the factor and was set at 8 per cent of the estimated average basic salary cost of eligible officials. Due to budgetary constraints, the funding rate was reduced to 6 per cent as from 1 January 1976. The 6 per cent funding rate remained unchanged up to 31 December 1991.

6. Contributions to the Terminal Benefits Fund are made not only for regular budget staff but include staff financed by programme support cost income, the International Institute for Labour Studies, CIS, ISSA, CINTERFOR, and, as from 1 July 1980, the International Training Centre of the ILO (Turin).

7. The evolution in recent years of the Terminal Benefits Fund in millions of US dollars has been as follows:

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<td>(2.8)</td>
<td>(2.9)</td>
<td>(1.7)</td>
<td>(1.4)</td>
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<td>23.6</td>
<td>25.1</td>
<td>28.0</td>
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8. The actual liability of the Fund has increased over the years in step with increases in salaries and average length of service of serving officials. Neither the Conference nor the Governing Body have set a limit to the Fund relative to the estimated total liability of the Organisation. The level of the Terminal Benefits Fund at the end of each year is reported to the Governing Body in the document giving the position of the accounts for the first year of the biennium and in the biennial audited financial statements. The Governing Body's attention was specially drawn to the level of the Fund in 10186/Conv.
the External Auditor's report on the Financial Statements for 1976-77, when the level of the Fund stood at $9.4 million at the end of that biennium. The External Auditor had pointed out that total liabilities relating to terminal payments were then estimated at $30 million, and the Fund would be insufficient if all officials were terminated at short notice.

9. In June 1991, the International Labour Conference, at its 78th Session, adopted a resolution concerning the establishment of a Voluntary Thrift Benefit Fund for ILO officials, which reduced regular budget contributions to the Terminal Benefits Fund from 6 per cent to 3.5 per cent of the basic salary of eligible officials as from 1 January 1992 and authorised the interest earned on the Terminal Benefits Fund beginning with the year 1991 and up to a total amount of $4,875,000 to be paid into the Voluntary Thrift Benefit Fund.

10. Although the regular budget funding of the Terminal Benefits Fund has been reduced from 6 per cent of basic salary to 3.5 per cent as from 1 January 1992, funding from other sources of funds will be determined independently to take into account their particular circumstances in order to avoid any subsidy to these accounts by the regular budget.

11. The following table shows the projected effect of the decision referred to in paragraph 9 above, on the Terminal Benefits Fund over the period 1992 to 1995, in millions of US dollars, assuming normal operations.

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Estimated Liability:

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<td>98.5</td>
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</table>

Coverage of estimated liability: 34.7% 33.1% 32.9% 32.4%

12. As can be seen from the table above, the projected balance on the Fund remains virtually static while the ILO's liability increases steadily with a resulting decrease in coverage. Although it is extremely difficult to establish an ideal level for the Fund, as much depends on unknown future factors, it would be prudent to maintain it at a level which would enable the Office to meet costs resulting from emergency staff reductions without having to seek supplementary resources from member States. In 1977, when the United States withdrew from the ILO, benefits paid from the Fund amounted to the equivalent of $17 million at present values. This figure would have been much higher had it not been possible to transfer staff to technical cooperation.

1018G/Conv.
activities which were expanding at the time and to place staff on secondment with other organisations in the UN system, a strategy which would be difficult to implement in the light of present circumstances.

13. The dangers associated with a nonexistent or insufficient Terminal Benefits Fund were clearly illustrated when UNESCO was constrained to borrow $10 million from miscellaneous income in 1984-85 and a further $895,000 in 1986-87 in order to finance end-of-service grants and indemnities which became payable following staff reductions resulting from the withdrawal of the largest and another major contributor. UNESCO is still in the process of repaying these two debts, which are interest-bearing, and which will not be fully repaid until 31 December 1993 and 31 December 1997, respectively.

14. Although a full provision for terminal benefits based on the total potential liability would not be warranted, the Director-General believes that it would be prudent to maintain a balance in the Terminal Benefits Fund sufficient to cover one third of the total liability. To preserve this ratio, the position of the Fund would be periodically reviewed and the funding rate adjusted as necessary in the Programme and Budget proposals.

15. The table in paragraph 11 above shows that the projected ratio of the balance of the Fund to the total liability at 31 December 1995 is 32.4 per cent on the assumption of a continuation of the regular budget funding rate of 3.5 percent of basic salary in 1994 and 1995. This is very close to the target ratio of one third and the Director-General therefore proposes to maintain the regular budget funding rate of 3.5 per cent in his Programme and Budget Proposals for 1994-95.

Third item on the agenda

PROGRAMME AND BUDGET PROPOSALS FOR 1994-95:
PRELIMINARY CONSULTATION

Adjustment for staff turnover (lapse factor)

1. During the discussion of the budget estimates for 1957 in the former Financial and Administrative Committee at the 131st (March 1956) Session of the Governing Body, it was suggested that a lapse factor of between 2 and 5 per cent should be introduced into the estimation of staff costs for established posts. This lapse factor would reflect savings associated with the separation of serving staff combined with the delayed recruitment of new staff.

2. After further discussion, however, it was felt that the introduction of a lapse factor into the budget would lead to financial uncertainty and rigidity and would have harmful effects on the smooth working of the Organisation. In the years 1957 to 1966, therefore, a lapse factor calculated as a fixed percentage of staff costs was not considered suitable. Instead, specific amounts, which represented savings due to delays of two to six months in recruitment for new posts, were deducted from budgeted staff costs.

3. In 1967, the structure of the ILO's budget was changed from one which presented the principal types of expenditure which would be incurred for the execution of the programmes of work, to one based on the programmes of work themselves and the resources required to complete them, i.e. programme budgeting. Moreover, whereas in previous budgets estimates of staff costs were based on detailed projections of current actual expenditure, staff costs were for the first time expressed in work-years and calculated on the basis of standard cost factors. In that same year, since estimates under each programme represented the full cost for 1967 and were calculated on the assumption that all authorised staff resources were to be used to the full, a lapse factor of 1.45 per cent applying to all staff costs was introduced and was shown as a deduction at the end of Part I of the expenditure budget.

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4. This lapse factor rate of 1.45 per cent was retained for 1968 and 1969 and, with the introduction of biennial budgeting in 1970, the lapse factor for 1970-71 was reduced to 0.725 per cent, and remained unchanged for 1972-73 and 1974-75. For 1976-77, the rate was increased to 1.085 per cent. For the biennia 1978-79 to 1982-83, a lapse factor rate of 0.5 per cent was applied, and from 1984-85 to 1990-91 lapse factor deductions have been an arbitrary dollar amount representing some 0.6 to 0.8 per cent of total staff costs. The lapse factor deduction for 1992-93 was also an arbitrary dollar figure which represented 1.2 per cent of total staff costs.

5. Although it is difficult to draw a direct comparison, most other major UN agencies, unlike the ILO, do not show an identifiable lapse factor deduction in their budgets. Their budget texts merely state that a certain percentage reduction has been made in arriving at their total staff costs. Moreover, whereas the ILO provides for a lapse factor for all types of staff costs including Professional and headquarters General Service staff, overtime, short-term conference staff, and local field staff, the United Nations provision is limited to Professional posts and to new General Service posts only and the WHO's provision covers only Professional posts.

6. Perhaps the most significant difference between the ILO's approach to budgeting and that of other major UN agencies, however, is that while other agencies budget for specific posts, which inevitably leads to savings because of recruitment delays and requires correction by a lapse factor, the ILO takes a programme-oriented approach and budgets for work items and sub-programmes in terms of work-years and work-months needed to implement them. This approach results in greater flexibility and, although it limits the opportunity to make savings under the lapse factor, this is more than compensated for by the fact that the initial level of budgetary estimates for staff costs is reduced to reflect the actual resources required to carry out the work. It is relevant to note at this point that in his report on Budgeting in Organizations of the United Nations system, Inspector Schumm of the Joint Inspection Unit recognised this important distinction in commenting that "Lapse Factor is more appropriate where 'posts' are budgeted for than in the cases where other measures (i.e. work/years, man/months, etc.) are used as bases for budgeting".¹

7. Even organisations which budget for posts have recognised the danger associated with an inappropriately high lapse factor. In 1990-91, the FAO reduced its lapse factor as it was felt that the higher rate used in the past had diminished the Organisation's capacity to deliver the approved programme. UNESCO has also made repeated but unsuccessful efforts to reduce its lapse factor and has been obliged to freeze posts in order to achieve it.

8. A major factor which must be considered is that, during the course of most biennia, additional unbudgeted costs arise which have to be absorbed. These mainly result from increases in staff costs following ICSC or General Assembly decisions which are deliberately not provided for in the programme and budget until the decisions have actually been taken. As a consequence, an element of under-budgeting for staff costs already exists. These additional costs have to be covered mainly by intentional delays, postponements and slowing down of recruitment. The actual lapse factor savings must therefore be greater than the deduction made in the budget. A lapse factor set at too high a level would severely reduce the capacity to absorb unbudgeted additional staff costs, thus making it necessary to provide separately for these unbudgeted costs in the programme and budget.


1019G/conv.
9. At the 221st (November 1982) Session of the Governing Body, the Programme, Financial and Administrative Committee considered a paper on the financing of unforeseen supplementary expenditure. This paper, which proposed, inter alia, the removal of the adjustment for staff turnover from the budget as part of a more realistic budget approach, received a large measure of support in the Committee. However, due to pressure to keep the budget level as low as possible, the Director-General has not found it possible to delete the lapse factor deduction.

10. Uncertainty over the future level of UNDP support costs income is another element which would militate against an increase in the lapse factor. A reduction in UNDP support costs income that will undoubtedly result from increased national project execution will lead to a gradual reduction in support staff which would, as far as possible, be met by attrition. This will in turn limit the amount of lapse savings that can be made since there will be pressure to place redundant staff financed by support costs in any suitable vacancies occurring under the regular budget.

11. The scope for a higher lapse factor deduction is greater when there is substantial real programme growth leading to increased recruitment of staff. Under present conditions of zero programme growth and in the light of the other factors mentioned above, the Director-General considers that an increase in the lapse factor would have to be compensated by introducing a post-type budgeting system for staff costs rather than budgeting for the cost of the work-years actually required for the delivery of the Organisation's programmes. Furthermore, as mentioned earlier, additional budgetary provisions would also have to be made for anticipated cost increases expected to result from future decisions of the ICSC and the General Assembly on staff remuneration and benefits. In the absence of these compensatory measures, there would be no alternative but to resort to programme reductions to achieve a higher lapse factor.

12. Under the circumstances, the Director-General sees no advantage in changing the present budgetary system and proposes that the deduction for lapse factor savings in the 1994-95 Programme and Budget be maintained at the 1992-93 level, i.e. 1.2 per cent of total staff costs.


1 GB.221/PFA/2/9.

1019G/conv.
Tenth item on the agenda

THIRD REPORT OF THE PROGRAMME, FINANCIAL AND ADMINISTRATIVE COMMITTEE

PROGRAMME AND BUDGET PROPOSALS FOR 1994-95: PRELIMINARY CONSULTATION

1. The Programme, Financial and Administrative Committee of the Governing Body met on 26 and 27 February 1992 under the chairmanship of Mr. Y. Chotard (France), Chairman of the Governing Body.

2. The Committee had before it three papers\(^1\) intended as a basis for a preliminary consultation in connection with the preparation of Programme and Budget proposals for the 1994-95 biennium and setting out the Director-General's initial thinking regarding the major themes, priority areas of action and resource envelope.

3. The Committee's discussion was opened by the Director-General, who introduced the paper. His statement is reproduced in Appendix I.

4. Mr. Oechslin, speaking on behalf of the Employer members, thanked the Director-General for the document and for his introductory statement, which provided the opportunity to discuss some of the fundamental issues facing the Organisation.

5. The Director-General had presented three priority themes, but it seemed that most of the ILO's present activities had been included in those themes. If priority were given to everything, that would mean there was no

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1 GB.252/PFA/3/1 and Corrigendum, GB.252/PFA/3/3 and GB.252/PFA/3/4.
priority at all. The Employer members felt that the theme of employment should be identified as a dominant theme. The struggle against poverty meant the development of employment, as the Director-General had said. To a certain degree, the advance of democracy also depended on employment.

6. The question was, what kind of employment should be created? In the recent past many countries appeared to have achieved full employment, but it was now known that this was illusory. There was a tendency in many countries to maintain employment artificially through subsidies. For the Employer members employment could only mean productive employment, resulting from sound economic policies. Today an economic policy leading to productive employment was an economic policy based on the market. This was a fundamental premise. A recent report of the World Bank noted that a consensus appeared to be forming in favour of a strategy of development in harmony with the market. The report further explained that competitive markets were those which had been able to organise efficiently the production and distribution of goods and services, something the Employer members had already been saying for many years. Nowadays there was a consensus, not only in the international organisations but in most countries, on the importance of an economy based on the market system, perhaps because all other systems had failed.

7. The Director-General used the word "market" for technical cooperation, and in this context it was good to have competition and to provide quality service for the client. The Director-General also used the word "market" for the market of ideas — a positive approach. The Governing Body was a market for ideas and the Employer members were pleased to offer theirs.

8. The first subject to be considered was the link between the market and structural adjustment. Fundamentally, the common denominator for all structural adjustment policies, although they varied from country to country, was the restoration of the market. In this sense there was no conceptual difference between structural adjustment and economies in transition. Although the two cases were different, economic transition policies had a structural adjustment element, and the common denominator was either the restoration or the creation of a market economy, with all its implications. Under these conditions structural adjustment was inevitable for the creation of lasting employment. In paragraph 27 of the paper, it was stated that structural adjustment could aggravate poverty; yet without structural adjustment it would be difficult for States to remove poverty in an effective and lasting way. Inflation, wastage in the public sector, and inefficiencies or deficiencies in state enterprises were all aggravating factors in the struggle against poverty.

9. The task of the ILO was hence to define a social policy that would be appropriate in the framework of structural adjustment. Social policy should not be a pretext for delaying measures which could be painful or for maintaining rigid structures, for experience had shown that delaying unpopular decisions only made problems worse. A social policy should be a safety net. Measures were necessary to deal with the social consequences of structural adjustment, which in the short term were painful. Even well-intentioned protective social policies sometimes had the perverse effect of helping those in employment at the expense of the unemployed, and they often slowed down the structural adjustment process. The social aspect of structural adjustment should not be limited merely to corrective measures, but should also involve active employment policies.

10. As stated in the report, greater investment in human resources was necessary. This was an important part of structural adjustment policy, which needed a positive social element. It should be considered in the preparation
of public investment, training and education policies, as well as in the development of small enterprises, self-employment and the spirit of enterprise. Only by an increase in training and education adapted more to employment within the economy could employment be expanded. The greatest possibilities for employment creation were to be found in the development of small enterprises and self-employment. These were not marginal aspects of employment strategy - they lay at the very heart of it.

11. The ILO's credibility among its member States - or clients, as the Director-General described them - lay in its ability to respond directly to their needs. It was important that the ILO should assist in the structural adjustment process by proposing policies which ensured it was accompanied by positive employment measures. It should recognise that social protection and legislation also contained certain rigidities that needed to be overcome. The ILO should be seen not as an obstacle but as a positive influence in structural adjustment policies. This would also ensure the ILO's credibility among other international organisations, such as the World Bank and the International Monetary Fund.

12. It was important to recognise that the labour market was a market in every sense of the word. It was necessary to establish or re-establish free collective bargaining between employers and workers, whatever the form or level of organisation of these groups. Countries entering into a period of democratisation were unfamiliar with these processes, so it was an essential responsibility of the ILO to help those, mainly employers and workers, who were to take charge of negotiations in the labour market. Admittedly, the role of governments was important, as they had to define the rules and act as arbitrators and judges of infractions; but employers, workers and their respective organisations were the main forces involved. In some respects bipartism preceded tripartism - the ILO's fundamental Conventions, for example, were based on relations between employers and workers. The government had a role in the tripartite structure, but it was quite distinct from that of the social partners.

13. The next point to consider was the relationship between the market and democracy. Democracy was not only a formal process which consisted of elections and parliament; it presupposed a climate of individual liberty and the existence of independent organisations. It was not by chance that in many countries in eastern Europe and in Africa aspirations towards democracy coincided with aspirations for a market economy. Workers and employers preferred to take charge of their own responsibilities.

14. A modern democracy was one that took into account the opinion of different social groups, but at a political level tripartism had a slightly different meaning from that used in labour relations, as it allowed for the opinions and points of view of social groups to be taken into account in the process of political decision-making.

15. Another question was whether the Organisation had the means to enable it to respond to the needs not only of member States, but also of employers' and workers' organisations. First, as regards international labour standards the document was relatively brief. Even if it was difficult to obtain a consensus, ILO policy on international labour standards needed to be reflected upon and critically examined. The paper on international labour standards and technical cooperation submitted to the Governing Body under the fifteenth item on its agenda would provide an opportunity to discuss one aspect of it, but the question was whether this policy would help the ILO respond to member States and their social policy problems. Many ILO Conventions were now quite old, and few had been widely ratified. Many of the
instruments were obsolete, and there were many gaps. Some instruments were criticised because they were out of step with economic developments. Perhaps more flexibility could be introduced.

16. Secondly, the Employers drew attention to the question of technical cooperation. The decision recently taken by UNDP had been based on a concern for efficiency, which was totally justified. As the Director-General had said, the ILO should develop a closer relationship with its constituents, more like that between a client and a supplier. The needs of the client had to be taken more into account. In order to do so, appropriate structures were needed. The Governing Body already offered a link with the regions because its members came from different countries with different perspectives. Nevertheless, regional structures should not create a screen between the Director-General, the Governing Body and member States, or hinder communication instead of assisting it. The emphasis placed on the regions was fully justified, but instead of being imposed by top management it should result from internal consultations between the ILO and its constituents and those who had global responsibility and national responsibility. This would ensure the more efficient and more flexible use of resources.

17. In the last budget, the Director-General had introduced interdisciplinary mechanisms about which the Employer members expressed some doubts. While it was still too early to judge the results of this action, the Employer members had an open mind and it should soon be possible to see whether these mechanisms in fact worked.

18. It was important to reassess the ILO's intermediary structures, whether departments at headquarters or regional structures. Responding to regional demands should not weaken the centre, and the establishment of multidisciplinary regional teams should not weaken technical competence at headquarters. There was also a risk of sending too many experts to the regions. It was not necessary to have the same emphasis on each activity or area of activity, as it was the quality of service given to the member States and to the social partners that was important.

19. It was also necessary to utilise personnel more effectively. The new structure would not make life easier for the ILO staff, and this had to be accepted. In many organisations life had become more complicated, and this applied to the ILO as well. This suggested that the Director-General and the Governing Body should decide on a personnel policy which gave more explicit recognition to the need for staff mobility, rather than relying on improvising as the need arose. The Organisation should have a lighter structure in general and in particular at the top, where it was far too heavy. The Secretary-General of the United Nations had recently given a good lead in making substantial cuts at senior executive level. The Employers thought that the Officers of the Governing Body should help the Director-General, with expertise from both within and outside the Governing Body, to restructure the senior levels of the ILO. As a first step, and as a signal, they proposed that all posts which became vacant or were about to become vacant in the general management category should be frozen until the November Session of the Governing Body.

20. It was necessary also to see some improvements in budgetary procedures. Democracy was advancing rapidly in some countries and they had to be helped rapidly, and there was no time to await the outcome of the ILO's heavy budgetary procedures.

21. It was also necessary to guard against the risks inherent in decentralisation by reinforcing the role of the Organisation's policy-making bodies. The Conference was not very well adapted to this function, but in any
case it was the role of the Governing Body to monitor the functioning of the Office. The Governing Body needed to improve its own working methods. The essential problem was how to concentrate on the general policy decisions of the Organisation. These decisions had to be taken in liaison with the regional bodies and in particular with the regional conferences in order to fix regional priorities. Although the section in the document dealing with regional priorities was to be commended, it represented the thoughts of officials, and it would have been preferable if it had resulted from tripartite discussions at the regional level. In this respect a good opportunity had been missed at the recent regional conference in Bangkok.

22. The Employers were particularly anxious to see a strong commitment to the principle of tripartism visible in the thinking of the ILO. It was important for the Office to be aware of the thoughts of employers around the world on the activities of the ILO, and workers had perhaps been better able to do this than employers. This meant that the Bureau for Employers' Activities should be given much more resources to be able to fully play its central role as a liaison and information service, a technical assistance service and a political link between an important part of the ILO's membership and the various services of the ILO.

23. The Employers' group looked forward with interest to the Director-General's reply to these considerations, and the real test would come when the Programme and Budget proposals for 1994-95 were presented.

24. Mr. Vanni, speaking on behalf of the Worker members, observed that the presentation of the Programme and Budget proposals for the 1994-95 biennium differed from the past programme-by-programme approach, and he welcomed the general thrust of the proposals as described in the Director-General's paper. The Workers were particularly gratified with the activities proposed for the reinforcement of standard setting in the regions, the promotion of tripartite participation, the political initiatives concerning structural adjustment, the promotion of industrial relations, the reinforcement of tripartite national machinery and the defence of freedom of association. Although the general tone of the paper was quite encouraging, however, the test would be the extent to which the Director-General's Programme and Budget proposals for 1994-95, to be considered in 1993 dealt with the general themes expressed in the paper before the Committee.

25. It was logical for the proposals for the next biennium to take good account of the objectives laid out in the framework of the Medium-Term Plan. This was brought out in paragraph 4 of the paper, which gave a useful summary of the major priorities for the ILO. In the course of the years many interesting activities had been added to the ILO's programme but even if the Organisation limited itself to the priorities described in paragraph 4, it would have fulfilled its international responsibilities.

26. It was not only the Employers who thought that the ILO should concentrate on fewer activities but do them better. The reality was somewhat different, but this was not the fault of the ILO: it was a problem with all international organisations which came under pressure to diversify their work or whose activities were sometimes constrained by the availability of funds.

27. Nevertheless, this constraint should not interfere with the objectives of the Organisation, and it was useful to recall the four main areas of its work where the ILO had acquired exclusive and irreplaceable competence at the international level. The first was standards. By the establishment of standards and its ability to see that they were observed, the ILO had contributed enormously to the improvement of working conditions in many countries. Even for those member States that had not ratified certain
Conventions, the latter had proved a useful guideline and objective for activities to improve workers' conditions. Moreover, even in such countries, the existence of ILO standards was a deterrent against exploitation. The second area was the ILO's advisory services. Through these services to member States the ILO had made an enormous contribution over several years by the resolution of the many disputes concerning freedom of association, improving national legislation and combating discriminatory action against workers and trade union activists.

28. The third area was related to the notion often put forward that the ILO was the social conscience of the United Nations, and there was no doubt that the ILO had played a significant role in showing the international community that it was impossible to have lasting economic progress without social progress. The fourth area where the ILO played an irreplaceable role was in the promotion of tripartism, which was crucial to the process of structural adjustment and democratic and harmonious decision making. In these four areas the ILO had contributed most effectively to economic and social progress throughout the world. It would be unthinkable not to continue, indeed not to reinforce, the ILO's efforts in this field.

29. With democracy gaining ground throughout the world, the ILO had an important and specific role to play in the eradication of child labour, forced labour, discrimination in employment, freedom of association and collective bargaining. The ILO should assist in the formation of democratic institutions to ensure economic, political and social justice.

30. The Workers appreciated the clear description of the serious consequences of structural adjustment and reiterated that ILO action should try to evaluate, foresee and as far as possible help to offset and prevent its undesirable consequences. The ILO should cooperate fully with other international institutions on these questions, such as the International Monetary Fund and the World Bank, especially if the United Nations intended to concern itself more with political and humanitarian affairs and leave economic and monetary affairs to the International Monetary Fund and World Bank. The ILO should not miss opportunities to be involved with World Bank projects, and it should make its own opinions on these arrangements known, even if they were in the minority. If the ILO did not participate in such ventures, its contribution and its influence would be lost. It had a duty to watch over and promote tripartite dialogue in matters of structural adjustment whenever the opportunity presented itself, and the Workers hoped that this positive attitude would be reflected in the Programme and Budget proposals for 1994-95. The Workers' group was also pleased to support the proposal to hold a further High-Level Meeting on Employment and Structural Adjustment, which would allow progress made since the first Meeting to be assessed.

31. The Workers acknowledged that social protection was a difficult issue in view of the diversity of systems and situations. However, no matter what system a country used, it required in any event the full support and commitment from the government for it to be effective. Conditions imposed by the International Monetary Fund in return for economic aid quite often hit hardest against minimum measures of social protection, and the ILO should bring its full weight to bear against those who insisted on such harsh and austere policies.

32. Having examined the proposals concerning adaptation of the means of action and structures contained in Part III of the paper, the Workers considered that more effective association with the social partners was needed to improve programming and utilisation of resources. The Director-General had drawn attention to General Assembly resolution 44/211, which stressed that it was the exclusive responsibility of recipient States to draw up national
development plans, to identify objectives to be pursued and to choose priorities, but this resolution had to be interpreted within the ILO context. The Workers were not opposed to strengthening the ILO's activities or means of action in the regions, and supported the creation of multidisciplinary teams containing specialists on standards and Employers' and Workers' activities. However, there would probably be difficulties in providing for the transfer of staff from headquarters to the regions if it proved impossible to maintain the level of resources for multi-bilateral aid.

33. The Workers believed that the entire programme and budget proposals, as well as the growing needs for the strengthening of ILO programmes, would need to be discussed in great detail when they came before the Committee in February 1993 in order to achieve a consensus on issues such as zero growth and the effect on tripartism of the regionalisation of ILO activities.

34. The representative of the Government of the United Kingdom considered that the Office paper provided a coherent and relevant framework for the Organisation not only for the 1994-95 biennium but also in the longer term and brought the Organisation to grips with the challenges the world faced as it came to the end of this century. The paper dealt realistically with the economic position of member States, the impossibility of departing from zero real growth, the particular problems related to the successor arrangements for UNDP support costs, demands from member States and relations with other international agencies such as the World Bank.

35. The paper dealt with these issues with a sense of purpose. It re-emphasised the activities at the core of the ILO's mandate to promote productive and freely chosen employment worldwide, and with it decent standards and working conditions. He supported the comments made by Mr. Oechslin about the need for an active labour-market policy and to enlarge the role of small and medium-sized enterprises in job and employment creation. The paper also underlined the need to concentrate on the strengths of the Organisation and to eliminate marginal activities, and it aimed to shape the Organisation so as to pursue these objectives in an effective, efficient and economic way.

36. The ILO now had a unique opportunity for reform and change, but it would not be a simple process. The Committee would need more information on such issues as how regional performance would be planned and monitored under a more decentralised model and while the paper said much about priorities, it should perhaps also describe the activities that were regarded as being of lesser importance. He expressed support for the shift of resources from headquarters to the regions, from administrative to programme expenditure, and from peripheral activities back to those at the heart of the ILO's mandate. He supported the moves to reform the functioning of the Conference and thought that the frequency and duration of Governing Body meetings should also be scrutinised.

37. It was time also for a major review of the standard-setting and supervisory procedures. Such a review was long overdue, and the Director-General should consider whether it could be started before the 1994-95 biennium. There could well be room for further prioritisation and reform of some ILO activities, including the functioning of maritime conferences, regional conferences and Industrial Committees. Savings from these reviews could be applied to higher-priority activities.

38. He expressed some concern at the Director-General's proposal to base the 1994-95 programme and budget on the 1990-91 level of activity. He understood from the discussions on the Programme and Budget for the current biennium that savings identified would be recurrent, and that zero real growth
for future biennia would be based on the Programme and Budget for 1992-93. However, he was pleased to express strong support for the 1994-95 proposals outlined in the paper, as they would provide a sound basis for the preparation of final proposals. Referring to the additional papers presented by the Office on the Terminal Benefits Fund and the lapse factor, he took note of the Director-General's comments and thought that both matters should continue to be kept under regular review.

39. The representative of the Government of Australia said that from the paper before the Committee it was clear that the Director-General recognised that much remained to be done in improving the relevance and efficiency of the ILO, and it was encouraging to see that the proposals identified many areas of operations where changes could take place over the years ahead. In many areas the old ways of doing things would have to change, and existing programmes and priorities would have to be re-examined to assess their relevance. At the end of this discussion the reforms with widespread support could be identified and the Director-General should begin specific initiatives, before the start of the 1994-95 biennium if possible. He expressed strong support for the proposals designed to provide a more systematic, practical and consultative approach to the programming of regional ILO activities, and also for the proposals to develop a more effective process for identifying regional priorities. This would however require significant internal changes in the Office; a more decentralised management of operational activities was needed which would involve the transfer of staff and resources from Geneva to the regions. This would call for much greater responsibility and accountability on the part of regional offices. The paper provided a first analysis of what the priority themes of ILO activities in each region might be. For some regions the priorities were clearly identified, but regrettably this was not so for the Asian and Pacific region. A clearer definition of how priorities should be set for this region would be needed as the Programme and Budget proposals for 1994-95 were developed. In doing so the Office should remember that Asia as a whole still contained the largest number of poor, unemployed and malnourished people in the world. The areas of ILO activity that should receive priority in the Asian region were employment creation, the improvement of tripartite structures, the development of employers' and workers' organisations, social protection for migrant workers and the promotion of freedom of association.

40. The paper also identified the need for significant organisational changes to place the ILO on a better footing to deal with new and emerging priorities. This was a welcome change in strategic direction. The ILO's work should increasingly take the form of policy analysis, policy advice and the collection and dissemination of information for programme development, and its present activities would need to be reoriented in line with these new priorities. A working party should be established to examine the various standards-related issues identified in the paper, with a mandate to include all the matters that were outside the scope of the current Working Party on Improvements in the Functioning of the Conference, such as the pace of standard setting and the revision of Conventions. The Office should perhaps provide a paper for the Governing Body's consideration as soon as possible, preferably before the start of the next biennium. The three new interdepartmental projects for 1994-95 on the informal sector, the protection of the environment and international migration were well chosen. It was too early to assess progress on the three projects in the current biennium, but the concept of multidisciplinary interdepartmental projects was a sound way for the Office to focus its resources on difficult issues, and the process should continue for at least another programme cycle before it was reviewed. It would be interesting to see how the current interdepartmental projects would be integrated into the ILO's priorities during the next biennium.
41. The paper also raised questions concerning a Preparatory Technical Maritime Conference, the sectoral activities programme and the creation of an equipment investment fund. He did not believe that a decision was needed immediately on a maritime conference, nor should the sectoral activities programme have a life of its own outside the ILO’s broader priorities. However, it was not possible to review everything at once, and as the Director-General had already mentioned, a review of Governing Body procedures, regional conferences and the sectoral activities programme were matters that could perhaps be dealt with in the future. The purchase of equipment had not been a priority in the ILO for several years owing to budgetary constraints, and the proposal to set up an equipment fund was a necessary investment in the efficient operation of the Office, especially in view of the fact that improved communications would be necessary as the ILO decentralised the management of various activities. Arguably, there were areas of lower priority in the ILO’s operations, as the previous speaker had suggested. These had not been identified in the paper, but would include a review of the general management programme to ensure that the role and functions of senior management were consistent with efficient management practice and the optimum allocation of resources. Other areas of lower priority would include the need for a thorough review of the pattern of ILO representation, and close attention should be given to maintaining ILO branch offices in several industrialised countries. The range and impact of the reforms to be undertaken would call for close and continual monitoring by the Governing Body to ensure that the process was well coordinated. The proposals were ambitious, the changes would be difficult to see through and they would require a major commitment to change on the part of members of the Governing Body. His country was ready to give this commitment.

42. The representative of the Government of the United Arab Emirates expressed appreciation for the paper before the Committee. It deserved careful consideration and provided a clear vision of future problems facing the world of labour. He associated himself fully with the ILO’s commitment to alleviate poverty by the creation of employment and to provide more social protection for workers; these should be the main objectives of the ILO’s work during the 1994-95 biennium.

43. He was pleased that the paper expressed clearly his own attitude to the subject of work. It stressed the need for respect for the rule of law, for the role of democracy, for the primacy of international principles and charters, the application of international labour standards, the protection of human rights and freedom from discrimination. The Arab countries as a whole welcomed the growing awareness of the need to protect workers in the occupied Arab territories and hoped that the ILO would help find a way to ease their suffering.

44. Although the Office paper spoke of the main priorities for 1994-95, the issues concerning the alleviation of poverty, the need for improved social protection for workers and the abolition of discrimination and child labour did not appear to be given their full weight in the main programmes for the Arab region as a whole. The programmes were also poorly distributed within the region itself, and he asked for this to be rectified in the final Programme and Budget proposals for 1994-95. If, as the paper proposed, the development of human resources was the mainstay in development planning, it should encompass protection of the labour force, particularly during periods of structural adjustment, the promotion of employment opportunities and improvements in the working environment. For the remainder of the decade the ILO’s programmes in the Arab region should concentrate on the improvement of social protection for workers. He proposed that the ILO should organise a symposium in the Arab region, similar to those organised for other regions on matters of structural adjustment, in order to identify areas for further ILO
cooperation. Much could be done, for example, in strengthening the role of small and medium-sized enterprises in the creation of employment, and in organising education programmes for Arab workers to take account of these opportunities. It was also important to encourage technical cooperation in the field of international labour standards and their application, because they were vitally important for the protection of human rights and were taken into account in the design of labour legislation. He was pleased also to see in paragraph 65 of the Office paper an acknowledgement of the need to strengthen labour ministries in the Arab countries, including strengthening their technical capacity in the fields of labour-market information, training, and managerial capabilities. He expressed support for an increased advisory role to be taken by the Arab Regional Office so that it could respond better to the needs of employers' and workers' organisations in the region.

45. Despite the plans for 1994-95, in recent biennia the Arab region had not received its fair share of ILO resources. Events of the previous 18 months had seriously disrupted the activities of the Arab Regional Office. It had now resumed its role, but the full benefit of ILO expertise would not be felt throughout the whole of the Arab region until more official documents were available in Arabic.

46. The representative of the Government of Italy expressed appreciation for the Office paper. The Office had clearly made a careful analysis of the often painful problems of workers in several countries of the world, to which ILO resources should be assigned. He also expressed appreciation to the Director-General for his introductory statement, which had clarified a number of points in Part III of the paper dealing with the adaptation of the means of action and structures to future conditions. It was clear that each member State was responsible for its own economic and social development, and it was only when asked for assistance that the ILO could intervene. It was equipped to give advisory assistance at the highest level, but it should not be forgotten that the reputation of the Organisation stemmed mainly from its skills at the operational level. Advisory and operational activities could not take place without regard for the role they played in development plans formulated by member States, with or without the assistance of the ILO. The regionalisation of ILO activities was a welcome move, as the offices and experts in the region would be more responsive to the needs of member States, but the concept as a whole would not work without careful planning at headquarters. At the same time, he was happy to hear the reassurance of the Director-General that decision-making authority at the consultative and operational level, as far as it concerned technical cooperation, training, employment and coordination, would continue to be exercised at headquarters, which was the main negotiating agent for multi-bilateral donors, especially as technical cooperation activities would not diminish in the near future.

47. Turning to international labour standards, the report forms and reporting procedures should be simplified. At the moment it was not clear whether it was the right time to set up a working party on standard setting, but perhaps the Office could begin some preliminary work on this matter. He supported the proposal to put less emphasis on research activities and devote more effort not only to consultative services but also to operational activities, including in particular interdepartmental projects. A zero real growth regime imposed restraints on the Organisation, and the changes proposed in the paper would require careful consideration before the Programme and Budget proposals for 1994-95 could be finally approved.

48. The representative of the Government of Indonesia expressed appreciation for the paper and for the Director-General's introductory speech. First, one should not forget that the United Nations Charter defined the link between international relationships in the fields of social, economic
and cultural matters, including the promotion of human rights and fundamental freedoms, and stressed the importance of cooperation where the links were strong. How then was this principle of cooperation implemented within the ILO in order to improve the well-being of workers? Up to now, the approach seemed to be very legalistic, as the dominant view appeared to be that Conventions should be established in order to promote the rights of workers. Certainly in this respect, with over 160 Conventions adopted over the years, the ILO was one of the most productive organisations. But once a Convention was adopted the way it was implemented had to be supervised and monitored, but it was not clear how the creation of standards alone would ultimately promote the well-being of workers, given the economic and social difficulties of many ILO member States.

49. For developing countries like Indonesia, ratification of each labour standard required a lot of preparation. First, each Convention usually affected a number of existing laws and regulations which then had to be amended - a lengthy process. Secondly, the ratification of an ILO standard required contributions from a number of related institutions. Thirdly, the reporting procedures might be a minor task for developed countries, but they imposed a heavy burden on developing countries, because of the lack of staff and expertise. If the Organisation wanted to see more standards ratified, particularly in Asia and the Pacific, then it should provide more assistance to member States to help them ratify them.

50. In some cases it was not clear whether priorities were properly focused. In many Asian and Pacific countries, for example, the main issue was not the promotion of human rights or the right to organise but more the ways in which people, particularly the workers and trade unions, could exercise those rights. This implied more resources being devoted to workers' education, the generation of productive employment and the alleviation of poverty. The ILO had not done as much as it could in the field of technical cooperation because too much of the budget was spent on routine expenditure. Under these conditions it was easy to draw the wrong conclusions between the application of standards and technical cooperation activities. The ILO should be more constructive in its approach and not, for example, blithely condemn countries which had been found to use child labour. The existence of political will alone on the part of governments was not enough to solve the problem by itself, as child labour was often deeply rooted in poverty and underdevelopment. The ILO should perhaps look at the International Project for the Elimination of Child Labour, sponsored by Germany, as an example of the true spirit of international cooperation.

51. The representative of the Government of Nigeria expressed his appreciation for the paper under discussion and agreed with the general thrust of its contents, which were constructive and objective. The ILO must consider the needs and growth patterns of individual countries, since these varied considerably. The alleviation of poverty was especially important and required immediate action. Specific areas such as occupational safety and health and social protection also needed to be adapted to each country's circumstances and needs.

52. Mr. Khurshid Ahmed, a Worker member, associated himself with the views expressed by the Worker members. Regarding the advancement of democracy, the role of workers' organisations was extremely important in that they constituted a pressure group whose work would lead to economic and social reforms. The continued development of research and training facilities was also welcome, as this enabled workers' organisations to play an active role in policy making and collective bargaining within the tripartite structure.
53. The World Bank had concluded that the solution to world poverty lay in the move towards competitive and market economies. A balance should however be struck between the advantages associated with such economies and the negative aspects of monopoly and exploitation which could also result from such a move. The ILO's role should therefore be one of assistance to developing countries, particularly to the workers, in overcoming the rigours of structural adjustment. More resources should also be allocated to women, who constituted a major part of the population in developing countries, particularly in the rural sector. The development of independent rural workers' organisations was also an area that required support by the ILO in order to provide social and economic safeguards to the rural poor.

54. The programmes on occupational safety and health, migration and child labour were also extremely important and very welcome. As far as the UNDP's move towards more national programmes was concerned, the ILO should ensure that employers' and workers' organisations were fully involved in future activities under this new arrangement.

55. The representative of the Government of Japan highlighted the importance of the ILO's role in assisting countries in the establishment of international labour standards, building good industrial relations and increasing employment. He hoped that in this way the ILO would contribute to world prosperity and peace. Countries such as the former USSR and other countries in central and eastern Europe required special assistance in order to confront the major problems they were facing following the introduction of market economies.

56. Assistance to the Asian region was of particular importance. The serious problems associated with this region, which had been discussed at the recent Asian Regional Conference, should be given priority and additional resources distributed accordingly. The economic situation in an increasing number of member States made it very difficult to call for increases in their contributions. Although the ILO's budget was drawn up to show zero growth, it was noted with some concern that the 1992-93 budget included an element of nominal growth of over 20 per cent. The activities and structure of the ILO should be re-examined in order to manage it more effectively and efficiently. The transfer of staff and resources to the field would certainly help the Organisation make a rapid and flexible response to regional needs.

57. The representative of the Government of the Russian Federation expressed his satisfaction with the report and observed that, in spite of the difficulties which had arisen following recent major political changes, especially with regard to labour issues, objectives drawn up in the ILO's Medium-Term Plan had so far been satisfactorily implemented on the whole. The proposals for 1994-95 were in accordance with his country's priorities and objectives in the social and labour fields and were fully supported.

58. The proposed restructuring of the ILO by strengthening regional activities was seen as a valid step towards seeking a more effective implementation of the Organisation's mandate in the light of changing circumstances, and were also supported.

59. Part III of the paper stated categorically that the objectives could only be attained if certain changes were made to the methods and structure of the Organisation. Although the proposals were accepted in principle, such a categorical statement was felt to detract from the future role of the Organisation. The proposed transfer of responsibilities to the regional structure also raised a number of questions as to the development of a new relationship between regional and national offices. It was hoped that any restructuring would be carried out within the existing mandate of the ILO.
60. The representative of the Government of Morocco observed that in general the Office paper was a compromise between the need to pursue the objectives of the ILO and the need to maintain a policy of zero real growth. The Organisation had to adapt its programmes to available resources and in doing so it had to deal with those social issues which it was best qualified to handle. Bringing the services of the ILO closer to member States was a welcome initiative in this direction because it would render those services more efficient and timely. Of the priority themes, the most important was surely the promotion of employment, as it was the most effective strategy in the struggle against poverty, but to have long-term benefits the employment had to be both productive and freely chosen. Economic growth was necessary if structural adjustment policies were to guarantee lasting employment, but at the same time these policies had to be introduced at minimum social cost. Dialogue between the international agencies to examine the social aspects of structural adjustment policies would be invaluable, and he expressed support for the proposal to hold a second high-level meeting in 1994.

61. He expressed support also for the themes concerning social protection, labour standards, the improvement of working conditions, the principle of collective bargaining and the struggle against discrimination. However, the document made no mention of labour inspection, a most important activity if the introduction of international labour standards was to be effective, and this should be reflected in the Programme and Budget proposals for 1994-95. The proposals concerning regional programmes in Africa ought to be strongly supported, as of all the regions, Africa was the least developed and faced the most serious economic difficulties.

62. The representative of the Government of the United States stated that budgetary policy for international organisations should be zero real growth and maximum absorption of non-discretionary cost increases. It was gratifying to see that the preliminary proposals contained in the paper included figures showing the Office's appreciation of member States' views on zero real growth. However, the comparative base for the 1994-95 programme and budget proposals should be the 1992-93 programme and budget, and it was difficult to justify the inclusion of $1.3 million for a Preparatory Technical Maritime Conference. She expressed support for the comments of the representative of the United Kingdom Government with respect to the papers on the Terminal Benefits Fund and the lapse factor.

63. In view of the wide distribution of the paper within her Government, it would be useful to include in future a summary table, perhaps something like the 1992-93 summary tables, so that those who had to review the document but were not closely connected with the ILO would have some notion of the distribution of resources.

64. The new style of the paper, which reflected a move away from a programme-by-programme approach to a more thematic approach, was very welcome, and in that context she reaffirmed the United States' commitment to the four objectives of the ILO's Medium-Term Plan described in paragraph 4. Recent changes in the world did not require the ILO to abandon its mandate, principles and objectives; if anything, they enhanced their value and the need for their implementation.

65. Turning to the programme issues, she expressed support for the Office's proposals for the advancement of democracy, basic workers' rights, industrial relations, and tripartism, all of which were essential in implementing the mandate of the ILO, and also supported the focus on discrimination in employment, particularly with respect to equality for men and women. However, the proposal in paragraph 94 concerning international labour standards gave cause for concern, and it was unwise, in present
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productive changes that the Office was seeking. The new approach to the programming of activities described in paragraph 86 appeared particularly promising, and it would be interesting to see the results of that experiment.

71. As regard services to member States, it was clear that the ILO was a repository of extremely useful information. That information, however, needed to be used much more, and the Office should pay considerable attention to ensuring that the information was useful to the member States and to the social partners. In view of the changes in the structure and operations of the ILO's activities, the introduction of multidisciplinary teams would be valuable, especially if they could also be used with respect to occupational safety and health matters in the context of the UN Environmental Programme, where once again many different disciplines were involved and there was close interaction between labour and environment issues.

72. For many years the United States Government had sought to slow the pace of standard setting because it did not believe in standards for their own sake. A review of reporting requirements was also long overdue, and the establishment of a working party to look at these matters was a move in the right direction. It would be interesting to look at the current ILO system of classification of standards as providing a mechanism to deal with both these issues, but at the moment there was no need for a massive overview of the ILO's supervisory machinery as compared with the more specific issues of standard setting and reporting. Similarly, there was no need for new supervisory machinery for the application of standards on discrimination. It would be better to concentrate on operational programmes concerning equality of opportunity and treatment in employment. She was pleased with the progress of the Working Party on Improvements in the Functioning of the International Labour Conference, and hoped that in due course another working party could be set up to look at the operations of the Governing Body. In conclusion, she expressed full support for the general thrust of the Office paper, and looked forward to seeing the final proposals for 1994-95.

73. The representative of the Government of New Zealand expressed appreciation for the preliminary consultation paper, the quality of which supported the view that the management of the Organisation was in capable hands. He congratulated the Director-General and his staff on the paper and on the initiative and forward thinking that it represented. Complemented by the Director-General's forthright opening statement the day before, the paper plotted a clear and innovative strategic course for the ILO, not just for the next biennium but for the years beyond. It was a courageous paper, and it faced up to the imperatives of a changing world and to the new challenges. The challenge now was to give substance to the proposals, and doing so was not going to be an easy task. The paper had a number of important implications: decentralisation not only assumed the creation of appropriate accountability mechanisms, but also implied significant internal restructuring both at the centre and in the regions. He supported Mr. Oechslin's comments on the restructuring of senior management, but had already assumed that the extent of reorganisation following decentralisation would inevitably lead to that result. In view of the practicalities of the changes proposed and the detailed planning that would be necessary, appropriate advice and assistance should be budgeted for to ensure a smooth transition. The Director-General had reported an increase in the demand for ILO assistance from member States; it would be helpful for this exercise to reverse the process and seek assistance from member States with appropriate expertise.

74. At previous meetings of this Committee, there had been considerable support for the idea of a working party to look at the Governing Body, and it was now time to go further, to establish such a group and to call for a discussion paper from the Office. The Director-General's comments in
paragraphs 92-94 on the standard-setting machinery were also timely: this was another activity that could well benefit from scrutiny by a working party supported by an Office discussion paper. Both these exercises should begin as soon as possible.

75. Regional conferences featured prominently in ILO activities, but it was difficult to discern their purpose. They ought to be the principal priority-setting framework for regional activities, but that focus needed to be confirmed and formalised. Decentralisation should reduce the need for headquarters staff to attend regional conferences. This should produce substantial savings: his Government was particularly concerned at the large number of Geneva-based staff who attended the recent regional conference in Bangkok.

76. It was unfortunate that the present discussion paper lacked a clear statement of priorities for the Asian and Pacific region. The final Programme and Budget proposals for 1994-95 should include a statement which reflected the needs of the region and the views of the member States. He concluded by wishing the Director-General every success in developing the detailed budget and plans for the next biennium to carry through the strategies that he had identified, and in making the operational and structural changes necessary for their success.

77. The representative of the Government of Canada expressed appreciation for both the Office paper on the preliminary budget consultation and the Director-General's introductory statement. Both indicated an awareness of the changing environment in which the ILO operated and a genuine concern to reassess not only what was being done but also how it was done. They also indicated a willingness to change where change was needed. The least the Governing Body could do was to assist and participate in this process with an open mind.

78. As the Director-General had said, the ILO was faced with demands increasing not only in number but also in complexity, in a climate where resources were unlikely to increase in the foreseeable future. This situation applied not only to international organisations such as the ILO, but also to the governments of many member States which had been or were going through difficult exercises of reassessing priorities, making budgetary and programme cuts and streamlining operations so as to do what was necessary in the most cost-effective way. The Director-General had wisely recognised this in proposing that the next budget of the Organisation should again be based on zero real growth, and in this respect she shared the view of the United Kingdom and United States Government representatives that the 1994-95 budget should be based on the same level as for 1992-93.

79. It had now become a cliché that the ILO not only could not do everything, but that it could not continue all of its present activities and at the same time meet new challenges or respond to new demands. However, clichés were often rooted in truth, and some of the ILO's past and present activities would need to be reduced in order to free the necessary resources to deal with the most urgent needs of its constituents.

80. With respect to international labour standards, she noted that at the time the ILO was created, the development of international labour standards responded to a very tangible and immediate need. There had been a vacuum in this regard which had to be filled, but in 1992, with more than 170 Conventions and an equal if not larger number of Recommendations, it could be argued that the vacuum had been quite well filled. The question now was whether there was still a need to adopt an average of four new standards every single year. In her view it was time to relax the pace of standard setting.
and to start focusing more on the revision of existing standards that might still be valid in principle, but whose details might no longer correspond to modern-day realities. It might also be worth considering whether some of the resources now assigned to the development of new standards should not be used instead to assist member States in implementing existing Conventions, particularly the Conventions concerned with fundamental rights. It was also time to look seriously at ways to reduce the administrative burden resulting from the supervisory machinery on both the ILO and on member States, and in this regard the frequency of reports on the ratification of Conventions needed to be re-examined. Perhaps the Office could propose options on this at an appropriate time.

81. Furthermore, in view of the budgetary constraints and the new challenges faced by the ILO, consideration should be given to whether it made sense to continue to hold such a large number of Industrial Committees and other technical meetings every biennium. No one denied the value and utility of such meetings, but some of the resources involved could perhaps be better used in activities which directly affected a larger proportion of the ILO's constituency and responded to more urgent needs.

82. As regards technical meetings, she was puzzled by the proposal to hold a maritime session of the Conference, as she recalled that some years ago the Governing Body had decided that maritime questions would no longer be dealt with in separate sessions of the Conference but would be included in the agenda of the regular annual Conference.

83. As for the priorities for the next biennium, she fully supported the themes selected by the Director-General. She shared the views expressed by a number of speakers that activities concerning employment, job creation and the development of active labour-market policies were of crucial importance. Employment-related efforts had to be made against a background of promoting the advance of democracy, assisting in the establishment and strengthening of democratic institutions such as free trade unions and employers' organisations, and promoting the rule of law and working towards increased protection for working people.

84. She fully supported the proposal to decentralise the ILO's operations and to strengthen the Organisation's external offices through the transfer of staff and the use of multidisciplinary teams. This, as the Director-General had pointed out, was the only way to gain firsthand knowledge of the problems involved and to develop the capacity to respond quickly and effectively. As others - particularly the Employers - had pointed out, this also presupposed the introduction of mechanisms for the development of headquarters' policies which would apply across the board, and in this regard she supported a review of the Governing Body's working methods, as suggested in the paper. It also presupposed the development of a sound, fair and effective human resource policy, and such a shift of focus would not only increase the impact of ILO action where it was most urgently needed, but would also help to alleviate the perception of the ILO as an ivory tower. This perception existed in many circles, and it would consequently help to increase the perceived relevance of the ILO both within member States and within the international community.

85. The representative of the Government of Denmark thought that the thematic presentation in the document before the Committee was much better than the previous programme-by-programme presentation. He urged the members of the Committee to make their statements about the Programme and Budget proposals for 1994-95 now, as it would be too late to do so in February 1993. He recalled that one year ago, when the Committee was required to make a
recommendation on the programme and budget proposals for the current biennium, the discussion had lasted one week and the net result affected less than one-half a per cent of the total of the budget.

86. In the first section of the paper the Office had tried to move closer to activities at the core of its mandate and, through those activities, respond to the needs of member States. In the Office paper these activities were considered under three broad headings: the advance of democracy, the fight against poverty, and the protection of working people. Productive development could be expanded worldwide with little effort if member States curtailed their military expenditure, which not only consumed scarce funds but was often used for purposes of internal repression and the denial of human rights. The difficulties of doing so within programmes of structural adjustment should not be underestimated, but he urged the Director-General and the Office to do their best.

87. The paper also pointed to the need for closer cooperation with other UN specialised agencies and the international financial institutions. In doing so the ILO should eliminate marginal activities and move closer to its constituents by strengthening its presence in the regions. He recalled that 12 months previously he and the representatives of some other European governments had criticised the disproportionately low level of expenditure on advisory services and technical cooperation in Europe. At the time the Director-General, in view of political and economic developments in Europe, had promised the Governing Body a thorough review required to determine criteria for the provision of these services. The results of that review would have been most useful in the course of discussions on the Programme and Budget proposals for 1994-95, but it was nowhere to be seen.

88. It was curious to note that at times much serious discussion was needed to win additional resources for a programme, while at others it seemed no more than a formality. Nowhere was this clearer than in the case of the field programmes for Europe. Paragraph 77 of the document referred to the special concerns of central and eastern European countries, and the ILO would have to take some hard decisions if they were to be fully met.

89. He welcomed the Director-General's intention to strengthen the standard-setting role of the ILO, increase its analytical capacity and scale down its responsibility for the implementation and management of operational activities by transferring those responsibilities to member States, in line with recommendations of the Nordic reports on the UN. The document also mentioned that these reforms would place greater responsibility on external offices in developing countries, but this should not be confused with the process of decentralisation, and it was reassuring to hear the Director-General confirm this in his introductory statement. It was reassuring also to hear that the changes taking place in the field of technical cooperation did not mean that there would be less ILO assistance to member States, only that assistance would be significantly different. This meant that the Organisation had to maintain high quality in its activities and project a clearer image of itself and its objectives. This would naturally manifest itself in many different ways, but one example could be the inclusion in the Programme and Budget for 1994-95 of a provision for work on development support communication.

90. Many of the changes depended on a sound strategy for the development of the Office's human resources. There was a need for more mobility and flexibility, which could be reflected in staff policy, such as, for example, making field experience mandatory for officials above a certain level. Staff policy should also be designed in such a way as to maximise efficiency and productivity throughout the whole organisation. The Office should also do
more to pursue a policy of equality between men and women. A paper to be considered shortly by the Committee on the composition and structure of the staff showed that there was still a long way to go in this respect. He expressed support for the proposal from the Employer members concerning the need for restructuring in the senior directorate and the proposal to freeze vacancies at this level until the restructuring had been carried out. He reiterated his support for major programme 140, dealing with interdepartmental projects, which had been introduced in the Programme and Budget for 1992-93, and was pleased to see that the Director-General intended to continue these projects in future biennia and that he kept his promise from the discussion in February 1991 on the current programme and budget to include environment as one of the three topics.

91. It would be interesting to consider in due course the findings of the working party currently studying the functioning of the International Labour Conference, and it would be useful afterwards to set up a similar working party to study the workings of the Governing Body.

92. In conclusion he supported the Director-General's call for a broad consensus in order to implement the Programme and Budget proposals for the 1994-95 biennium. Zero real growth was a pragmatic strategy because few member States could afford to pay more, and many had problems in paying now. There was also a need for more guidance from the Director-General on how more savings might be found. The penultimate paragraph of the paper referred in a general sense to changing priorities for some activities, and the Director-General could perhaps elaborate on this matter in his reply to the discussion. His responsibility to propose why, where and how to spend money was linked to a responsibility to propose why, where and how to save it. In the search for savings nothing should be sacred.

93. The representative of the Government of Venezuela expressed appreciation for the Office paper, but regretted that a detailed review of it would not be possible in the time available. It gave some indication of the political, economic and social changes that the ILO had to face: within this framework the ILO would direct its action more towards the regions, concentrating on the defence of human rights, the promotion of employment and improved working conditions and more efficient social protection. Democracy was the unique political formula that would help attain these goals, as it was based upon the rule of law and the observance of standards at both the national and international levels. A political democracy was able to create the constitutional processes that eliminated discrimination and racial conflict. The ILO's programmes should continue to aim at social justice for all, the principal theme of the preamble to the Constitution of the ILO.

94. Although democracy was spreading swiftly, it would take time to improve the desperate social plight of many people. One thousand million people in the world were living in conditions where their basic needs could not be met. The document referred to poverty only in two regions, Asia and the Sahel, but in the Americas it was just as extreme and painful.

95. The Director-General had indicated that poverty would be fought through the creation of employment, the major focus in the proposals for 1994-95, and that the Organisation would work closer to its constituents and give advice on urgent matters when requested. But the ILO should not wait for requests. The change from a centrally planned to a market economy in many cases had serious consequences for workers because normally the process of change produced an increase in poverty in the short term. The ILO's strategy should be adjusted to take into account the activities of the World Bank, whose activities aimed at producing real and sustained economic growth.

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96. In the countries of Latin America where it had been possible to establish political democracy, attempts had also been made to achieve social democracy, although the repayment conditions attached to World Bank loans had slowed this process and it was difficult to establish dialogue between the social partners in these conditions.

97. The countries of Latin America would be making increasing demands on the ILO for assistance and technical cooperation, but it was not clear how effectively the Organisation would be able to respond in the light of the zero real growth regime projected for the 1994-95 biennium. This regime had been in place for some time now, and it allowed to continue much longer would have serious repercussions on the economic progress of developing countries.

98. Mr. Brett, a Worker member, shared the concern raised by Mr. Vanni that the process of bringing the ILO closer to its constituents could actually lead to a weakening of tripartism. From all sides there was a call to strengthen tripartism at the regional level. The paper itself referred to the need for improved collective bargaining in Africa and the Americas, to the need to sustain and institutionalise social dialogue and strengthen employers' and workers' organisations in Europe, and the need to strengthen workers' organisations in the Arab world. All of these points reinforced the notion that tripartism should be strengthened at the regional level. However, this should take place before the process of regionalisation, as if this process was superimposed on a weak tripartite structure there was a risk that the social partners in those regions would not be able to sustain their role. To avoid this unhappy result, the Director-General should plan the regionalisation strategy very carefully in the Programme and Budget proposals for 1994-95.

99. The representative of the Government of Romania expressed appreciation for the Office paper and for the introductory statement by the Director-General. Clearly they were based on an in-depth analysis of today's conditions, and he expressed strong support for the ILO's strategy to move closer to its constituents. The beneficiary countries must without doubt take a share of the responsibility for this process of regionalisation. He hoped, however, that the new orientation of ILO activities would not affect the completion of projects already in progress. In cases where there were difficulties, it would be necessary to hold urgent consultations in order to explore possible solutions. This new ILO strategy also focused on the need for consultation between the multidisciplinary teams and those requesting their services. This form of action would probably be more effective if it were accompanied by specific programmes of technical cooperation at the request of the country concerned. For example, an economic area of cooperation was to be established around the Black Sea which would probably be enlarged to include the Balkan States. A multidisciplinary team from the ILO would be ideal to help solve the social problems which would accompany this process.

100. The representative of the Government of India also expressed appreciation for the document before the Committee, which stated the main themes for 1994-95 as the advance of democracy and the movement towards a market economy in a number of countries, and the change in the development cooperation policies of the United Nations and the mode of execution of technical cooperation projects. These would have a significant effect on ILO activities, since most of its technical cooperation projects were funded from external sources such as UNDP. The paper reflected the reaction of the Office to these changes, and sought to analyse and define the core areas of responsibility of the ILO. Before moving ahead, however, it might be useful to pause and look at the experience of the Organisation over the last 40 years in its technical cooperation programmes to avoid any narrowing of focus and
sacrifice of essentials in promoting the welfare of people around the world. Momentous changes had occurred in the political environment in many countries, but this had not yet produced much change in the living conditions of the majority of mankind, which remained mired in poverty, beset by lack of employment and opportunities for advancement. Many of the problems identified in countries moving towards democracy and a market-based economy existed in developing countries. Moves towards deregulation, privatisation and open competition were not limited to countries which had embarked on a process of democratisation. The policy initiatives leading to open markets had inevitably led to industrial restructuring and labour adjustment, which in the short term could lead to a reduction in employment and more poverty.

101. The ILO had a unique role to play in this process of development. It should provide advisory services and technical assistance to member States in designing and implementing social security systems, an extremely difficult exercise in developing countries. It could play a greater role in assisting member States in the design and implementation of programmes for the improvement of vocational skills and labour market services. It also faced the challenging task of integrating the informal sector gradually into the formal sector with a minimum of disruption and social cost. The chief means of action by which the ILO would achieve these objectives was through technical cooperation, which should not therefore narrowly focus on labour standards. Although there would be less external funding for technical cooperation projects, it was hoped that more funds could be made available for this purpose from the regular budget, especially as the national execution of projects should lead to savings in administrative costs.

102. He expressed special support for the proposals to harmonise the system of classification and labelling of chemicals, and hoped that the result of this project could be released as soon as possible so that countries which did not have a system of classification could establish one cheaply.

103. The proposal to shift resources from headquarters to external offices was an interesting development and should ideally lead to a strengthening of area offices as well as regional offices. Such a change could only improve the ILO's capacity to respond to the needs of developing countries, and this should be matched by an increase in the scope and allocation of resources for technical cooperation projects.

104. The representative of the Government of Germany agreed with the Director-General's statement that the fundamental political changes which had recently occurred in different parts of the world would have important consequences for the ILO and the world of work as a whole. For the first time in its history, the ILO would be made up of member States with similar economic policies. The fundamental changes which had led to the ending of the East-West conflict meant, however, that the ILO had to support such changes, and this would affect its work. It would be shortsighted to believe that the reform policy in central and eastern Europe was an opportunity only for industrialised countries. The success of these reforms would be in the interests of all member States of the ILO, and it should support the reform process and make sure that there was a social policy accompanying it.

105. The paper stated in paragraph 20 that the democratisation process depended on the ability of a system to provide social security. Although the sentence was correct, it did not make it quite clear enough that the social aspect was essential to the success of the reform process. In view of the unique contribution that the ILO could make, it had to coordinate its efforts with the International Monetary Fund and the World Bank so as to ensure that economic and social progress went hand-in-hand.
106. The Director-General was right in stating that a market economy could only function well if there were strong trade unions and strong employers' organisations, and one of the ILO's main objectives must be to help with the establishment of such organisations. The role of the ILO in overcoming poverty had to focus above all on matters linked with the world of labour, such as the creation of jobs and the improvement of working conditions, and it was important to focus these activities on the least developed countries. However, in order to avoid creating the wrong impression in such sensitive areas as child labour, the ILO had to foster a spirit of cooperation with those who were politically responsible in order to improve working conditions and eliminate exploitation in the broadest sense.

107. The ILO also had an important role to play in the matter of migrant workers, but it would be quite wrong if it were to concentrate exclusively on the question of their social protection. It might be just as beneficial in the long term if the ILO were to provide direct assistance or otherwise counter the pressure to migrate, so that people were not forced by poverty to seek work in another country. He expressed strong support for the efforts of the Director-General to render the activities of the ILO in the field more effective.

108. In conclusion, he expressed support for the concept of zero real growth, but this should be based on a comparison with the Programme and Budget for the 1992-93 biennium. Turning to the paper dealing with the adjustment for staff turnover, he felt that the lapse factor of 1.2 per cent proposed for the Programme and Budget for 1994-95 was too low when compared with other specialised agencies in the United Nations, and it would be appropriate to have a more detailed discussion on this matter.

109. The representative of the Government of China considered it essential for employment promotion and combating poverty to be the main priority themes for the programme and budget. Millions of people worldwide lived in poverty, caused by unemployment or underemployment, that is, one-fifth of the world population, and this serious affront to human dignity was a major cause of social injustice. Most of the ILO's member States were developing countries, whose most urgent priority was to ensure the survival and to improve the lives of their people, which in many cases meant the satisfaction of the most elementary needs. Unless those needs were met and poverty throughout the world was eradicated, then the noble aspirations of the Organisation towards human rights and the sharing of the fruits of prosperity would remain a dead letter, and the ILO's pursuit of its basic aims would be seriously compromised. For this purpose it was necessary to give greater attention to the need to increase the resources available for technical cooperation in the poorest countries, and, in accordance with the principle of universality, to ensure that those resources were spent where they were most needed.

110. As regards the programme of activities for Asia and the Pacific, he supported the views of the Government of Indonesia. The priorities for the region had not been appropriately identified, as employment creation was the overriding need in the struggle against poverty. The region was the most populous, and a majority of its member States were developing countries where more than 70 per cent of their population lived in rural areas. Over the past few years, while other regions had known turmoil and violent upheavals, Asia and the Pacific had enjoyed peace and stability, and its economic growth was the highest in the world. Structural adjustment had begun in the region in the early 1980s, when its member States had taken on new economic challenges: now the major challenge was to create new jobs to match the economic growth achieved. The overall situation had been considered in these terms at the recent Twelfth Conference of Ministers of Labour of Asia and the Pacific,
whose agenda had included a major item concerning the challenge of economic growth and structural adjustment in the 1990s. The ministers had expressed concern that the volume of technical assistance in the region had declined in recent years, and had requested the ILO to strengthen its technical cooperation programme in the region.

111. Finally, the reform of the International Labour Conference and of the Governing Body was a highly complex issue. The matter should be studied in view of the real need to improve the effectiveness of the Conference and of the Governing Body and to make savings, but any reform should be based on long-term considerations that took account of Members' interests and of the need to ensure the smooth functioning of their meetings. Changes in senior management should not be introduced too hastily: to do otherwise might hinder the smooth functioning of the Organisation.

112. The representative of the Government of Argentina congratulated the Director-General on the Office paper, and welcomed the fact that the proposals were based on the idea of zero growth. This should not mean any reduction in technical cooperation, but rather the further rationalisation of the work of the Office. Of particular value in the proposals was the emphasis placed on the process of democratisation, which had swept across Latin America in recent years. It should be realised, however, that new democracies needed considerable support if they were to survive, for without it they lost the popular support that was essential for their success. In this respect, the Office paper was reassuring with regard to the role of the ILO, especially as regards assistance to small enterprises.

113. Social security was in this respect another key area: there was much for the ILO to do on this front, for social security systems faced particular problems in the context of structural adjustment. Here the ILO should also further strengthen its cooperation with the World Bank and the IMF so as to ensure that due consideration was always given to the social impact of structural adjustment policies. The regional conference planned for the Americas in September should prove a good starting-point for establishing regional programme trends: its discussions would focus on technical cooperation and the basic problem of unemployment. In this respect, the statements in the Office paper on human rights and international labour standards, and especially equality of opportunity and treatment for women and the elimination of child labour and the promotion of freedom of association, were also reassuring. Here the process of regional integration would be furthered by additional ILO efforts to promote the harmonisation of labour legislation in the region and to help ministries in this task. Work to further the decentralisation of Office activities should also continue so as to bring the ILO closer to its constituents, as stated in the Office paper. Finally, he welcomed the activities of the Working Party on Improvements in the Functioning of the International Labour Conference, which, it was hoped, would bring major savings. A similar group might be established to examine the work of the Governing Body. The preparatory technical maritime conference was also an area where costs should be kept to a minimum.

114. The representative of the Government of Brazil supported the priority themes identified in the Office paper: the Office obviously had a clear idea of where it wanted to go, and its strategy was sober and realistic, and reflected an awareness of the value of efforts to bring the ILO up to date to face the real problems of the modern world. Of particular interest in the paper were the sections on interdepartmental projects and child labour: the former was a major innovation, and deserved particular support. He also noted with satisfaction the proposals concerning support for regional integration in South America. Finally, just as many of its member States had in recent years embarked on structural adjustment programmes, so the ILO must also make
efforts to rationalise its procedures and structures, and here the proposals were appropriate: the process would involve reductions in staff levels and areas of activity, reviewing costs, and strengthening decentralisation and productivity. It also meant a zero growth budget, and here he concurred with the previous speaker.

115. The representative of the Government of France considered that the Office had correctly identified the priority areas for its activities — support for new democracies, the promotion of tripartism and attention to the problems of unemployment and poverty. The advance of democracy in recent years had been welcome, but it should be recalled that democracy did not mean uniformity: each country was free to pursue its own path. The advance of democracy had been accompanied by an equally welcome advance in the area of tripartism, a concept that lay at the heart of the Organisation and meant the combined efforts between governments and freely chosen employers' and workers' organisations. However, this should not be interpreted as a means of bypassing the role of governments: historically, it had always been governments that had innovated and taken initiatives in the social sphere. It was through legislation that freedom was furthered, and democratic governments were the natural repository of legislative power. This was not to underestimate the role of the social partners, but in the final analysis it was governments that had to supervise the application of Conventions, organise labour inspectorates and in general ensure the orderly conduct of industrial relations. This point was all the more relevant in the present context, now that the basic ideological disputes over the nature of certain concepts that were fundamental to the very functioning of modern societies had been removed.

116. The link between poverty and unemployment was undisputed: here, however, the attention to be given to the informal sector should be understood as being provided to a sector that was essentially a transitional stage in the progress of individuals to regular and legally protected employment. Support for the victims of poverty also meant giving major attention to social security systems.

117. As regards the proposals concerning specific activities, a central concept was the need to strengthen the supervision and control of activities. The strengthening of area offices would bring administration closer to activities in the field and facilitate regular evaluation, which should also be taken to include the possibility of external evaluation.

118. The effective application of international labour standards — a major concern of the ILO — necessarily involved effective labour inspectorates, and the ILO should give greater attention to needs in this area. The procedure for the supervision of the application of standards required constant support, and the Office had rightly continued to strengthen and assign more resources to this area of activity. However, he cautioned against any suggestion that reasons of economy made it necessary to relax the procedures or discontinue some of them: the considerable efforts involved for ministries of labour in replying to the regular questionnaires were recognised, but this was due in part to the increasing complexity of Conventions. For this reason consideration might be given to the need to adopt relatively uncomplicated Conventions, as this would simplify the questionnaires. Excessive complexity was an obstacle to ratification and was not in the interests of international cooperation on labour questions. Finally, he rebutted any suggestion that the ILO was perhaps perceived as a moribund agency: an organisation that commanded the attention of the IMF and the World Bank on questions of structural adjustment and which practised healthy self-criticism was to be taken seriously, and was sure to meet the expectations of its member States.
119. Mrs. Carr, a Worker member, expressed appreciation for the thought-provoking paper presented by the Office. The statement in paragraph 27 that "experience has shown that structural adjustment policies may increase poverty" needed to be clarified: such policies did increase poverty and any discussion of the issue required frank admission of this fact. Moves towards a market economy also created new groups of poor people.

120. In the section dealing with the protection of working people, policies concerned with occupational safety and health should be extended to include the environment, as they were almost always considered together. She was surprised at the reluctance of the United States Government representative to deal with the concept of working time in this section. It was a most important topic to people with family responsibilities and fundamental to achieving equality between men and women. For the Worker members there was no dispute about the meaning of zero growth - it simply meant more unemployment. It was easy for the Government representatives to ask for a zero real growth policy to be applied to the Programme and Budget proposals for 1994-95, but they probably would not be so comfortable with it if it was applied to their own salaries, special benefits, health care and pensions. The continual reference to unemployment in the document tended to obscure the real goal to be aimed at, which was full employment. Unemployment was a massive waste of productive potential. Full employment was the foundation for strong economic systems and it should be the priority of all member States and the ILO in what they tried to do.

121. It was regrettable also to see the tendency to group the Americas together as one region. North America, Latin America and the Caribbean were all at different stages of economic development and it was misleading to think otherwise. Some statements simply could not be applied to the whole of the Americas region - Canada, for instance, was trying very hard not to be integrated into the United States. On other fronts the ILO could contribute to the success of the integration process by providing assistance on employment matters and the harmonisation of labour legislation, but even this was a sensitive issue which would have to be approached with great care in some countries. It was true also that the social partners could play a greater role in securing fundamental human rights. Democracy was not guaranteed just because a government was democratically elected. Tripartism needed strengthening, and strong industrial relations were crucial. Legislation updated to reflect current trends was also needed, because trade unionists still died or disappeared even under democratic governments.

122. The representative of the Government of Bangladesh thought that the paper before the Committee and the Director-General's introductory comments had clearly identified the issues to be faced and the choices to be made in deciding on the Programme and Budget proposals for the 1994-95 biennium.

123. The ILO had been asked to do a difficult job. On the one hand it had been subjected to the constraint of a zero growth budget and on the other it had been asked to expand its services. Requests had come from many member States, including those undertaking structural adjustment programmes and those going through the transition from centrally planned to market economies. Redefining priorities and reorganising the Office may go some way towards generating savings to pay for all these requests. But there was a limit to this process, and the Organisation might have to take a much closer look at how it could establish a balance between the demand for services and the resources available. Structural adjustment reforms were possibly less dramatic than the transformation of an economic system, but they were no easier to carry out and they generated issues which were central to the role of the ILO. Structural adjustment involved deregulation, market expansion, privatisation, trade liberalisation, and monetary and fiscal reforms. All of
these issues had serious implications for workers. The ILO had a critical role in the design and implementation of these reforms, to protect jobs and incomes and enhance worker productivity. In recent years UNICEF and the Asian Development Bank had succeeded in introducing social protection as an element in their structural adjustment programmes, but despite the high-level meeting on structural adjustment that the ILO had organised in 1987 there still did not seem to be a sufficient level of protection for workers in programmes designed by the International Monetary Fund, the World Bank or other regional financial institutions. The ILO should develop a stronger relationship with these institutions so as to improve the ILO's contribution to structural adjustment programmes.

124. The proposals in the paper emphasised the need to extend and strengthen social security systems, but before doing so the Office should look at how social security should be defined, the role of social institutions and how social security benefits should best be provided.

125. Turning to the issue of migrant workers, it was clear that since the Gulf crisis many countries had cut back the number of migrant workers brought in to meet labour shortages. Sending countries, no longer able to rely on incomes from abroad, required new projects for the generation of employment. The ILO could make a valuable contribution to smoothing the recruitment and replacement of workers between sending and receiving countries.

126. As regards child labour, it was essential to protect children from activities that were hazardous to life and health, but in developing countries children had a value in terms of the income they contributed to the family. Moves to abolish child labour in these countries were likely to create conflict between families and the State. Expanding the educational opportunities available to these children would go some way towards easing this tension.

127. In conclusion, he suggested that the Office should take more care in its choice of terminology in the document. Some of the language was imprecise, and misunderstandings could occur if more care was not taken in the preparation of documents.

128. Mr. Gopal, a Worker member, thanked the Director-General for the Office paper and for his opening statement. He expressed full support for the points made during the statement by Mr. Vanni, the Workers' spokesman.

129. The Medium-Term Plan discussed a few years previously had four main objectives: the defence and promotion of human rights; employment promotion; the improvement of working conditions; and the improvement of social security and welfare. It was gratifying to see that all four objectives were embodied in the Programme and Budget proposals for 1994-95. The ILO had a crucial role to play in the political and economic changes taking place in the world today, and the Workers would look to it to protect their interests. On a more detailed level, the proposals for 1994-95 would enable the trade unions to play an effective role in collective bargaining, workers' education and the promotion of equality for women. The Director-General had pointed out that the economic difficulties faced by countries moving from centrally planned to market economies were weakening social security systems. This was a serious matter. After 40 years of a mixed economy in his own country, moves towards a market economy had produced high inflation and job losses. Few businesses were starting up in the private sector, and a number of public-sector enterprises were threatened with privatisation. He hoped that the stringent measures imposed under agreements with the IMF and the World Bank would not lead to a failure of the government. In this process of structural adjustment the Workers relied
heavily on the ILO to protect their interests and ensure that the process produced lasting growth. He supported the move for the ILO to hold a second high-level meeting on structural adjustment in 1994. He endorsed also the proposals concerning occupational safety and health and environmental protection, and was heartened to see that the Organisation would be helping member States to tackle the problem of child labour. He was also pleased to approve the programme proposed for the Asia and Pacific region and the move towards regionalisation of more ILO activities. Taken as a whole, the paper was a comprehensive statement of activities planned for 1994-95 and ought to be given the most serious consideration in the Governing Body.

130. Mr. Kebe, a Worker member, noted that the document described in some detail how the ILO intended to respond to the unprecedented political and economic changes taking place in the world today. The detailed plans would be of interest to all member States, but above all those member States facing economic difficulty. He was concerned that technical cooperation activities, one of the main platforms of the ILO's role in the struggle against poverty, could be adversely affected by budgetary considerations. Indeed, one could argue strongly for an increase in resources for technical cooperation activities so as to expand the ILO's role. Technical cooperation activities were at the heart of the ILO's mandate. The Office and the Governing Body should ensure that the quality of technical cooperation activities was maintained, even if it changed in form.

131. The ILO was regarded around the world as a lead agency in the struggle against injustice and against poverty, and it was regarded equally as representing the poor of the world who had no one else to act on their behalf. The participation of the ILO would be an important factor in the process of democratisation in many poor countries. Today millions around the world identified themselves with the objectives of the ILO in the struggle for equality and social justice. Discussions in the 1960s, the decade when many African countries had gained independence, had focused strongly on the need for technical cooperation activities in the Third World.

132. The paper before the Committee seemed to suggest that the Organisation would have to cut back on some of these activities at a time of enormous suffering in the Third World, particularly Africa. He was concerned that the regional programmes for Africa appeared to lack direction, and the ILO had seemed slow in its efforts to eliminate poverty, the scourge of Africa. Furthermore, the role that the ILO should play in the struggle against unemployment was not at all clear. The question was, what was the ILO going to say and do to solve the problems left by some development institutions? The absence of response to these questions was disturbing. It was important for the ILO to help the social partners play their full role in the process of tripartism, as the technical departments themselves were unable to assist them in the execution of their own programmes. The Workers were aware also that the advance of democracy would see new relationships emerging between employers, workers and governments. This phenomenon did not concern only central and eastern Europe: there were countries in Africa in the same situation, which faced even worse difficulties. A special fund should be set up, similar to the measures taken to assist the central and eastern European countries, before the implementation of the Programme and Budget for 1994-95. He supported the process of regionalisation of ILO activities proposed in the Office paper which would enable the Organisation to respond more rapidly and efficiently to the needs of member States. This concept had been debated in the Governing Body since the 1960s: there had been little action so far. He hoped that the regionalisation of ILO activities would clear the way for more tripartite consultation at the regional level, and especially in Africa. This implied more support from the ILO for employers' and workers' organisations in the regions to improve their capacity to work effectively. Workers suffered
if there was no tripartite participation in field activities, and the ILO should therefore strengthen its training activities for workers to enable them to make an effective contribution to tripartism. This would bring the ILO closer to the field and would do nothing but improve the results of its work.

133. Mr. Tchinde, a Worker member, expressed his gratitude for the Office paper and for the preliminary statement by the Director-General. The level of unemployment was one of the worst features of the global economy at present. Unemployment statistics were not always reliable, but without a doubt the unemployed were more numerous in developing countries, and the ILO gave valuable help in gathering reliable data. Democracy was now advancing on many fronts, and the workers of Africa were the first to welcome this. But democracy did not consist only in free elections - it required also that democratic principles and policies should be honoured. Much of the time, regrettably, it seemed to be a case of new faces but old habits. The international organisations, and particularly the ILO, had an especially important role to play in promoting the advance of democracy. The curse of poverty afflicted so many: they were miserable, hungry and jobless. Some regions seemed to be forgotten, especially parts of Africa. They needed help to feed themselves, to develop their agriculture, to improve their education, and to improve the plight of children and rural women.

134. Structural adjustment policies continued to take their toll of workers: retrenchment and even the closure of businesses and other enterprises seemed to be the daily lot of the African people. Structural adjustment might be a necessary evil, but the International Monetary Fund and the World Bank should put a more humane face on their policies, and the ILO should intervene to see that they did. The regionalisation of ILO activities was a move in the right direction but it could pose problems of its own. One might in fact see the creation of a mini-ILO in each of the regions. More tripartite activity would be needed in the regions, as at the moment only at ILO headquarters was tripartism effectively applied. It was much more difficult in the African countries, where projects and programmes were introduced without worker participation. Sometimes employers might be consulted on financial matters. To ensure the success of this regionalisation, the ILO would have to hold more consultations with employers and governments and do more in the way of workers' education and worker training. The trade union movement in Africa was not strong, and the ILO should do more to train union officials in economics and labour law so that they could meet their social partners as equals, and he asked whether the ILO had earmarked funds for this purpose. On the other proposals in the document he was happy to concur with the views expressed by other Worker members.

135. Mr. Moukoko Kingue, an Employer member, observed that some interesting suggestions had been made in response to the Programme and Budget proposals for 1994-95 submitted to the Committee by the Director-General. He wanted first of all to add his voice to the appeal for more technical assistance to developing countries, so that some real progress might be made towards eradicating extreme poverty before the end of the century. By way of explanation, he recalled that not all countries had ratified Convention No. 144, which concerned tripartite consultation. Although some consultation might take place in the course of an analysis of social problems in developing countries, this could not be considered proper tripartism in the ILO sense. Something more had to be done so that tripartism became part of the consultative process in all countries. The developing countries especially still had a long way to go to reach this goal, and the law should be respected in its entirety during this process. It would be easier now that bribery and corruption was on the wane in the private sector, but the public sector was used to dubious privileges and would not give them up unless forced to do so.
136. If the law was respected in the private sector, privatisation and market forces would further well-structured development, which would ensure stable employment and benefit workers and employers alike. It was regrettable that many once thriving businesses had not been able to adapt to the economic effects of competition and technological progress - the breakdown of an enterprise was certainly injurious to the workers, but perhaps even more so to those in charge of running it. The fight against poverty had as its main objective to relieve the suffering of the poorest members of society in the rural and informal sectors. At the same time, however, there were spin-off benefits to employers through increased trade.

137. Structural adjustment, with all the unemployment it entailed, had to be considered a necessary evil, but it had the merit of revealing the irresponsibility of the public sector that had kept several governments from taking their job seriously. Structural adjustment measures could also be applied in public administration services. He expressed full support for programmes for the improvement of social protection for workers and the self-employed. The ILO should not wait to be asked to intervene in these matters: it should take the initiative and propose new working methods to governments.

138. Despite what had been said in the Office paper about the responsibility of member States to draw up national development plans, he supported the recommendations contained in the studies by the Nordic countries, whereby the specialised agencies should strengthen their standard-setting role and increase their analytical capacity, while at the same time scaling-down their responsibility for implementation. There was room for much more dynamism in the ILO's activities.

139. Mr. El-Amawy, a Worker member, acknowledged that the document attempted to deal with some of the most pressing issues facing the world today. Nevertheless, it would have been useful to have had the document earlier. Workers in particular were confronted with severe and difficult conditions, especially in those countries which were applying structural adjustment programmes, where they faced a crushing combination of recession, stagnation, inflation and unemployment. A sensitive understanding on the part of governments and international organisations for the plight of these workers would be needed as policies were designed to achieve a balance between economic and social needs. The document rightly focused on the fact that the eradication of poverty could only be achieved through the creation of employment and job opportunities, and he supported the activities aimed at promoting dialogue with the various departments of the ILO to provide the workers with advice.

140. The transition from a planned, centralised economy to a market economy also required a great deal of understanding for workers' conditions. There were many examples of exploitation of migrant workers, and the ILO should look at ways of helping them to recover wages withheld. Some statements in the paper about trade unions in the Arab States were not strictly accurate. However, trade unions, not only in the Arab States but also in other African and Asian countries, were quite weak, and the ILO should not wait until the next biennium before making special efforts to improve their position. These should be directed at strengthening the trade unions so that they could assume more responsibility and contribute to social and economic progress in the Arab world, especially in the low-income countries. Encouraging all three social partners to carry out their responsibilities in full was probably the best solution to avoid some of the adverse effects of structural adjustment policies.
141. Mr. Mugalla, a Worker member, associated himself with the remarks of previous speakers concerning the high quality of the paper before the Committee. It proposed a lot of solutions to the problems that the ILO was facing but it was actions, not words, that were needed now, and he asked when the ILO's priority objectives on structural adjustment in Africa would be implemented. The basis for action was already set out in the document, and he wondered why the ILO was holding back. Again, what action had the ILO taken to disseminate information from the Nairobi Symposium on Structural Adjustment to the social partners in Africa? One could not have democracy or ILO standards in the midst of extreme poverty. There appeared to be some apathy in the ILO regarding its role in structural adjustment issues in Africa.

142. The ILO did not appear to have properly expressed itself on the implication of tripartism. The paper only referred to ministries of labour, but trade unions and employers' organisations were of course also vitally concerned. Furthermore, government representation by a ministry of labour was sometimes not sufficient, and it might be better to include representation from ministries dealing with finance, economic planning and foreign affairs.

143. The representative of the Government of Mexico thought that the paper reflected a serious effort to redefine the role of the ILO in the light of the economic, political and social changes which had taken place in the world. The paper also reflected concerns that had been expressed in Industrial Committees, the Governing Body and the Conference, and deserved more attention than a mere preliminary discussion. The paper suggested that the ILO's mandate should be redefined, and this was a most important subject; it would be useful for governments, employers and workers to be able to submit their comments in writing to the Office over the next few months, before the final Programme and Budget proposals for 1994-95 were completed.

144. He expressed full support for the proposal concerning the priority to be given to the struggle against poverty and the creation of jobs and considered that the ILO should focus on its fundamental task, which should be approached in the broader context of the right to development. This was a basic and inalienable right which could not be overlooked in such an important paper as that before the Committee. He expressed support for the move towards regionalisation, and thought that the ILO should study the needs of member States and propose programmes without waiting to be asked. Technical cooperation worked both ways, and if it was properly handled it would improve relations between member States and the ILO. The forthcoming regional conference in the Americas would be a good opportunity to define the main direction of the ILO's programmes in this region.

145. For Mexico, the ILO's activities with respect to employment promotion in the framework of structural adjustment policies were particularly important. A key element was the promotion of small enterprises, which generated productive employment. This required social security and training support, as well as access to programmes for the establishment and strengthening of credit facilities. No less important were programmes dealing with the informal sector and the rights of migrant workers and working children. Tripartism had become very important in Mexico, to the extent that one of the mainstays of its current economic and social policy was a tripartite agreement on economic stability. This had enabled the country to benefit from a system of shared responsibilities.

146. He welcomed the proposal in the Office paper to undertake a study of the ILO's supervisory machinery and the possibility of having less frequent reports on ratified Conventions. This could increase the number of ratifications of international instruments developed by the ILO.
147. He recalled that his country, as a member of the Americas' group during the discussion of the 1992-93 Programme and Budget proposals, had made a series of proposals that he still felt to be valid, and he hoped that they would be taken into account by the Director-General when the proposals for 1994-95 were finalised. In conclusion, he agreed with earlier speakers who had said that the zero growth level for the 1994-95 proposals should be based on the level for 1992-93.

148. Mr. Vanni, for the Worker members, commented on the statement by Mr. Oechslin on the functioning of the Office and in particular on the structure of senior management. This was not necessarily an element of the Programme and Budget proposals for 1994-95, and it would be for the Director-General to express his views on the present structure of senior management and to make proposals for the consideration of the Committee. The Workers had already expressed some views on this matter to the Director-General. They supported the proposal to set up a working party to examine and recommend improvements in the functioning of the Governing Body, but not before the current Working Party on Improvements in the Functioning of the International Labour Conference had finished its work.

149. Miss Mackie, for the Employers, expressed strong support for the statement made by Mr. Brett of the Workers' group about the need to strengthen the role of Employers and Workers in tripartite regional consultation before the ILO began to move itself closer to its regional constituents. She also expressed the Employers' full support for the position taken by the Director-General concerning the Terminal Benefits Fund and the adjustment for staff turnover.

150. The Director-General then replied to the discussion. The full text of his statement is attached as Appendix II.

(signed)  Mrs. L. Caron,  
Reporter.
APPENDIX I

The Director-General's introductory statement to the Programme, Financial and Administrative Committee of the Governing Body (February 1992) concerning preliminary consultation on the Programme and Budget proposals for 1994-95

(Geneva, 26 February 1992)

This is the second time that the Governing Body is called upon to make preliminary observations on the preparation of a budget. Two years ago we engaged in a first exercise of this kind, which proved to be extremely valuable and enabled the Office to prepare in due course a budget corresponding to the general guidelines laid down by the Governing Body.

My introductory statement this morning will fall into two parts. I will first try to remind the members of the Governing Body of the general structure and the salient features of the paper submitted to them. I will then try to underline a certain number of specific points concerning the priority themes which we are submitting for your choice for the 1994-95 budgetary period.

What are the main guidelines which I am proposing that you adopt for our Organisation's future? First of all, I think that the budget that we should prepare for 1994-95 should take account of three major observations and should be based on three fundamental assumptions. First observation: our 1994-95 budget should be a zero growth budget. A little more than six months ago during the budgetary debate at the Conference and a year ago during the debate in the Governing Body, a considerable number of you emphasised this point and you very clearly expressed your concern that the resources for the 1992-93 programme and budget should not be exceeded. As the budgetary situation in many countries has not improved, I do not see how I could reasonably propose to you today anything other than zero growth. Although I am not making this proposal with gladness, I think that this is the only realistic approach that takes into account the indications which you have given to me over the past few months.

The second major assumption required for the preparation of the next budget is that it should take account of the major changes which are taking place in the field of technical cooperation. As you are aware, a considerable share of the technical cooperation programmes implemented by the ILO is financed by the United Nations Development Programme. UNDP has just defined a new policy which consists in promoting gradually national execution of technical cooperation projects. This means that each country which receives UNDP assistance would be required more than in the past to assume the responsibility of executing approved projects. In these circumstances the specialised agencies, and the International Labour Organisation in particular, would be instructed or called upon to help States to define policies, define and outline technical cooperation programmes which would be implemented in the area of competence of each of the specialised agencies, and therefore to play the role of advisory agencies or service agencies for States. This will be a major factor to contend with in future; however, this does not mean that the ILO will be conducting fewer technical cooperation activities than in the past.

It means that the ILO's future technical cooperation activities will be different. We will therefore be called upon more than in the past to make a more intellectual and technical contribution, to assist in the development and conception of programmes; our administrative contribution, however, will be smaller. This does not mean that we will no longer execute projects, but that we will be called upon to execute a certain number of projects if States so
desire, because they will be the ones to decide. I am convinced that they will want our cooperation if our contribution is worth while, that is if member States consider us capable of providing the services that they need and if these services have the characteristics required in a more open and much more competitive market. A State may choose from the specialised agencies, ask other States to provide assistance or even resort to private initiatives. This is not a policy followed exclusively by the United Nations Development Programme; it also seems to be approved by a certain number of donor countries, which are the countries most involved in technical cooperation with the ILO. This is therefore a basic factor which we must take into account, because it will have significant consequences for the Office in terms of programmes, assignment of staff and the Office’s organisational structure.

May I remind you that under item 5 of the agenda there is a paper which tries to make an initial analysis of the technical and practical consequences of this development in the United Nations Development Programme.

The third major observation on which our next budget should be based is that it will have to take account of the changes in the requests for action which are addressed to us. These requests are different from the ones made in the past. The first factor which should be taken into account is that the number of the Organisation’s member States has been growing steadily. Since the vote on the budget for the present biennium six new States have applied to join the ILO and in the coming months we can expect new applications for membership. These new member States and others, which had until now hardly requested assistance, will now be asking for the ILO's cooperation and services. This is gratifying. I think that we should be pleased that our Organisation attracts new members and that more and more States recognise that our Organisation can help them. The third factor to take into consideration in this regard is that the nature of requests for technical cooperation is changing, that we are being asked to provide technical responses to complex problems which are very much linked to the implementation of a policy by States and that these responses must be provided rapidly. This means that these requests are being addressed much more directly than in the past to ILO officials themselves. The timeframe in which we have to provide a response in many cases does not make it possible to call upon outside experts. The ILO’s own offices and officials have to be able to respond rapidly to these requests.

How are we going to deal with this flow of requests in the context of zero growth? This is the major contradiction with which we are faced for the preparation of our next budget. This means that we must now make choices and that the draft Programme and Budget for 1994–95 cannot merely be a copy of the previous budget with a few variations here and there.

We have to make changes which, if they meet with your approval, should be initiated rapidly so that they will have their full effect on the budget in 1994–95, and this will not be the case if we make our decision in a year’s time, due to the time required for the implementation of decisions. This is to highlight the crucial importance of the debate over the next two weeks in the Programme, Financial and Administrative Committee and in the Governing Body.

What choices are we proposing? I would like to try to summarise them around three central ideas. First, our Organisation should be closer to its constituents. If our advice and opinions on urgent matters are being requested more than in the past, if we have to help States to prepare policies or implement programmes rather than execute projects, we must provide quality responses rapidly and effectively.
To achieve this aim and to cut down delays as much as possible, I am proposing that we reinforce the ILO's network in each of the major regions. I am also proposing to set up in each region multidisciplinary teams which can offer more coordinated responses to member States and thereby respond better to their policy concerns. Bringing the Organisation closer to its constituents and strengthening its presence in the field does not imply decentralisation of the decision-making process. The very nature of our Organisation and the central place which standards occupy within the ILO imply, in my view, the implementation of a single policy, which will have to be applied by the Office under the responsibility of the Director-General and under the supervision of the Governing Body alone.

However, in order to bring the Organisation closer to its constituents, we also have to make a maximum of efforts and to focus on the means of strengthening the institutional capabilities of our constituents; in other words, we must enable them increasingly to decide upon and manage by themselves the areas in which we are to intervene, and I believe that it is only on that condition that we will make it possible for them to derive the maximum benefit from the new policies relating to development cooperation.

The second main concept is that the Organisation must stick to its core mandate. This involves, firstly, carefully defining the mandate of our Organisation and its raison d'être, and then selecting the activities which we could carry out with the means placed at our disposal.

I think that it is useless to dream; we cannot do everything, and we must therefore have the courage to eliminate from our activities those which are marginal and which can be done better by others, and to concentrate on what will bring real added value within our Organisation's own purview.

In the areas so defined, we must have the ambition to be among the best. I am not saying this out of a sense of vanity or institutional pride, nor are these just empty words. I believe that, if we are not capable of being the best in the areas we have chosen, we run a major risk of not being taken into consideration by other international agencies. To an increasing extent, in the areas which are ours, we must be in a position to conduct a dialogue with other organisations on an equal footing, in order to be able to propagate our values and ideas on what might be called the international ideas market. Things are visibly changing at the present time, and an international network is being developed in the areas which are ours; we must therefore aim to be well placed on that market and to conduct a fruitful and effective dialogue with the other organisations. This definition of tasks will also have to guide the choices we will make in the field of technical cooperation, and likewise in that field we will be chosen by States if the services we offer are good, and these will only be good if we have a sufficient conceptual infrastructure in all the areas of cooperation.

The third main concept is that we must develop an active partnership with our constituents. Such a partnership implies, in my opinion, that we must commit ourselves to real joint ventures for progress and development, and not merely engage in the implementation of unrelated programmes or projects. This requires the Office to analyse in depth the problems faced by each of our constituents. We have to come closer to the concerns of our constituents and each of these constituents has to be more fully aware of the ILO's specific contribution. It is by promoting greater awareness of our capacities that we can undoubtedly help our constituents better. Finally, we must draw up our programmes and projects in the framework of more extensive tripartite consultation. In many countries and for a large number of programmes, we do
not have sufficient recourse to tripartite consultations in defining our programmes and projects.

These are the main choices or strategies which I am proposing that you adopt for the years to come. If these choices meet with your agreement, the means of action and structures of our Organisation will necessarily have to be adapted, both in order to increase the effectiveness of our action and to yield the additional budgetary savings needed to finance a certain number of projects. These various adaptations are mentioned in the third part of the paper you have before you. Reference is made there to the ILO's presence in the regions in order to render better services to member States and to an in-depth review, and no doubt an adaptation, of the whole process of elaborating, revising, monitoring and promoting international labour standards. It is also proposed, for the sake of efficiency and flexibility, to review the Office's programming and management control methods. These choices and proposals for change are designed to ensure better management of our activities and also (I stress this word) to ensure better accountability to the Governing Body. It is also possible - and we will be making proposals to that effect - that, once the Governing Body has finished its consideration of possible reforms in the functioning of the Conference, we can proceed to examine reforms that could improve the functioning of the Governing Body, regional conferences and industrial committees.

To conclude this first part of my statement, I should like to draw the Governing Body's attention to the importance of these choices. What is being proposed is to redefine in as precise a manner as possible a general action strategy for the Office, the implementation of which will inevitably be spread over a number of years and will therefore require a very wide degree of consensus and a firm commitment on the part of the Governing Body. We cannot take a "stop-go" approach in this connection, we cannot take provisional steps and then wait and see. The Office must be sure of the exact choices which the Governing Body wishes to adopt, so that all its officials who are at the service of the Organisation's constituents can commit themselves to implementing these choices with determination and the willpower to carry on to the end. These constitute the general structure and main guidelines of the document.

I should now like to refer to a certain number of questions relating to the priority themes which we are proposing that you adopt for the preparation of the budget for 1994-95 and which are set out in the first part of the paper before you. Two comments can be made in this connection. Firstly, we have taken into account the criticisms addressed to us during the first exercise, two years ago, and we have avoided a department-by-department presentation, which some might find confusing. This is the reason why you will not find in the paper any paragraph devoted to any particular department. Secondly, the choice of priority themes should not come as any surprise to you; they have been chosen in the light of the developments which have taken place in the world during the past few years and the general mandate of our Organisation, but above all in the light of the requests made to us. It is as precise a response as possible to these requests.

The first theme we have selected concerns the assistance which the ILO can give to the process of democratisation in which a large number of member States are engaged. In order to dispel any misunderstandings, it is worth recalling that this process first witnessed a very rapid development in Latin America and, historically speaking, this is our starting point. Since then, the process has developed so extensively that it now covers virtually every country in that continent.
Subsequently, the process met with the success in Eastern Europe that everybody is aware of and it is now being pursued in Africa and Asia. I should like to recall that, in my reply to the general discussion on my report at the last session of the International Labour Conference, I already drew attention to the fact that I had been greatly struck by the large number of requests addressed to us in this regard, either in public sittings or during the course of the contacts I had had with a large number of labour ministers. The process has evidently not reversed itself since then, but has on the contrary sharpened further and I think that we must take account of it and reinforce the means required to respond to the priority needs of an increasingly greater number of member States.

We have grouped the possibilities for ILO action together under three main headings, since it is not our primary responsibility to intervene in the strictly political field or to engage in democratic institution-building. This is not what is expected of us, and it is not for us to act in these fields. Our primary contribution, in which we are already very largely involved at this time, to the extent that we are sometimes not in a position to meet the demand, consists in helping to establish the rule of law, particularly in the area of labour legislation, and contributing to the implementation of the economic and social democratization which must go hand in hand with the process of political democratization. This implies – and here again we are faced with a very large number of requests – helping to establish genuine and representative employers' and workers' organizations and assisting in the establishment of true social dialogue and of a genuine process of collective bargaining. We are receiving many requests to that effect and they justify ILO action in this area.

The second theme proposed to you, which is likewise dictated by the events we have witnessed in the last few weeks and which are likely to occur also in other countries, relates to action against inequality and discrimination. Any process of democratization presupposes, in one way or another, respect for the rights of a certain number of minorities and the will to pursue social justice. I believe that we have witnessed in the past, and may continue to do so, too many examples of violations of the rights of minorities for us not to commit ourselves in this area, naturally within the limits of the competence of our Organisation and taking into consideration the provisions of a certain number of Conventions which are among the basic instruments of the ILO.

The third factor which needs to be taken into account is that there can be no successful process of democratization without the capacity to respond to the major needs and concerns of the citizens of the countries concerned, and in this connection we are making a number of proposals which of course tie in with the second priority theme. What is that theme? Here again, it springs from the requests addressed to us. Another basic concern is the extension of the manifestations of poverty and, just as one must avoid associating the problems of democratization with any particular continent or group of States, one can unfortunately not associate the problems of poverty with just one group of States. Poverty has been gaining ground over the last few years. It constitutes a major concern for a large number of member States and must be a subject of major concern for our Organisation and the Office, since the issue of social justice is a central concern of the ILO.

How can we meet this challenge? Basically, and this is perhaps the only solution, we have to make effective choices, through employment. Before this meeting some persons questioned the place given to the problem of employment in this paper. Well, the problem is there. There are not a thousand and one
different ways to deal with problems of poverty. Our main role is to combat poverty through the development of employment. We feel that this is what is expected of us above all. This is a task which should not be dealt with exclusively by the Employment and Development Department. It will require the combined efforts of three departments: Employment and Development, Training and Enterprise and Cooperative Development. It goes without saying that the social security concerns will not be left out of these considerations. Here again, as it is not possible to do everything, we are proposing in the paper to focus our efforts on three different areas. A number of countries are in transition from a centrally planned economy to a market economy. And experience has shown that this is not done easily, that this poses a considerable number of problems, that this causes disorganisation which requires extremely intensive research and action.

Furthermore, there is another area which should receive our attention—that of economies which are undergoing structural adjustment. This is a different phenomenon. Structural adjustment can, in a certain number of cases, concern major macroeconomic and budgetary balances: in other cases it can mean the structural adjustment of the production process, and call into question the place of the State in this process. However, this is a whole set of problems and concerns which are not the same as those affecting economies in transition.

There is of course the whole problem of employment creation, the fight against poverty in developing economies and the particular attention which should be paid to the creation of small and medium-sized enterprises, to the ambiguities but also the opportunities that the informal sector can offer. As you can see, these are major areas for action, but which are not peculiar to any given country; the most serious cases are those which have to come to grips sometimes with the three problems at once. However, I am proposing that we invest all our efforts in these areas because it is only thus that we will be able to establish dialogue with the other international organisations which I just mentioned.

Finally, and not surprisingly, the third priority area is that of the protection of workers in the widest sense. Emphasis has been laid on this point, in view of the events which have taken place and which are still taking place as regards the problem of migrant workers, whose numbers are increasing throughout the world, and who deserve the sustained attention of our Organisation, as well as in view of our continued commitment to fight effectively against the scourge of child labour.

These are therefore the three priority areas which we are proposing to you for the preparation of the 1994-95 budget. They are extensive. Within each area it will be important to make choices which are as precise as possible; however, I think that these are the ones which correspond essentially to the requests which are addressed to us. This is the introductory statement which I wanted to make. I hope that you will not have considered it too long. I trust that it will give rise to a fruitful debate and will enable us to draw conclusions that will receive the broad approval and determined commitment of the Governing Body. I cannot tell you how important this approval and this commitment are for the entire Office so that it can engage with determination in the preparation of the budget which will be submitted to you at a forthcoming session of the Governing Body.
APPENDIX II

Reply by the Director-General to the Programme, Financial and Administrative Committee on the discussion concerning preliminary consultation on the Programme and Budget proposals for 1994-95

(27 February 1992)

For a proper understanding of the reply to your debate, I think that one must bear in mind the remarks made by Mr. Oechslin and Mr. Vanni in their opening statements, when they said that the real answers which the Director-General could give to the debate would have to be found in the draft budget that will be discussed one year from now. These are wise remarks because, at the present stage, the debate was concerned with general policy orientations. Many questions were raised, and precise answers to them can only be provided in the budget proposals accompanied by financial estimates.

Today it is important for me to provide a certain number of answers to your questions, essentially in order to avoid any misunderstandings. The worst situation that could arise would be to leave members of the Governing Body with the impression that I intend to move in a certain direction, whereas in fact I propose to move in a completely different direction; this would give rise in February of next year to misunderstandings or difficulties. My principal responsibility today is therefore to reply to as many as possible of the questions that were raised, in order to clarify a certain number of options, and to dispel any ambiguities, so that I can then proceed, straight after the present session of the Governing Body, with the preparation of the Programme and Budget for 1994-95.

In providing these replies, I will simply follow the order of the document before you. My first remark is to note that, by and large, the three priority themes that were proposed, as well as the means of harnessing the contribution of the various departments of the International Labour Office to the achievement of these objectives, met with very wide agreement. Naturally, depending on what group the speaker belonged to, or what country facing a particular situation he or she represented, the tendency was inevitably to place emphasis on a particular point rather than another, but I must note at the same time that there was no attitude of exclusion. On the whole, bearing in mind the diversity of our Organisation, there was extremely wide agreement on the three priority themes.

The theme of democratisation was the first to be endorsed by many members who consider that, in their own region and in the countries which they represent, this is indeed an important problem which deserves the support of the ILO. Obviously, there is no question of the ILO imposing anything whatsoever or tracing a narrow path for democratisation. We must not act as a tribunal that judges what is the right type of democracy. In my opinion, there is no right type of democracy, it is a process undergoing constant renewal and therefore the ILO must not act as a tribunal. I believe that I can reassure the representatives of both the Government of Nigeria and the French Government on this point.

Secondly, in our contribution to the process of democratisation, there can be no question of our going beyond what we are entitled to do. We have attempted in the paper before the Committee to spell out clearly the role we can play in this field, which I consider to be important in a certain number of decisive instances but evidently does not cover the whole range of problems that may confront countries which have made that choice.
The second priority theme relates to employment, and more specifically to the ILO's contribution to the development of productive and freely chosen employment. On this question, there is nothing much that I would strike out from the statement made by Mr. Oechslin. In the light of the views or concerns that were expressed in various quarters, I shall endeavour to spell out briefly the role which we could play on structural adjustment. In my opinion it is not for us to slow down the pace of structural adjustment, and in any case we would not succeed in doing so. The problem relates to how we can contribute to attenuating significantly its adverse consequences, the existence of which is denied by nobody.

It is accordingly necessary both to find the means of reducing the length of the period in which the adjustment process or its adverse consequences take place and, at the same time, to ensure that these adverse consequences do not impose intolerable burdens on the poorest sections of the population. From where I come, there is a proverb which says: while the oats are growing, the horse starves. It can of course be argued that these are merely hard times that one has to go through but if these times are so hard that there is no longer any chance of recovery, it is not a valid answer. We must therefore make a considerable effort - and here I am replying to Mr. Mugalla - to clarify the debate that has taken place in several countries. It is not because a process of structural adjustment is underway that there are no longer any budgetary choices left open to a government and that there is no longer any possibility or scope for an active employment policy, as Mr. Oechslin pointed out, and we must therefore be much more specific in this field. However, in this connection, I think it important to stress that the role of the ILO is not to apply some form of social balm on economic policy.

I believe that we must be fully-fledged actors and partners in the construction of a genuine economic and social policy. In dealing with employment, we are in fact dealing with both a production factor and a wealth distribution factor, which are closely linked. We must therefore clarify our own positions in such a manner that the economic actors take us into consideration as fully-fledged economic actors and that we participate in the debate. Otherwise, we will perhaps be given a few moral satisfactions, or there will perhaps be some talk of finding some cosmetic solutions, but we will not go to the heart of the problem.

This is the major responsibility which we must try to shoulder at this time. Our Organisation is fortunate in being a tripartite organisation which includes employers' and workers' organisations in its membership, and it is therefore in a better position than others to attempt - I don't claim that we always succeed - to achieve original syntheses between the economic and social dimensions of a given problem.

This concludes the remarks I wanted to make on the second priority theme, i.e. employment.

The third theme also did not give rise to any major objections. Everyone acknowledges that this is an important task for our Organisation. A number of comments were made, particularly concerning the fact that we overlooked labour inspection. Mr. Ramond put forward some Latin quotations in this connection and, to take a leaf out of his book, I would merely say that this must be considered as a lapsus calami.

Whereas the general themes met with general agreement, the real problems begin at the point where several delegates, like Mr. Brannen, asked what were the exact priorities. I had hoped that you would fix them for me, but I am obliged to lower my expectations somewhat in this regard. I will therefore have to try and specify, in due course, what are the exact priorities that
will have to be implemented within each of the major themes selected. As this will be the task of the whole year ahead, you must not expect me to provide you with precise answers on this point at the present stage.

To give just a few elements of information:

A contrario - but it is not without interest to specify this - whatever is not contained in the paper does not constitute a priority. This is a negative way of indicating what does not receive priority. Likewise, any topics on which you did not express much interest are non-priorities. For example, the idea of holding a maritime conference was put forward in the paper; this item was not supported by anyone and the few members who spoke on this subject expressed a largely negative opinion. We will have the opportunity to rediscuss this matter in the Governing Body next week and I think I can already say that, unless any views are then expressed to the contrary, I will not retain this idea in the budget document. Therefore, if the Governing Body does not retain this item, we can then stick to zero growth, as requested by a very large number of delegates. I would also like to stress that, immediately following the discussion in the Governing Body, we will undertake a process of in-depth analysis with each department. We will have to apply, department by department, the particular method of management or analysis which is called "zero-base budgeting", that is to say, a system whereby one has to rejustify afresh the whole range of activities that are to be financed under a given set of resources, instead of just taking the budget for the previous biennium and adding or subtracting a few items, as is done most of the time. I believe that, in the light of the debate and all the indications I have received, the method of "zero-base budgeting" will prove most interesting in a certain number of cases and will give us a basis for thorough reflection on the means of achieving our objectives. In this connection, a number of speakers referred to the problem of interdepartmental work; it is my intention to report to you in November on progress made in this connection under the 1992–93 budget. I would like to remind you, as this is important, of the reasons which impelled us to initiate these major interdepartmental projects. Firstly, these projects were experimental in nature and their aim was to try to increase the capacity for teamwork within the Office, and I believe that we must continue in this direction. However, it will not be necessary to renew this experiment completely, as interdepartmental collaboration will have to become an absolute rule within the Office. Moreover, I believe that this is the only way of making sure that we are a genuine service organisation and I have taken note in this connection of the remarks of the representative of the Government of Italy, who referred to the need to be operational. I think that, in order to be more effective and operational, we should not carry out five or six different studies on a given topic, but that we must hinge our common efforts round a series of themes. These are the indications I wanted to give you concerning the way in which the major themes which have been selected will be given concrete shape in the budget and the methods we will follow for that purpose. I should now like to turn to another set of points dealt with in the paper before you, which relate to technical cooperation, regional programmes and so-called decentralisation, which was not mentioned in the paper but to which many speakers referred. I believe - and I do so with great satisfaction - that the debate has resulted in clarifying and dispelling any confusion to which the changes in UNDP policy may have given rise in the minds of some members. I think that the discussion has made it clear that the Office has no intention of withdrawing from technical cooperation. On the contrary, the Office intends to adapt its activities to the new realities of technical cooperation funding, so as to continue to be present in this field and to be able to render the necessary services to member States and to the Organisation's constituents in general. Moreover, I believe that this wish, expressed and supported by everyone, to be closer to our constituents is a token of our
intention, as a service organisation, to be fully geared towards technical cooperation, even if that does not always take the traditional form of project implementation with funding. I believe that we must take account in the next budget of this expanded concept of technical cooperation with a view to the financing of projects through RBTC, i.e. the share of the regular budget devoted to technical cooperation. Such technical cooperation must be integrated within a more general policy of improving relationships with our constituents, the policy of an organisation closer to its base. For the first time, this objective is reflected in the regional programmes outlined in the paper before you. As I have said from the beginning, the papers and regional programmes that have been submitted to you are the outcome of a first exercise which will have to be pursued in particular by more thorough tripartite consultation. If we really want to be an organisation at the service of all our constituents, we must ask all of them for their opinion, and to the greatest extent possible. Therefore, we must integrate our technical cooperation programmes within a common policy defined along these lines; this was the debate to which I referred when I spoke about the problem of "partnership". Naturally, we will take the remarks made into account when refining the programmes we have elaborated. The critical remarks voiced by the representatives of Australia, the United Arab Emirates, China and other countries have thus led us to question whether these programmes, in their present design, adequately reflect all the realities and complexity of the regions. The answer is probably no, but I would remind you once again that this is an exercise which needs to be refined and pursued, and there will be no lack of difficulties in this respect. I think we must harbour no illusions: the process of discussion and deepening of our relations with our constituents will not be devoid of problems. Mr. Mugalla referred to one of these: who will be our interlocutor on the government side? However, whatever the difficulties that will arise, we must not abandon our quest. We must move ahead in this direction, try to solve the problems one after another and if, at the end of the process, we will have succeeded in making the Ministries of Employment and Labour, or rather the Ministers of Employment and Labour, important people within each government set-up, I think we will have performed an important task. Of course, difficulties will arise at various times, but that should not justify abandoning this aim. May I say in this connection that I was struck by the criticism voiced by Mr. Kebe, to the effect that in the section dealing with Africa the paper said nothing about the ILO's attitude towards structural adjustment programmes in Africa. Of course, we have attempted to define this strategy, with all the inevitable difficulties which it involves, in the framework of the general themes, and it was naturally impossible to deal with it region by region. The confusion which has arisen between "what belongs to the region and what belongs to headquarters in Geneva" prompts me to mention a number of points concerning the so-called decentralisation. This is without any doubt the topic which gave rise to the most numerous and the most varied statements. It is important to spell out a number of points in this connection, as this is a subject which can undoubtedly give rise to a very great deal of misunderstanding.

I see that very broad agreement - I would say almost unanimity - has been reached concerning the idea of strengthening the ILO's presence in the field and bringing the Organisation closer to its constituents. I think that this approach has been accepted by all groups, countries and regions.

In view of this, I think it is important to recall a few points. First, strengthening the ILO's presence in the field does not, in my view, mean decentralisation. Decentralisation is an administrative process whereby, in the final analysis, a given authority has decision-making power in a complex administrative process. What I am proposing to you is not a process of decentralisation.
Secondly, when I speak of strengthening the ILO's presence in the field, I am thinking basically of strengthening the area offices and not the regional offices. Here I agree in particular with the representative of India and other speakers. If we want to be close to our constituents, what is important is to be as close as possible to the field; this therefore means either strengthening the teams in the field or increasing the number of area offices within reasonable limits. I think it is important to stress this.

Thirdly, the establishment of multidisciplinary teams which are mentioned in the paper must be preceded by the restructuring of already existing field services. We have a considerable number of services in the regions, but the approach hitherto adopted has made it possible to have only unidisciplinary teams. In view of the choices made and the emphasis on our role as a service agency, we have to set up multidisciplinary teams that are able to offer coherent responses to the concerns of our member States and constituents. This is one of the conditions which would make it possible to avoid the conflict mentioned by some speakers. We are not planning to do away with the centre altogether, but streamline headquarters for the benefit of the regions. Headquarters and the field have extremely different roles to play and it must above all be ensured that the teams in the field are operational and avoid at all costs duplication of effort in the field of research, etc. Here again I agree with the comments made by Mr. Oechslin and Mr. Cavaglieri. While I agree that studies must be conducted, I believe that the purpose of these studies should always be to provide a service.

This means therefore that the teams in the field will be increasingly called upon to execute programmes or projects rather than have them executed or monitored too carefully by headquarters. Hence the importance of setting objectives together. "Strengthening the ILO's presence in the field" should not be dissociated from "setting objectives". It is as we go along that we will get accustomed to this exercise of discussing together with our constituents, within a tripartite framework, that we will get accustomed to setting our objectives together, and that we will be able to implement a policy which will be increasingly executed in the field. This policy will have been approved by headquarters and monitored by the Governing Body.

What is involved, therefore, is a process of strengthening structures, strengthening execution and, at the same time, a deliberate effort to set objectives, so as to enable the Governing Body to monitor these activities more closely and, as many speakers stated, to monitor execution. It is not possible to monitor the execution of a programme or project without having previously defined the objectives so as to be able in due course to ensure that these objectives are actually attained.

The implementation of this policy "new forms of technical cooperation, regional programmes, strengthening of teams in the field" inevitably involves a personnel policy. Many of you commented on this point. I think that there are three points that should be mentioned in this connection. We have initiated a new policy of mobility which is absolutely necessary if we wish to succeed in strengthening our presence in the field. It goes without saying that we shall continue dialogue and negotiations with the Staff Union. It is clear that a policy such as this cannot be implemented without the agreement and, as far as possible, the wholehearted support of all staff members. In the same way we shall examine the problems which may be posed by redeployment with the Staff Union. In this connection I would like to reassure Miss Mackie that all these changes will take place slowly. We are not expecting major changes or repercussions from developments in the policy of the United Nations Development Programme in 1992 and 1993. Therefore in 1992 and 1993 we shall have the time to adjust and, as I said to you two years ago, in view of the average age of our staff, a certain number of persons retire from the ILO.
every year. We will therefore be able to redeploy staff by taking account of natural attrition and we do not expect to have any major difficulties in this regard. We will, of course, also implement a training policy that will enable each person to find a job in the house. Indeed, I made this commitment to the staff during my address at the end of last year when I spoke about the Organisation's future policy. Finally, in an attempt to take account of the changes in the types of staff and to respond to the developments taking place, we have to pursue a policy of recruiting young people, especially those from countries which are under-represented in our Organisation.

I would now like to refer to two or three aspects of the last part of the paper, which highlights adapting the Office's means of action. I would like first of all to respond to the suggestions made by Mr. Oechslin concerning the structure of the ILO's General Directorate. This is a very topical issue. The new Secretary-General of the United Nations has just restructured his team on the General Directorate and he has taken extremely important decisions in this regard.

I have taken note of Mr. Oechslin's and Mr. Vanni's remarks in this connection, as well as the support expressed by some speakers. I am therefore prepared to envisage conducting the necessary dialogue to see how we can make improvements to the extent that this is necessary and, to be quite frank, there can obviously be no serious discussion unless there are practical possibilities for change. Mr. Oechslin has therefore proposed that we do not fill the posts which will become vacant between now and the November session of the Governing Body. This proposal seems reasonable to me and, consequently, if the Governing Body agrees, I will adhere to this practice and, in conjunction with the Officers of the Governing Body and other persons, I will begin the necessary consultations to see whether agreement can be reached on a whole set of solutions. In this case we would be able to put them into practice for the 1994-95 budgetary period because they nevertheless have a certain number of budgetary implications.

The need to ensure monitoring of these reforms has also been mentioned, in particular by the representative of the Government of Australia. This is self-evident. It is obviously not possible to initiate far-reaching changes in our Organisation's methods and practices, even if they are endorsed by the Governing Body as a whole, without taking a certain number of precautions and without appropriate monitoring. Of course, I pledge to ensure that these reforms are monitored. The same would apply if we introduced a certain number of changes in our budget. In this case as well we should examine the means to ensure monitoring of reforms with the renewed Governing Body, which would perhaps have more power than it has today to monitor the development of a whole series of issues. I have taken due note of the comments made by Mr. Oechslin, Mr. Vanni and a number of other speakers. The Governing Body seems to be interested in the idea of reviewing its own functioning. As far as the Office is concerned, we are prepared to provide the greatest possible support to this approach. I have also taken due note of the fact that the majority of speakers do not wish us to begin this discussion before finishing the discussion on the reform of the Conference. I am simply expressing the wish that the debate on the Conference will be completed in the not too distant future, because otherwise we will not be able to take action on a number of issues in good time.

I would like to conclude by touching upon a subject which has been mentioned by several speakers, that of the Organisation's standard-setting policy. Some speakers stated that the paragraphs dealing with this problem in the paper were particularly obscure and that we raised the problem without making many suggestions. This is perfectly true. What we wanted to do above all is to submit a theme for the Governing Body's consideration to try and see

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whether it was likely to achieve consensus. I now observe at the end of this debate that a considerable number of speakers feel that it would be useful to have a discussion on the standard-setting policy of the International Labour Organisation, in the widest sense of the term.

Without prejudging the points which should be dealt with, I observe that no one seems to think that this is a useless or irrelevant debate. Second observation: we should not make haste for no valid reason. This problem should be considered slowly and calmly, as it is the mainstay of the system of the International Labour Organisation. Consequently, it would no doubt be premature to constitute a working group immediately and the Office could perhaps usefully prepare an initial document on this point to try and identify clearly which matters can be settled if its own efficiency were to be enhanced and what would require reforms in the functioning of the Governing Body or other more complicated procedures.

If you agree, we could proceed in this manner and submit an initial document which would provide information on the existing situation, and which would try to outline a whole set of questions. The paper could perhaps first be submitted to the Officers of the Governing Body and then be the subject of successive consultations, as we did for the Conference reforms. Nevertheless, it seemed important to me to ask this question already at this stage, because it was raised by a certain number of speakers. It will not be possible to reflect completely a certain number of changes in the 1994-95 budget if they are not introduced now. We therefore have two years before us to start thinking in depth on a certain number of questions if we wish to make changes which would be effectively in the 1994-95 budget. If we want to talk about the Industrial Committees, I would make the same suggestion as I did for standard-setting action. In this regard, I have taken due note of a suggestion made by Mr. Oechslin, who queried the need for Industrial Committees and who wondered whether it would not be wiser to encourage direct dialogue between the Employers and Workers. Personally, I find this an interesting suggestion. It would be possible to try it out on an experimental basis; however, it would obviously not be a tripartite procedure and I have already observed that a certain number of Government representatives view this proposal with some apprehension. It is a suggestion that we will have the opportunity to discuss again.

Mr. Chairman, these are the most precise responses which I can give at this stage to make a contribution to the debate which has taken place, it being understood that henceforth it will be the Director-General’s responsibility and the Office’s arduous task to put all of this in a tangible budgetary paper for 1994-95. At the close of this debate, I would like to thank you. During my oral presentation of the paper I had expressed the hope that the debate would be fruitful, and it was. I had also said that the ILO would have to make choices at this stage. The Governing Body was to indicate clearly to ILO officials the paths that should or should not be taken. We had also asked you to tell us in a clear and determined manner, because once a path is chosen it is no longer possible to go backwards, nor is it possible to hesitate along the way. I must tell you how much I appreciated your wide and decisive support for the general strategy we proposed. This is an extremely important challenge for us. We have to be able to take action on the plans which we proposed to you and, although a certain number of questions and doubts subsist, it is important for us to receive your support in order to overcome all the difficulties which await us.

There is another lesson which I personally have learned from the debate. A considerable number of you encouraged us to move ahead, to initiate changes. What is also important, and this reflects the whole mood of the debate, is that there is no longer any East-West or North-South conflict. The
general debate could be summed up as follows: "These are the guidelines which should be followed." Wide agreement was reached. Too often in the past, perhaps, we had to take account of divergencies and difficulties, and we were perhaps too prone to hide away in our ivory towers - as we have often been criticised for doing - so as not to receive too many blows along the way. You are now telling us to come out of these ivory towers and to move ahead, to assume our responsibilities and that it is time for change. Our conception of an international labour organisation is one and the same, and we unanimously agree that its activities should not be those of a dying institution, but should emanate from an organisation that is alive, one which is in step with realities in the field and which takes account of the changes taking place.

In conclusion I would like to thank you for the confidence which you have placed in us, and I hope that in a year's time when you will have a budget in figures you will not be disappointed that you had bestowed this confidence in us.
III. PROGRAMME AND BUDGET FOR 1990-91:
PROGRAMME IMPLEMENTATION
(GB.253/PFA/1/5)
First item on the agenda

PROGRAMME AND BUDGET FOR 1990-91

Programme implementation

1. Article 11bis(2) of the Standing Orders of the Conference requires that "at its session in the first year of a financial period, the Conference shall examine information on programme implementation during the preceding financial period ...". The Director-General therefore submits the attached report on the implementation of the ILO's regular programme in 1990-91 for examination by the Governing Body. It will subsequently be submitted to the Conference together with the report of the Committee's discussion.

2. The report contains information on activities undertaken in the context of the Programme and Budget for the biennium 1990-91. It is structured in accordance with that document, regardless of the organisational changes, including the creation of major programme 65, introduced in the course of the biennium, and shown in the Programme and Budget for 1992-93.

**LIST OF ABBREVIATIONS USED**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ACC</td>
<td>Administrative Committee on Coordination</td>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<td>APSDEP</td>
<td>Asian and Pacific Skills Development Programme</td>
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<td>ARLAC</td>
<td>African Regional Labour Administration Centre</td>
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<td>ARPLA</td>
<td>Asian and Pacific Regional Centre for Labour Administration</td>
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<td>ARTEP</td>
<td>Asian Regional Team for Employment Promotion</td>
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<td>ASEAN</td>
<td>Association of South-East Asian Nations</td>
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<td>CARICOM</td>
<td>Caribbean Community</td>
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<td>CIADFOR</td>
<td>Inter-African Centre for the Development of Vocational Training</td>
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<td>CIAT</td>
<td>Inter-American Centre for Labour Administration</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>CINTERFOR</td>
<td>Inter-American Research and Documentation Centre on Vocational Training</td>
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<td>CIS</td>
<td>International Occupational Safety and Health Information Centre</td>
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<td>CLAC</td>
<td>Caribbean Labour Administration Centre</td>
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<tr>
<td>CRADAT</td>
<td>African Regional Centre for Labour Administration</td>
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<tr>
<td>DANIDA</td>
<td>Danish International Development Agency</td>
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<td>ECA</td>
<td>United Nations Economic Commission for Africa</td>
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<td>EEC</td>
<td>European Economic Community</td>
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<td>ESCAP</td>
<td>United Nations Economic and Social Commission for Asia and the Pacific</td>
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<td>FAO</td>
<td>Food and Agriculture Organization of the United Nations</td>
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<td>IASSC</td>
<td>Inter-American Social Security Conference</td>
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<td>ICLS</td>
<td>International Conference of Labour Statisticians</td>
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<td>ICSC</td>
<td>International Civil Service Commission</td>
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<td>IDB</td>
<td>Inter-American Development Bank</td>
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<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
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<td>ILC</td>
<td>International Labour Conference</td>
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<td>ILIS</td>
<td>International Labour Information System</td>
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<td>IMF</td>
<td>International Monetary Fund</td>
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<table>
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<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>IMO</td>
<td>International Maritime Organization</td>
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<tr>
<td>INSTEAD</td>
<td>Information Service for Technological Alternatives for Development</td>
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<td>ISCO</td>
<td>International Standard Classification of Occupations</td>
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<td>ISSA</td>
<td>International Social Security Association</td>
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<td>IYB</td>
<td>Improve Your Business Programme</td>
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<td>JASPA</td>
<td>Jobs and Skills Programme for Africa</td>
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<td>JIU</td>
<td>Joint Inspection Unit</td>
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<td>NGO</td>
<td>Non-governmental organisation</td>
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<td>NORAD</td>
<td>Norwegian Agency for International Development</td>
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<td>OATUU</td>
<td>Organisation of African Trade Union Unity</td>
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<td>OAU</td>
<td>Organization of African Unity</td>
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<td>OECD</td>
<td>Organization for Economic Cooperation and Development</td>
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<td>PREALC</td>
<td>Regional Employment Programme for Latin America and the Caribbean</td>
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<td>RAPLA</td>
<td>Regional Arab Programme for Labour Administration</td>
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<td>RBTC</td>
<td>Regular Budget Technical Cooperation</td>
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<td>SADCC</td>
<td>Southern African Development Coordination Conference</td>
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<td>SATEP</td>
<td>Southern African Team for Employment Promotion</td>
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<tr>
<td>TCDC</td>
<td>Technical Cooperation among Developing Countries</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNEP</td>
<td>United Nations Environment Programme</td>
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<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
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<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<tr>
<td>UNIDO</td>
<td>United Nations Industrial Development Organization</td>
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<td>WFC</td>
<td>World Food Council</td>
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<td>WFP</td>
<td>World Food Programme</td>
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<td>WHO</td>
<td>World Health Organization</td>
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<td>WTO</td>
<td>World Tourism Organization</td>
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40.2 Special adviser on ILO women workers' activities. ILO activities to promote equality of opportunities and treatment for men and women in employment continued within the framework of the Plan of Action adopted in 1985. The Special Adviser on Women Workers' Questions promoted, provided guidance on, and coordinated ILO policies, programmes and activities concerning women workers throughout the Office, both at headquarters and in the field. A network of focal points was established in the technical and regional departments to support the inclusion of equality issues in each programme and activity. The Special Adviser participated in the design and preparatory stages of the Interdepartmental Project on Equality for Women in Employment, to be implemented in the 1992-93 biennium. She also served the secretariat of the Interdepartmental Committee on Equality of Opportunity and Treatment of Men and Women in Employment, and followed up its recommendations throughout the Office. Reports to the Committee on Discrimination of the Governing Body were prepared on ILO action for equality of opportunity and treatment of men and women in employment, and contributions were made to prepare the resolution concerning ILO action for women workers, adopted by the International Labour Conference at its 78th Session in 1991. Advice was provided to ILO constituents on matters connected with policies, strategies and measures to improve the situation of women at work, and coordination was ensured with other international organisations, within a comprehensive approach for the advancement of the status of women.

40.3 Environment and sustainable development. ILO activities related to environment and sustainable development were significantly expanded during the biennium, and included the preparation of and follow-up to the Director-General's Report to the 77th Session of the Conference entitled Environment and the world of work. ILO collaboration in the preparatory process for the United Nations Conference on Environment and Development, and support for the promotion and integration of environment and sustainable development perspectives within major ILO technical programmes and technical cooperation projects. Particular emphasis was placed on providing support to the ILO's constituents to help them to deal directly with relevant environment and sustainable development matters.
MAJOR PROGRAMME 50 - INTERNATIONAL LABOUR STANDARDS AND HUMAN RIGHTS

Programme 50.1 - Departmental management

50.2 Assistance to ILO's constituents. Action was increased to provide assistance to the ILO's constituents so that they may participate more actively in the elaboration and implementation of standards. Emphasis was placed on the interaction between standard-setting and technical cooperation activities. Advisory services for the implementation of standards were increased and coordinated with the work of the regional advisers on standards in developing regions.

50.3 Compilations of standards. Updated compilations of International Labour Conventions and Recommendations, 1919-1991 were published in English, German and Russian.

SPECIAL INQUIRIES AND REPORTS

50.5 Constitutional and other procedures. Under article 24 of the Constitution, the Office processed representations against the Czech and Slovak Federal Republic, Iraq, Mauritania, Venezuela and Yugoslavia alleging non-observance of various ratified Conventions. A representation against the Libyan Arab Jamahiriya was withdrawn following a settlement achieved under the auspices of the Director-General. Two Commissions of Inquiry established to examine complaints against Nicaragua and Romania under article 26 of the ILO Constitution completed their work, and a complaint against Sweden was received. A Fact-Finding and Conciliation Commission on Freedom of Association was established to examine a complaint against South Africa.

GENERAL HUMAN RIGHTS COORDINATION

50.6 Relations with other bodies. Relations were maintained and developed with non-governmental organisations, institutions and universities concerned with human rights. A number of fellowships were organised, and several seminars attended. Three new activities were undertaken: preparations were begun for ILO participation in the World Conference on Human Rights, called by the UN General Assembly for 1993; a working party was established to improve collaboration in technical cooperation and human rights between the ILO and the United Nations Centre for Human Rights; a number of activities were undertaken to coordinate technical cooperation activities carried out by the United Nations system concerning indigenous and tribal peoples.

50.7 Representation of the ILO at human rights meetings. The Office was represented at meetings of the United Nations Commission on Human Rights and at the meetings of supervisory bodies for several UN human rights Conventions and covenants. Discussions were begun on ILO participation in supervising the UN Convention on the Rights of the Child which came into force during the biennium. Studies were prepared on forced labour, freedom of association, indigenous and tribal peoples, discrimination in employment and child labour. Relations were maintained with regional human rights institutions as appropriate.
50.8 International Covenant on Economic, Social and Cultural Rights. Reports were prepared for the UN Committee on Economic, Social and Cultural Rights concerning the situation in a number of States under the articles relevant to ILO Conventions. The Office participated in the relevant meetings of the Committee.

COORDINATION BETWEEN INTERNATIONAL LABOUR STANDARDS AND TECHNICAL COOPERATION

50.9 Seminars. A number of seminars on the links between standards and technical cooperation were held for headquarters and field staff. Representatives of other interested bodies also attended. Experts on technical cooperation projects were briefed and a training guide on international labour standards for development was produced in collaboration with the Turin Centre. The comments made by the ILO supervisory bodies on the application of ratified Conventions were drawn to the attention of field offices when they indicated a need for technical cooperation, and the information they supplied was brought to the attention of the Committee of Experts.

Programme 50.2 - Application of standards

SUPERVISION OF APPLICATION OF STANDARDS

50.16 Processing of reports and information on the application of standards. Each year more than 2,700 reports were examined and about 1,500 comments were made to governments by the Committee of Experts on the Application of Conventions and Recommendations. The Committee noted progress in 66 cases in 1990 and 48 cases in 1991. General surveys were completed on minimum standards in merchant shipping and on human resources development. The preparation of a general survey on minimum wage-fixing machinery is in progress, for consideration by the Committee of Experts in March 1992.

50.18 Committee of Experts on the Application of Conventions and Recommendations. Preparation, servicing and follow-up of the yearly meetings of the Committee were carried out.

50.19 Servicing of the Conference, the Governing Body and other meetings. Servicing was provided in 1990 and 1991 for the Conference Committee on the Application of Standards. The Secretariat of the Governing Body Committee on Standing Orders and the Application of Conventions and Recommendations was provided partly under this programme.

50.19 Collaboration with other organisations, contributions to reports and publications. Various contributions were forwarded to the United Nations and to other specialised agencies and intergovernmental organisations. Technical contributions concerning the European Social Charter, the European Code of Social Security and the Protocol thereto were prepared, and the Office participated in related meetings.

PROMOTION OF IMPLEMENTATION OF STANDARDS

50.20 Direct contacts and advisory missions. Ten countries received direct contacts and advisory missions from headquarters concerning

50.20 Coordination and support of external services and field activities. Thirty-four opinions and numerous informal commentaries were prepared at the request of governments or of other bodies concerning the scope of various Conventions and the obligations they entailed. Comments on draft labour legislation were prepared in 1990 for 19 countries and in 1991 for 17 countries. A number of ILO staff and experts were briefed on standards-related subjects.

50.20 Fellowships. Fellowships were organised for government and trade union officials from 40 countries. Altogether 35 participants and nine observers took part in training programmes.

50.20 Regional, subregional and national seminars on standards. In 1990, the sixth African subregional seminar for French-speaking countries was held in Benin; an Asian and Pacific workshop on standards-related subjects was held in Malaysia; an Asian subregional seminar on standards concerning rural development was held in Bangladesh; national seminars or workshops were held in six countries. In 1991, the sixth Latin American regional seminar was held in Costa Rica; an Asian and Pacific workshop on standards-related subjects was held in Thailand; a subregional training seminar on standards was held in Australia; national seminars or workshops were held in eight countries.

Programme 50.3 - Freedom of association

PROCESSING COMPLAINTS AND SERVICING THE GOVERNING BODY COMMITTEE ON FREEDOM OF ASSOCIATION

50.22 The Governing Body Committee on Freedom of Association. The Committee examined an average of 70 cases at each of its six sessions. Missions were undertaken to gather information on complaints concerning five countries.

SUPERVISORY AND PROMOTIONAL ACTIVITIES IN THE FIELD OF FREEDOM OF ASSOCIATION

50.23 Application of Conventions. Some 700 reports on Conventions Nos. 11, 84, 87, 98, 135, 141, 151 and 154 were processed for the 1990 and 1991 Sessions of the Committee of Experts on the Application of Conventions and Recommendations.

50.24 Direct contacts and consultative missions. Missions from headquarters were carried out to nine countries in order to assist governments to ensure better compliance with the principles of freedom of association. Memoranda and comments on draft legislation in several countries were prepared in the context of technical cooperation projects.

50.25 Seminars. The Asian Tripartite Seminar on Freedom of Association was held in Islamabad (Pakistan) in December 1990. Subregional seminars for Caribbean trade unions and for Island States of the South
West Pacific took place in Bridgetown (Barbados) and Brisbane (Australia) in April 1990 and July 1991 respectively. Contributions were made to national and international seminars on freedom of association and related matters in 15 countries.

50.26 Database on freedom of association. The reports of the Governing Body Committee on Freedom of Association, as well as the reports of representations and complaints, have been included in the ILOLEX database. See paragraph 50.42.

Programme 50.4 - Equality of rights

SUPERVISORY AND PROMOTIONAL ACTIVITIES FOR EQUAL RIGHTS

50.29 Servicing of the Governing Body Committee on Discrimination and preparation of reports for various bodies. Papers covering the effect given to the 1985 resolution on equal opportunities and equal treatment for men and women in employment, were prepared for each meeting of the Committee on Discrimination. Reports and contributions were prepared for various United Nations bodies, in particular on action taken to give effect to resolutions adopted by the Economic and Social Council and the United Nations General Assembly.

50.30 Application of the Conventions on equality of opportunity. Some 300 reports on Conventions Nos. 100, 111 and 156 were processed for the 1990 and 1991 Sessions of the Committee of Experts on the Application of Conventions and Recommendations. Advice and information including comments on draft legislation and briefing of ILO staff and experts were provided for the purpose of promoting the application of those Conventions.

50.31 Situation of workers of the occupied Arab territories. Reports on the situation of workers in these territories were published as appendices to the Director-General's Reports to the 77th (1990) and 78th (1991) Sessions of the Conference. Technical cooperation activities for the benefit of the workers of these territories were undertaken, mainly in the fields of vocational training, entrepreneurship training, vocational rehabilitation of disabled persons and trade union training.

50.32 Seminars and educational activities. Two subregional tripartite seminars on the promotion of equality of opportunity and treatment in employment were organised in Cairo (December 1990) and Prague (October 1991) at which questions relating to equality for women received special attention. A regional symposium on the promotion of equality for women workers was organised in Australia in October 1990 for the countries of Asia and the Pacific, and a national symposium on the same subject was organised in Windhoek (Namibia) in November 1991.

50.33 Tripartite symposium on women in industrialised countries. This symposium took place in Geneva in November 1990. On the basis of a paper prepared by the Office, it discussed recent trends in the employment and labour situation of women and the approaches and measures adopted to promote equality in the industrialised countries; conclusions were adopted with recommendations for future action by the ILO and its constituents.

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ACTION IN RESPECT OF SOUTHERN AFRICA

50.35 Group of independent experts to monitor and follow up on the implementation of sanctions and other forms of action against apartheid. The group of independent experts appointed by the Governing Body in June 1989 held six meetings in 1990-91. In addition to revising the questionnaire on the implementation of the Declaration and the Programme of Action against Apartheid and commenting on the replies to this questionnaire, the group examined questions relating to financial sanctions, airlines, the coal embargo, and the effect of sanctions on employment and unemployment. The experts also consulted with a number of United Nations bodies, as well as other agencies. Reports of all the meetings of the group were submitted to the Committee on Discrimination of the Governing Body and transmitted to the Conference Committee on Action against Apartheid.

50.36 Reports on apartheid and servicing of the Conference Committee on Action against Apartheid. The 26th and 27th annual Special Reports of the Director-General concerning the Application of the Declaration and the Programme of Action against Apartheid were submitted to the International Labour Conference in 1990 and 1991. The updated Declaration was amended by the Conference in 1991 to remove all references to Namibia, following the accession of that country to independence in 1990. Regular reports are also submitted on matters concerning apartheid to the Committee on Discrimination of the Governing Body and to the Conference Committee on Action against Apartheid.

50.37 Technical advice and information. Technical advisory services were provided to workers' organisations and to governments and employers' organisations concerned with southern Africa. Particular attention was paid to the situation in Namibia; this included assistance in drafting measures relating to affirmative action in employment and a seminar concerning women workers. Educational activities for trade unions from South Africa related to equality of treatment, freedom of association, wage policies, and occupational safety in mines. Attention was paid to the need to circulate information on apartheid and the action taken against it, including the production of a revised version of the booklet entitled The ILO and Apartheid.

50.38 Technical cooperation. Technical cooperation projects and seminars were organised for the benefit of national liberation movements from South Africa and Namibia (up to the time of independence), as well as for trade union organisations from those countries and for employers' organisations in the front-line States. Assistance to these groups was provided in relation to the reform of the industrial relations system of South Africa and in fields such as vocational training, vocational rehabilitation, employment planning and creation, labour administration, workers' education and migrant workers.

Programme 50.5 - Legislative information

50.40 Legislative research. New developments in the labour and social security legislation of over 120 ILO member States have been registered, with more than 2,500 recent texts of acts and regulations referenced and processed. Legislative changes in Eastern European
countries and democratisation processes in the African, American and Asian regions have received special attention.

50.41 Periodical publications. The new periodical Labour Law Documents succeeded the Legislative Series. Seventy-six basic treaties, acts and regulations have been published in English, French and Spanish during the biennium. Legislative Information, a trilingual bulletin on recent legislative developments in ILO member States, appeared every month.

50.42 Legislative documentation centre. The documentation centre provided materials on ILO standards and national legislation to external offices, constituents and the public, including texts of ILO Conventions, reports of supervisory bodies, national acts and regulations, and training materials.

50.42 LABORLEX. A computerised legal information system comprising two databases was established during the biennium. ILOLEX, a database covering full-text international labour standards, was developed to include the ILO Constitution, Conventions and Recommendations, Committee of Experts' comments, reports of the Conference Committee on the Application of Standards, Freedom of Association cases, representations and complaints, and ratifications of Conventions. In addition to the on-line version of ILOLEX, available at headquarters in Geneva, work was undertaken to produce a CD-ROM version which is scheduled for completion in spring 1992. NATLEX, a bibliographic database featuring legislation of member States, has been expanded by more than 2,000 new records. A number of bibliographic searches have been conducted and texts of laws have been provided to internal and external users on request.
MAJOR PROGRAMME 60 - EMPLOYMENT AND DEVELOPMENT

Reports for major meetings

A report entitled The application of modern agricultural technology was prepared for the 78th Session (1991) of the International Labour Conference. In addition, a study was prepared for the Tripartite European Meeting on the Impact of Technological Change on Work and Training (Geneva, October-November 1991). A report entitled Security of employment and income in the light of structural and technological change in the printing and allied trades, having regard to other media was prepared for the Third Tripartite Technical Meeting for the Printing and Allied Trades (Geneva, 1990).

Programme 60.1 - Departmental management

60.7 Contributing to UN activities in the field of disarmament. A paper on the employment implications of disarmament was presented at the UN meeting on conversion held in Moscow. A book, entitled Defence expenditure, industrial conversion and local level employment, was published. Two articles on the employment effects of disarmament were published in the International Labour Review.

60.11 Structural adjustment: Integration of macro- and micro-economic policies. The Interdepartmental Task Force on Structural Adjustment, Employment and Training held a series of discussions on ILO collaboration with the World Bank and IMF in the field of structural adjustment and began an examination of ILO country-level activities in this area. Seven papers were prepared for the Governing Body's Committee on Employment. Working relations with the World Bank and IMF were further advanced through high-level contacts and increased participation in Bank missions. Preparations are under way to organise an inter-agency workshop on the consequences of structural adjustment in Benin. Studies were prepared on employment and earnings trends in South-East Asia during periods of structural adjustment, recent wages policy developments in sub-Saharan Africa, and wage and macroeconomic policies in Latin America.

Programme 60.2 - Structural adjustment and employment

MACROECONOMIC POLICIES FOR GROWTH AND EMPLOYMENT

60.14 Macroeconomic policies, investment and employment. Reviews were made of the complementarity of public and private investment, the structure of public investment, the effects on private investment of means of financing public sector deficits, the determinants of private investment, the relation of investment to output growth, factors determining the efficiency of public investment and the impact of structural adjustment policies on the public investment plans of a number of African countries. A synthesis study has been prepared. A second set of studies was undertaken on the effects of government policies on the incentive to invest, enterprise behaviour and
employment. Case-studies on Mexico, Zimbabwe and Viet Nam have been published as working papers.

60.15 Structural adjustment, income distribution and employment. A number of studies were undertaken to examine the relationship between structural adjustment, policy reform, poverty and income distribution in countries with different institutional frameworks. The studies, published initially as working papers, include: an overview of approaches to stabilisation and structural adjustment and of their effects on income distribution; an analysis of adjustment and equity in Colombia; and a review of Hungarian economic reform in the 1980s and its distributional effects. An analytical review of adjustment in Africa, evaluating the impact of alternative policies in terms of sustainability, growth and income distribution has been completed, as well as a study of the social fund in Bolivia. In addition, a book entitled, Towards social adjustment: Labour market issues in structural adjustment was published.

60.16 Agriculture, employment and macroeconomic policies in developing countries. A volume of studies was completed on the consequences of the global economic crisis for agricultural production and rural poverty, and a paper on poverty monitoring in the rural sector was published. A package of projects which aim at reducing the negative impact of the Gulf crisis on labour-sending countries was prepared.

60.17 Structural adjustment and employment in the rural areas of Latin America and Asia. A joint programme with Cornell University and the University of California (Berkeley) was carried out to assess the impact of structural adjustment programmes on employment, labour markets, income distribution and poverty. Five issues papers and five country case-studies were completed. A Conference on State, Market and Civil Institutions: New Theories, New Approaches and their Implications for Rural Development was held at Cornell University to discuss the results of this project.

60.18 Beyond structural adjustment: Problems of recovery and growth in African countries. A study on income distribution and structural adjustment in Africa was published and two articles were also published on structural adjustment and agricultural development in Uganda. A paper on economic restructuring and human resource development in the Arab World was presented at the Conference on Human Resource Development in a Period of Adjustment (United Arab Emirates). A monograph on poverty, food consumption and nutritional status of vulnerable groups in Zaire was completed. The ILO provided assistance to the Government of Kenya in the preparation of the report of the Presidential Committee on Employment.

60.19 Regional tripartite symposium on structural adjustment, employment and training. The Tripartite Symposium on Structural Adjustment, Employment and Training in Latin America and the Caribbean (Caracas 12-16 August 1991) was attended by representatives of eight Latin American governments and of employers' and workers' organisations. A report, Employment policies in the economic restructuring of Latin America and the Caribbean, was prepared for the symposium. The report on the meeting and the symposium's conclusions were submitted to the Governing Body in November 1991.

60.20 Growth and structural adjustment in Asia. A technical item on growth and structural adjustment was included on the agenda of the
Eleventh Asian Regional Conference held in Bangkok, November-December 1991.

60.21 Economic reform and labour absorption in Eastern Europe. Based on papers prepared for a conference on labour market reform in the USSR, held in Moscow in October 1990, a book has been published entitled In search of flexibility: The new Soviet labour market. A special issue of the International Labour Review on Eastern Europe (July 1991) included a number of papers on the fast-changing labour markets of Eastern and Central Europe.

TECHNOLOGY, EMPLOYMENT AND STRUCTURAL ADJUSTMENT

60.23 New technologies and employment. Case-studies on the impact of new information technology in the finance sector were completed for five countries. In addition, a study on microelectronics, flexible specialisation and small-scale industrialisation in the Third World was completed. Advisory services were provided to the Tripartite Experts Group Meeting on Vocational Training for Advanced Technology (Phuket, Thailand, August 1991).

60.24 Biotechnologies and employment. A synthesis volume entitled Biotechnology: A hope or a threat? was prepared for publication and a study on biotechnology capability in Latin America was launched. The ILO presented papers on the impact of biotechnology on employment and poverty alleviation at various seminars and meetings.

60.25 Employment and the environment. Two conceptual papers, Technology, environment and employment and Technology policy for environmental sustainability and for employment and income generation were released as Working Papers. Another empirical study on Incentives for the ecologically sustainable use of human and natural resources in sub-Saharan Africa was also published as a Working Paper. In addition to a conceptual paper, policy case-studies are in progress for seven countries. A monograph on environment and employment was prepared as an ILO contribution to the 1992 UN Conference on Environment and Development.

60.26 Technology focal point. An overview report Strengthening technological capabilities: A challenge for the nineties was prepared. The ILO contributed documentation and participated in meetings of UN committees dealing with science and technology.

MONITORING EMPLOYMENT AND POVERTY

60.28 Database for employment monitoring and analysis. A database of labour market and economic indicators for a wide range of countries was developed, updated, extended and made available to users through an easy-to-use data retrieval system. A database on poverty was created, and a compendium of all the available information was finalised. Extensive statistical assistance was provided to officials in the form of consistent cross-national tables of indicators and country-level data for Office reports and technical cooperation activities and missions.

60.29 Employment trends and patterns. This work item was not carried out because of a change in the nature of requests from the Employment Committee for substantive reports. The resources were used instead to
prepare ILO technical contributions to the formulation of the International Development Strategy for the Fourth UN Development Decade, to draft papers informing the International Organisations Committee about the social content of the Strategy and the ILO's role, and to prepare for joint ILO/UNHCR activities in the field of emigration. Resources were also used for Office representation at the ACC Task Force on Long-Term Development Objectives, and for meetings on youth organised by the United Nations Office in Vienna. In addition, work on the ILO's response to the Gulf crisis and to the changes taking place in Eastern Europe and the Soviet Union was partially funded with these allocations.

60.30 Employment Policy Convention, 1964 (No. 122). Continuing analytical support was provided to the International labour standards and human rights major programme (50) and the Committee of Experts by examining reports on the application of the Employment Policy Convention, 1964 (No. 122), received from some 65 countries.

60.31 Socio-economic indicators for monitoring. Work has begun on the development of new labour market indicators, and new methodologies to help improve the rapidity with which labour market information becomes available to policy-makers. Working papers concerning developing countries were published on the accuracy of predicting employment conditions in the informal sector using information from the formal sector and on the use of typical leading indicators to forecast short-term changes in the employment cycle. In collaboration with UNICEF and PREALC, a workshop on poverty monitoring was held in Chile.

Programme 60.3 - Employment planning and labour market analysis

EMPLOYMENT AND MANPOWER PLANNING

60.34 Strengthening manpower policies. Studies were conducted in Uganda, Thailand and Pakistan to develop improved methods for manpower analysis and to strengthen manpower policies. A technical workshop held in Geneva on new approaches to manpower analysis and planning was attended by leading international experts in the field. The proceedings of the workshop together with the main papers will be published in 1992. In the area of manpower analysis and employment, technical cooperation projects were in operation in 12 countries.

60.35 Employment policies for target groups. A study was completed on displaced women workers affected by the transition programme in Czechoslovakia. A paper on policies and direct employment creation measures affecting women in Indonesia was completed, as was a paper on the position of elderly workers in labour markets and targeted policies for this group of workers. In addition, an overview paper was finalised presenting a review of policies and programmes directed at specific target groups in developing countries.

60.36 Strengthening labour market information systems. In order to improve the capacity of labour market information systems to register short-term changes in levels of employment and poverty, country studies were conducted in five countries. The studies will be published together with an overview synthesising their major findings early in 1992. A synopsis of 35 labour market studies from 14 developing countries was also completed.
LABOUR MARKET ANALYSIS

60.37 Symposium on labour flexibility. Following consultations with the Officers of the Governing Body, this meeting was cancelled as the issues were already being debated in other ILO fora dealing with structural adjustment questions. The resources allocated were utilised to strengthen ILO work on the labour market changes in Eastern Europe and the Soviet Union.

60.38 Labour standards and employment. A paper on the role of labour regulation in an era of more flexible labour markets was presented at a conference in Berlin and will be published. Studies are near completion on the impact of labour regulations on employment and labour costs in the Philippines and India and will be finalised early in 1992.

60.39 Enterprise-level employment flexibility. A summary report based on a survey of 3,000 manufacturing firms in Malaysia was completed and submitted to the Government. A summary report based on a survey of 1,300 firms in the Philippines is nearly completed. Draft summary reports from surveys in Bombay (200 factories), Chile (300 factories) and Hungary (400 enterprises) have been completed. Finally, a paper was issued on the impact of trade unions on enterprise wages and employment performance.

Programme 60.4 - Employment promotion in the rural and informal sectors

EMPLOYMENT AND INCOMES IN THE RURAL SECTOR

60.44 Employment promotion in the non-farm economy of developing countries. A study on the rural non-farm economy and policy-making was submitted for publication. Interdepartmental missions concerning the promotion of non-farm employment in the rural areas of Trinidad and Tobago and Sri Lanka were organised and a project on micro-enterprise development was set up in the Sudan. A meeting was organised with a trade union of Ecuadorian workers employed in agro-industries to analyse the socio-economic conditions in the sector and to evaluate policy options. A joint ILO/IFPAAW (International Federation of Plantation, Agricultural and Allied Workers)/Solidarność seminar was also held in Poland to discuss experiences of rural employment promotion and their relevance to Poland.

60.45 Credit schemes for the rural poor. A synthesis report on unconventional credit schemes for the rural poor was finalised, based on ILO-supported projects and other experiences in Asia, Africa and Latin America. Credit schemes were set up in two technical cooperation projects in the Sudan. A report evaluating the socio-economic impact of technical cooperation projects was prepared for the Eleventh Session of the Advisory Committee on Rural Development; a substantial part of this report dealt with credit schemes.

60.46 Income generation and employment creation for refugees. Three technical cooperation projects in the Sudan continued to assist refugees establish productive activities, partly through setting up en
innovative credit system. A synthesis paper was prepared documenting lessons learned by the ILO from its projects on refugees.

60.47 Coordination of ILO rural development activities. Close to 100 projects were financed from the RBTC fund for rural development. The Eleventh Session of the Advisory Committee on Rural Development was organised. Reports were prepared reviewing the ILO’s rural development activities since 1983, examining structural adjustment and its socio-economic effects in rural areas, and assessing the socio-economic impact of technical cooperation projects concerning rural development. A meeting of the Interdepartmental Committee on Rural Development was organised to review ILO activities in rural areas.

RURAL WOMEN

60.49 Women workers in rural development. Papers were completed on women's land rights in India, Sri Lanka and Namibia, and on women's access to land in the Sahelian region. A study on Malay peasant women and their access to land was finalised for external publication. A report on home-based workers in the labour market was prepared as a background document for the ILO Meeting of Experts on the Social Protection of Homeworkers. A report synthesising past ILO research on rural women was also completed. Technical advisory missions on women's employment were fielded in five countries. Assistance was provided to the All Pakistan Federation of Trade Unions in organising two workshops addressing the issues of rural women and improving trade unions' outreach. Two projects in India further developed an approach by which landless women convert wastelands to a resource base for employment generation while contributing to the improvement of their environment. In conjunction with these projects, a synthesis report was presented at a national technical workshop on women and wasteland development. A regional technical cooperation project on women home-based workers covering Indonesia, Thailand and the Philippines continued. Two regional projects (Africa and Asia) and five national projects were implemented aiming at strengthening rural women's productive activities as well as their organisations. A technical workshop on self-employment schemes for rural women in South Asia was held; brochures documenting the lessons and experience of projects on female-headed households in Nepal, India and Bangladesh, were produced and disseminated. Activities were undertaken to prepare national policy workshops in Burkina Faso, Niger and Senegal on women's access to land.

PARTICIPATION OF THE RURAL POOR

60.51 Participation of the rural poor. A study was completed on experiences in promoting rural workers' participation in Bolivia. Also completed was a joint ILO/Quart Monde study on animation work with poverty-stricken youth in the Netherlands. A paper on people's self-review in three Hungarian villages was published. In Africa an organisation of the rural poor in Mali has been assisted in undertaking a review of their self-help schemes. Support was given to a training programme for field animators in Senegal and the United Republic of Tanzania and a Pan-African Workshop on Participatory Rural Development was organised in Ghana. A study tour for leaders of rural workers' organisations from Burkina Faso to visit activities of rural workers' organisations in Senegal was carried out. An area
development scheme in the Sudan has been implemented. A regional meeting of African trade unions was organised in collaboration with OATUU in Ghana. A national tripartite seminar promoting the Rural Workers' Organisation Convention, 1975 (No. 141) was held in Guatemala. In response to the resolution on ILO action concerning indigenous and tribal peoples adopted by the International Labour Conference in 1989, two inter-agency consultations were held to review activities concerning indigenous people. A paper on their employment situation and access to land was discussed at one of these meetings. Technical advisory services were provided to the Governments of Brazil and Venezuela in designing development schemes for areas inhabited by indigenous people.

INFORMAL SECTOR

60.53 Comparative policy analysis of the informal sector. A volume on Technological capability in the informal sectors of developing countries was prepared for publication. A comparative review of government policies and regulations in the urban informal sector of a number of African countries is in progress.

60.54 Direct intervention for micro-production units. Technical cooperation projects aimed at increasing direct employment and productivity in the informal sector continued for nine countries and two new projects were launched with R3TC resources. Advisory services were provided to seven countries. A research methodology was developed and an investigative study was conducted to collect data from project documents, evaluation reports and papers assessing various technical assistance approaches. Draft guidelines will be available in June 1992, and findings from the study are already being used for an improved design and formulation of technical assistance projects. Delays were encountered in data collection, but drafts of the chapters on methodology and credit have now been prepared.

60.55 Informal sector participation in local policy formulation. A report entitled The urban informal sector in Africa in retrospect and prospect. An annotated bibliography was published. Studies are in progress on women in the informal sector and the efficacy of interventions by various donor organisations in Europe and North America. Assistance was provided in the preparation of the UNDP Programme Advisory Note on the urban informal sector. Studies have been carried out in eight cities in Latin America. Six reports are available and the remaining two will be finalised by February/March 1992. The results of the studies will be synthesised in a single publication by June 1992.

PRODUCTION TECHNIQUES FOR THE RURAL AND INFORMAL SECTORS

60.57 Promoting micro-enterprises (including cottage industries and handicrafts). Investigations have been carried out in Sri Lanka, Bangladesh, Niger, Ghana, Nigeria and Burkina Faso on institutional mechanisms (including NGOs and the private sector) to provide services and assistance to micro-enterprises. Based on the findings, project documents have been formulated and new technical assistance approaches have been adopted in Bangladesh, Sri Lanka, Ghana and the United Republic of Tanzania. An outline of the proposed guidelines has been produced, and most of the chapters are available in draft form. A
full English version will be available by May 1992, and a French version by June/July 1992.

60.58 **Upgrading and adaptation of conventional farm tools and equipment.** Field work was undertaken and information was collected on farm equipment innovations from selected countries of Africa and from the FAO for review and preparation of policy guidelines and measures.

60.59 **Construction techniques and building materials for low-cost housing.** The planned items have been implemented in conjunction with a programme funded by the Swiss Government. Three documents have been prepared: a Technical Memorandum on Building of Wooden Roofing Structures, a publication on quality control guidelines, and a manual for the production of roofing tiles. Advisory services for the local production of building materials have been provided in 11 countries. An assessment of current policies and regulations affecting the choice of building techniques and materials has been carried out in Kenya and Senegal, and a draft paper on this issue is available for publication. Guidelines have been prepared for the formulation and application of standards related to the production and use of micro-concrete tiles and will be published shortly.

60.60 **Disseminating information of interest to small and micro-enterprises.** Development work continued on the Information Service on Technological Alternatives for Development (INSTEAD), including expansion of the database, strengthening of relations with national and international information sources, and advertising of INSTEAD services. Two Technical Memoranda were published (Small-scale processing of fruits and Small-scale processing of vegetables). A further two are available in draft form, on small-scale ceramics production, and the small-scale production of windows and doors for low-cost housing. A publication on Small-scale production of packaging materials for food processing is in preparation. Technical assistance was provided for the establishment of national information services for small and micro-enterprises in Bangladesh, Sri Lanka and Nigeria. A first draft of guidelines for the establishment of national information services for small and micro-enterprises is available and will be published in April 1992.

Programme 60.5 - Infrastructural and rural works and employment

**PROMOTION AND TECHNICAL SUPPORT OF OPERATIONAL PROGRAMMES**

60.63 **Promotion of community-based rural works programmes.** During the biennium, advisory and training services were provided as planned to 24 ongoing programmes in 17 countries (14 in Africa, two in Asia and one in Central America). Assistance for promotion and development of ten new programmes was given to nine countries (five in Africa, four in the Asia/Pacific region), exceeding biennial targets by two. Advisory services focused on the demonstration and catalyst roles of these multi-sectoral, local-level programmes (also known as special public works programmes) which create employment and productive assets and improve working and living conditions for low-income groups. Special attention was given to issues of growth-oriented development strategies, promotion of ILO standards with regard to working conditions, access of women to employment, and minimum wages. The contract relationship between public agencies and community
institutions in the implementation of public works also received particular attention.

60.64 Promotion of labour-based rural infrastructure technology. Policy-level technical advisory services and training support were provided to 12 ongoing programmes in ten countries (eight in Africa, two in Asia), as well as to subregional institutions and programmes in eastern and southern Africa. Eight new country programmes and one regional programme (all in Africa) were launched in response to requests from member States. The advisory services provided were mainly concerned with the cost-effectiveness of labour-intensive technology, the involvement of private sector local contractors in public infrastructure works, the introduction of systems and procedures and the creation of national capacities.

60.65 Participation in environmental rehabilitation and reconstruction programmes. As planned, six new country projects and programme components (four in Africa, two in Asia) were prepared, specifically aiming at the sustainable rehabilitation and protection of the environmental resource base. This concerned first and foremost the organisation of labour-intensive works programmes for soil and water conservation, forestry, sustainable land use and riverbank protection. Priority was given to countries suffering from drought and other natural calamities and special attention was paid to transforming short-term relief efforts into longer-term development programmes, through the active involvement of local community institutions. Collaborative arrangements were made with FAO and other agencies to obtain required horizontal and down-stream linkages in technical fields not covered by the ILO.

60.66 Promotion of local resource-based approaches through international financing agencies. ILO technical advisory services aiming at the wider application of employment-intensive growth strategies in the framework of investment programmes of international financing institutions have benefited from support (including cost-sharing) by the World Bank, the African Development Bank, KFW (Kreditanstalt für Wiederaufbau) (Germany), IADB and the UN Capital Development Fund. Seven new programmes were undertaken jointly by the World Bank and the ILO and three more have been prepared (eight in Africa, one in Asia, one in Latin America). New developments include the participation of the ILO in World Bank strategy missions for employment-oriented investments in the African road and transport sector and the active promotion of ILO policy objectives in the field of employment generation and poverty alleviation in the context of World Bank-sponsored Social Development Funds.

POLICY STUDIES AND HUMAN RESOURCE DEVELOPMENT FOR LABOUR-BASED PROGRAMMES

60.68 Monitoring and evaluation of infrastructure and rural works projects and policy-oriented studies. In line with biennial targets, seven in-depth evaluation missions and a technical pre-evaluation were carried out, most of them in a multidisciplinary inter-agency context. One study on soil and water conservation in the Sahel has been completed and published, two other planned studies have been drafted (labour-intensive public works in forestry and soil conservation; case-studies of water resources development works). As a by-product of recent in-depth evaluations several additional studies on labour-intensive methods in road construction in Rwanda and on...
unpaid labour contributions to rural development works in Rwanda were published or prepared in draft (case-study of labour-intensive road construction in Burundi; study on employment effect of environmental works in Sahelian countries).

60.69 Human resources development for labour-based infrastructure and rural works programmes. Training materials produced during the biennium include four training booklets for Special Public Works Programmes, five technical guides or manuals mainly concerning productivity aspects of labour-intensive works, a set of 16 video films on labour-based road construction, information notes for international course programmes for engineers and managers of labour-based programmes, and advisory material on the computerised monitoring of works programmes. Technical support and lecture inputs were provided as a continuing activity for national and international training programmes carried out by ILO field projects and by other agencies.

Programme 60.6 - International migration for employment

PROMOTION OF EQUALITY OF OPPORTUNITY AND TREATMENT FOR MIGRANT WORKERS AND THEIR FAMILIES

60.73 Foreign female domestic workers. A global overview was issued in working paper form, focusing on conditions of work and life. Three country case-studies were commissioned (Italy, Spain and Venezuela), two of which were also published as working papers towards the end of the biennium.

60.74 Technical advisory services and international instruments. Technical advisory services were rendered to four countries: Guinea, with regard to administrative measures to cope with the return of workers from abroad; Senegal, to assist the Government with a survey of people who had to leave Mauritania; the USSR, with regard to emigration to Western Europe and Arab countries of the Middle East; Brazil, to find ways and means of regularising the recruitment of Brazilians of Japanese origin for employment in Japan. As regards international instruments, an analysis of the UN Convention on the Protection of the Rights of all Migrant Workers and Members of their Families was presented to the Governing Body.

60.75 Round table meetings. In October 1990, the Inter-regional Tripartite Round Table on Migrant Workers from Non-EC Countries in the Internal Market was held in Geneva with participants from inside and outside the European Communities. In December 1990, the Inter-regional Tripartite Round Table on International Migration for Arab and Asian Countries was held in Bangkok, focusing on the re-employment and social needs of migrant workers affected by the Gulf crisis (see also under 60.77 below). Another meeting, at which the ILO was represented, was the Informal Meeting of European Ministers of Labour held in Prague in April 1991. The subject of the meeting was the process of economic reform in Central and Eastern Europe and its impact on the labour market and the international migration of workers.
60.77 **Return migration.** Two innovative projects were launched: one in Mozambique to set up an association of irrigators composed of ex-miners from South Africa and one in the Philippines where over 200 micro-enterprises were launched with the help of migrant workers' earnings. A third project was begun in Mauritania to support Mauritanian artisans who had fled from Senegal. The resources made available for return migration activities contributed most to the Office's response to the Gulf crisis. This response took several forms: meetings such as the ministerial meeting in November 1990 in Geneva or the Bangkok round table referred to under 60.75; missions to gather information and prepare projects; and the launching of projects such as the one in Sri Lanka which is financed jointly by UNDP, the Canadian and the Swiss Governments. A regional project for Arab emigration countries, to assist in the formulation and implementation of clear policies on out-migration and return, was begun in the autumn of 1991 with UNDP support. A multidisciplinary mission was organised to assess the impact of return migration on the economy of Egypt.

60.78 **Mediterranean Information Exchange System on International Migration and Employment (MIES).** Two meetings of MIES National Correspondents were held and synthesis reports of the national correspondents' reports were issued. They focused on economic evolution, demographic trends, employment and migration movements, and employment promotion policies. Special studies on changes in employment were published on Egypt, Spain, Turkey and Yugoslavia. A MIES Bulletin was launched in 1991 providing information on publications, research, and legislation in the region on a six-monthly basis.

**New Means to reduce the need for emigration.** During the biennium there was a perceptible change in the attitudes of both migrant-receiving countries, especially in Western Europe, and migrant-sending countries, particularly those affected by the Gulf crisis. While acknowledging the inevitability of refugee flows and the desirability of certain forms of international migration, the call for trade liberalisation, direct foreign investment and development assistance as a means to reduce the need for political and economic migration became stronger. A research programme was launched on official development assistance and arranged to hold a meeting, jointly with UNHCR, early in the next biennium to make an ILO contribution in this field.
MAJOR PROGRAMME 70 - TRAINING

Reports for major meetings

Four reports were prepared for Industrial Committees. These covered technological change in the wood industries with special emphasis on training needs and employment opportunities (Second Session of the Forest and Wood Industries Committee, April 1991); vocational training and retraining in the textile industry (12th Session of the Textiles Committee, September-October 1991); skills required, vocational training and retraining in the food and drink industries (Second Session of the Food and Drink Industries Committee, December 1991); vocational training, retraining and skill development in the iron and steel industry and the role of governments, employers' and workers' organisations (12th Session of the Iron and Steel Committee, April 1992). A report was prepared for the Tripartite European Meeting on the Impact of Technological Change on Work and Training, October-November 1991.

Programme 70.2 - Management development

DEVELOPING MANAGERIAL COMPETENCE AND IMPROVING ENTERPRISE PERFORMANCE

70.12 Improvement in productivity and resource management. A training package consisting of 24 modules was prepared. The package concentrates on productivity measurement and improvement programmes and effective management development. Publication is planned for 1992. A paper Higher productivity through better management was published and served as the discussion paper in regional and national symposia on productivity improvement in Africa, South Asia and Europe.

70.13 Improving quality and productivity in the public sector and public services. This item was implemented within the framework of the structural adjustment process and public service productivity. Two papers were published: Service publique; Le défi de la productivité; and Radical structural adjustment: Perestroika in the USSR. Work on this item was combined with that described under item 70.14, which focused on the privatisation of public enterprises. A paper on The use of simulated enterprise offices in training of managers and supervisors was also published.

70.14 Privatisation of public enterprises and services. A book Entrepreneurship development in public enterprises was published jointly with the International Centre for Public Enterprises in Developing Countries (ICPE). A Workshop on New Initiatives in Entrepreneurship Development was organised in August 1991. Two papers on these issues were published by the ILO: Le développement de l'entrepreneuriat dans l'entreprise publique; Le cas de l'Algérie, 1990, and Performance improvement and privatisation in public enterprises: A workshop paper, 1990. Other papers were published in external journals.

70.15 New edition of Introduction to work study. This book was revised and edited in 1991 and is to be published in 1992.

70.16 General development of management competence. Support was given to 163 technical cooperation projects in 62 countries. Books and papers
published or prepared during 1990-91 include: Management development: The trainer's guide, which will be published in 1992 and Developing better managers: Creating change through effective training, published in 1991. This book reflects practical experience of technical cooperation in management development in many countries. Supervisory development publications include Managing change - The new challenge for supervisors (Singapore), and a chapter "Result-oriented management needs assessment", in the Training and development yearbook (1990), Prentice Hall, United States. Management development issues in Eastern Europe and Latin America have also received attention. A number of regional and inter-regional activities have been developed, building upon the networks of management institutions created through the International Management Development Network (INTERMAN). The UNDP/ILO/INTERMAN programme produced a computerised database and a directory on entrepreneurship development programmes, and several publications on the design and implementation of entrepreneurship and enterprise creation programmes. A book Building for tomorrow: International experience in construction industry development was published. A series of Construction Information Papers (CIPs) was initiated offering background information and the fruits of practical research from field projects.

ENTREPRENEURSHIP AND SMALL ENTERPRISE DEVELOPMENT

70.18 Entrepreneurship development in formal training and education systems. Experiences in technical cooperation projects introducing entrepreneurship training in technical institutes and universities have been documented and analysed.

70.19 Assistance to women entrepreneurs. The manuscript of a guide to training women entrepreneurs entitled Small business entrepreneurship for women has been completed and will be published in 1992. Parallel to this, guidelines will be produced on an integrated approach to developing small-business women entrepreneurs. This approach, which incorporates needs identification, management training, technical and product development and extension services has been tested in six African countries.

70.20 Improvement of national policy environment. A review of national policies bearing on small enterprise development was carried out in relation to new business creation and the strengthening of existing small enterprises. An African regional seminar was organised where various country experiences were examined and specific small-enterprise promotion approaches were analysed. The proceedings of the seminar together with the case documentation and technical papers will be published in 1992. Continuing work on this item will be combined with research in the 1992-93 biennium on the process of new business creation.

70.21 General entrepreneurship and small-enterprise development. Support to some 85 technical cooperation projects has been provided in areas ranging from the development of a supportive policy framework to the building of consulting capabilities for improving productivity. Some 70 advisory missions have been undertaken, assisting member countries to review and formulate national programmes for promoting small enterprises. The "Improve Your Business" programme continued to be supported in its adaptations by many national small-enterprise development programmes and additional translations were made into
national languages. Policy papers on Integrated strategies for small-enterprise promotion and on Strengthening existing small enterprises were prepared.

Programme 70.3 - Vocational training

DEVELOPMENT OF VOCATIONAL TRAINING COMPETENCE

70.26 Implication of new production technologies. A study was made to assess the impact of new production technologies on the demand for technical personnel in industry. The study reviewed current practices in firms and training institutions in developed and newly industrialised economies, with emphasis on Brazil, France, Italy and Singapore. A series of case-studies on these and other countries has been prepared, of which two were published in 1991 as discussion papers, and the rest will be published in 1992. On the basis of the work done, a book is being finalised and will be published in the 1992-93 biennium.

70.27 Extending the modular training approach. Two guides were prepared, the first was designed to train managers in industrial enterprises on how to implement vocational training programmes and schemes by using modules of employable skills (MES); the second was to instruct managers of vocational training institutions on the application of MES to the planning and implementation of their programmes and courses. Both will be printed in 1992. In addition, a paper on the MES concept has been updated and work has been completed on the 1992 catalogue of learning elements and related material.

VOCATIONAL TRAINING FOR SPECIFIC GROUPS AND SECTORS

70.30 Training methods for the informal sector. Suggestions on improving apprenticeship in the informal sector are provided in an occasional paper in French entitled Cuisine du marché: Le retour de l'apprentissage traditionnel. The experience of the Salesian Society in training poor youth is the subject of a discussion paper to be published early in 1992. Guidelines for managers of vocational training in the informal sector are presented in the document GMT (Grassroot Management Training) on the move. Work on a trainer's manual on the GMT method and a paper on the cost effectiveness of management training in the informal sector are in progress. Furthermore, 15 case-studies on vocational training institutions in the informal sector in Africa and Latin America are being reviewed.

70.31 Training in maintenance for plant and equipment. An analysis was made of major maintenance problems in middle- and low-income developing countries. The analysis covered practices in the food industry, construction, petrochemicals, road transport and health care.

70.32 Workers' organisations and vocational training. Work has been completed on four case-studies and a survey of the problems encountered by workers' organisations in extending their services in the area of vocational training. A Manual assisting unions to become involved in promoting activities related to vocational (re)training has been published as a discussion paper.

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VOCA TIONAL TRAINING IN RURAL AREAS

70.35 Rural women's vocational training. An evaluation has been made of a major vocational training project, "Training for rural gainful activities (TRUGA)". The evaluation focuses on women's participation and benefits, and the findings have been published as a discussion paper: Women and training for rural gainful activities (TRUGA). The paper provides guidance for the formulation of training policies and the design and implementation of projects to address the problems of rural women.

DEVELOPMENT OF NEW TECHNICAL COOPERATION PROJECTS

70.38 Identification and development of new technical cooperation projects. Two visits were made to World Bank headquarters to discuss projects of interest to the ILO. Discussions were held with the African Development Bank, and a mission was undertaken to the Asian Development Bank to examine prospects for ILO involvement in ADB technical assistance projects. Six missions were undertaken: two were concerned with education and training sector analysis, and four were concerned with project preparation. Five missions were made to submit and discuss ILO bids for projects financed by the World Bank, and two missions were made to negotiate the terms of ILO execution of such projects. Technical assistance proposals for bank-funded projects were prepared at the request of five member countries.

PROGRAMME MANAGEMENT AND SUPPORT

70.39 Technical advisory services. More than 120 missions were undertaken during the biennium to around 35 developing countries and seven European countries in the process of economic and political restructuring. The missions provided advisory services to policy-makers, administrators, training centre managers and instructors, and employers' and workers' organisations; they supported the work of regional advisers, technical advisers, and project experts. During the biennium attention was focused on policy analysis and advice, training system reform and management, training implications of structural adjustment, and on training for self-employment and work in the urban informal and rural sectors. Support was given in the development and implementation of innovative approaches to training for income-generation and self-reliance, with particular reference to the needs of rural communities and women.

In collaboration with the World Bank and the Turin Centre three seminars on vocational education and training strategies and systems for sub-Saharan Africa were organised, and held in Turin, Mauritius and Togo. The main aim of these seminars was the establishment of a framework of subregional and national strategies, with better coordination between national policy requirements and donors' input to vocational education and training.

70.39 Technical coordination with international organisations. The programme participated actively in the World Bank-led "Donors to African Education" group, organising and chairing meetings of the sub-group on vocational education and training. The ILO was a partner in a joint research project on skills acquisition in the informal sector, taking an active role in developing methodology and undertaking surveys in various countries. A joint ILO/World Bank
workshop was held for the staff of the two institutions and representatives of donor agencies on methods of training policy and sector analysis; inputs were made to the World Bank policy paper on Vocational and Technical Education and Training.

Two meetings of the FAO/UNESCO/ILO Inter-Secretariat Working Group on Agricultural Education, Science and Training were held, and the 1989-90 issue of the joint FAO/UNESCO/ILO publication, Training for Agriculture and Rural Development, was published. ILO was represented on the UN/NGO Working Group on Education for Refugees. Technical consultations were held with IFAD and WFP.

Programme 70.4 - Training policies

TRAINING STRATEGIES AND POLICIES AT THE NATIONAL AND SECTORAL LEVEL

70.43 Effects of adjustment policies on education and training. In collaboration with the World Bank and UNESCO an Inter-agency Task Force was established. Four case-studies have been completed by the ILO, and two are being carried out by UNESCO. A synthesis paper based on these studies will be completed by mid-1992 to guide the two organisations in their work on the consequences of adjustment policies for education and training. During the preparatory phase of the case-studies, two titles L'impact des politiques d'ajustement structurel dans le domaine de la formation professionnelle and The political economy of budget cuts: A suggested scheme of analysis were published as discussion papers.

70.44 Financing schemes for training. Five papers were prepared, of which four have been reproduced as discussion papers. One paper describes a financing scheme operated by a group of local industrialists, evaluates the extent to which the initiative is the result of rigidities built into existing training schemes, and examines the possibilities of replicating this model elsewhere. A second paper, prepared in collaboration with CINTERFOR, describes new methods of financing vocational training in Latin America. A paper on evaluating the financing of training was prepared for a meeting, and one on organising training in market economies was prepared for a seminar. The latter was published in a Russian educational journal and an abbreviated version appeared in the International Management magazine in the USSR. Finally, a paper presenting different schemes for financing vocational training has been drafted and will be published as a discussion paper in 1992.

70.45 Training implications of office automation. A draft manual was prepared to help training institutes design strategies and training programmes to prepare office personnel for organisational change. The manual covers areas such as job content and the distribution of authority and responsibility. The draft will be finalised early in 1992 and published later in the year.

70.46 Tripartite European Meeting on the Impact of Technological Change on Work and Training. The report and conclusions of the meeting, held in Geneva in September-October 1991, have been prepared for submission to the February-March 1992 Session of the Governing Body.
Apprenticeship schemes. A paper was prepared reviewing the contractual and statutory relationship between employers and young persons in apprenticeship programmes in several developed and developing countries. The multiple modes of organisation are examined, as well as their advantages and shortcomings.

Training-cum-production: A strategy to improve links between schools, training and enterprises. A paper and a bibliography were completed on the subject of combining training with productive activities. Although there are many schemes designed to give students first-hand experience of the world of work, and of generating revenue at the same time, not all of these are successful. The paper and bibliography review different experiences in many countries, including Eastern Europe.

Training funds. In response to requests for advice concerning the creation or operation of training boards or councils, a monograph was prepared reviewing the experience of several countries with the operation of such boards. The main role of these groups was examined, including the implications for funding, testing and accreditation, and planning. Particular attention was devoted to problems of implementation. The final paper is being edited for publication as a discussion paper.

TRAINING POLICIES FOR SPECIFIC GROUPS AND SECTORS

Training of older workers. A book designed for trainers, counsellors, local authorities, employers' and workers' organisations and training institutions entitled Training for older people: A handbook was published in English. A Spanish version will be published in 1992. In addition, five guides have been published as discussion papers, under the general title How to train older people. They are designed for different target groups, such as planners, recruitment and counselling personnel, trainers and job placement personnel. A booklet was published presenting ILO activities and services aimed at improving the situation of the elderly. The English version will serve as the ILO contribution to the United Nations tenth anniversary in 1992 of the adoption of the International Plan of Action on Ageing. French and Spanish versions will be published in 1992.

Women and structural adjustment. A review of the literature was completed and an analytical framework prepared. Case-studies in two countries are in progress and a report on the effects of structural adjustment on women will be published in 1992.

INFORMATION AND DOCUMENTATION ON TRAINING

Documentation and information services. Documentation and information have been provided to ILO officials and to employers' and workers' organisations, government authorities, training institutions, donor agencies, international organisations, universities and individuals on all aspects of training. Fifty-seven discussion papers (53 English, 3 French, 1 Spanish) and four occasional papers were prepared and produced in desk-top publishing format and distributed selectively. In response to demand, six papers on women and technical education, and two on the training of older workers, first published
in 1990, were reprinted in 1991. Three issues of *ILO Vocational Training News* were published and 1,000 copies of each distributed. A fourth issue was prepared and will be distributed in early 1992. A regular contribution to the library's LABORDOC database was provided and a new list of departmental publications was distributed. Close contacts with regional centres continued and advice was provided at a training workshop held at CIADFOR for members of its documentary network.

**PROGRAMME MANAGEMENT AND SUPPORT**

**70.52 Technical advisory services.** Several advisory missions were carried out on training policy issues. Papers reviewing and evaluating national experiences in training, including proposals for legislation, were prepared for international conferences, meetings and national seminars.

**70.52 Technical cooperation.** Various activities were undertaken in relation to three regional projects in Africa, one regional and one national project for the benefit of women in South-East Asia and one inter-regional project on environmental training. Under the European regional project on vocational training and new technologies, collaboration with countries was strengthened. Seminars and meetings dealing with training methods, training policy, retraining under conditions of unemployment and training for automation were held in seven countries.

**70.52 Liaison and backstopping of training centres.** Technical advice and administrative backstopping continued to be provided for APSDEP, CIADFOR and CINTERFOR.

**Programme 70.5 - Vocational rehabilitation**

**70.54 Vocational rehabilitation of persons with mental illness.** A draft document entitled *New experiences and approaches concerning the training and employment of persons with psycho-social disability* was produced and widely circulated for review and comments. The document, which combines a review of the state-of-the-art with policy guidelines, is scheduled to be finalised in March 1992. The draft was reviewed at a meeting of research collaborators and at the 1991 World Conference on Psycho-social Rehabilitation in Canada.

**70.55 Study on disabled women.** Work on this subject will lead to a promotional booklet providing guidance and encouragement for disabled women experiencing discrimination in training and employment. It is based on detailed questionnaires probing into the mechanisms of discrimination as experienced in developing countries by approximately 50 disabled women. The study is scheduled to appear in April 1992 as an unpriced publication.

**70.56 Cooperation with the UN system.** Inter-agency cooperation, which includes cooperation with NGOs and, particularly, organisations of disabled persons, has been intensified as the UN Decade of Disabled Persons draws to a close in 1992. The ILO participated in the preparation of a joint publication of the UN system to mark the end of the Decade; a paper on technology for the disabled presented at the
eighth inter-agency meeting in Vienna; a draft joint statement of the organisations of the system on the achievements of the Decade and on future strategies. The ILO was represented at numerous meetings and seminars organised by other UN agencies or NGOs.

70.57 Collection and dissemination of information. Professional literature has been collected and stored. In addition, information, particularly documentation produced by the ILO, has been widely disseminated among the rehabilitation and drug programme constituencies. Regular publications such as a newsletter Inside Rehab and Current programs and future plans are forwarded to interested organisations, institutions and individuals. Over 4,000 copies in four languages have been distributed of one key publication on Community Integration which has become a widely quoted state-of-the-art publication.

70.58 Drug and alcohol programme. The ILO continued to place importance on measures to control drug abuse in the community and at the workplace. Activities focused on the prevention and reduction of drug and alcohol problems in the workplace. In response to the Resolution concerning Measures against Drug and Alcohol Abuse in Working and Social Life, adopted by the International Labour Conference in 1987, priority has been given to providing advisory services to member States, to help them develop rehabilitation and workplace initiatives as part of their national strategies to combat drug abuse. Staff training, data collection, the development of manuals and guidelines, the organisation of international conferences and the implementation of innovative community-oriented measures are all integral parts of this growing technical cooperation programme which now includes some 30 countries.

70.59 Support to technical cooperation. This activity continued to expand rapidly, exceeding the planned level by approximately 22 per cent. Total expenditure for technical cooperation during the biennium, including RBTC, amounted to approximately US$11.5 million, US$2.5 million more than anticipated in the 1990-91 programme and budget. The major area of growth in technical cooperation was the drug and alcohol programme.

The conceptualisation and implementation of technical cooperation activities emphasised the provisions of Convention No. 159 and Recommendation No. 168 which call for the development of equal training and employment opportunities for disabled persons and an increased role for employers' and workers' organisations, as well as organisations of disabled persons in the development of national disability programmes. This work included various regional seminars held jointly with other organisations and the production of guidelines for employers' and workers' organisations.
Reports for major meetings

Reports were prepared for the 78th and 79th Sessions of the International Labour Conference to serve as a basis for the first and second discussions on the Protection of workers' claims in the event of insolvency of their employer.

Technical reports were prepared for the Second Session of the Food and Drink Industries Committee and for the Twelfth Session of the Inland Transport Committee.

LABOUR LAW AND LABOUR RELATIONS

Collection and dissemination of technical information. Following reorganisation of the documentation centre, work was begun on the creation of a database to enable users to have better access to the centre's holdings. Assistance was provided to persons using the centre and information on a wide range of questions was provided in response to numerous requests. Technical contributions were made to various Office reports and documents, including the World Labour Report, and to various meetings through written and oral presentations. Publications included four reports, four issues of the Labour-Management Relations Series and two Occasional Papers. Three articles appeared in the International Labour Review. In addition, labour relations profiles were prepared on some ten countries.

Technical advisory services (all subprogrammes). Some 24 missions were carried out to 20 countries to provide technical advice on issues related to labour relations, labour legislation, wage policy, wage systems and personnel management. In addition, advice was provided to ILO constituents in a regional context, including: the harmonisation of labour legislation among the members of the Organisation of Eastern Caribbean States; the regulation of work performed by women in Latin America; minimum wages in Asia; the role of national occupational classifications in Central and Eastern Europe. Apart from advisory missions, detailed written technical comments were provided on draft labour legislation at the request of some 24 countries, as well as to the Caribbean Community and to the Organisation of East Caribbean States.

Service and support of technical cooperation projects. Technical and administrative servicing was provided to some 16 technical cooperation projects (RBTC funded) aimed at assisting member countries to review various aspects of their labour relations systems and to draft comprehensive revisions of their labour legislation or major portions thereof. In addition, various activities were undertaken to service and support projects financed by UNDP and multi-bilateral donors in the fields covered by the programme under four regional or subregional projects. Service and support to some 13 national technical cooperation projects in these fields were also provided. This included projects in the fields of labour relations, labour legislation, and remuneration, as well as participation in a World Bank project to assist Turkey with the restructuring of its public sector.
COLLECTIVE BARGAINING AND LABOUR DISPUTES SETTLEMENT

80.11 The role of tripartite consultation in structural adjustment policies. Research focused on employers' and workers' experience with national-level tripartite consultation and participation in economic and social policy-making, in particular within the framework of major economic restructuring processes. Eleven country studies were completed and a comparative study is under way.

80.12 The settlement of labour disputes in essential services. The study, covering both industrialised and developing countries worldwide, examined major legislative and other changes which have occurred during the last 10-15 years in the settlement of labour disputes in essential services and focused on the ways in which special procedures are applied in practice. Sixteen country studies were completed and the first draft of a comparative study prepared.

80.13 The changing role of labour relations in Eastern Europe. Brief country studies and a comparative overview of current developments in the rapidly changing labour relations scene in Central and Eastern Europe were completed. They were presented to the OECD Conference on the Transition to a Market Economy in Central and Eastern Europe.

WORKERS' PARTICIPATION AND PERSONNEL POLICIES

80.15 Personnel policies and structural adjustment in the public service. This study concentrated on developments in public service personnel policies in a number of industrialised market economy countries in response to problems caused by the structural adjustment process. Nine monographs were completed and a comparative study was begun.

80.16 Disciplinary rules and procedures. The study covered all disciplinary measures applicable to employee conduct in the workplace, with emphasis on actions short of dismissal. Twenty-one national studies were completed and a comparative study was begun.

New Informal consultations on human resource management. Recent developments in human resource management have significant effects on the relationships between people at the workplace, which may have a significant impact on labour relations practice. In order to take stock of these developments, as well as to improve the ILO's ability to provide technical advice in this area, the programme called together a dozen experts and practitioners from both sides of industry at the end of 1991 to advise the Office on the nature and dimensions of these developments.

LABOUR LEGISLATION AND INDIVIDUAL EMPLOYMENT RELATIONSHIPS

80.18 Atypical employment: Home-based work. National legislation and practice worldwide were examined regarding the nature of the employment relationship, the rights and obligations of the parties in respect of remuneration and termination of employment and the coverage of home-based workers by trade unions and by collective agreements. Seventeen country monographs were completed and a comparative study drafted. An article was submitted for publication in the International Labour Review.
Security of employment and labour market flexibility in developing countries. Following a study carried out in the previous biennium on industrialised countries, existing systems of employment security protection in developing countries were evaluated in the light of certain criticisms. Ten country monographs were completed. A comparative survey of the subject covering both industrialised and developing countries is planned.

REMUNERATION

Civil service salaries in developing countries. Following past work on civil service pay in Africa and Asia, research focused on identifying the internal adjustments to wage restraint that take place in civil service employment practices and their implications for efficiency, mainly in developing countries. Six national monographs were completed and a comparative study is envisaged.

Pay in public enterprises. Based on case material and survey information, the study considered pay determination in public enterprises in selected developing countries. Eight country monographs were completed and a comparative analysis is underway. A parallel exercise was also carried out on the public sector in three industrialised countries. This research will help to provide the information and insight needed to advise developing and Central and Eastern European countries on pay determination policy for enterprises that were or are still state owned.

Pay systems practices. Two main issues were addressed. As regards the first, pay classification systems, the ILO received financial support from the Commission of the European Communities, which is particularly interested in the subject. Research covered all categories of workers and systems negotiated at enterprise, branch and national level. Nine monographs were completed and a comparative study was begun. The second main subject concerned workers' financial participation in the enterprise. The study covered participation schemes set up in industrialised market economy countries and in some Central and Eastern European countries; it examined the legal basis and the extent of financial participation schemes, the attitudes of employers and workers, and the social and economic effects of these schemes. Six monographs from market economies and five from Central and Eastern European countries were completed. A comparative study is underway.

Government wage regulation and its impact on employment and income inequalities. Staffing shortages prevented this study from being carried out.

Symposium on labour flexibility. Following consultations with the Officers of the Governing Body, this meeting was cancelled as the issues were already being debated in other ILO fora dealing with structural adjustment questions.

Programme 80.3 - Labour administration

Technical advisory services. The Office participated in the organisation of one inter-regional, nine regional, ten subregional and
seven national meetings or courses. Advisory missions in labour administration, labour inspection or employment services assisted 25 countries, and two regional advisory missions were undertaken to English-speaking Africa.

80.28 Service and support for technical cooperation. Technical support and guidance was provided to the six regional labour administration centres, including participation in the governing council meetings of most of the centres and in a number of their technical activities. Technical backstopping was given to 13 national projects.

DEVELOPMENT OF LABOUR ADMINISTRATION

80.32 Raising productivity in labour administration. The first draft of a study with the provisional title of Productivity in Labour Administration was completed; the study is based on monographs from 16 countries.

LABOUR INSPECTION

80.33 Collaboration and support to the International Association of Labour Inspection (IALI). The ILC continued to support this association, particularly in the organisation of its General Assembly in Geneva in 1990 and by contributing to an International Symposium on Hazardous Substances and Labour Inspection held in Germany in 1991.

80.34 Labour inspection in the petroleum industry. The first part of this study, dealing with the role of labour inspection in the petroleum producing industry (on- and offshore) is expected to be completed by May 1992. A questionnaire has been sent to 32 countries and fact-finding and advisory missions have visited seven countries. For the second part of the study, dealing with petroleum refining, monographs have been prepared on the situation in eight countries.

80.35 The role of social partners in the field of labour inspection. This study is under preparation, based on monographs and replies to questionnaires from a number of countries, and is to be completed in the first half of 1992.

80.36 Tripartite missions to evaluate the effectiveness of labour inspection. Tripartite labour inspection evaluation missions visited Nigeria and Poland. The first phase of a mission visited Hungary; the second phase will take place in 1992.

ORGANISATION AND FUNCTIONING OF NATIONAL EMPLOYMENT SERVICES

80.37 The World Association of Public Employment Services (WAPES). The secretariat of WAPES is located in the ILO's Labour Administration Branch. The Association, which now has 38 members, held its managing board meeting in Geneva in June 1991. New activities include awarding training fellowships and the establishment of a WAPES Cooperation Fund. In addition, a survey is to be conducted on ongoing technical cooperation projects in the area of employment services.

80.38 The role of employment services in the promotion of self-employment and enterprise creation. A publication on the role of employment
services and in particular of vocational guidance in self-employment promotion was published in English and French; it was used extensively as a support to training in the regional labour administration centres.

80.39 Revision of manual on employment services. The revision is expected to be completed by mid-1992. A workers' education manual on the same subject has been completed and is awaiting publication. A training package is also in preparation and is to be published during the 1992-93 biennium.

New The role of employment services in manpower redeployment. A monograph was published in English and French with the title The role of public employment services in the manpower redeployment process - The case of six countries: France, Japan, Hungary, Mali, Sweden, United Kingdom.

Programme 80.4 - Multinational enterprises

80.40 Follow-up of the Declaration. The Commitee on Multinational Enterprises met during the Governing Body's 245th Session, February-March 1990, to finalise its examination of reports submitted on the fourth survey. It met again in November 1990 and 1991, for its annual examination of reports on promotional and follow-up activities, technical co-operation and advisory services, progress in research and publications as well as developments in other organisations that have Codes of Conduct.

80.41 Implementation of the Declaration. The questionnaire for the fifth survey on the implementation of the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy covering the years 1989, 1990 and 1991 was dispatched on 27 March 1991 (with the deadline for receipt of replies set for 29 February 1992). The revised questionnaire was also sent directly to national employers' and workers' organisations.

80.42 Promotional activities. A series of promotional activities was undertaken, including contacts with delegations to the International Labour Conference and other meetings, participation in employers' activities, and workers' education seminars. As a result of the changes in economic orientation, in particular in Central and Eastern Europe, and growing worldwide interest in foreign direct investment, an area dominated by multinational enterprises, the Tripartite Declaration was translated into Bahasa, Bulgarian, Czech, Hungarian, Polish, Romanian, Serbo-Croat as well as Korean.

80.43 Research. A study on the Social and labour effects of multinational banks was published in 1991. Data collection for a new study on the employment effects of multinational enterprises in both developing and industrialised countries was completed and a draft manuscript is ready for publication. This major study will include a chapter on multinational enterprises in the service sector. Industrial and analogous Committees were also serviced either through the publication of sector-specific papers or through contributions to sections of their General Reports. Several working papers were also published.
80.44 Liaison with other international organisations. The ILO continued to be represented at meetings of the UN Commission on Transnational Corporations (1990 and 1991) and at special sessions devoted to the Code of Conduct. The ILO also participated in an OECD Symposium on the Guidelines for Multinational Enterprises and established cooperation arrangements, in relation to the Tripartite Declaration, with several intergovernmental organisations.
MAJOR PROGRAMME 90 - WORKING CONDITIONS AND ENVIRONMENT

Programme 90.2 - Occupational safety and health

Report for major meetings

Reports were prepared to serve as a basis for the first discussion of an item on the prevention of industrial disasters at the 77th (1990) Session of the International Labour Conference. A report on occupational safety and health in forestry was submitted to the Second Session of the Forestry and Wood Industries Committee (1991). A report to serve as a working document at the Eleventh Session of the Joint ILO/WHO Committee on Occupational Health (April 1992) was prepared in consultation with the WHO.

POLICIES FOR OCCUPATIONAL SAFETY AND HEALTH

90.16 Review of the list of occupational diseases. A draft report reviewing the list of occupational diseases appended to the Employment Injury Benefits Convention, 1964 (No. 121), was examined by a group of consultants. Their findings will be used in the future work of the Office.

90.17 UNEP/ILO/WHO International Programme on Chemical Safety (IPCS). During the biennium a code of practice on the prevention of major industrial accidents, a guide on safety and health in the use of agrochemicals and a compendium on occupational exposure limits for airborne toxic substances were published (Occupational Safety and Health Series No. 37, second revision). A consultative meeting on harmonisation of classification and labelling systems for hazardous chemicals was held. The IPCS organised a meeting of experts to discuss draft proposals for an intergovernmental mechanism for chemical risk assessment and management (London, 16-19 December 1991) in response to a decision by the Second Session of the Preparatory Committee for the United Nations Conference on Environment and Development.

90.18 Code of Practice on Safety and Health in Opencast Mines. The code of practice was published. It contains practical recommendations and provides guidance to policy-makers, public authorities, safety and health committees and employers' and workers' organisations in their efforts to promote safety and health in opencast mining.

90.19 Code of Practice on Safety and Health in Construction. The text of the code of practice was adopted by a tripartite meeting of experts and approved for publication by the Governing Body. It provides practical guidance to those responsible for framing regulations to give effect to the provisions of the new ILO instruments on safety and health in construction (Convention No. 167 and Recommendation No. 175) and in training activities.

OCCUPATIONAL ACCIDENTS

90.21 Safety in the use of biotechnology. A study was completed on the current situation regarding safety in the use of biotechnology. It covers safety laws and regulations, potential hazards and practical measures for improved safety in the use of biotechnology, and provides
information to employers, workers and governments for preventive action.

90.22 Code of Practice on Safety in the Use of Chemicals. A draft of the code of practice was prepared. Specific references to the classification of chemicals, labelling, transport, storage, handling and use, and waste disposal will facilitate the application of the provisions of the Chemicals Convention (No. 170) and Recommendation (No. 177).

90.23 Training package in basic safety. A training package consisting of a basic text, lesson plans and master overhead transparencies was compiled. It addresses basic safety topics including machine safety, safety in material handling and storage, safety in the use of hand tools, electricity and chemicals, the physical environment and action at enterprise level; it will be used in training seminars organised within technical cooperation projects and by national safety and health institutions.

WORK-RELATED DISEASES

90.25 Guidelines on occupational health services. The guidelines were completed. They emphasise the surveillance of workers' health, effective health monitoring techniques and the adaptation of work to the capacities of workers. Attention was paid to their potential use by employers, workers and their representatives and to the need to promote the participation of employers and workers. They will be published and used for training in technical cooperation projects.

90.26 Information package on the prevention of occupational lung diseases and lung cancer. The package was published in the Occupational Safety and Health Series (No. 67). It deals with the basic principles of prevention and control and provides an orientation to more specific information and action. The publication will serve as educational material to assist those responsible for the protection of the health of workers.

90.27 Revised text of the Guidelines for the use of the ILO International Classification of Radiographs of Pneumoconioses. Revised guidelines were drafted and a set of new standard radiographs was produced and tested. They will be reviewed during the Eighth International Conference on Occupational Lung Diseases (Prague, September 1992) and published thereafter.

90.28 Radiation protection. Three practical guides on electro-magnetic fields, visual display units and lasers were prepared in cooperation with the International Radiation Protection Association; they will be published in the Occupational Safety and Health Series. Cooperation with IAEA, WHO and other relevant organisations was pursued, in particular concerning the revision of the Basic Safety Standards for Radiation Protection.

90.29 Revision of the ILO Encyclopaedia on Occupational Health and Safety. Work commenced on the fourth edition, which was designed to respond to users' needs and provide practical guidelines as well as new scientific knowledge. Arrangements were finalised for consultations with institutions and experts on the revision of the text. The work will continue in the 1992-93 biennium.

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Study on child labour and health. A study on child labour in hazardous occupations discusses the physical and mental health of exposed children. The study, which proposes approaches to the elimination of child labour on the basis of health criteria, will form part of an information package and be used in the development of strategies to combat child labour.

WORKING ENVIRONMENT AND ERGONOMICS

International Occupational Safety and Health Hazard Alert System. A call for information concerning hazardous occurrences in mines was issued to the System's national designated bodies. Arrangements were finalised to issue a call for information on the health risks faced by working children.

Ergonomic checkpoints. A compilation of ergonomic checkpoints was drafted; it will be published in a format that will enable users to identify points requiring improvement in space arrangements, work postures, seating, controls, displays and other aspects of the physical environment of workstations.

Training materials for small and medium-sized enterprises. Materials were prepared on industrial ventilation, lighting and basic machine safety, for use by trainers.

12th ILO/ISSA World Congress on Occupational Safety and Health. Technical preparatory activities were completed and the World Congress was held in Hamburg in May 1990.

Code of Practice on the Prevention of Major Industrial Disasters. The code of practice was published. It is intended for use by all those engaged in framing provisions for the control of major hazards in industry and offers guidelines for employers' and workers' organisations.

INTERNATIONAL OCCUPATIONAL SAFETY AND HEALTH INFORMATION CENTRE (CIS)

Exchange of safety and health information. The number of national CIS centres increased from 58 to 68. Publications in the Occupational Safety and Health Series included the International Directory of Occupational Safety and Health Institutions (No. 66), which presents the activities of more than 350 organisations in 93 countries, and Occupational Exposure Limits for Airborne Toxic Substances (No. 37). The database was updated, giving exposure limits in 15 countries, covering 2,128 chemical substances.

ILO/CIS Bulletin. Twelve issues each of Safety and health at work and Sécurité et santé au travail were published. They covered priority areas of safety and health, and included specific collections on legislation, chemical safety information and training materials. The database, CISDOC, remained available on-line worldwide. Quarterly updates were made to the two compact disc publications on which this information is accessible.

Chemical safety data sheets. Two hundred and forty-one frequently needed data sheets were issued in English and French. They were selected from the chemical safety data sheet collection, which
contains over 100,000 references in various languages. Newly developed translation methods facilitated mass translation and adaptation to local circumstances.

90.41 **Major hazard control information.** Particular attention was paid to increasing the number of documents in the CISDOC database on industrial disasters and their prevention. A new microcomputer database was built to list sources of information on relevant chemicals. Through the CIS national centre in the UK, another worldwide database on Major Hazard Incidences (MHIDAS) was made available on compact disc.

90.42 **Laws, regulations and directives on safety and health.** The updated and reorganised collection now includes 2,381 records.

90.43 **Training manuals and modules.** This special collection has been expanded with new training materials, videos and audiovisual aids, and includes 1,200 selected pieces of safety and health training materials in various languages.

90.44 **Worksite safety information sheets.** Twenty-one technical, ergonomic and medical information sheets were prepared, based on information available from the national CIS centres, which translated and disseminated a number of them.

Programme 90.3 - Conditions of work and welfare facilities

Reports for major meetings

Reports on night work were prepared to serve as a basis for the second discussion of this item at the 77th (1990) Session of the International Labour Conference. Reports for Industrial and analogous Committees concerned the following subjects: conditions of work in the printing and allied trades; the length of working time in the postal and telecommunications services, with regard to the working week, the working year and the total working life; and working conditions in the textile industry in the light of technological changes.

POLICIES FOR THE IMPROVEMENT OF WORKING CONDITIONS AND WELFARE FACILITIES

90.50 **Clearing-house for the dissemination of information on conditions of work.** Four issues of the *Conditions of Work Digest* were produced, dealing with telework, innovative working time practices, child labour and data protection for workers. A Spanish version was published of two previous issues of the *Digest* on special protective measures for women workers and part-time work.

90.51 **Working conditions and productivity in small and medium-sized enterprises.** Promotional activities undertaken in connection with the ILO training material in this field, now called Work Improvements in Small Enterprises (WISE), led to its inclusion in technical cooperation projects on small-enterprise development, occupational safety and health and specialised WISE projects in several countries. National-level training materials were prepared, including videotapes,
in particular in support of training of trainers and workers' involvement.

90.52 **Protection of workers' privacy.** Detailed reports were prepared for 23 industrialised countries on the main aspects of the protection of workers' privacy (data protection, monitoring at the workplace, testing). Results were published in a special issue of the *Conditions of Work Digest.*

**WORKING TIME**

90.54 **Draft Code of Practice on Working Time.** Examples of innovative working time practices, together with developments in legislation and collective agreements, government, employer and trade union policies, an analysis of manuals and guidelines and a presentation of overall trends were published in the *Conditions of Work Digest.* These were used in the preparation of a draft Code of Practice on Working Time, which will be completed, circulated to member States and submitted to a tripartite meeting of experts in 1992-93.

90.55 **Working time and women workers.** A review was made of parental leave provisions in industrialised countries. In addition, case-studies were prepared on working time problems of nursing personnel in a selected number of industrialised and developing countries.

**WORK ORGANISATION, JOB CONTENT AND TECHNOLOGY**

90.57 **Stress at work.** Over 20 enterprise-level case-studies on stress prevention were prepared. These will be published in 1992 in the *Conditions of Work Digest.* In addition, the case-studies will contribute to a manual to be prepared in 1992-93.

90.58 **Manual on ergonomics and work organisation.** Drafts of the main chapters of the manual were completed. These will be revised, extended, illustrated and published in 1992-93.

90.59 **New technology and work organisation: Support to a tripartite conference.** A major report *On Business and Work* was submitted to an international Tripartite Symposium on Work Life in Transition organised by the Swedish Work Environment Fund in Stockholm in October 1991. The revised report will be issued as an ILO publication in 1992.

**WORK-RELATED WELFARE FACILITIES AND SERVICES**

90.61 **Child-care facilities for working parents in developing countries.** Fact-sheets were prepared on national legislative provisions related to special working time arrangements for working parents and to the provision of child-care facilities. In selected developing countries case-studies were carried out on different types of child-care facilities provided for working parents by governmental and non-governmental institutions, including enterprises and trade unions.

90.62 **Housing initiatives by employers' and workers' organisations.** Various types of housing programmes for workers were surveyed in a selected number of developing countries.
SPECIFIC CATEGORIES OF WORKERS

90.64 Effective approaches to combat child labour. A publication Child labour: A guide to project design was prepared. A special issue of the Conditions of Work Digest was prepared and three studies on children in hazardous work will be published. Technical advisory services were provided to Kenya, the United Republic of Tanzania and Turkey and regional meetings were held in Asia and Latin America.

90.65 Policies and programmes concerning older workers in industrialised countries. A systematic review was conducted of provisions of special relevance to older workers contained in national laws and regulations and in collective agreements. Detailed country reports were also produced in several industrialised countries. These materials will contribute to guidelines to be prepared in 1992-93.

90.66 Meeting of Experts on the Social Protection of Homeworkers. This meeting took place in Geneva from 1 to 5 October 1990. The report and conclusions of the meeting together with the technical background paper prepared by the Office have been widely distributed.

90.67 Information and training package on conditions of work of women. This work was not undertaken due to the prolonged absence of the official responsible. Instead, a review of developments in the field of maternity protection in the 1980s was initiated.
MAJOR PROGRAMME 100 - SECTORAL ACTIVITIES

Programme 100.2 - Industrial activities

The biennium 1990-91 was a time of transition to the new arrangements for sectoral committees and meetings decided by the Governing Body in 1989, for implementation as from January 1992. The Seventh General Review of the membership of the established sectoral committees was conducted in 1990 on the basis of the new arrangements, which provide for a membership increase of about one-third for each of the established or regular committees and meetings. Preparations were made for an expanded programme of smaller meetings. A new format was devised for the reports of the various types of meetings. The ILO/UNIDO Working Arrangement was successfully negotiated and signed by the executive heads of the two organisations.

100.9 Industrial Committee work. Eight General Reports were prepared for sectoral committees and meetings, including three for meetings which take place in 1992. As before, each General Report contains summaries of action taken in member countries to give effect to conclusions and recommendations, action taken by the Office, and recent developments in the sector. Considerable time and effort continued to be devoted in all sectors to the collection, analysis and dissemination of information; the maintenance of relations with tripartite constituents and with sectoral specialists in other organisations; and the provision of information and comments for the Office and for the Governing Body.

100.10 Building, civil engineering and public works. Working papers were published on female participation in the construction industry and on workers' housing cooperatives in Turkey. A study was completed on the role of newly industrialised countries in the international construction market. Advisory services were provided to the International Federation of Building and Woodworkers on contract labour and self-employment in the construction sector, and to the China International Contractors' Association on the promotion of China's overseas construction employment.

100.11 Chemical industries. The decision of the Governing Body to abolish the Petroleum Committee was associated with the decision to expand the scope of this sector to include petroleum refining. A number of documents initiated before that decision were published. They included a working paper on employment in the petroleum industry, the proceedings of a symposium on the role of petroleum industries in promoting national development, and a working paper containing a summary and evaluation of that meeting. The planned study on the social and labour implications of biotechnology was cancelled as it would have duplicated other work. Instead, the study foreseen in 100.18 on personnel systems was broadened to encompass the chemical industries, and case-studies were carried out on human resources management issues in state chemical and petroleum enterprises in several developing countries (Brazil, Indonesia and India); a synthesis report, in progress, compares and analyses the findings. The second study foreseen in 100.18 was dropped in view of the discontinuation of the Petroleum Committee and of the other publications mentioned above.

100.12 Food and drink industries. The General Report for the Second Session of the Food and Drink Industries Committee was prepared. A
number of national case-studies were completed on the role of women in the food and drink sector.

100.13 **Forestry and wood industries.** The *General Report* for the Second Session of the Forestry and Wood Industries Committee was prepared, as well as the *Note on the Proceedings* of the meeting. Four international seminars were held under the auspices of the FAO/ECE/ILO Joint Committee on Forest Technology, Management and Training. A number of activities and studies were completed on the forest-based informal sector. These included a report on small-scale saw-milling in Pakistan, an action research project on women fuelwood carriers in Ethiopia (report published), and a pre-feasibility study on promotion of forest-based employment in Thailand. An illustrated training manual was completed on ergonomics applied to forestry as a means of enhancing productivity and improving working conditions. National workshops were held on the employment of women in forestry in Pakistan and on occupational safety and health in logging and saw-milling in Nigeria.

100.15 **Iron and steel industry.** A working paper on technological change in the iron and steel industry and its effect on employment and training was published in 1990. It includes a chapter which examines policies and measures to mitigate the negative employment effects of restructuring in several industrialised countries. Restructuring practices are also considered in a second working paper which reviews the current situation in the steel industry in a number of developing countries. The *General Report* for the Twelfth Session of the Iron and Steel Committee was completed. Restructuring issues are also considered in that report.

100.16 **Metal trades.** In 1990 a monograph entitled *Computer-integrated manufacturing: The social dimension* was published; this included discussion of flexible working arrangements to cope with new economic and technological imperatives. Work is advanced on an article for the *International Labour Review* dealing with factors influencing the assimilation of advanced technologies in developing countries, to be completed in 1992. Lectures and other inputs were given to various conferences and seminars including the World Conference on the Development of Skills, Training and Employment organised by the International Metalworkers' Federation.

100.17 **Mining.** The Fifth Tripartite Technical Meeting for Mines other than Coal Mines was held in March–April 1990, and the *Note on the Proceedings* was submitted to the Governing Body in November 1990. A consolidated text of conclusions and resolutions adopted by the Coal Mines Committee was published in 1990 as the *Coal Mineworkers' Charter: Collection of conclusions and resolutions*. The environmental aspects of mining, and the role of the mining industries in Eastern European countries in a market economy were the subject of contributions to various seminars and meetings and of liaison with the UN and other organisations. Data on labour and social issues in small-scale mining in developing countries are being added to a manuscript based on a number of case-studies, to be published in 1992. This study will also deal with the effects of mechanisation on small-scale mines and working conditions.

100.19 **Technical cooperation.** Activities continued in the plantations sector, expanded in forestry, and were begun in the mining/energy sector.
100.20 **Plantations.** Two workshops were held for the promotion of the Plantations Convention, 1958 (No. 110), in the United Republic of Tanzania in April 1990 and in Indonesia in October 1991. In addition, the proceedings of a previous workshop, held in India in 1989, were published in 1990. A working paper on adjustment and restructuring in plantations, with reference to Mauritius and the Philippines, was published in 1991. Based on previous ILO research on the social and economic implications of primary processing of plantation products in developing countries, an article was prepared for publication in the *International Labour Review.*

100.22 **Printing and allied trades.** The *General Report* for the Third Tripartite Technical Meeting for the Printing and Allied Trades was completed. Following the meeting, the *Note on the proceedings* was presented to the Governing Body in May 1991. A working paper on the trend towards the internationalisation of the printing industry was published in 1990, jointly with programme 60.2 (Structural adjustment and employment).

100.23 **Textiles industry.** The *General Report* for the Twelfth Session of the Textiles Committee was completed, and the meeting was held in September-October 1991. Working papers were published on the employment, production and trade in the textiles industry, and on safety and health problems in small and medium-scale textile enterprises in five developing countries.

100.25 **Clothing.** In view of the decision of the Governing Body to hold a tripartite meeting in 1993 on the effects of technological change in the clothing industry, the study called for on this subject will be carried out in 1992-93 as part of the preparation of the report for the meeting.

100.26 **Transport.** The report for the Meeting of Experts on Civil Aviation and the General Report for the Twelfth Session of the Inland Transport Committee were prepared. A working paper was completed synthesising six national case-studies on manpower and training issues in developing country railways. Contributions were made to a number of meetings, including the steering committee of the World Bank's sub-Saharan African transport project.

100.27 **Leather and footwear.** The General Report for the Fourth Tripartite Technical Meeting for the Leather and Footwear Industry was prepared. The work to prepare this meeting included a contribution to the UNIDO Leather and Leather Products Industry Panel in November 1991.

Programme 100.3 - Maritime industries

**SHIPPING INDUSTRY**

100.32 **26th Session of the Joint Maritime Commission and Fifth Session of the Tripartite Subcommittee on Seafarers' Welfare.** Six technical reports were prepared for the two meetings which were held in October 1991. The reports of the meetings will be submitted to the Governing Body in February-March 1992.
8th Session of the Joint IMO/ILO Committee on Training. The meeting was held in September 1990 and its report was submitted to the Governing Body in February-March 1991.

Promotion of ILO maritime labour standards. Regional seminars on seafarers' welfare and on maritime labour standards were held in Singapore (February 1990) and in Jamaica (December 1991). National seminars were organised in Egypt and Kenya. Activities to promote ILO maritime standards included the publication of guidelines for procedures for the inspection of labour conditions on board ship based on the ILO's Merchant Shipping (Minimum Standards) Convention, 1976 (No. 147); the preparation, in collaboration with ESCAP, of guidelines for national legislation for maritime industry labour; and participation in conferences, seminars and workshops convened by other organisations.

Government reports on maritime Conventions and Recommendations. First and periodic reports continued to be examined in collaboration with major programme 50. Technical information was supplied to tripartite constituents on various maritime labour questions.

FISHING INDUSTRY

Conditions of work in the fishing industry. The report including the conclusions and resolutions adopted by the ILO Committee on Conditions of Work in the Fishing Industry (1988) was widely distributed. Cooperation with programme 100.5 (Cooperatives) was strengthened especially as concerns small-scale fishing. A study was undertaken of a fishing enterprise in the Philippines where children are working in hazardous conditions.

Technical advisory services, promotion of technical cooperation. Efforts were made to develop cooperation with international organisations besides FAO. The ILO was represented at an international seminar in Trinidad and Tobago and at a national seminar in the Philippines.

PORT INDUSTRY

Technical cooperation. The identification, development and backstopping of technical cooperation projects was undertaken in 20 countries. Various other activities were also undertaken in connection with the preparation and development of the Second United Nations Transport and Communications Decade for Africa and Asia.

Technical advisory services, information dissemination. Advisory services and assistance were provided to countries in Africa, Latin America and Asia. Most of the assistance concerned the creation or expansion of training departments or training centres. Three regional workshops were held on the preparation of harmonised training courses. Twenty-one (21) courses have so far been prepared and distributed. At the end of 1991 a TCDC programme was started for eight countries in the African region and a regional workshop was held in Abidjan. A project was started to develop a supervisors' course for container terminal operations in Africa. The Office participated in conferences and seminars held in Europe, Africa and Latin America.
INLAND WATER TRANSPORT

100.40 Technical advisory services, information dissemination and technical cooperation. Emphasis was placed on promoting the improvement of training standards in the inland waterways. Assistance was provided to a training institution in Laos and consultations were held with the Mekong Committee and the World Bank on the implementation of specific technical cooperation projects. Information was disseminated on various labour issues relating to the impact of new technology in inland waterways and on the need to provide training for workers. A study on technological changes in inland water transport and their impact on the working conditions of boatmen was completed and its findings were included in a report to the Twelfth Session of the Inland Transport Committee.

Programme 100.4 -
Salaried employees and professional workers

COMMERCE AND OFFICES

100.45 Technical advisory services and dissemination of information.

100.46 Documents and speeches were prepared for meetings dealing with labour and social issues of interest to professional workers and workers in commerce and offices. A working paper entitled Professional and managerial staff: The labour relations system of Canada and the United States was published in 1991. A new edition of the Conditions of work and employment of professional workers: Compendium of principles and good practices was published in 1990 in English, French, German and Spanish. A study on the Protection of workers in commerce and offices in disciplinary matters (in French), covering seven European countries was completed. In addition, a study on White-collar unionism in selected European countries: Issues and prospects has been completed and is to be published in 1992-93. This work was undertaken to give effect to resolutions of the Advisory Committee on Salaried Employees and Professional Workers.

100.47 Standard-setting activities. Government reports on international labour standards on conditions of work applicable to this sector (Conventions Nos. 30, 79 and 106) were analysed and/or commented on.

PUBLIC ADMINISTRATION

100.49 Technical advisory services. Activities in this sector included preparation of speeches and papers as well as participation in meetings organised by UN agencies, non-governmental organisations and research institutes dealing with civil service reform and the role of the public service. A paper was prepared for a seminar organised by the Commission of the European Communities on Women and the Completion of the Internal Market (Dublin, 1990), and was published. In addition, replies were provided to requests for information.

100.50 Service and support of technical cooperation activities. In Benin, a project to develop a computerised personnel information system was completed. Activities related to technical cooperation projects were carried out in several African countries in connection with the implementation of structural adjustment measures in the public
service. In addition, a seminar was organised jointly with the Turin Centre for French-speaking African experts in human resources management in the public service. This constituted the first step of an action-oriented training project launched in 1990. In addition, a working paper was published in 1991 on Human resources management in the public sector: A methodological analysis of selected technical cooperation projects carried out by the ILO (in French).

PUBLIC UTILITIES AND COMMUNITY PROTECTION SERVICES

100.51 Technical and advisory services and dissemination of information. A study was carried out in 1991 on Negotiating technological and structural change in telecommunications services for publication in 1992-93. The study covered seven countries. A working paper on the same topic was also completed on developing countries in Asia and Latin America, for publication in 1992. In addition, a working paper was completed in 1991 for publication in 1992 on Crisis and rehabilitation of public utilities in Africa: Water, electricity and transport in Cameroon, Niger and Senegal (in French). Other activities included participation in meetings organised by non-governmental organisations and responding to requests for information.

100.52 Joint Meeting on Conditions of Employment and Work of Fire-Fighting Personnel. The meeting was held in May 1990 and the report on the proceedings was submitted to the Governing Body in November 1990.

100.53 Joint Committee for Postal and Telecommunication Services. Both the General Report and a technical report were completed for the Second Session of the Committee, which took place in May 1991. A report on the proceedings was submitted to the Governing Body in November 1991.

EDUCATION AND TRAINING SERVICES

100.54 Technical advisory services and dissemination of information. The Office participated in meetings with international agencies and teachers' organisations. Numerous papers and speeches were prepared for these meetings. A study entitled Teachers in developing countries: A survey of employment conditions was published in English and French. Moreover, a brochure, International labour standards and teachers: A handbook, was published in 1991 in English, French, German, Spanish and Arabic. Other publications included working papers on the status of women teachers and on the problems of women teachers in technical and vocational training, in selected African countries. A technical advisory mission was undertaken to Mauritius to advise the Government, in consultation with UNESCO and teachers' and employers' organisations, on improvements in terms of service for teachers as part of a Master Plan for Education for the Year 2000.

100.55 Standard setting and promotion of standards. Consultations were held with UNESCO on the development of new standards concerning teachers in general and higher education. Activities to promote knowledge and better application of the 1966 Recommendation on the Status of Teachers and related international labour standards continued in the form of regional and national tripartite seminars or symposia carried out in Africa and Central America.
New Second Joint Meeting on Conditions of Work of Teachers. The Governing Body decided in November 1989 to convene this meeting, which was not foreseen in the 1990-91 Programme and Budget. A report was prepared for the meeting, which was held in November 1991; the Note on the Proceedings will be submitted to the Governing Body in May 1992.

100.56 Third Special Session of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART). Documents were prepared for this meeting, which was held in Paris in July 1991. It was jointly serviced with UNESCO. The report on the proceedings was submitted to the Governing Body in November 1991.

HEALTH AND WELFARE SERVICES

100.58 Technical advisory services and dissemination of technical information. Activities included participation in meetings organised by WHO and other agencies, particularly concerning occupational exposure of health-care workers to HIV infection. Replies to requests for information were provided. A working paper was published in 1991 on Labour market flexibility: The challenge facing senior medical officers in New Zealand. In addition, an international comparative study was launched on the remuneration of nursing personnel.

New Standing Technical Committee for Health and Medical Services. Preparatory work was started for the First Session of the Committee following the decision of the Governing Body (May-June 1990) to hold this meeting in September-October 1992.

CULTURE, RECREATION AND THE MEDIA

100.61 Technical liaison and dissemination of information. Activities included preparation of papers and speeches and participation in meetings organised by a number of agencies. Replies to requests for information mostly concerned Central and Eastern Europe, and developing countries in Africa, Asia and Latin America. Working papers were published as a follow-up to the Recommendation on the Status of the Artist and in response to requests from UNESCO and NGOs on the following subjects: The social protection of artists and performers; The situation in selected industrialised countries (1990, English and French); The Communication of phonograms to the public (1991, English and French) and The status of the artist (1991, French). An earlier ILO publication Satellite and cable television: The rights of performers and producers of phonograms was translated under licence into Japanese in 1991 by the Copyright Research and Information Centre.

100.63 Application and promotion of the Rome Convention. The 13th Ordinary Session of the Intergovernmental Committee of the Rome Convention was held in UNESCO in June 1991 and the ILO participated in the administrative and technical preparation of the meeting. The report of the proceedings was submitted to the Governing Body in November 1991.

100.64 Tripartite Meeting on Conditions of Employment and Work of Journalists. A paper was prepared for this meeting which took place
in November 1990 and a report on the proceedings was submitted to the Governing Body in May 1991. Following a decision by the Governing Body in May–June 1990 to hold this meeting in May 1992, work was started on drafting the report for the meeting.

Programme 100.5 – Cooperatives

PROMOTION AND DEVELOPMENT OF COOPERATIVES

100.68 Promotion of policies and operational activities for the development of cooperatives. Advisory services were provided to seven member States on policy for the development of cooperatives. In addition, programming advice for the design of projects was given to eight countries, mainly in the field of technical assistance for cooperative management training. In the Caribbean advice was given on the promotion of commercial exchange between cooperatives and on the provision of social services for working women through cooperatives. Furthermore, an inter-regional multi-bilateral project on cooperative finance was launched, which will assist low-income groups.

100.69 Service and support of technical assistance projects. Technical assistance and backstopping support was provided to approximately 40 technical assistance projects. New projects were launched in Guinea Bissau, Chad, Kenya, Mauritius, Indonesia, the Philippines, Central America, and the Sahel.

100.70 The role of cooperatives in employment creation and income generation. The first draft of a study on the role of cooperatives in employment creation and income generation was completed at the end of 1991 and will be finalised and issued as a working paper in the course of 1992.

100.71 Improvement of living and working conditions of disadvantaged groups. In 1991, a workshop for Nigeria was organised on the subject of workers and family welfare through cooperatives. In addition, a Caribbean regional survey was undertaken on the provision of social services for working women through cooperatives; through COPAC the programme contributed to an ECOSOC report on the role of cooperatives in the light of new economic and social trends. Working papers were issued on Self-help housing for disadvantaged groups and The role of cooperatives in alleviating urban poverty in developing countries.

COOPERATIVE EDUCATION AND TRAINING SERVICES

100.73 Development and management of cooperatives. The training of cooperative managers and committee members was continued through the inter-regional project MATCOM, which during the biennium coordinated training in over 50 countries and issued six new training manuals for training methodologies, accountancy and low-income self-help groups. In addition, the programme assisted projects in Africa and in Latin America in the design and implementation of cooperative management training courses.
Support to training programmes. The ILO participated in cooperative training courses in English, French and Spanish at the Turin Centre. Furthermore, programming and technical support were given to the multi-bilateral project ALCECOOP (Latin American Association of Cooperative Training Centres) which networks over 80 cooperative training institutes in Latin America.

COOPERATIVE RESEARCH, LEGISLATION AND INFORMATION SERVICES

Dissemination of information. In the biennium, over 1,000 requests for information on cooperatives from ILO constituents and cooperative institutions were met.

Collection of reference materials. During the same period, over 3,000 major publications, studies and monographs on various aspects of cooperatives were added to the archives.

Bibliographical lists. Periodic bibliographical lists continued to be circulated to ILO constituents and new cooperative legislation was added to the collection.

Advisory services on cooperative legislation. Legislative consultancy services were undertaken in ongoing technical assistance projects in Guinea Bissau, Tunisia and Haiti. Advisory services on cooperative legislation were provided in five countries. In addition, a compendium of cooperative legislative texts was published on countries in Central and Eastern Europe.

Coordination of studies and research. Studies were issued as working papers on: (a) Self-help housing for disadvantaged groups; (b) The role of cooperatives in the alleviation of urban poverty in developing countries; (c) Producers' small-scale industrial cooperatives; and (d) Women's involvement in thrift and credit cooperatives in Asia. Furthermore, first drafts are being reviewed of two additional studies: (a) Conditions for a favourable climate for cooperative development in Africa; and (b) The impact of cooperatives on employment and incomes.

Inter-agency cooperation. The Office participated in four meetings of the Committee for the Promotion and Advancement of Cooperatives (COPAC). The subjects of the meetings were: policies for the development of the rural sector and rural institutions; credit facilities through cooperatives; women in cooperatives; and cooperative reform in Central and Eastern Europe.

Programme 100.6 - Hotels and tourism

Reports for major meetings

Reports were prepared for the 77th and 78th Sessions of the International Labour Conference to serve as a basis for the first and second discussions on working conditions in hotels, restaurants and similar establishments.

Operational activities. Operational activities further expanded in 1990-91, requiring a considerable increase in monitoring and
backstopping functions and the recruitment of more experts/consultants. New projects become operational in ten countries. While in Asia the emphasis was on developing supervisory and managerial skills through strengthening existing institutions, in Africa the operational activities concentrated on providing technical assistance in setting up basic level training courses. Increasing emphasis was placed on employment creation in rural areas and the participation of women. Technical advisory services were also provided in training policy, identification of training needs, manpower surveys, industrial relations (collective agreements), etc.

100.84 Dissemination of information. Professional relations were strengthened with the UN and intergovernmental agencies, in particular with the World Tourism Organisation and ASEAN, and with employers' and workers' organisations. The Office participated in, and made technical contributions to, numerous meetings and seminars of these agencies and organisations and other institutions. Some progress was made towards the establishment of an international centre of documentary resources related to training at all levels. A computerised database was established and about 200 technical documents were entered.
Review and reform of national social security legislation and systems. Technical cooperation projects were implemented in a large number of countries to reform or to improve the legislative, administrative or financial aspects of existing schemes, and to plan entirely new programmes. During the biennium technical cooperation projects were implemented in 34 countries (16 in Africa, six in Asia and the Pacific, two in the Arab region, six in Latin America and the Caribbean and four in Central and Eastern Europe). A number of developing countries undergoing structural adjustment were provided with technical assistance to enable them to devise appropriate social protection strategies to cope with the impact of adjustment and national social protection institutions were assisted to adapt to the strategies evolved.

Reform of social security systems in the industrialised countries. A Tripartite Symposium on the Future of Social Security in Industrialised Countries was held in Geneva in October 1991 to review the outcome of efforts to reform social security and to analyse the difficulties involved in achieving political consensus in social security policies and systems. The report of this symposium was placed before the Governing Body in March 1992.

Medical care under social security. A number of activities were launched by the Office in response to requests from member States for assistance in improving the financial and economic base of their health care through social security financing. During the biennium, the ILO supported a major project in Thailand, aimed at implementing a system of health insurance adapted to the political, economic and social conditions in the country. A similar exercise for Nigeria is scheduled to commence in 1992. Feasibility studies on the viability of health insurance schemes were undertaken in Trinidad and Tobago, Montserrat and Zambia. The Office collaborated with WHO in a consultative mission to Czechoslovakia on health care financing and also participated in two WHO conferences on health care financing. Recommendations for health sector reforms in Eastern Europe were summarised in an article published in the International Labour Review.

Health care within the framework of social security in Africa. A study of the present pattern of social security and employer-based health care systems in Africa was launched. The health care systems of 21 countries were examined and detailed country profiles were established for eight of them. The study report is being compiled and will be discussed at a meeting of experts during 1992.

Social security protection of migrant workers. The Office assisted in the preparation of draft bilateral and multilateral social security agreements in the case of some developing countries. Assistance was provided to the technical committees of experts responsible for negotiating and drafting a Convention on social security amongst the member States of the Association of South-East Asian Nations (ASEAN). However, the participating countries expressed a preference for a bilateral approach. As a result, a bilateral social security agreement between the Philippines and Indonesia was negotiated in 1991.
110.14 Technical advisory services. The ILO provided technical advisory services to a large number of countries on changes in their social security policies and on the legal, organisational and financial aspects of national programmes. Special mention should be made of advisory services provided to Central and Eastern European governments to help them formulate social security policies and to design schemes appropriate to the transition from centrally planned to market economies. ILO officials participated in meetings of the Administrative Centre of Social Security for Rhine Boatmen and the Office was involved in negotiations for a multilateral social security agreement for European boatmen. The ILO also participated in some of the technical meetings and workshops organised by the EEC, OECD, and the Council of Europe.

110.15 Cooperation with the International Social Security Association (ISSA) and other institutions. The Office actively participated in, and contributed technical documents to, meetings and workshops organised by the ISSA. Work was initiated by the ILO and the ISSA for the development of training material in social security through the International Training Centre in Turin. The Office had several technical consultations with the World Bank on the development and social protection aspects of social security systems in the context of structural adjustment. Collaboration with the UN Institute on Ageing, Malta, was established in support of the Institute's programme on income security for the elderly in developing countries.

110.16 Support to the permanent Inter-American Committee on Social Security (IACSS). ILO officials participated in the major meetings organised by the IACSS and gave lectures in the various training courses. The Office also contributed to the financing of research activities of the IACSS.

110.17 Dissemination of information. The existing databases were further strengthened during the biennium. Work was carried out on improving and updating the legislative database on the social security protection of migrant workers and refugees. Work on expanding and updating the database on health care systems was undertaken.

110.18 Technical analysis of periodic reports on ILO social security Conventions and Recommendations. This activity also included analysis of the reports of the 15 European countries which have ratified the European Code of Social Security and the Protocol thereto. This work has been undertaken on behalf of the Council of Europe. Advice was also provided by the Office to the Council of Europe on the social security protection of migrant workers.

FINANCIAL ORGANISATION

110.21 The 13th International Inquiry into the Cost of Social Security. In order to speed up publication of the results, the basic tables for those countries which replied early were issued in 1990, followed by a supplement in 1991 for the remaining countries. The manuscript of the comparative tables was in publication at the end of 1991. The 14th Inquiry in the series, covering 1987–89 was launched, with an expanded questionnaire seeking data on protected persons. An input was provided to the World Labour Report based on these data.

110.22 Study on the level of cash benefits. A survey of selected countries from different regions was carried out to obtain the data necessary
for the study. These data were analysed, the actual levels of benefit compared with those foreseen in the legislation and reasons for the shortfall investigated. The manuscript of the study, incorporating the conclusions, was at an advanced stage of preparation by the end of 1991 and is to be published as a monograph early in 1992.

110.23 Social security and structural adjustment. In view of the political and economic transformation in Central and Eastern Europe, this subject assumed wider relevance than foreseen, and had to be extended beyond the area of developing countries. A policy response was needed to the challenges posed by economic restructuring in Europe. Already in the summer of 1990 a first mission to Czechoslovakia was launched and resulted in the Report to the Czech and Slovak Federal Republic on social protection during transition to a market economy. Several other missions to Eastern European countries were fielded and the Office also offered advice on the modification of national health care systems in response to economic change. The work undertaken also included the preparation of a paper for the Governing Body Committee on Employment entitled Social protection, safety nets and structural adjustment and of the report Social security and the process of economic restructuring for the Thirteenth Conference of American States Members of the ILO.

110.24 Macroeconomic analysis of the impact of social security. The major political and economic developments during 1990 and 1991 have caused a shift of the activities in the field of macroeconomics from theoretical research into more practical consulting and analytical services (see also 110.23 above).

110.25 International actuarial services. Actuarial consultancies were provided to a number of countries, including some in transition from a centrally-planned to a market economy (Czechoslovakia, USSR). Also included were projects concerned with the transformation of national provident funds into social insurance pension schemes (Sri Lanka, Swaziland). A number of projects were carried out in collaboration with the World Bank. Guidance was given to actuaries in certain countries, either by making available the electronic data processing facilities at Geneva for actuarial projections (Burundi/Ethiopia) or by installing software on a local computer (Czechoslovakia). Work continued on further refinement of a microcomputer model for actuarial valuations. A technical note on statistical and accounting requirements for health insurance schemes was prepared in the continuing series on technical notes for general and financial health insurance management. The methodology for health insurance costing and financial analysis developed in a previous technical note was made more user-friendly and applied in a technical cooperation project. The project report is now used as a model for similar projects in other countries.

110.26 Training in social security actuarial and statistical techniques. Training continued to be provided to statisticians from national social security institutions through on-the-job training during actuarial missions and through training overseas organised in specialised institutions (e.g. at CINTERAD, the International Centre for Studies, Research and Development Actions, Brussels).
120.7 Information services. The ILO library continued to deliver information services through personal contacts, by telephone, and through printed and electronic media. During 1990-91 services increased for non-ILO clients, as did collaboration with libraries and similar institutions outside the ILO. About 350 printed bibliographies were produced each month. The number of searches based only on LABORDOC declined slightly while the number of bibliographies produced from external databases grew significantly. Loan transactions showed a similar pattern. The number of transactions based on the library's own collection decreased while the number of transactions with external libraries increased by 150 per cent. The total number of transactions processed increased only slightly (from 1,300-1,400 per month). There was a 140 per cent increase in the number of clients receiving the library's twice-yearly Selective Dissemination of Information service through which individually designed bibliographies are provided.

The LABORDOC database continued to be licensed to three commercial hosts and five non-profit organisations. The library continued to publish International Labour Documentation, its monthly abstract journal, and prepared indices to the International Labour Review and Labour and Society from the LABORDOC database. A Labour Information Training Pack was published, as well as the ILO Manual for Labour Information Centres; most of the library's in-house training tools and manuals were also revised and reissued. An information kit for users of the library was prepared in English for the 1991 International Labour Conference and will be published in early 1992 in English, French and Spanish.

120.8 Information processing. From the more than 16,000 documents received each month in the library, approximately 600 were selected for inclusion in the LABORDOC database: ILO videos are now included in this database. A separate serials database provides access to information about the complete periodicals collection.

Significant improvements were achieved in the acquisition of legislation. An extensively revised version of the ILO Thesaurus was sent to press in 1991. In addition to the English, Spanish and French descriptors contained in the new edition, a separate German version is also available and efforts are being made to develop other language versions.

120.11 International Labour Information System (ILIS). Forty-three users are now accessing a wide range of ILO databases and information through the ILIS Referral System. Three regional or subregional labour information seminars were organised in English-speaking Africa, South-East Asia and Central America. ILIS contributed to national seminars in five countries, and assisted the organisation of two courses organised by the Turin Centre on documentation and information. Nine ILO field officials and the same number from member States received training in Geneva on ILO information and techniques for information selection, processing and dissemination. Training was arranged in Portugal for two fellows from the Angolan Ministry of Labour.
Two training programmes were arranged for headquarters' documentalists to improve the functioning of the ILO's bibliographic information network which now includes 16 documentation centres.

LABORDOC information on diskette was sent to 20 users in field offices and member States. With APSDEP, a computer-based training package for MicroISIS was produced. MicroISIS is the computer system recommended for field offices and other organisations with which the ILO exchanges information.

Work continued on the development of the ILOLEX full text database on international labour standards and their application. ILOLEX will be available on CD-ROM early in 1992.

A number of advisory missions were carried out in Africa, Asia and Latin America. In Uruguay, the ILO contributed to the development of databases within the Ministry of Labour and the creation of a tripartite labour information network.

Programme 120.3 - Statistics

DEVELOPMENT OF LABOUR STATISTICS

120.18 The Labour Statistics Convention, 1985 (No. 160). This Convention came into force on 24 April 1988 and has so far been ratified by 24 countries; 13 comparative analyses or technical comments were provided on reports on the application of the Convention. Reports on the application of the Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63), were examined for about ten countries and territories.

120.19 Statistics of strikes and lockouts. The Meeting of Experts on Statistics of Strikes and Lockouts met in Geneva in April 1990. The results of its discussions and of further work by the Office on the measurement and characteristics of strikes and lockouts are the basis of the report and draft resolution to be presented to the Fifteenth International Conference of Labour Statisticians in 1993.

120.20 Informal sector employment. The Office has prepared a report which discusses the concept of informal sector employment, reviews experience in collecting data on the informal sector at the national and international levels, examines the choice of measurement unit, proposes a conceptual framework for the measurement of employment in the informal sector and suggests an international statistical reference definition, emphasises the need for subclassifications of informal sector units and lists additional data items which might be needed for further analyses. The report will be discussed at the Meeting of Experts on Labour Statistics to be held in January-February 1992.

120.21 Income from employment. Work continued on statistics of income from employment, on descriptions of sources and methods of measurement of such income. The results will be presented in a chapter of the General Report to be discussed by the 15th International Conference of Labour Statisticians (ICLS) in 1993.
International classification of status in employment. A report was prepared for discussion by the Meeting of Experts on Labour Statistics in January-February 1992. It summarises the issues concerning the revision and expansion of the International Classification of Status in Employment (ICSE), makes a number of suggestions and presents a draft proposal for a revised and expanded ICSE.

Labour accounting system. Work continued on the development of a labour accounting system. The results will be presented as a chapter of the General Report for discussion by the 15th ICLS.

Backstopping and advisory services. Technical support and backstopping were provided for RRTCC or UNDP-financed projects in seven countries; technical advisory missions were undertaken in 14 countries including six in Central and Eastern Europe. Three workshops were organised for these countries: one in Moscow on the measurement of employment, unemployment and related variables, a second in Geneva on the future development and use of occupational classifications and a third in Prague on wage statistics. A training course was organised at the Turin Centre for 23 participants from 19 French-speaking African countries.

Collection, Analysis and Dissemination of Labour Statistics

Dissemination. Press releases presenting summaries and analyses of labour statistics were issued in 1990 and 1991. Technical papers were prepared on projections of activity rates in France for the period 1985-2010 and on the use of household budget surveys for poverty measurement and analysis.

Year Book and Bulletin of Labour Statistics. Two issues of the Year Book were published. Work continued for the Bulletin of Labour Statistics, with descriptions of consumer price index series and 12 articles on labour statistics, and a new statistical series on the level of education of the economically active population for 52 countries. Eight supplements were also issued with updates of the series appearing in the quarterly bulletin.

Work continued on the labour statistics databases. More LABORSTA data were disseminated on computer-readable media, mainly on diskettes; the statistical coverage of the on-line system was also extended to cover LABORSTA data for nearly every chapter of the Year Book.

ILO October Inquiry. Two separate editions of the Bulletin of Labour Statistics included data on occupational wages and hours of work for about 85 countries and on retail food prices for about 140 countries. The results of the Inquiry have been used in various connections, including the preparation of statistical inputs to reports for the Industrial Committees.

Statistical sources and methods. A revised and expanded edition of Volume 3 of the Statistical Sources and Methods series, Economically active population, employment, unemployment and hours of work (household surveys), was published in English. It contained methodological information from labour force surveys and related surveys of households or individuals for 72 countries. The French and Spanish editions were issued as working papers. Volume 5, containing
methodological information about population censuses for 126 countries, was published in English, French and Spanish.

120.30 Household income and expenditure surveys. The compendium of national practices on the methodology of household income and expenditure surveys has been published in English as Statistical Sources and Methods, Vol. 6. It covers 86 household income and expenditure surveys conducted between 1977 and 1990. Comparing basic statistics on the structure, composition and distribution of household income and expenditure proved to be more time consuming than planned, and work will continue on this topic in 1992.

120.31 Occupational classifications. A documentation centre on national practices regarding occupational classification was established but further time and resources are needed to develop it to its full capacity. The International Standard Classification of Occupations (ISCO-88), containing complete descriptions of some 550 occupational groups was published in English, French and Spanish. A study was carried out on occupational classifications and directories in Australia, France, the Netherlands, Sweden and the United Kingdom.

120.32 Annual estimates of employment and unemployment. Internationally comparable annual estimates of employment and unemployment for 26 countries were published in the Bulletin of Labour Statistics and a technical guide to the computation of such estimates was issued as a working paper.

120.33 Labour force projections. A technical paper was prepared evaluating ILO methodology for worldwide projections of the economically active population.

New Minimum wages. A new database was established for statistics on legal minimum wage rates; it currently contains information for 30 countries from 1980 onwards.

Programme 120.4 - Labour information and analysis

120.35 Social and Labour Bulletin. In 1990–91 the Bulletin had to be produced on a budget that was about 30 per cent lower than in 1988–89. This led to staffing problems and a publication delay of several months by the end of 1990: the delay was recovered during 1991. The last two issues of 1991 included a new feature which summarises the main events and trends described in the articles that follow. During 1991 the USSR Labour Research Institute published a Russian version of the Bulletin.

120.37 World Labour Report. During the past biennium the conception of the World Labour Report was changed. In future annual reports will cover recent trends and events in human rights at work, employment, labour relations, social protection and working conditions. Each report will also include an extensive statistical annex. During 1990–91 the first report was produced, to be published in 1992. A Russian version of Volumes 3 and 4 was produced by the USSR Labour Research Institute.
Programme 120.5 - Information systems

120.41 Technical and documentation systems. Computer usage at the International Computing Centre (ICC) increased by over 10 per cent, but costs dropped by about 20 per cent due to a decline in computer processing costs.

During the biennium 1990-91 external communication links through ICC to the UN and all UN agencies were established for data transfer and electronic mailing. The UNJSPF electronic mailing service was made available to the ILO Pensions Section (major programme 160) which helped to reduce payment delays. The EARN/BITNET service, a worldwide communication network of universities and research institutions, was made available through ICC to technical programmes, thus facilitating communications with experts and consultants working on ILO projects. These networks permit savings in communication costs and faster information exchange. The two-way telex service through ICC was extended to an outgoing facsimile service.

Advanced Function Printing (AFP) techniques were adopted for publications stored in electronic format by using the Document Composition Facility (DCF) at ICC. Several periodicals and publications have been produced with DCF.

Support to technical departments for actuarial modelling, survey analysis, econometric work, and the maintenance and processing of labour statistics had to be reduced owing to lack of staff time. However, progress was made in other areas: an ILO terminology database was developed for the translation service; a mail logging and tracking system was developed; the ILO Administrative Tribunal database was developed in two languages; the missions tracking database was redesigned; the labour legislation database was redesigned under the acronym NATLEX; a full text database was developed which is being used to create a compact disc of the ILC's Conventions, Recommendations and related reports; improvements were made to the ISSA database, the CIS database, and the database on conditions of work; European character set capability was installed for HP users; the German language was added to the ILO Thesaurus, and improvements were made to the central library system; new versions of MINISIS and the ILIS processor were installed for mainframe users; an electronic mail system was installed for informal messaging.

120.44 Office automation and text processing. Maintenance and problem-solving activities increased considerably due to the quantity of new equipment installed. A Help Desk was set up to receive all problem messages and improve support to users. Improvements were also made to the Conference computer applications. All activities are interactive and real-time access is provided from the computer located in the Palais des Nations to the main computer in the ILO building. This significantly reduced the working hours for the Conference secretariat.

During 1990-91 880 PCs and 426 printers were installed together with the standard software for word processing, database management, spreadsheets and project planning. Some of the PCs are connected to Local Area Networks.

120.46 Information processing operations. These continued to provide operational and technical support for all the large mainframe
applications (payroll, accounts, personnel systems, Sickness Insurance Fund). The average number of computer jobs processed increased by some 25 per cent in relation to the previous biennium, to 70,000 per month. The IBM 4381 computer configuration reached saturation in 1991. Following a market survey it was decided to upgrade the configuration to a more recent IBM model, which is expected to meet the ILO's needs until the middle of the decade. The installation took place at the end of 1991.

120.47 **Administrative applications.** Various administrative applications were maintained and extended during the period, including: the personnel candidates roster, the daily payroll system for conferences and meetings, the sub-systems producing personnel statistics and providing information to CCAQ and to the ACCIS Register of UN Development Activities. New employment arrangements were implemented in the personnel and payroll systems. Changes were made in the Staff Health Insurance Fund (SHIF) and considerable support was given to the SHIF Actuarial Review. A computer equipment inventory, compatible and integrated with the Office's main inventory, was developed and is awaiting implementation. A new job-tracking system for printing documents was developed; the design is complete, and implementation is scheduled for early 1992. A Computer Services Help Desk will be implemented in early 1992. Extensive improvements were made to the Office's stock control and ordering system and improvements and corrections were made to the Sales of Publications application. Major improvements were made in the interpreters' management system.

120.48 **Financial systems.** A major revision was made to the financial systems to handle member States' assessments in Swiss francs and to record expenditure in such a way as to remain within the established budget independently of exchange rate variations during the biennium. Complex currency balancing reports were designed to improve the Office's multi-currency forecasting and cash management needs. Another extensive revision was designed and programmed to permit more flexible creation of new sources of funds. This work, which covers the financial and budgetary accounts, will be implemented in the first half of 1992. A retroactive General Service salary scale was implemented and the retroactive calculation of overtime was added to this process. The validation procedure concerning final budgetary payments against obligations was considerably improved. The work will be implemented in January 1992 to limit the impact on end-of-biennium accounts closing.

120.49 **PERSIS.** The new integrated personnel information system (PERSIS) made good progress in 1991. Four senior staff members spent most of 1991 working on the first five steps of the project culminating in the publication of agreed user requirements.

120.50 **Technical and system programming support.** Up-to-date versions of the operating systems and related software were installed and the mainframe printers were upgraded to facilitate optimum performance. A new software package - STATUS - was installed to supply the facilities required by the ILOLEX database (full text retrieval system).

120.51 **Programme management.** The ILO participated in meetings of the management committee of the International Computing Centre (ICC) and the technical panels of the Advisory Committee for Coordination of Information Systems (ACCIS). Recommendations were made for improving the functioning of the ICC.
The organisational structure of the Computer Services programme was reformed towards the end of 1991 so as to achieve more flexibility in the use of resources within the programme and to provide better support and service to user departments.
MAJOR PROGRAMME 150 - PROGRAMMING AND COORDINATION
OF TECHNICAL CO-OPERATION

Programme 150.2 - Promotion of technical cooperation

150.11 Policy and programme development. Substantive contributions were made towards defining the ILO's strategy and priorities. The Office took an active part in the work of the inter-agency task force established with a view to reaching an agreed position as regards new UNDP support costs successor arrangements. Work was directed to coordinating the ILO's inputs to debates on operational activities carried out in the framework of ECOSOC and the Second Committee of the General Assembly. An internal review of the ILO's contribution to technical cooperation among developing countries (TCDC) was undertaken and a paper was presented to the regular UNDP review meetings on this subject. A series of position papers was drafted for the preparatory meetings leading to the Second United Nations Conference on Least Developed Countries, held in Paris, in September 1990. The ILO's cooperation with the UN Volunteers (UNVs) was further reinforced and two high-level review meetings were held.

The ILO actively participated in the preparation of UNDP's Fifth Country Programming Cycle (1992-1996) and, in this context, several multidisciplinary missions were fielded to Asia and Africa. Training activities covered mostly the introduction of new implementation modalities for the UNDP-funded component of the programme; this included enhancing complementarity and linkages between international labour standards and operational activities. The CTA manual prepared during the previous biennium was circulated in headquarters and the field. Background papers were prepared for the regular meetings of the Committee on Operational Programmes of the Governing Body (OPC), including follow-up activities of the 1987 Conference resolution on the role of ILO in technical cooperation, and further progress in the implementation of the ILO Programme of Action for Africa.

Women in development (WID). A gender awareness training exercise was undertaken for selected ILO projects in the SADCC region. Five publications were issued including a booklet, a folder, audiovisual aids and reports. Advisory services on WID issues were provided in connection with UNDP's 5th Programming Cycle.

150.15 Development and coordination of multi-bilateral activities.

150.16 Overall, the programme registered an appreciable increase in approvals (20 per cent over the previous biennium) and expenditure (about 30 per cent). The ILO continued to explore new concepts and methodologies and was able to reach out to such target groups as children and indigenous peoples. The programme approach introduced in the previous biennium has been further strengthened and enlarged, thus securing greater flexibility for the ILO, but also entailing closer monitoring and control arrangements. A number of donor countries have undertaken a comprehensive review of multilateral assistance and the ILO was involved in two significant reviews: The Nordic UN Project and the DANIDA-commissioned Effectiveness of Multi-lateral Assistance. Programmes were also promoted in respect of fields which do not attract adequate funding under the UNDP IPF system, notably support to workers' and employers' organisations. Finally, there was growing recognition of the relevance of fundamental human rights standards and the ground was prepared for programmes and projects in this field.
150.17 Development and coordination of investment-related activities. The goal pursued was assisting developing countries to obtain capital assistance from international development financial institutions, notably the World Bank and regional development banks. Coordination and consultation with financial institutions was intense as regards programmes in the fields of vocational training, management development, small-scale enterprises, public sector reform, promotion of infrastructure, cooperatives, women's participation and structural adjustment. Almost half of the approvals obtained during the biennium were for projects for Africa, a third for the Middle East (with support from Arab financial institutions), and the remainder in Asia and Latin America. In a number of cases, cost-sharing and co-financing arrangements have been developed. Awareness and skill upgrading activities have been carried out to enhance the capacity of government officials and ILO staff to make the best use of resources available. There was also a trend towards extending investment-related activities to countries in Eastern Europe.

150.19 Liaison with other organisations. The existing close working relationship with the WFP, WFC and IFAD was further strengthened. The ILO was represented on the biannual Committee on Food Aid Policy and Programmes and the Sub-Committee on Project Meetings; it also participated in ministerial sessions of the World Food Council. Relations were strengthened with the United Nations High Commissioner for Refugees (UNHCR), the Office of the Coordinator for UN Humanitarian and Economic Assistance Programmes Relating to Afghanistan (UNOCA) and the Office of the UN Disaster Relief Coordinator (UNDRO). The ILO participated in UNHCR missions to several southern African countries. The ILO shared with WFP its views on over 120 project proposals and participated in 47 missions concerned with the preparation, appraisal, review and evaluation of projects. The major technical fields concerned were labour-intensive infrastructure, rural employment, social aspects of forestry development, cooperatives and self-help organisations, and skills development. ILO participation has resulted in the reformulation of a number of proposed WFP activities.

150.22 Programme management and support. Statistical information on trends in the ILO's technical cooperation programme, broken down by region, substantive programme and type of assistance, were prepared for various Office documents, ILO constituents and other users. Training activities were also undertaken in the different regions on the preparation of country profiles, data management and report flows.

Programme 150.3 - Technical cooperation equipment

150.26 Equipment procurement. The value of orders placed for equipment, under all sources of funds, was somewhat lower than during the previous biennium, and stood at US$74.8 million.

150.27 Subcontracting of services and physical facilities. The value of subcontracts awarded during the biennium reached US$10.4 million, again a slight decrease compared with the previous biennium, which had registered an exceptionally high increase in equipment procurement and subcontracting activities.
150.28 **Documentation and dissemination of information.** With a view to further simplifying and facilitating operations, the Office developed new software and purchased new hardware. This has led to more frequent interaction with suppliers from developing countries and underutilised supply sources. One equipment planning guide, *Welding*, was revised and another, *Control Engineering*, is under preparation. The Office also undertook a revision of the ILO's purchase order and subcontract conditions, designed to incorporate references to relevant international labour standards and environmental dimensions.

150.30 **Development of procurement competence.** Out of the 12 training modules on equipment procurement management, six underwent revision. These modules form the basis of modular training courses held in Turin. As in the previous biennium, a seminar on international procurement policies, procedures and practices was organised in Minsk.

Programme 150.4 - Technical cooperation personnel services

150.34 **Recruitment of experts.** The average number of international experts on post was 676 per month in 1990 and 648 in 1991. This represents a decrease of 4.1 per cent relative to 1988-89. This reduction, which occurred mainly in 1991, was a consequence of political and armed conflicts in some countries (notably those of the Gulf, Africa and the Caribbean) which often led to the evacuation of experts in service or the temporary suspension of new recruitment and posting activities. A relatively high proportion of experts (75 per cent) continued to be engaged on short-term assignments during the biennium. The proportion of female experts rose from 7 per cent in 1988 to 8.9 per cent in 1989, 10.8 per cent in 1990 and 12.1 per cent in 1991. Recruitment missions were undertaken in Czechoslovakia, Germany, Finland and Spain, and fruitful working relations were maintained with all the concerned national recruitment services. The Office also actively participated in a scheme organised by UNDTCD aimed at training senior officials from 16 Spanish-speaking countries in establishing and operating national recruitment services in their respective countries.

150.35 **Recruitment planning and monitoring.** The PASCAN and PASREC databases assisted in processing job descriptions, recording, monitoring and follow-up of recruitment actions, updating of candidature fact sheets, registration of new candidates in the roster and deletion of obsolete ones, and conducting searches for preselection of suitable candidates for appointment. Close collaboration was maintained with external recruitment sources and services and efforts were made to locate new ones. Statistical information essential for planning, monitoring and control purposes was duly maintained and monthly lists of vacant expert posts and of staff serving on ILO technical cooperation projects were regularly compiled, published and disseminated. Finally, with respect to PASCAN and PASREC, discussions were held on possible ways of linking their activities with those of other existing database systems within the context of the proposed PERSIS scheme.
Programme 16.2 - Personnel development

160.11 Staffing and personnel advisory services. Progress towards the objectives set in relation to age, gender and geographical distribution has been uneven. The recruitment of women Professional staff has increased (22.6 per cent of Professional recruitment in 1986-87, 30.2 per cent in 1988-89, 31.6 per cent in 1990-91), and the proportion of women Professional staff members has risen from 20.34 per cent in 1989 to 23.47 per cent at the close of the 1990-91 biennium. On the other hand, progress has continued to be slow with regard to age and geographical distribution. In 1990-91, 98 Professional and higher officials were appointed (excluding short-term (ST) appointments) compared with 97 in 1988-89. Twelve (13 in 1988-89) were appointed to linguistic positions and 86 (84 in 1988-89) to non-linguistic positions subject to geographical distribution. Of the latter, 28 (34 in 1988-89) were recruited from under-represented member States, 34 (22 in 1988-89) from adequately represented member States and 24 (28 in 1988-89) from over-represented member States. Of the total, 23.5 per cent (27 per cent in 1988-89) were under 35 and 67 per cent (68 per cent in 1988-89) under 45.

A Young Professionals Recruitment Programme was launched with the aim of identifying well-qualified graduates with limited or no professional experience (target: candidates aged 30 and under) as well as those with some experience (under 35 years of age). In both cases, prospection focuses on women candidates and on under-represented member States. The more general programme (under 35) has been in place since early 1991, but the special under 30s recruitment began only towards the end of the year.

Also during 1991 the Administrative Committee reviewed the measures proposed by the ad hoc Task Force on the Status of Women in the Professional and higher categories, which was set up by the Deputy Director-General for the General Administration Section. These measures, which include the establishment of specific targets for the recruitment of women, are expected to begin to bear fruit during the 1992-93 biennium.

Another policy area that evolved significantly in 1990-91 was that relating to mobility and rotation. This led to: (a) a review of many aspects of policy relating to transfers to and from the field, with the aim of promoting staff mobility; and (b) an increase, in 1991, in the number of positions that the Office attempted to fill by transferring officials from headquarters to the field or vice versa. Such transfers involve a very considerable input of staff time, especially as all the existing practices on rotation have been under review.

During the biennium, excluding contracts for Conference and meetings personnel, 1,165 offers of employment were issued (compared with 745 in 1988-89): 404 (266) Professional and 761 (475) General Service. A total of 128 (117) fixed-term (FT) and 1,037 (628) short-term contracts were prepared, including 731 (358) special short-term (SST) contracts. Of major concern from the point of view of workload is the growth in the number of offers during the last two biennia: 259 offers of appointment in 1988, 486 in 1989, 539 in 1990 and 626 in 1991. This increase is due almost entirely to the introduction of the
SST form of contract. A total of 214 (191) FT appointments were made (including transfers from ST to FT conditions). Ten (103) officials received without-limit-of-time (WLT) appointments, and the preparations were completed in 1990-91 for a further 96 WLT contracts to take effect in January or February 1992. In addition, 264 (267) WLT and FT officials were promoted, 170 (194) were transferred and 180 (231) were separated. One (6) official was seconded to another agency and two (one) returned from secondment. An estimated 266 (150) non-remunerated interns were placed in headquarters' departments for periods of one month to one year.

Each year thousands of candidatures - solicited and unsolicited - are received. Statistics are not maintained on the number of candidatures handled, but the number of replies sent through the computerised roster system amounted to 5,265 in 1990-91 (3,047 in 1991 and 2,218 in 1990), compared to 2,067 in 1989 (no figures are available for 1988).

160.18 Selection Board. This programme is also responsible for providing and managing the secretariat of the Selection Board, for which resources are provided under major programme 290. During 1990-91 the secretariat serviced 23 meetings of the titular members of the Board (21 in 1988-89), as well as 146 (125) competitions. It should be noted that three competitions in 1990-91 were "generic", and served to fill 30 secretarial vacancies; this procedure was introduced primarily to reduce the workload and delays in the Selection Board process. The number of women candidates in competitions increased from 603 in 1988-89 to 1,084 in 1990-91. In addition to the competitions, there were 52 (84) transfers, 94 (115) promotions, 72 (105) external recruitments and 26 (51) special allowances granted under Article 3.7 of the Staff Regulations.

160.16 Staff training and career development. In 1990-91, there were 3,959 participants (including 659 participants from outside the ILO) in staff training activities (4,158 in 1988-89). Of these, 1,404 (1,268) involved language training, 963 (680) office automation courses, 1,136 (1,626) other forms of group training and 161 (209) individual training; 273 staff members (162) participated in three-day pre-retirement seminars. Some 295 (150) field office staff received training during the biennium. The practice of requiring participants or their units to contribute to the cost of language training and individual upgrading was maintained.

The Joint Staff Training Committee resumed its activities in 1990-91. An Office-wide training needs survey was undertaken and orientation courses for new officials were reintroduced (a briefing kit was also produced). Other innovations were the publication of a Staff Training News bulletin and the introduction of a computerised database (Training Administration Management System). The conditions of work and contractual arrangements for language teachers have been revised during the same period.

Administration of the performance appraisal system, including servicing of the Reports Board, and administration of the merit and long-service increments scheme continued to be carried out. In 1990-91, 3,432 performance appraisals for headquarters and field staff (3,500 in 1988-89) and 1,870 (1,800) annual reports for technical cooperation personnel were processed; 9 (14) meetings of the Reports Board were held; 484 (463) merit increments and 25 (33) long-service increments were processed.
160.19 Policy development. Training of personnel officers in handling recourse and disciplinary procedures was organised. A total of 255 new or revised policy positions on precedent-setting cases were formulated (38 in 1988-89). Policy was interpreted in 117 cases of difficult or special circumstances (182 cases in 1988-89). ILO representation at the International Civil Service Commission (ICSC) and the Consultative Committee on Administrative Questions (CCAQ) represented 17 weeks of meetings. Three chapters of the External Offices Manual were revised and one new chapter written. Thirteen documents for the Governing Body were prepared as well as 30 ILO circulars and 26 amendments to the Staff Regulations. A new edition of the Staff Regulations was issued in 1991. Information was provided and the views of the ILO presented before inter-agency bodies on 142 questions and 168 documents. Advice on personnel matters was given to other common system organisations on 34 occasions.

Emphasis was placed on implementing the results of the Comprehensive Review of Conditions of Service of Professional and Higher Category Staff as of 1 July 1990 and on the development of initiatives to improve the rotation of staff between headquarters and field offices and to rejuvenate the staff. Other main achievements included: a review of the status of women in the Professional category; development of policy or procedures on the abolition of confidential personal files; the granting of without-limit-of-time contracts; streamlining of disciplinary action and grievance and appeals procedures; the effective dates of transfer and promotions; smoking at the workplace; and employment issues relating to HIV-infected persons.

160.22 Staff relations. The Administrative Committee met 12 times and 12 reports were issued. Twenty-five cases of grievances and appeals were considered. Ten ILO Personnel Newsletters were issued. Many informal meetings were held with Staff Union representatives. Regular negotiations were conducted with the ILO Staff Union throughout the period.

160.23 Grading and salary administration. Reviews were carried out of 52 occupied Professional-level jobs, 79 General Service jobs and three PASO/Senior PASO jobs (audit, analysis and evaluation). Eight branch office positions were evaluated and classification advice on specific positions in the field was given to office directors, EXPERTS and the Turin Centre. Fifteen grading appeals were handled; 218 vacant positions were evaluated; and 1,227 staff requisitions were processed for grading approval. Two existing appeals committees were serviced and another appeals committee was established for the PASO/Senior PASO designations.

Inter-agency consultations on policy matters included: the development of new Tier II standards for librarians and purchasing agents; inputs into JIU reports on grade overlap and post classifications; and provision of statistics to inter-agency bodies. The ILO played a leading role in developing the Common General Service Job Classification Standard for Geneva which was finalised during this reporting period in two languages and presented to the ICSC for promulgation.
As regards the administration of the salary mechanism some 500 General Service and Professional salary scales were issued, numerous replies to individual claims for allowances were sent; one cost-of-living and two housing surveys were conducted in conjunction with the post adjustment system. A General Service salary survey was carried out in Geneva in 1990-91, in cooperation with the ICSC and the United Nations common system organisations in Geneva; the ILO represented the Geneva-based organisations before the ICSC in these consultations.

Other achievements included the completion of the classification database for all Professional jobs, General Service jobs at headquarters, and PASO/Senior PASO jobs in the field, including all historical data entry and daily updating.

### Entitlement administration

160.25 A total of 1,600 rental subsidy cases, 1,704 requests for education grant which involved 2,802 children, 897 cases of education grant advances, 611 scholastic travel requests, and 2,412 cases of determination of dependency status were processed during the period. Recent ICSC and General Assembly decisions made education grant entitlements much more complex to administer. This has resulted in a growing lag time between the date of submission of claims and their settlement. A revised computer programme to speed up processing of rental subsidies is under preparation.

### Records and files

160.26 In February 1990 responsibility for this activity was transferred to the Personnel Information Management Unit. During the biennium over 46,000 coded computer inputs were prepared and the resulting outputs were checked. For many of these codings, manually maintained personnel history cards were also updated. The volume of records-processing has increased due to the computerisation of information on special short-term staff and the complexity of the mobility/hardship entitlement. The production of identification cards (approximately 4,000) and various official personnel lists (32) did not change significantly from those of the last biennium. The number of personnel files maintained remained roughly constant at about 30,000 personnel and 16,000 candidate files. Of the 80,000 paper documents filed during the biennium, over half were notices of personnel action. There were over 100,000 movements of personnel and candidate files. The dispatch function handled over 50,000 documents.

### Programme 160.4 - Staff benefits

160.28 The maintenance and updating of membership records for some 3,050 participants was ensured (2,800 in 1988-89); approximately 600 separation benefits (500 in the previous biennium) including 385 withdrawal settlements (229 in 1988-89) were certified for payment. About 2,000 officials and experts per year, as in the previous biennium, were briefed and debriefed on pensions and related issues, and some 450 written pension estimates were provided to retiring officials. Changes in the Regulations and Administrative Rules of the Pension Fund were processed internally. Administration and actuarial services continued to be provided for the 50 pensioners in the ILO Staff Pensions Fund (60 pensioners in 1988-89) and the 32 beneficiaries (19 in 1988-89) of the Special Payments Fund (SPF).
In April 1991, the Board of the SPF asked for studies on expanding the terms of reference in 1992, which had already been modified in 1985. According to the estimates produced by the Pensions Section (PENS) the new terms of reference will increase the caseload by more than 100 per cent. During 1990-91 more than 2,000 questionnaires were mailed to retirees and about 100 responses were processed (verification, calculation, correspondence).

Recent changes in the pension system for Professional staff and increasing staff concern have resulted in frequent informal requests for information. The PERSIS project will help PENS by maintaining an accurate, up-to-date database. In addition, work began on the design and organisation of a retirement scheme for the ILO language teachers.

A total of 24 internal and inter-organisational meetings were attended on pension matters (20 in the previous biennium), including the ILO Staff Pension Committee, Standing Committee and the United Nations Joint Staff Pension Board (UNJSPB). The Office also participated in a comprehensive review of pensionable remuneration and the pension system, as requested by the UN General Assembly. In addition, as a result of the creation of the Voluntary Thrift Benefit Fund, five meetings of the Provisional Management Committee of the Fund were held in 1991.

**Health insurance.** The number of protected persons increased from 13,576 (November 1989) to 14,151 (November 1991). The benefits paid by the Staff Health Insurance Fund (SHIF) during 1990-91 amounted to about US$29.7 million, 35 per cent higher than the amount paid in the previous biennium. The number of "claim lines" (medical acts recorded in claims) processed was 194,514 (180,350 in the previous biennium). The monetary value of each line has gone up from US$122.13 to US$152.63.

A total of 25 (33 in 1988-89) meetings were serviced by SHIF, including 13 (13 in 1988-89) meetings of the Management Committee and 12 of the Standing Subcommittee. A new edition of the Regulations and Administrative Rules was published in May 1991 in English, French and Spanish. The volume of amendments to the regulations and administrative rules was about the same as in the previous biennium. A total of 123 special cases were treated as exceptions to the rules (more than 20 per cent increase with respect to the previous biennium). A digest of special case decisions was prepared in 1991 to serve the Management Committee as "jurisprudence".

In 1991 a new actuarial review of the Fund was carried out, in accordance with the Regulations of the Fund, which included, for the first time, an assessment of morbidity. The SHIF has undertaken concerted efforts since December 1989 to establish a cost-containment programme for the Fund; a pilot project based on a utilisation review was launched in 1991 and the Management Committee is at present engaged in the follow-up of the project. Finally, SHIF has obtained special rates with three health care providers in Geneva, resulting in significant cost savings.

**Compensation and other insurances.** The Compensation Plan covers regular staff, short-term staff and national experts. It involves service-incurred (Annex II of the Staff Regulations) and certain non-service-incurred benefits. The number of cases remained stable at about 120 new cases per biennium; each case may involve several claims and remains open for several years.
The Compensation Committee meets twice a year. Twenty-nine compensation pensions are paid on a quarterly basis. Appeals on legal and medical grounds continued to increase; in December 1991 there were ten appeals open. A new national expert medical insurance coverage has resulted in increased work for the compensation secretariat.

The Office continued to administer the Voluntary Group Life and Invalidity Insurance, which has a membership of some 1,000 persons.
165.3 PERSIS. The PERSIS project continued to be funded at a level sufficient for systems needs analysis and planning only, with implementation funding awaiting a decision on the approach to be used to obtain the necessary computer systems. The major accomplishments of this biennium were: the organisation and methods study of payroll and personnel procedures carried out in preparation for the widespread automation which PERSIS implies (several recommendations have already been implemented and others are being discussed); the establishment of the PERSIS User Group, consisting of key users from administrative and technical departments, and its active participation during the requirements phase of the project; and the production of the final draft of the PERSIS User Requirements Document.

The narrowing of alternative solutions for PERSIS progressed to the extent that all remaining options have been identified and a plan is in place to evaluate these and recommend the most appropriate by mid-1992. During the biennium, the PERSIS project had significant positive effects: the majority of the staff were linked to a personal computer network which has become a viable tool within the department; existing "prototype" microcomputer systems have been enhanced (e.g., the education grant system) and additional ones have been developed, including a system to manage all staff training information and one to produce the personnel statistics for the Governing Body and to satisfy statistical requests from member States. The availability, restricted to the network of the personnel department, of a database of active and recently terminated staff has also made possible the production of a wide variety of internal statistical analyses for policy planning and staffing.
Programme 170.2 - Budget and finance

170.10 **Budgetary and financial control.** The new system of Swiss franc assessments combined with the forward purchasing of US dollar requirements became operational in this biennium. This necessitated some modifications to the systems and procedures developed in the previous biennium as experience was gained. Substantial changes were made in the format and the production processes for the programme and budget proposals. Technical cooperation expenditure financed from extra-budgetary sources increased by almost 24 per cent in 1990-91 compared with 1988-89. Extensive work was also undertaken on the successor arrangements for UNDP support costs.

170.11 **Claims and payments.** The Office was concerned with new allowances introduced for field staff. Control of travel advances for staff in the Asian region was decentralised to the Bangkok Regional Office.

Programme 170.3 - Treasury and investment

170.13 The main thrust of this programme during the biennium was towards:

170.15 - the development and implementation of treasury management systems and procedures, including those relating to the assessment of member States' contributions in Swiss francs linked with the forward purchase of US dollars; the further decentralisation of accounting functions to the field; enhanced control and monitoring of member States' contributions; control of ILO bank accounts and office funds, and the monitoring of internally managed investment accounts; processing of an increasing number of disbursements at headquarters and the provision of cash services which was partly due to the closing of the in-house banking facility during the biennium; servicing of the financial committees of the Organisation and participation in inter-agency activities relating to financial matters within the United Nations system.

Programme 170.4 - Internal administration

170.19 **Building.** Activities included the supervision of the construction of the new ILO Regional Office in Abidjan, the restructuring of the restaurant in the headquarters building, and the design of new cabling system.

170.21 **Internal and security services.** New rotating video cameras were installed to provide improved surveillance of the building's entrances, thus permitting more effective use of the time of the security staff.

170.22 **Travel services.** In cooperation with DANZAS, the Office continued to negotiate preferential agreements with airlines to obtain the best possible financial arrangements.
170.23 **Office purchasing and supply.** Work on the control and management of stationery and photocopying continued, enabling each programme to monitor its own consumption. An inventory system for materials, furniture and equipment was introduced during the biennium.

170.24 **Records management and communications.** Further improvements were introduced during the biennium, including the introduction of new communications technologies. Procedures were also established for further improvement of the automated Record Management System.
MAJOR PROGRAMME 180 - EDITORIAL AND DOCUMENT SERVICES DEPARTMENT

The department carried out the major part of its budgeted programme successfully, and all reports for conferences and meetings were published as planned. During the biennium, 330 conference and meeting reports (compared with 311 in 1988-89), 110 new books (83) and 88 reprints (70) were published by the ILO and placed on sale.

Programme 180.2 - Publications

180.9 **International Labour Review.** The English and French editions of the Review continued to appear every two months, the Spanish quarterly. The staff economies introduced in 1989 reduced the number of book reviews published but the number of articles was maintained at the previous level. Major themes included effective training strategies, trends in working time, labour market analysis, and the social implications of structural adjustment, deregulation and new working patterns. A special issue was published on Labour market transitions in Eastern Europe and the USSR. Articles from the Review continued to be widely cited in other journals and books, and numerous authorisations were granted for their reproduction or translation.

180.10 **Book publishing services.** Book publishing was carried out on the basis of the Indicative Publications Plan, drawn up to ensure a balanced selection of books reflecting the major priorities of the ILO. A total of 110 titles were published (compared with 83 in 1988-89 when the programme was significantly reduced for one year by decision of the Governing Body at its November 1988 Session), including codes of practice, workers' education manuals, comparative studies and departmental monographs. A further ten manuscripts were prepared for external publication by commercial or non-profit-making publishers. A major task was the publication of the *International Standard Classification of Occupations* (revised edition) in three languages. Most publications were issued in one language only; however, three codes of practice were published in English, French and Spanish, and nine other translations were published. The balance between languages remained relatively stable, with 56 per cent of printed pages in English, 21 per cent in French and 23 per cent in Spanish (compared with 53 per cent, 24 per cent and 23 per cent respectively in the previous biennium). Editorial staff worked closely with technical units to enhance the quality of publications; presentation continued to improve, in particular through the introduction of desktop publishing. A list of major non-periodical publications is attached for reference (Appendix II).

180.13 **Marketing and licensing services.** Income from sales of publications, royalties and related fees was $4,075,000, an increase of 6.3 per cent over the previous biennium. The uncompleted computerisation programme led to some unreliability in the accounts receivable system, causing administrative problems in operations at headquarters. The sales administration activities were computerised in five external offices.

The Office nevertheless strove to maintain its worldwide marketing efforts at headquarters and through ILO external offices; direct mail promotion, space advertising and book exhibitions played an important role. General catalogues in English and French were published as well.
as five issues of ILO Publications. Some 24 prospectuses and 18 flyers (information sheets) were printed in four languages. The ILO participated in book fairs and conventions in some 25 countries but the number of advertisements fell to about 360 (480 in the previous biennium). Licensing continued to be a high-priority activity; there was a 40 per cent increase in the number of agreements signed (428 for the biennium; 305 in 1988-89) for the right to publish, translate, reprint, adapt and reproduce ILO copyright material. The first agreement for the production/distribution of an ILO database (ILOLEX) on CD-ROM was concluded and a licence was issued for use of the ILO Social Security Pensions Projection Programme Software. A Reader's Conference was organised in one member State to promote the local translation of ILO titles. In Asia there was a significant increase in licensing translations into Japanese, Thai and Chinese as well as low-cost reprints in the Indian subcontinent; Latin America saw a significant growth in reprints of ILO publications in Spanish. Special attention was focused on translations in Eastern Europe with 62 titles being translated into eight local languages. Periodical exchanges, the depository library system and the regular free distribution of ILO publications continued, as did the operation of the SESAME database, which contains about 80,000 addresses and provides an office-wide service.

180.16 Distribution. The agreement between the Office and the Swiss postal authorities on a flat-rate charge for the dispatch of all postal items remained in force. Some adjustments in methods of dispatch (the grouping of items for bulk shipment) were made as a result of a change in the procedures of the Swiss postal authorities in February 1991. A total of 1,760,000 postal items (publications, reports and documents) were dispatched, compared with 1,962,000 in 1988-89. Archiving, warehousing and stock control were carried out in the normal way and 184 requests for reprints were initiated. Some 2,200 linear metres of storage space were cleared in line with a now well-established stock reduction plan, through the pulping of obsolete documents and reports.

Programme 180.3 - Printing and typing

180.23 Typing and text processing. The servicing of meetings continued to be the main task. The work includes the transcription of debates at conferences, the Governing Body and Industrial Committee-type meetings, as well as the provision of text-processing services for a large variety of documents and publications for different units. The demand for text-processing and transfers/conversions from/to systems other than Wang has increased continuously. An in-service training programme for text-processing has improved the proficiency of the English, French and Spanish operators. The work of the Arabic, German and Russian units was also facilitated by the installation of text-processing equipment and the subsequent training of operators. Three Optical Character Readers (OCRs) were installed for scanning documents in order to avoid retyping printed texts and thus to increase productivity. The section also participated in the preparatory work for ILOLEX by coding the texts of the English, French and Spanish versions of International Labour Conventions and Recommendations. The new ergonomic office furniture which was installed contributed to better working conditions for the staff. Output of the section was some 432,600 standard pages, an increase of approximately 1.4 per cent over the previous biennium. Taking into
account the reduction of three work-years in resources, the real increase in productivity amounts to 3.5 per cent.

180.25 **Internal printing.** Part of the equipment was replaced by more reliable and efficient printing and collating machines. This permitted the subprogramme not only to provide constantly satisfactory services on schedule but also to improve the quality of the output. The efficiency of the section was also increased by such improvements as new electrical wiring for printing and collating equipment, resurfacing some of the floor area, improved paper storage and handling. The number of printed pages rose by 2.5 per cent over the previous biennium with the same staff resources.

180.26 **External printing.** This subprogramme was responsible for the production of ILO documents by external printers. The work involves copy preparation and proofreading and the control and supervision of the printers. Among the publications regularly produced are periodicals (*International Labour Review*, *Bulletin of Labour Statistics*, *Year Book of Labour Statistics*, *Social and Labour Bulletin*, etc.), codes of practice, workers' education manuals, various departmental series; studies, departmental monographs, Conventions and Recommendations, reports and the *Provisional Record* for the Conference and reports for regional conferences. A major innovation during the biennium was the installation of a high-performance laser printer, working in liaison with the International Computing Centre (ICC), which allowed greater possibilities for page make-up of word-processed texts on screen. Among the major items produced by this system were the three language editions of the *Programme and Budget* for the 1992–93 biennium, and *International Labour Conventions and Recommendations, 1919–91* in English (two volumes) and in German (Volume 2). In addition, the final stages of the preliminary work (conception, programming and tests) necessary for the production of Report III(4B) were carried out.

**Electronic publishing and graphic arts.** The Office continued to produce documents using desktop publishing equipment, in addition to typing and coding texts for external photocomposition and supplying graphic art work to other ILO departments. Despite the increasing technical complexity and length of Industrial Committee reports, these were produced on desktop publishing equipment within the time-limits. The *Social and Labour Bulletin* (English and French), various books, brochures and newsletters also continued to be produced using this system. An innovation was the coding of some of the technical reports for the International Labour Conference. Some 10,000 pages were produced during the biennium using the desktop publishing system.

180.27 **Programme management and support.** New working methods were implemented resulting in savings of $140,500 (see paragraph 10.7 of the *Programme and Budget* for 1990–91). It was possible to publish the Russian version of *International Labour Conventions and Recommendations* with additional savings achieved through changes in working methods. In collaboration with the Computer Services Branch, work was started on the introduction of a computerised job-tracking system in the Branch.
PROGRAMME PLANNING AND COORDINATION

200.3 Programme planning and coordination. The proposals for the Programme and Budget for 1992-93 were prepared and submitted to the February-March 1991 Session of the Governing Body. They were later approved, as amended by the Governing Body, by the Conference at its June 1991 Session. Late in 1991 a "Preliminary consultation" document was prepared on the Programme and Budget proposals for the biennium 1994-95.

The Director-General's Reports on ILO activities during 1989 and 1990 were submitted to the Conference in 1990 and 1991 respectively. The Programme Implementation Report for the biennium 1988-89 was submitted to the Governing Body in May 1990, and subsequently to the Conference. Papers were prepared for the Governing Body concerning the Conference agendas for 1992 and 1993.

EVALUATION

200.5 Project design and evaluation system. A preliminary outline for the preparation of ILO evaluation guidelines and procedures was completed. The draft manual will be field tested and finalised in 1992. The Project Information Listing System database was used to assist the monitoring of design and evaluation. Approximately 550 Summary Project Outlines (SPROUT) and project documents were reviewed. Training materials were updated and the SPROUT format was revised to take account of the links between technical cooperation and international labour standards, women in development and environmental impact. A contribution was made to the preparation of guidelines on the design and evaluation of child labour projects, and to the design of a gender training programme for ILO staff. The Office also participated in inter-agency and multi-bilateral consultations on design and evaluation matters. Seventeen training seminars (five in Geneva, nine in the field and three at the Turin Centre) were held. In total, 433 participants were trained during PROG/EVAL seminars. In addition, some 170 individual briefings were given.

200.6 Operation of evaluation information system. The number of bibliographical references in the database has risen to 1,300. They include external and internal evaluation reports of ILO technical cooperation projects, ILO programme evaluation reports and thematic studies, other UN agency and non-UN agency evaluation reports and guidelines and documents on methodological approaches. There are now 106 in-depth abstracts of ILO evaluation reports in the system. Fourteen external ILO offices and a number of other organisations regularly receive the database on diskette or tape. Early in 1991 the Office introduced the ILO's Evaluation Highlights, which briefly summarises the evolution of projects, the main findings of evaluation missions and the lessons learned.

200.7 Participation in project evaluation. Six multi-bilateral projects were evaluated: Entrepreneurship and migrant earnings in the Philippines; Strengthening cooperative management training and education in Nepal; Pilot project on child workers engaged in scavenging in Metro Manila "Smokey Mountain"; Management, consultancy and training for cooperatives, KUDs (village unit cooperatives) and
women's groups in Indonesia; Establishment of a port training institute in Maputo, Mozambique; Improvement and development of port training in Dar es Salaam, United Republic of Tanzania.

200.8 **Thematic or cluster (programme) evaluation.** The Office participated in a thematic evaluation of the Special Public Works Programmes in the Sudan. Two papers were presented to the Governing Body: an *ex post* assessment of selected ILO projects aiming at institutional development; and an assessment of selected ILO projects concerning migrants, refugees and displaced persons.

200.9 **Evaluation of regular budget activities.** Preparatory work on the evaluation of ILO regular budget activities focused on the collection and review of documentation available in other UN agencies. Based on this assessment, a set of guidelines will be elaborated for use in conducting pilot studies of selected regular budget programmes in 1992-93.

200.10 **Joint Inspection Unit.** Several papers on Joint Inspection Unit reports and ACC comments were prepared for the Governing Body.

**MANAGEMENT ADVISORY SERVICES**

200.11 Two studies started in the previous biennium were completed: a study of the ILO's regional centres and a study of the marketing and sales of ILO publications. The unit continued to assist the personnel computerisation project (PERSIS) particularly in connection with the organisation and methods study undertaken during the biennium. It acted as a focal point for the collection and consolidation of information for the ILO's contribution to the UNDP survey on cost rates for programme support successor arrangements. The unit is involved in the project for the decentralisation of certain functions to the African regional department. Three studies were started in 1991 and will continue into the next biennium: a review of the respective roles and relations of headquarters and field offices with special reference to Africa; a review of the role of the ILO offices in industrialised countries; and a study of the working methods of Professional staff in the International Labour Standards and Human Rights Department. As usual, the unit was called upon to analyse, and give advice on, a variety of matters such as: the use of short-term staff at meetings; the cost-effectiveness of the ILO's use of the Turin Centre; the management and cost control of freelance interpretation for ILO meetings; the new approach to the *World Labour Report*; the functions of the Legislative Information Branch; and the creation of the department ENTREPRISE. The control and design of ILO forms, and the maintenance of the system of Office circulars and the organisation chart of the Office were ongoing activities.

**INTERNAL AUDIT**

200.16 **Internal audits at headquarters.** Twelve internal audit reviews of headquarters' activities and two comprehensive audits of the Staff Health Insurance Fund were completed. A comprehensive review of computer environment controls was carried out with a view to ensuring adequate controls and security of the Office's computer systems and installation.
200.17 Internal audits in the field and Turin. Eighteen audits of ILO field offices, four audits of regional centres and eight audits of technical cooperation projects were completed. Ten special financial investigations were carried out to identify any irregularity or fraud, to enable the Office to recover any resulting losses and to assist management in strengthening the system of internal controls to prevent such incidents in future. Ten audits were carried out at the Turin Centre.
MAJOR PROGRAMME 220 - RELATIONS AND MEETINGS

Programme 220.2 - Official relations

220.5 Official correspondence and servicing of meetings. A total of 180 circular letters and some 800 individual letters were processed. Two sessions of the Conference and seven sessions of the Governing Body were organised and serviced. Documents, minutes and records, including those for the meetings of the Officers of the Governing Body were prepared, edited and translated. All documents were issued in English, French and Spanish and selected documents in German, Russian, Arabic and Chinese. A total of some 8,600 standard 250-word pages of original text were processed, resulting in over 36,400 pages of drafting or editing and of translation. This corresponds to an increase of about 5 per cent in the volume of documentation, as compared with the preceding biennium. The Eleventh Asian Regional Conference was organised and serviced. The number of interpretation days reached a figure of 22,450 (as compared to 17,386 for 1988-89), for which the Office relied almost entirely on freelance interpreters. The increase is largely due to the fact that the number of meetings had been sharply reduced in the biennium 1988-89 and was restored in 1990-91 to the level of the preceding biennium.

Relations with non-governmental organisations (NGOs). Close contacts were maintained with various religious bodies active in the labour field through participation in their meetings and continuing liaison work. Altogether 164 requests from NGOs to attend the two sessions of the International Labour Conference, four requests from NGOs to attend the Eleventh Asian Regional Conference, and 112 invitations to attend meetings organised by non-governmental organisations were received and processed.

220.7 Modernisation of information systems. Work continued during the biennium on the computerisation of various tasks: word-processing capacity was expanded, the storage of key documents was improved to increase Office-wide access, communications links were enhanced and the indexing of Governing Body documents continued.

Programme 220.3 - Translation and meetings

220.8 Editorial, translation and revision services. Reports for the International Labour Conference, the Eleventh Asian Regional Conference, six major industrial meetings and 10 other meetings were processed in the required languages, as were four draft codes of practice and an issue of the World Labour Report. Provisional Records were produced for the International Labour Conference and for the 11th Asian Regional Conference. The total workload for the biennium 1990-91 was about 71,000 pages translated and about 70,000 edited and revised, excluding conference Provisional Records and in-session documents. The corresponding figures for 1988-89 were about 81,900 and 73,400 respectively. The translation workload thus dropped by about 14 per cent, and the editorial and revision workload by about 4.8 per cent. Productivity remained the same in 1990-91 as in 1988-89, namely 7.7 pages of translation or its equivalent per person per day.
220.10 **Terminology and reference services.** A computerised database (ILOTERM) was introduced to provide terminology in English, French, Spanish and German. About 8,000 records (consisting of about 21,000 terms) have been entered so far, and printed lists of terminology on a variety of subjects have been distributed to linguistic staff. For technical reasons it is not yet possible for linguistic staff to have on-line access to ILOTERM. Negotiations are under way to give ILOTERM users on-line access to the UNTERM and TERMIUM databases in the near future. The documentalists provided reference services to the linguistic staff of this programme and occasionally to other programmes.

Programme 220.4 – Relations with intergovernmental organisations

220.12 **Liaison activities.** Advice was provided to senior management on the activities of selected intergovernmental organisations of the United Nations system which are of interest to the ILO. In particular, advice was given to the Director-General on matters coming before the Administrative Committee on Coordination. Efforts were made to ensure the consistent application of ILO policies in relations with other intergovernmental organisations. Invitations to 740 meetings organised by other international organisations were received and processed; ILO representation was arranged for 384 of these. Four meetings of the International Organisations Committee of the Governing Body were serviced. Documentation from the United Nations and selected organisations of the United Nations system was distributed to interested units throughout the Office.
225.2 Relations with employers' organisations. The Bureau for Employers' Activities and its network of five regional advisers maintained close relations with national employers' organisations in the regions and at international meetings. Changes in Central and Eastern Europe introduced a new orientation in establishing relationships with organisations that are being set up in these countries. Efforts were also made to maintain contact with reviving or new organisations in other countries in the process of democratisation and liberalisation. Thus, an increasing number of advisory notes were prepared on current policies and views of employers' organisations. Close contacts were also maintained with the International Organisation of Employers and with other regional employers' bodies.

All major Office documents, reports and press releases were reviewed to ensure that they take account of the views and priorities of employers on topics that concern them. Close liaison was maintained with the secretariat of the Employers' group of the ILO Governing Body with regard to the selection of participants for meetings and symposia. The Pan-African Employers' Confederation and other regional bodies received advice and technical support for their meetings and study tours, with a view to encouraging TCDC. The Bureau also participated in meetings of the Turin Centre and provided inputs for some of the courses organised by the Centre.

In the context of linking technical cooperation with labour standards and of strengthening tripartism, the task of briefing experts on current employers' concerns assumed great importance. Some 500 staff and experts were briefed individually or provided with information relating to employers' organisations in countries to which they were assigned. The Bureau was represented and liaised with employers at some 70 tripartite and employers' meetings.

225.3 Advisory services. The needs of employers' organisations in various regions were identified and projects were developed to assist them individually and collectively through 48 advisory missions. Fifty-seven seminars and workshops at regional, subregional and national level were also organised for evaluation, programming and training activities.

Study tours for 110 participants were organised within the regions and in Europe. Training of trainers' programmes in "Improve Your Business" (IYB), environmental management and human resources development were also successfully carried out in order to enhance the capabilities of employers' organisations in training at enterprise level.

Three monographs were disseminated to employers' organisations within the framework of technical cooperation activities. They were: The public relations function of an employers' organisation; Organising information services in employers' organisations; and Privatisation: The role of employers' organisations.

Audiovisual material was also distributed to a selected number of employers' organisations actively involved in occupational safety and health.
Technical cooperation activities. Negotiations for extra-budgetary funds were concluded with varying success from donors including DANIDA, NORAD, the Confederation of Norwegian Business and Industry (NHO), the Korea Employers' Federation (KEF), the Governments of Spain and Switzerland, the Japan Federation of Employers' Associations (NIKKEIREN), CIDA (Canada), UNEP and UNDP.

225.4 A subregional seminar for refugees, victims of apartheid was organised in Harare to identify the role of employers' organisations in the training of refugees from the apartheid system. Subsequently, a project was developed in Harare to coordinate the follow-up action decided by the seminar. Projects concerning IYB were evaluated and studies were made on the possibility of adapting the material for the informal sector.
MAJOR PROGRAMME 230 - WORKERS' ACTIVITIES

Programme 230.2 - Workers' relations

230.5 Relations with workers' organisations. The Workers' Relations Branch continued to act as the focal point with trade unions throughout the world and maintained close working relations with some 550 international, industrial, regional and national organisations. In support of workers' interests and the promotion of tripartism, the Office participated in meetings organised by workers' organisations in all regions. Activities included the dissemination of ILO publications to trade union organisations, the servicing of worker participants at ILO meetings, the briefing and debriefing of technical cooperation experts, arrangements for the selection of worker participants in symposia and seminars, lecturing to visiting groups of trade unionists, preparing briefs for the Directorate, examining the drafts of major reports and documents prepared within the Office and participating in interdepartmental meetings.

Programme 230.3 - Workers' education

STRENGTHENING AND DEVELOPMENT OF ORGANISATIONS OF WORKERS IN THE RURAL SECTOR

230.14 Technical advisory services. Advisory services were provided to rural workers' organisations in Africa, Asia and Latin America. Emphasis was placed on promotion, development and strengthening of special services for their members. Strong emphasis was also placed on assistance to women members of rural organisations to promote their involvement in trade unions and to improve their socio-economic status.

230.15 Information dissemination. Articles on rural workers' organisations were published through reports, working papers for educational activities and in Labour Education.

230.16 Teaching aids and materials. In support of technical advisory services, training aids and materials were developed and distributed. A revised edition of the manual on Structure and functions of rural workers' organisations was issued and the revision of the manual Special services for rural workers' organisations was completed. A booklet on ILO standards for rural workers' organisations was prepared.

230.17 Seminars and meetings. A seminar on the development and strengthening of rural workers' organisations was organised for rural workers in Latin America and the Caribbean. A regional seminar on special services for rural workers' organisations was held in Asia to review the legislative, social and cultural factors related to the promotion and development of such services. Resources were made available to help strengthen agricultural unions in workers' education activities in various countries, including Eastern Europe.

230.18 Study tours. Study tours for rural women workers in India were organised to enable them to observe, interact and exchange experiences with rural workers' organisations in other regions of the country. A seminar for fisherfolk was organised in Asia and a project proposal for technical cooperation was developed.
DEVELOPMENT OF INSTITUTIONAL AND TECHNICAL MEANS OF FURTHERING WORKERS' EDUCATION

230.19 Research and studies. A revised edition of the manual, *Methods and techniques of workers' education - a systematic approach* was completed. Five workers' education guides including *Drug and alcohol abuse in the workplace* and *Trade unions and the environment* were published. Four workers' education manuals including *Workers' education in action* were also finished.

230.20 Support for workers' education in Africa. To support the development of workers' education in Namibia, a full-time expert was assigned for one year to work with trade unions in that country. Consultants were also assigned to seven other African countries to assist trade unions in strengthening their workers' education programme. Study tours were arranged for trade unionists in South Africa and assistance was given to trade unions in the neighbouring countries. About five subregional and 15 national seminars and workshops designed to strengthen instructor training and administration of workers' education programmes were held in various countries in Africa. Training materials, reports and teaching guides were distributed to trade union organisations. Assistance was extended to workers' education activities of OATUU in the area of international labour standards, cooperatives and training in economics.

230.21 Workers' access to education. In support of the 1986 International Labour Conference resolution on workers' access to education, a regional seminar was held in Africa to encourage the development of relevant approaches.

230.22 Rural workers' course at Turin Centre. In response to a number of requests a course on safety and health for agricultural and rural workers was organised at the Turin Centre. Courses on management of trade union training systems were also given. A tracer study was started to follow up on the workers' education activities of former participants in workers' education courses organised at the Turin Centre.

WORKERS' EDUCATION FOR SOCIAL AND ECONOMIC PARTICIPATION

230.24 Preparation of workers' education manuals. Two manuals were prepared: *Workers' participation in enterprise management* and *Equality of treatment in employment*. In addition, two other publications carried over from the previous biennium - *Public employment services* and *Occupational safety and health* were completed. Two study guides, *Workers' access to education* and *Women's participation in trade unions*, were also completed for publication.

230.25 Study materials. Two workers' education guides were prepared: *Trade union and management techniques* and *Trade unions and social security*. A collection of leaflets on safety and health was also drafted. Articles were published in *Labour Education*. Reports and other study materials on workers' participation were circulated among workers' organisations in developing countries. A study of the recommendations of the meetings of Industrial and analogous Committees was started in order to develop workers' education materials to assist trade unions in mounting effective action to follow up recommendations of Industrial and analogous Committees.
230.27 Technical advisory services. Assistance was extended to trade unions to develop and strengthen their special services to members. A revised manual on *Special services for rural workers' organisations* and a new manual on *Workers' participation in enterprise management* were drafted and are being prepared for publication. Articles related to workers' participation in social and economic programmes were published in *Labour Education*. Consultants were sent to assist trade unions in nine countries in Latin America and Asia and a number of Eastern and Central European countries.

230.28 Regional symposia. As follow-up to the 1987 High-Level Meeting on Employment and Structural Adjustment, a regional symposium on trade unions and structural adjustment was held in the Asian and Pacific region. Case-studies of trade union responses to specific structural adjustment programmes were presented at the symposium, which was undertaken in collaboration with Major programme 60. Regional and subregional seminars in Africa and the Caribbean addressed the new challenges facing trade unions in the changing industrial relations environment.

230.29 Training in effective participation. Workers' education courses in the Turin Centre included one on how to analyse the financial and economic aspects of enterprises, and a training video was made. Another video was produced, entitled *Challenge to change*. This related to the role of trade unions in promoting safety and health.

**GENERAL WORKERS' EDUCATION**

230.31 Publications. Workers' education publications have been translated into 15 languages and negotiations are under way for selected materials to be translated into Swahili, Nepali and Bahasa Indonesia. *Labour Education* continued to be published four times a year in English, French and Spanish.

230.32 Materials on international labour standards. A booklet on ILO standards for rural workers was published and distributed. Other training materials and study guides were distributed to trade unions to encourage discussion of international labour standards in workers' education programmes.

230.33 Other activities. As in the past, study programmes with national and international trade union centres were carried out in Geneva.

230.34 Panel of consultants. A meeting of Members of the Panel of Consultants on Workers' Education was held in September 1991, bringing together 25 specialists in planning and operating workers' education activities in Africa, the Americas, Asia and Europe. The conclusions of the meeting provided important insights for the agenda of the workers' education programme for the rest of the 1990s.

230.35 Fellowships and grants. Fellowships were extended to 50 trade union organisations and workers' education centres. Study grants were extended to approximately 900 trade union representatives nominated by their respective organisations for workers' education programmes.
235.4 Media relations. Contacts with editors and correspondents were maintained at a high level despite staff vacancies and this continued to be the central thrust of the Bureau's operations. Reporting and contact missions were carried out in a continuing effort to enhance coverage of programmes and events. In all, 97 press releases were issued. Media services were provided for sessions of the annual Conference, the Governing Body and major technical and regional meetings.

235.5 ILO information bulletins. Ten issues of ILO Information were produced at headquarters in six editions (English, North American, French, Spanish, Russian and German). Ten issues were produced in Italian in Rome, in Czech in Prague, in Hungarian in Budapest and in Serbo-Croat in Nis. Eight issues each were produced in Danish, Norwegian and Swedish in Copenhagen, as well as in Finnish in Helsinki. A Chinese edition was launched in cooperation with the Chinese Ministry of Labour; ten issues of 10,000 copies were produced. Ten issues of Focus on Africa, the supplement to the English and French editions financed by the African regional department, were produced. Copy was supplied for the Japanese edition in Tokyo and the Arab edition financed by the Arab States regional department. The total biennial press run of ILO Information amounted to over 1 million copies. In addition, some 40,000 copies of individual feature articles were pre-distributed to the mass media, and a features pre-distribution service in Czech was launched in Prague. Computerisation yielded improvements in the presentation of the bulletin and paved the way for desk-top publishing in 1992.

235.6 Feature service. Five issues of the press kit The World of Labour and Development were published in Geneva in four languages (English, French, Spanish and German) and individual articles in Russian were distributed in the USSR and in Arabic in the Arab States. The total biennial output of the press kit was 13,000 copies, the reduction in volume over the previous biennium being due to staff resource constraints.

235.7 Regional information support. Over 20 articles totalling 29,000 copies on all aspects of ILO activities were distributed to nearly 1,000 selected newspapers in Asia, Africa, the Americas, and Europe, and contacts were maintained with media correspondents in the regions. Several articles signed by the Director-General were published in newspapers, including The International Herald Tribune and Le Soir (Brussels).

235.8 Information on apartheid. Several press releases on apartheid and labour were produced, and Conference reports and conclusions and related developments were covered in ILO Information.

235.9 Audiovisual information. Monthly radio magazine programmes in three languages were distributed on tape to 220 radio stations throughout the world, including international short-wave networks, and short dispatches were transmitted on special events. The radio studio was used by correspondents, particularly during the annual Conference. At the two sessions of the Conference the Bureau transmitted 75 dispatches and short programmes in English, French, Spanish and Portuguese to international radio networks and the UN Radio System in New York, which in turn relayed them to hundreds of local stations.
At the 1991 Session, a direct service was inaugurated to local radio stations in six Latin American countries.

Major progress was made in the video field. A total of 12 features were broadcast by the worldwide Cable News Network and distributed in 130 countries through the TV magazine UN in Action. Co-productions with UNDP resulted in the inclusion of five ILO pieces in the very successful UNDP TV magazine AZIMUTS. Several European channels ran ILO video clips, and an agreement was signed for the international distribution of ILO clips via the German State Broadcasting Company, Deutschwelle, including relays to almost 100 stations in Latin America. An audiovisual catalogue was issued and video recordings of Conference speeches were distributed to national stations.

The photo service was maintained and extensively used both internally and externally. The photo library continued to develop as an important source of visual information on the ILO's work and on social and labour issues for the media, exhibitions and house publications. Photo reporting missions were carried out in Asia and Western Europe.

235.10 Public information publications. Stocks of basic print information were maintained and technical backstopping provided to departments issuing their own information materials. Twenty-four language editions of the basic folder were produced. A poster on migrant workers was issued. A new edition of the basic brochure The ILO and the world of work was written for publication in 1992.
250.9 **Regional management.** The regional office moved from Addis Ababa to Abidjan at the beginning of 1990. The new building housing the regional office was inaugurated in October 1991. Regional management was strengthened by the appointment of a second deputy regional director responsible for technical programmes.

Programme 250.2 - Regional technical programmes

**INTERNATIONAL LABOUR STANDARDS**

250.14 **International labour standards.** The two half-time regional advisers (one for French-speaking countries and the other for English-speaking countries) undertook missions to 18 countries. The purpose was to assist governments in the preparation of replies to questionnaires concerning international labour standards and to advise them on measures that might be taken to fulfil their constitutional obligations with respect to the ratification and application of ILO standards. Training seminars and fellowships designed to increase awareness of the role and value of international labour standards were organised for 13 countries. To ensure the promotion of standards through technical cooperation activities, orientation courses were provided to ILO officials, and two workshops on standards and technical cooperation activities were held.

**ILO PARTICIPATION IN SOCIAL AND ECONOMIC DEVELOPMENT PROGRAMMES**

250.15 **The economic and social crisis in Africa.** The ILO continued to participate in the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) which was launched in 1986. Activities included follow-up on specific projects and initiatives undertaken in the previous biennium, implementation of new projects, multidisciplinary needs assessment missions and participation in inter-agency consultations. ILO's involvement in UNPAAERD was supported by the provision of a special allocation of US$670,000 for the biennium 1990-91. Activities financed from the allocation were mainly oriented towards the least developed countries and those more seriously affected by the negative impact of structural adjustment programmes or by disasters such as drought and the influx of war refugees. The special allocation was also used to finance fellowships and organise workshops and seminars in priority areas. The ILO also contributed to development efforts launched by the OAU, subregional intergovernmental organisations and NGOs.

**EMPLOYMENT AND DEVELOPMENT**

250.19 **The Jobs and Skills Programme for Africa (JASPA).** JASPA's technical advisory services to ILO constituents and subregional organisations were mainly concerned with designing strategies and formulating policies for employment promotion and poverty alleviation, often
against a background of rising unemployment and within the framework of structural adjustment programmes. Multidisciplinary employment-oriented advisory missions were undertaken to six countries, and smaller employment-related programming and project formulation missions visited 12 countries. Most of these country missions were followed up by national seminars and workshops to elaborate on findings and conclusions and to incorporate recommendations into policy documents. JASPA continued to carry out training, research collaboration and information dissemination activities and cooperated with the UNDP Regional Bureau for Africa in organising a symposium on capacity-building for consultancy organisations concerned with employment and development issues. The Second Biennial Tripartite Meeting of African Employment Planners was held in Lagos, Nigeria. The employment team participated in several employment-related meetings at national, subregional and regional levels. JASPA also collaborated with the Organisation of African Unity (OAU) in the preparation of a Declaration and Action Programme concerning the employment crisis in the region for the 14th OAU Labour Commission. The Declaration was subsequently adopted by Heads of State at their 1991 Summit Meeting. JASPA undertook research in the following areas: the impact of structural adjustment programmes; policies and institutional framework for employment promotion in the informal sector; employment promotion through non-farm activities in rural sub-Saharan Africa; economic integration and employment prospects in Africa. Several new publications were brought out, including the *African employment report* 1990.

250.20 **The Southern African Team for Employment Promotion (SATEP).** SATEP continued to assist southern African countries and liberation movements in designing programmes for employment promotion and poverty alleviation. SATEP contributed to overall ILO assistance to Namibia through technical advisory and programming missions. It also participated in UNDP country programming missions in Botswana, Lesotho and Zambia, and in a UNDP National Technical Cooperation Assessment and Programmes (NATCAPS) Review. Employment advisory missions were undertaken to Swaziland, Zambia and Zimbabwe, with emphasis on the employment implications and social dimension of adjustment policies. At the subregional level, SATEP continued to serve as the technical secretariat of the Southern African Labour Commission (SALC), in which capacity it prepared reports on the employment situation in the subregion and prospects for the 1990s. The transformation of SALC from an intergovernmental body to a tripartite organisation in 1990 has broadened the scope of SATEP’s contribution in the employment and labour field. SATEP participated in consultative meetings of the Southern African Development Coordination Conference (SADCC) and assisted in the execution of a SADCC-sponsored seminar on training and development.

250.21 **Labour-intensive infrastructural development.** The ILO continued to support labour-intensive rural works programmes in 18 African countries. In addition, it provided regional advisory services covering multi-sectoral programmes and labour-based road construction and maintenance programmes. Efforts to promote labour-intensive works in urban areas were also initiated through a UNDP inter-regional project.
TRAINING

250.23 The Inter-African Centre for the Development of Vocational Training (CIADFOR). CIADFOR continued to promote vocational training policies and systems in member States through the production and dissemination of training materials and the provision of training. The Centre collaborated with member States in organising a tripartite seminar on training in job evaluation and classification, a subregional symposium for trainers from francophone West Africa, and a regional workshop on documentation methodology for the 12 member countries of the Centre. Case-studies on training for public and private sector employment were also undertaken to support the advisory services of the Centre. CIADFOR continued to extend its programme in the anglophone countries through collaboration with the Commonwealth Association of Polytechnics in Africa. Negotiations were carried out by CIADFOR with the aim of establishing effective collaboration with the Portuguese-speaking countries in Africa. The Centre continued to collaborate with the Turin Centre, on several of its activities.

250.24 Vocational training. Technical advisory services were provided to assist ILO constituents and to support capacity-building in specialised training institutions. Efforts focused on training in the informal sector and in the rural areas, particularly for youth and women, and were linked to the twin objectives of self-employment and income generation. The regional advisers participated in meetings and seminars on vocational training and assisted member States in the preparation of technical cooperation projects and programmes for extra-budgetary funding.

250.25 Management development. The four regional advisers in management and enterprise development placed special emphasis on small, medium and micro-enterprises both in the formal and informal sectors. Assistance was provided to several member States in promoting the role of the private sector in structural adjustment programmes, and in some cases on coping with the transition from a centrally planned to a market-oriented economy. Assistance was also provided to governments to supplement national efforts at strengthening management capacity and promoting small business through regional projects. Networks for information exchange between African management consultants and for the provision of services and training were supported. A regional seminar on development strategy for small and medium enterprises brought together experts, national counterparts, and representatives of employers' and workers' organisations from 20 African countries. The regional advisers participated in sectoral review missions and interdisciplinary activities in 15 countries. They also contributed to the promotion of tripartism and international labour standards through their activities, and carried out the identification, implementation, monitoring, and evaluation of projects.

TRIPARTISM

250.28 African Regional Centres for Labour Administration (ARLAC and CRADAT). The regional centres carried out diverse activities aimed at strengthening labour administration and enhancing the efficiency of government ministries and departments responsible for labour matters. The activities of the regional advisers continued to focus on research collaboration, training and the collection and dissemination of information. ARLAC, with multi-bilateral funding, launched two new projects concerning employment services and labour inspection to
provide training at national and subregional levels. During the biennium, ARLAC's documentation centre became fully operational and it now produces its own quarterly newsletter. ARLAC has established a research fellowship programme which benefits labour administrators as well as yielding studies on labour administration and relations. Three high-level regional seminars on international labour standards, tripartism and structural adjustment were organised by ARLAC as well as national-level training courses in its member States. CRADAT organised regional and national seminars on labour administration and labour legislation and specialised courses on social security and occupational safety and health. It also continued to conduct refresher courses for labour inspectors and assisted in the training of labour inspectors in six countries.

250.30 Labour legislation and labour relations. The regional advisers on labour legislation, labour relations and labour administration continued to carry out survey missions and to assist member States in the identification of training needs. Governments were also assisted in the preparation of project proposals for RBTC or extra-budgetary funding. The regional advisers collaborated with ARLAC and CRADAT in the training activities of both regional centres.

250.32 Assistance to employers' organisations. Advisory services focused on strengthening the management and structure of employers' organisations and thereby increasing their capacity to contribute to national policy-making. Particular attention was placed on promoting employers' organisations and enhancing organisational capacity through national, regional and subregional seminars. Regional advisory services in favour of employers' organisations included a subregional personnel management seminar in English-speaking West Africa, a subregional employers' seminar on training in small business development, and a subregional seminar for the East, Central and southern African countries on environment management training. Training seminars at the national level were organised in six countries. Financial support was provided to the Pan-African Employers' Confederation for a regional seminar on privatisation and the role of the private sector in economic development. Numerous advisory missions were undertaken to provide an effective link between the ILO and employers' organisations in the region and follow-up on requests for technical assistance.

250.33 Workers' activities. The three regional advisers on workers' activities assisted trade unions in preparing projects for funding from RBTC and other sources. They also trained trainers for workers' education institutions, organised national, regional and subregional seminars, and lectured at workers' education courses. Other activities to support workers' education included the organisation of a subregional workshop on occupational safety and health for English-speaking West Africa, a seminar for trade union leaders from 18 French-speaking African countries, and national seminars in Senegal and Côte d'Ivoire. The advisers also emphasised the role of labour standards in promoting tripartism.

CONDITIONS OF WORK AND SOCIAL PROTECTION

250.35 Working conditions and the environment. The regional adviser continued to assist governments, in close association with employers' and workers' organisations, to develop and harmonise national policies for the improvement of working conditions and the environment.
Activities mainly consisted of technical advice on safety and health and environmental issues, analysis and dissemination of technical information, and preparation and technical backstopping of projects. The regional adviser also assisted in national training seminars and represented the ILO at meetings and symposia at subregional and regional levels. The ILO was represented at the African Regional Preparatory Conference for the UN Conference on Environment and Development (UNCED) as well as in the Egyptian Environment and Development Conference, both held in Cairo.

250.36 Social security. The regional advisers on social security assisted governments in developing and improving their social security schemes and extending social protection. Advisory missions covering organisational as well as legal aspects of social security were undertaken to 18 countries where the advisers were in contact with managers of social security institutions as well as representatives of workers' and employers' organisations. The regional advisers served as resource persons in a number of workshops and seminars, and also participated in the Regional African Conference of the International Social Security Association and other regional and subregional meetings. Particular attention was paid to harmonising the development of social security in the region.

SECTORS AND GROUPS

250.38 Cooperatives. Advisory services were focused on the development and reinforcement of the cooperative movement in Africa, particularly for the benefit of underprivileged sections of the population. The regional adviser undertook 25 missions to 14 different countries. Special attention was given to the training of cooperative leaders and staff, exchanges between cooperatives, credit, the promotion of women's participation and the organisation of national consultancies on the legal framework and development strategies for the cooperative movement.

250.39 Equality of opportunity and treatment and integration of women in the development process in Africa. A full-time regional adviser on women's questions is expected to take up duties in early 1992. In the meantime, the resources available were used to maintain a focal point for women's questions and to finance ILO involvement in a number of relevant activities and consultancies in the region. Resources were also used to finance ILO participation in a national training seminar for women on the evaluation of small local development projects in Benin. The focal point for women in the Africa region continued to collect and disseminate information on women's issues, participate in relevant meetings and debates, and coordinate activities with technical units at headquarters. Particular attention was paid to the promotion of international labour standards relevant to women workers.

LABOUR STATISTICS

250.40 Advisory services in labour statistics. Assistance was provided to member States in developing a framework for producing and analysing labour statistics and for integrating labour statistics into comprehensive planning systems at the national level. The advisers also participated in various ILO and UN missions with responsibility for labour statistics. They also provided direct assistance to governments in the preparation of technical cooperation projects and
contributed to project monitoring and evaluation exercises. As part of the UN Africa Household Survey Capacity Programme, the advisory services assisted several African countries in conducting their surveys on manpower and household income and expenditure for planning and formulating economic and social policies. The regional advisers also organised and participated in training seminars, workshops and meetings.

250.42 Ad hoc advisory services. Resources from programme support income made it possible for the Office to provide consultants to member States in response to specific requests.

TECHNICAL COOPERATION

250.43 Technical cooperation. Africa continued to account for the largest share of the ILO technical cooperation programme for the period under review. Nearly 200 regional or national projects were financed from RBTC credits, mainly in labour administration, management training, employment planning, vocational training, cooperatives and international labour standards. Activities funded by RBTC credits included seminars, technical consultations, surveys, project preparatory missions and fellowships. In addition, these credits made it possible to support regional activities in the areas of vocational rehabilitation, management and women in development. The ILO was also able to mobilise extra-budgetary resources of about US$80 million for technical cooperation in Africa during the biennium.

Programme 250.3 - Relations, services and support

250.45 Relations, services and support. The regional office continued to strengthen its relations with intergovernmental and non-governmental organisations and employers' and workers' organisations. Links were further consolidated with the Organisation of African Unity (OAU) and the Economic Commission for Africa (ECA). ILO's interaction with ECA and OAU included participation in policy-making as well as in technical meetings, conferences and seminars. ILO contributed to technical reports and background documents for such meetings, and submitted a biennial report on ILO activities in Africa to the OAU Labour Commission and another on the employment crisis in Africa to the OAU Summit. The Office also collaborated with the OAU in drafting the African Economic Community Treaty. There was a continuous increase in the sale of ILO publications in the region. The Africa supplement of ILO information continued to be published. The strengthening of the capacity of the regional office in personnel, financial and administrative matters contributed to improved monitoring and coordination of ILO activities in the region.

Programme 250.4 - Network of offices

250.52 Network of offices. The activities of the regional office and its network of field offices were again crucial for maintaining close contacts with the governments and employers' and workers' organisations of member States in the region. These activities were
aimed at providing information and creating awareness of ILO's mandate and programmes. Feedback from the network of offices to headquarters about the particular socio-economic situation and specific needs of countries was useful for planning and implementing ILO activities in the region. The offices ensured adequate liaison and collaboration with other specialised agencies of the United Nations, UNDP offices, regional and subregional organisations and non-governmental bodies. Particular emphasis was given to the promotion of international labour standards and the links between such standards and technical cooperation.
INTERNATIONAL LABOUR STANDARDS

260.10 International labour standards. The regional adviser for international labour standards provided direct assistance to ministries of labour preparing their replies to questionnaires concerning international labour standards, advised on measures to be taken in order to comply with the requirements of ILO supervisory bodies, and assisted in the drafting of annual reports. The adviser carried out 24 missions to 16 countries, participated in the organisation of seven national seminars on the promotion of international labour standards, attended six ILO-sponsored subregional and regional seminars on issues related to international labour standards, and participated in two subregional meetings of labour ministers on social and economic integration in Central America and the MERCOSUR countries.

EMPLOYMENT AND DEVELOPMENT

260.12 Regional Employment Programme for Latin America and the Caribbean (PREALC). PREALC provided technical advisory services and carried out research and training on six main themes related to the labour market: the social effects of structural adjustment policies; the implications of economic and technological change; the improvement of productivity in micro-enterprises; the analysis and definition of policies related to labour supply and poverty; the promotion of employment for women; and the development of labour market information systems.

PREALC's advisory services covered practically every country in Latin America and 16 countries in the Caribbean through a total of 257 missions undertaken during 1990-91. PREALC furthermore provided technical backstopping to 35 national projects in 19 countries and was responsible for the implementation of six regional projects. In addition, PREALC's network of experts participated in the identification of nine national pipeline projects, and special efforts were made to secure further funding for 11 regional projects.

During 1990-91, PREALC and its focal points for the Caribbean and for Central America and Panama organised 15 regional technical meetings and workshops. One subregional and two regional courses on employment were held and the Seventh Regional Conference on Employment for Latin America and the Caribbean was organised in Santiago with the participation of 20 labour and planning ministers. PREALC also participated in 81 employment-related meetings in the region, organised eight fellowships, and promoted TCDC activities in labour market information systems. Ten books were published, 27 research and technical documents were produced, 17 papers for conferences and seminars were prepared and one video was produced on women's participation in the labour market. Close working relations were maintained with national and international agencies involved in development work in the region.

260.13 Employment policies and manpower planning. The regional adviser on employment policies and planning undertook 17 missions to six
countries. Technical advisory services focused on modernisation, structural adjustment and labour markets, with a view to assessing the effects of structural adjustment on employment and incomes for policy formulation. Backstopping was provided to three national technical cooperation projects and to a major research programme on structural adjustment. The adviser contributed to six technical meetings and seminars in the region and prepared five working documents and publications.

260.14 Employment in the urban informal sector. Twenty-four advisory missions were undertaken in 11 countries by the regional adviser for the urban informal sector. The regional adviser was directly responsible for the backstopping of nine national and two regional technical cooperation projects, for the elaboration of two project proposals and for the holding of a PREALC/CINTERFOR technical meeting on the evaluation of training and credit programmes for micro-enterprises in the informal sector. The adviser also participated in 11 major technical meetings and collaborated in the preparation of 11 working documents and publications.

260.15 Rural development and indigenous peoples. Efforts to improve the living and working conditions of indigenous peoples continued steadily in 1990-91. The adviser undertook 24 missions to 12 countries, providing technical information about the Indigenous and Tribal Peoples Convention, 1989 (No. 169), assisting in the process of ratification, and launching technical cooperation activities in countries which have already ratified the Convention. The regional adviser also helped to enhance a wide institutional network concerned with indigenous rights and the social and economic development of indigenous communities; joint exploratory missions were undertaken and action plans and legal and policy instruments were formulated in conjunction with ten intergovernmental or non-governmental organisations. One major result of these efforts is that the ILO is the main technical agency associated with the Regional Fund for the Development of Indigenous Peoples and Communities which is being launched under the auspices of the Government of Bolivia and of the IDB. The adviser organised two regional workshops and eight national meetings on the theme of indigenous rights, attended nine international and two national seminars on indigenous-related issues, including natural resources, land demarcation and environment, and collaborated in the publication of five technical documents.

TRAINING

260.17 Inter-American Research and Documentation Centre on Vocational Training (CINTERFOR). CINTERFOR underwent a thorough review of its policies, strategies, means of action and programmes. CINTERFOR's action focused on the following themes: strengthening tripartite participation in training programmes; designing new training strategies to take account of modernisation, operational decentralisation, transfer of responsibility to the private sector and structural flexibility; assisting in the definition of new policies and programmes at national level; improving the relevance of vocational training programmes for employment; promoting the increased participation of women in technical training, special training programmes for young workers and for the disabled; encouraging the development of micro-enterprises in the urban informal sector.
TCDC remained the basis for promoting greater self-reliance among vocational training institutions. Five technical assistance agreements were signed by CINTERFOR with institutions in Argentina, Paraguay, Peru, Uruguay and Venezuela while the Centre contributed to six TCDC agreements between national vocational training institutions. A regional support group was constituted in 1991 for the promotion of technical cooperation between countries in Latin America and the Caribbean. TCDC was also promoted in subregional efforts towards integration among MERCOSUR vocational training institutions and in the harmonisation of new teaching/learning approaches.

CINTERFOR staff undertook 66 missions to 22 countries, organised 31 national, subregional and regional training courses and technical seminars and participated in 63 national and regional meetings on issues related to vocational training. The Centre furthermore hosted 20 fellows, organised a study tour to the USA for Brazilian vocational training specialists, published ten books and produced 13 working documents.

260.18 Management development. The adviser for the Caribbean provided technical advisory services to 14 countries through a total of 44 missions, participated as resource person in 15 seminars and meetings related to management and small enterprise development and prepared seven working papers and research documents. Advisory services focused on programmes for the establishment or strengthening of national management development institutions. Activities were carried out in cooperation with CARICOM, with the Caribbean Centre for Development Administration (CARICAD) and with the Caribbean Management Development Association.

260.19 Vocational training. The adviser for Latin America undertook 53 missions in 15 countries to promote the modernisation and extension of existing vocational training capacity and to assist in the design of training programmes aimed at recycling specific sectors of the labour force within the context of structural adjustment. Activities focused on the introduction of new technologies to increase competitiveness and improve productivity. Efforts were made to enhance flexibility and adaptability in vocational training programmes to cope with the changing manpower demands of the labour market and to assist countries in drafting and updating the legislative base of vocational training. The regional adviser was responsible for the technical backstopping of nine national and two subregional projects and for the identification and formulation of ten technical cooperation proposals, most of which were subsequently approved. The adviser participated in six national and regional meetings on behalf of CINTERFOR and in 20 other national, subregional and regional meetings. The adviser also participated in three large-scale research programmes linked to technical cooperation proposals and was in charge of the publication of 15 modular training manuals produced within the regional port training programme.

The vocational training adviser for the Caribbean provided assistance to the CARICOM secretariat in the implementation of specific programmes within the Regional Action Plan for Technical and Vocational Education and Training which is being developed by the Caribbean Association for Technical and Vocational Education and Training (CATVET). Efforts were made to adapt the training methodologies developed by a former ILO project for the new curricula developed by a large regional project on vocational training and
technical education. The vocational training adviser contributed to a glossary of technical vocational education and training terms.

The adviser carried out 39 missions in 12 countries, participated as resource person in 23 meetings and provided backstopping to three national projects and one large subregional training project. The adviser also participated in the organisation of 21 fellowships offered under a regional project.

260.23 Vocational rehabilitation. Vocational rehabilitation activities aimed at encouraging the ratification of Convention No. 159 and providing the technical advice required in order to create the conditions necessary for ratification. Emphasis was placed on strengthening national committees on vocational rehabilitation and on promoting specific training and employment programmes for the disabled. These efforts resulted in the ratification of Convention No. 159 by Brazil, Costa Rica and Paraguay during the biennium. Sixteen countries were covered through 38 technical assistance missions. Seven national training courses and regional seminars were organised, mostly in close collaboration with CINTERFOR while the ILO was represented at six national and international meetings. Technical backstopping was provided to six projects while 13 technical cooperation proposals were identified and formulated. Close working relations were maintained with agencies interested in vocational rehabilitation and with specialised institutes. Twelve technical documents were produced during the period.

TRIPARTISN

260.23 Inter-American Centre for Labour Administration (CIAT). CIAT staff carried out 47 advisory missions and technical cooperation activities in 16 of its 20 member countries. Efforts were focused on the development of national labour policies and on strengthening national labour administration systems. CIAT provided technical support to three large-scale national technical cooperation projects, actively promoted the inclusion of labour administration components into national technical cooperation projects in Central America, organised two regional seminars concerning employment services and held a workshop on computer-based labour administration services. CIAT also provided technical documents and other inputs for some 25 meetings on labour administration and inspection, and furnished technical support to member countries in their efforts towards economic and social integration, namely in Central America and in the MERCOSUR countries.

260.24 Caribbean Labour Administration Centre (CLAC). CLAC provided technical assistance to the governments of the English and Dutch-speaking countries of the Caribbean in the field of labour administration, mainly on issues related to labour policy, the drafting of legislation and the training of staff. The regional adviser carried out 25 advisory missions to 14 countries, backstopped one national project aimed at providing on-the-job training to labour department staff and formulated a regional project proposal designed to improve the effectiveness of occupational safety and health services and to train labour inspectors. Training activities concentrated mainly on labour inspection and employment services through the organisation of seven major training courses and seminars. The adviser attended some 14 national and subregional meetings related to labour administration. TCDC arrangements were promoted in the fields of occupational safety and health inspection,
employment service operations and conciliation. Five working
documents were produced and the Caribbean Labour newsletter continued
to be issued.

260.25 **Labour administration.** The regional adviser for Latin America, who
is attached to CIAT, carried out 13 missions to assist national
departments of labour to improve their policies and programmes for
labour administration and inspection. Ministries of labour were also
assisted in adapting to the modernisation of the public sector which
is a result of the social and economic reforms taking place in the
region.

260.25 **Labour law and relations.** Ten missions were undertaken to seven
countries with the purpose of advising the tripartite partners on
labour relations. The adviser attended 18 national and six regional
conferences on collective bargaining, settlement of labour disputes,
labour relations and legislation, social concertation, workers' rights,
etc. Efforts were also directed to the development and
promotion of a subregional project on labour relations to cover the
MERCOSUR countries and Chile.

260.26 **Assistance to employers' organisations.** The adviser carried out 40
missions in 19 countries to assist employers' organisations with
questions related to social policies and strategies. Support was
continued to a subregional training programme for small and
medium-scale entrepreneurs in the Andean countries regarding
innovative management development techniques. A regional project was
launched on the situation of women employers in their respective
organisations. The adviser acted as resource person in four regional
ILO-sponsored seminars, participated in the organisation of four
nationwide labour relations seminars in Brazil and Argentina and
represented the ILO in six conferences of the main regional employers'
associations and institutions.

260.27 **Workers' activities and workers' education.** Technical advice to
workers' organisations was characterised by a trend towards tripartism
and social dialogue and towards the improvement of the technical
capacity of workers' organisations to adapt to new social and economic
conditions. The two regional advisers for Latin America carried out a
total of 67 missions in 22 countries providing advice to some 35
national and subregional unions throughout the region. Training and
information were provided in international labour standards,
productive reconversion and new technologies, strengthening of
workers' education systems, collective bargaining, productivity,
conditions of work and economic integration. Two large national
technical cooperation projects were launched, dealing with workers'
education in the context of technological change and industrial
reconversion. The regional advisers were responsible for the
organisation of 61 training activities in the region and contributed to
41 national, subregional and regional seminars. A total of 18
working papers, methodological documents and training manuals were
published.

The adviser for the Caribbean undertook 47 missions to 13 countries,
and participated in six subregional seminars. The adviser also
assisted in the organisation of several regional congresses and
seminars held by the Caribbean Congress of Labour and attended 32
local trade union seminars. The main areas of technical advice were
conditions of work and legislation for workers in the maritime sector,
occupational safety and health, public sector policies and workers' rights.

CONDITIONS OF WORK AND SOCIAL PROTECTION

260.28 Occupational safety and health. The initial tasks of the regional adviser were to examine present needs and to programme future ILO activities in occupational safety and health. Eleven advisory missions were undertaken to eight countries, and special efforts were made to redefine a technical cooperation programme in this field. Three technical documents and surveys were prepared for the two major regional workshops organised by the ILO on working conditions and the environment. The ILO was represented at three international and two national technical meetings and seminars.

260.29 Social security. The adviser carried out 22 missions to ten countries, attended five international and regional conferences on social security, participated in seven national training courses on the management of social security and contributed to 12 national seminars. Particular emphasis was placed on the design of proposals for reorganising national social security systems in the context of structural adjustment; special attention was also paid to improving the administrative and actuarial capacities of social security institutions.

SECTORS AND GROUPS

260.31 Cooperative development. The adviser, assisted by an associate expert for Central America, carried out 26 missions to 11 countries. Backstopping was provided to nine national and three regional projects in cooperative planning and integration, small, medium and self-managed enterprises, community organisation, marketing and production management. Five new project proposals were identified. Activities were monitored for the Materials and Techniques for Cooperative Management Training (MATCOM) inter-regional project. Collaboration was maintained with regional cooperative organisations and confederations.

In the Caribbean the adviser carried out 41 missions to 16 countries. Activities focused on strengthening regional and national cooperatives, developing the capacity to implement community-based education programmes, and strengthening cooperatives through increased production and employment creation. A large-scale project on import/export trade relations for Caribbean cooperatives was promoted. Working contacts were maintained with four Caribbean regional organisations.

260.32 Women workers. The regional adviser for women workers' questions undertook 19 missions to ten countries with the purpose of promoting the ILO action plan on equality of opportunity and treatment for women in employment. Technical activities included a labour legislation survey to analyse the legal situation of women workers in the region, a survey on the impact of women's participation in micro-enterprise development programmes, a survey on the impact of structural adjustment on employment for women workers, and a survey on women's participation in technical and vocational training programmes.
Backstopping was provided to three technical cooperation projects involving women, and to relevant components in other projects. The adviser attended eight technical meetings and organised six national workshops on the promotion of equality and opportunity of treatment, on the role of women in micro-enterprise development and on the promotion of technical and vocational training for women workers. Relations were developed with UN agencies and regional organisations active in the promotion of women.

260.33 Ad hoc advisory services. Resources enabled the ILO to respond to unprogrammed technical cooperation requests in the fields of international labour standards and social security, maritime training, vocational rehabilitation and workers' programmes.

TECHNICAL COOPERATION

260.34 Technical cooperation. Technical assistance requests by ILO constituents were met through rural and urban employment programmes, vocational and technical training for specific sectors and training programmes for women workers, labour administration and support to subregional economic and social integration, workers' education, equality of opportunity, industrial relations and working conditions and environment. The ILO continued to identify and promote technical cooperation of a longer-term nature in such areas as workers' education, vocational and technical training, labour administration and training, and employment in micro-enterprises of the urban informal sector. Technical cooperation among developing countries (TCDC) continued to be the main instrument for the promotion of vocational training.

Programme 260.3 - Relations, service and support

260.38 Relations and public information. Six issues of the regional supplement to ILO Information, called Informa, were published during the period under review.

260.39 Library and documentation. Sales of ILO publications increased by nearly 25 per cent as the result of an active sales campaign. Databases were expanded to include information from headquarters and from CINTERFOR and PREALC.

260.40 Regional programming. Information on ILO programmes and policies, technical cooperation and the social and economic situation of the region were prepared as usual. A significant expansion of the existing information systems relating to technical cooperation and general ILO programmes at the regional level was achieved.

260.41 Andean unit. Support services were provided to the six countries of the Andean subregion. In addition to 11 national projects, 55 RBTC projects were developed and monitored, four programme review and project follow-up missions were undertaken, an average of 300 technical and official missions were monitored, 185 external collaboration contracts for technical cooperation projects were processed and 168 meetings and seminars were followed up and reported. Relations were maintained with other agencies of the UN system.
260.42 Personnel, finance and administration. All tasks were completed and progress was made in decentralising the accounting control of the area offices' imprest reports and UNDP inter-office vouchers. However, data entry of imprest reports continued to be delayed for technical reasons.

Programme 260.4 - Network of offices in Latin America and the Caribbean

260.44 Network of offices. The network of area offices plays an essential role in technical cooperation activities. The offices maintain relations with the resident coordinators responsible for United Nations development activities in each country, and are also responsible for coordinating sectoral activities in their regions with technical departments at headquarters. They provided support services to an average of 75 technical cooperation projects in the whole region, processed an average of 324 technical external collaboration contracts, 200 national service contracts for national experts, monitored a total of 183 RBTC projects and carried out around 318 briefings and debriefings of a non-technical nature. They also carried out some 169 relations and follow-up missions to the projects under their supervision, assisted with meetings and seminars and represented the ILO at 216 seminars and conferences organised by other institutions. In addition to technical cooperation monitoring and support, the ILO offices maintained relations with ILO constituents, employers' and workers' organisations, universities and other research and training institutions, governmental and non-governmental organisations and development banks in all countries in their subregions.
Regional management. Regional management was strengthened by the appointment of a second deputy regional director responsible for technical programmes.

Programme 270.2 - Regional technical programmes

INTERNATIONAL LABOUR STANDARDS

International labour standards. The regional adviser on international labour standards maintained close relations with governments, employers and workers to increase awareness of ILO instruments and to promote their ratification and application. The regional adviser assisted in organising: five national seminars on international labour standards (ILS); one national training workshop on the procedural aspects of ILS; one subregional seminar on ILS related to rural development; one regional seminar on freedom of association; and two symposia on standards-related topics. The regional adviser also chaired sessions on standards-related matters during several other national seminars.

EMPLOYMENT AND DEVELOPMENT

Asian Regional Team for Employment Promotion (ARTEP). The work of ARTEP included provision of technical assistance and advisory services, policy-oriented studies and information to the countries in fields such as employment promotion, poverty alleviation, human resources development, micro-enterprises, women in development, and migration for employment. About 85 missions a year were undertaken by team members and consultants to provide advisory services, to support technical cooperation projects, and to conduct and participate in national and regional meetings, training courses and workshops. ARTEP published five books/monographs, 29 working papers, and numerous other reports. Six regional and seven national meetings/seminars were organised. ARTEP was also involved in the implementation of three regional and 12 national technical cooperation projects on employment and human resources development. The Fourth Meeting of Asian Employment Planners in New Delhi in December 1991 finalised ARTEP's work programme for the next biennium.

Informal sector. ARTEP's focus on cottage industries was widened to incorporate urban micro-enterprises. Studies were undertaken on: the urban informal sector in Indonesia and the Philippines; rural industrialisation in China; urban planning and employment promotion in the Asian megalopolises; the informal sector in Thailand; and micro-enterprises in Viet Nam. A regional clearing-house of information on improved technology for cottage industries was established. A project for developing an information base on the transfer of cottage industry technologies from Asia to Africa was approved, and several pipeline projects prepared.
270.14 Construction technology and management. The regional adviser continued to provide direct supervision and technical backstopping to 15 projects on labour-based construction, public works and construction management in ten countries. Five projects were approved and five pipeline proposals and several project ideas were developed. The adviser undertook 12 missions to monitor projects and follow up proposals.

TRAINING

270.16 Asian and Pacific Skills Development Programme (APSDEP). APSDEP emphasised the promotion of training in advanced technology, information networking and exchange, improved management of vocational training institutions, development of training materials, and occupational standard setting and certification. A plan of action on vocational training for advanced technology was drawn up and a strategic plan of action for APSDEP for the period 1992 to 2000 was prepared. National workshops on instructor training and curriculum development and on computer-based training were conducted, as well as internship training courses on computerised information services. Nine regional seminars/workshops were organised. APSDEP documents were sent on request to 179 organisations. Studies on policy and training implications of advanced technology were completed in five countries.

270.17 Vocational training. The technical cooperation programme in vocational training expended during the biennium. Two regional advisers monitored and backstopped national projects and participated in country sector studies and programme formulation missions. There were 25 national projects in operation. Eight new projects were approved and 14 pipeline proposals were prepared. Forty-three missions were undertaken in the region. A training audit was conducted in the Central South Pacific on the vocational training needs of six countries and a discussion paper on a strategy for vocational training was prepared for Cambodia. A regional adviser participated in the ILO/ADB Consultations in 1991.

270.18 Rural vocational training. The regional adviser provided technical support, backstopped ongoing projects and developed project proposals. Five projects were approved during the biennium and nine pipeline proposals were prepared. A technical report on rural vocational training was prepared for the ILO sectoral mission to Sri Lanka. The regional adviser also prepared a strategy paper on rural vocational training in Asia and the Pacific in 1992-93. A national seminar on rural vocational training was held in China.

270.19 Management development. Activities were carried out on management and small enterprise development and on small enterprise promotion. Technical assistance and advisory services were provided to national institutions, enterprises and governments. Forty-one missions were undertaken to monitor and backstop operational projects, develop project proposals and attend meetings and seminars. Twenty-four national projects were in operation in 11 countries while 12 new projects were approved and five regional and 13 national pipeline projects were drafted. A regional project on increasing the efficiency and productivity of small and medium-scale enterprises was operational. The regional adviser participated in the sectoral reviews in Nepal and the Philippines in 1990 and in Mongolia in 1991. Technical assistance was provided to national workshops on small
enterprise development and a regional workshop on new initiatives in entrepreneurship development was held in 1991. Research is continuing on methodologies for assessing the impact of small enterprise development programmes.

TRIPARTISM

270.22 Asian and Pacific Regional Centre for Labour Administration (ARPLA). Activities concentrated on assisting labour administrations in the region to organise their services in response to the requirements of the economy by promoting awareness of change and reorientation and introducing ideas for better management and delivery of labour administration services. ARPLA's staff undertook about 134 missions to provide technical advice for programme promotion and development, and organised national, subregional and regional seminars, workshops and meetings. ARPLA organised 12 regional/subregional seminars and training courses; 56 national courses and seminars; published eight labour administration bulletins and eight newsletters; 76 documents were circulated through a monthly documentation exchange programme. Sixty-four technical papers and 24 publications were published including profiles on occupational safety and health in nine countries. ARPLA implemented and supervised three regional and two national projects.

270.23 Industrial relations. The regional adviser focused on the promotion of sound labour relations and tripartism, on the formulation of labour laws and on the planning, formulation and implementation of technical cooperation programmes. Twenty-five missions were undertaken to provide technical advice, organise and attend meetings/seminars and to identify needs in 16 countries, including four in the South Pacific. The regional adviser also participated in sectoral review missions to Nepal and Sri Lanka, and in four regional/subregional and 13 national workshops.

270.24 Employers' activities. The regional adviser assisted employers' organisations in strengthening their functions and roles and provided technical support in the fields of: human resources management; occupational safety and health; wages; productivity; labour law and relations; training; and developing the research and information capacity of employers' organisations. Assistance was provided through technical advisory services and through seven national workshops/training programmes, six regional workshops/seminars and the provision of several study tours and fellowships. The regional adviser promoted technical cooperation among employers' organisations in the region, particularly in staff training, and contributed to the sectoral review report on Sri Lanka. A high-level Asia and Pacific Employers' Conference was held in December 1991.

270.25 Workers' activities. The Office continued to provide technical advice to workers' organisations. Assistance was provided to national programmes in 17 countries in the region, including six in the Pacific. The ILO provided resource persons, advisory services, training activities, and information. Eight national seminars, two study tours and two regional workshops were organised for the benefit of rural workers. Other regional meetings/workshops included a symposium on trade unions and structural adjustment issues, South Asian and South Pacific workshops on occupational safety and health, South-East Asian workshops on promotion and development of advanced and specialised regional trade union training, and on promotion of
women's participation in trade union work. Two national projects were monitored as well as three regional projects and the Asian component of three inter-regional projects. One regional project was approved in 1991 and proposals were made for three national projects and one regional project.

WORKING CONDITIONS AND SOCIAL PROTECTION

270.27 Conditions of work. The regional adviser provided technical advice and assisted in the planning, formulation and implementation of technical cooperation programmes. There were five national projects covering areas such as child labour, the welfare of women workers, and working conditions. Four new proposals were prepared. A regional seminar on child labour and training courses on working conditions and productivity in small enterprises were organised. Preparatory activities for launching the International Programme for the Elimination of Child Labour were carried out.

Occupational safety and health. The regional adviser on occupational safety and health undertook 18 missions to monitor and backstop national projects, to develop project proposals and to attend national and regional meetings and seminars. Technical support was provided to two regional and 15 national projects. Inter-agency cooperation in occupational safety and health was strengthened with a number of UN agencies.

270.28 Social security. Activities under this programme have expanded with national projects operational in seven countries. Technical advice was provided on major policy issues in social security and expansion of social security coverage, in particular with regard to health insurance. Missions were undertaken to monitor projects, develop programmes and attend meetings. Six project proposals were initiated. A regional meeting was held to promote social protection for migrant workers in Asian countries through international social security agreements.

SECTORS AND GROUPS

270.30 Cooperative development. Technical advice and assistance were provided to governments and cooperative movements in the region. Ongoing projects in four countries aimed at improving the capabilities of cooperative movement organisation and personnel. New programmes/projects were discussed in nine countries and six national and three regional project proposals were prepared. Four national workshops for policy makers were held to promote effective training, personnel and organisational policies for cooperatives. The regional adviser contributed to the sectoral review report on Sri Lanka.

270.31 Activities for women workers. Activities focused on increasing women's access to employment and training in non-traditional occupations, improving the quality of their work and life, and organising and protecting women workers. Six regional projects and 24 national projects were operational in 16 countries. Country overviews on women workers were completed for the Philippines and Thailand. A regional symposium on the promotion of equality for women workers discussed the application of ILO policies on equality between men and women in employment.
Migrant workers. The regional adviser continued to coordinate the implementation of the second phase of the Asian Regional Programme on International Labour Migration in the context of the massive return of migrants to the Asian labour-sending countries. National project proposals were developed for the rehabilitation of return migrants in three countries. A draft Convention on Social Security Protection for ASEAN migrant workers was developed and an agreement based on this Convention was initiated between Indonesia and the Philippines. Research on the impact of economic integration on labour migration in South-East Asia was completed and several technical papers were presented at different fora. Meetings organised included an ASEAN Meeting on Social Security Protection of Migrant Workers and a tripartite Arab-Asian Round Table on International Migration in 1990. The regional adviser monitored and backstopped four national projects and prepared two national and one regional project proposals.

Labour statistics. The regional adviser on labour statistics assisted governments in the region in the development of labour statistics and in solving specific technical problems. The regional adviser continued to work with the United Nations National Household Survey Capability Programme (UNHSCP) in the region. Advisory missions were undertaken to eight countries, including two in the South Pacific. The adviser also participated in five seminars/workshops/meetings of ESCAP.

TECHNICAL COOPERATION

Technical cooperation. Expenditure under extra-budgetary funding sources during 1990-91 increased by 30 per cent over the previous biennium. Although UNDP remains the major source of funding, the share of the programme funded under multi-bilateral funds has increased significantly. Among the technical fields, expenditure under training and employment and development continue to account for more than 65 per cent of total expenditure followed by sectoral activities, working conditions and environment and industrial relations and labour administration. During the biennium RBTC resources financed 55 regional and subregional and 268 national projects in the fields of employment and development; training; industrial relations, including labour administration; workers' activities; sectoral activities; working conditions and environment; enterprise and cooperative development; and employers' activities.

Programme 270.3 – Relations, service and support

Relations. Good relations were maintained with ESCAP and other UN bodies and specialised agencies as well as intergovernmental and non-governmental organisations through joint activities, attendance at major conferences and technical meetings and seminars. Another major activity was the ILO's association in a project with ESCAP, UNDP and UNESCO on the Jakarta Plan of Action for human resources development. The regional office was closely involved in organising the Eleventh Asian Regional Conference held in Bangkok from 26 November to 2 December 1991.
270.39 **Public information.** Two annual reviews of ILO technical cooperation activities in the region were published; six regional newsletters and 20 press releases were issued. Contributions on ILO activities were made for UNDP brochures on the UN system in Thailand and Nepal. Assistance was given to the Suva Office in producing a publication on the ILO in the Pacific.

270.40 **Library and documentation.** During the biennium the provision of documentation and information services continued; 2,300 books and reports, 32 new technical journals and 60 training videos were acquired. Library users rose to 2,600, an increase of 12 per cent over the previous biennium. Under the ROAPDOC database, 372 bibliographic printouts were prepared at the request of users. The regional librarian coordinated with the regional centres on their information network activities and acted as a resource person at their seminars and workshops.

270.42 **Economic analysis and regional programming.** The responsible officials provided advice and assistance to area offices, governments and UNDP in the economic and sectoral review and planning relevant to ILO technical programmes, and in the review and formulation of ILO country programmes. Activities also included monitoring the technical cooperation programme in the region comprising 246 national and 73 inter-country projects; administering 546 fellowships for placement in the region and assisting the Turin Centre in managing international fellowships from the region.

270.43 **Area office operations.** The Bangkok area office is responsible for the management and follow-up of ILO activities in 12 countries, including maintaining good relations with the tripartite constituents, and planning and implementing ILO technical cooperation programmes. There were 48 projects operational in seven countries. Technical cooperation activities have started in Cambodia through the provision of advisory services. A sectoral review mission on employment, training and labour administration was fielded in Nepal in 1990.

270.44 **Personnel, finance and administration.** Activities included the provision of personnel, financial and administrative supervision, support and services for the department including all area offices and technical cooperation projects and administrative support for 77 regional meetings and seminars. A computerised personnel management record system covering 350 local staff in the region was developed. Work to standardise local staff job descriptions is ongoing.

Programme 270.4 - Network of offices

270.46 **Network of offices.** The nine offices in the region continued to function effectively during the biennium, maintaining regular and sound relations with governments and employers' and workers' organisations, as well as with UNDP and other donors for technical cooperation activities. The offices contributed to the planning, development, monitoring and administrative support of the ILO's technical cooperation programme. They participated in UNDP country programming exercises as well as mid-term and annual reviews.

The Manila and Colombo Offices organised ILO reviews on employment, manpower and labour as a background to the planning of UNDP and
national technical cooperation programmes. Operational activities expanded significantly in China, India and Indonesia, making the programmes coordinated by these three offices the largest in the region. The Islamabad Office continued to maintain excellent tripartite relations, and the programme level was maintained. In Bangladesh the ILO programme covered a broad range of areas related to human resources development. The Suva Office continued to manage a comprehensive programme covering the widely dispersed island countries of the South Pacific. In addition to its relations function, the Tokyo Office continued to provide important support in fund-raising negotiations with the Government of Japan.
Programme 280.1 - Regional management

280.3 Relations. Contacts were intensified with governments and employers' and workers' organisations. Three European states rejoined the ILO in 1991: Albania, Latvia and Lithuania. Advice and assistance was provided to assist the newly democratic governments in Eastern and Central Europe in creating the legal and administrative framework for the transition from centralised to market-based economies. Support was provided to the newly emerged trade unions and employers' organisations in Eastern and Central Europe. Six donors' meetings were organised which resulted in a better coordination of ILO activities with those of the UN system, the EEC, OECD and the Council of Europe. Promoting the ratification and application of ILO standards through seminars, consultancies and study visits remained a major concern. An ILO/OECD Conference on Labour Market and Social Policy Implications of Structural Change in Central and Eastern Europe took place in Paris in September 1991. A tripartite European meeting on the impact of technological change on work and training was organised in coordination with the Training major programme. The Office assisted in the organisation of a ministerial meeting on East-West migration convened by the Government of the Czech and Slovak Federal Republic in April 1991.

280.5 Technical cooperation. The events in Central and Eastern Europe and the resultant demand for ILO services and expertise more than doubled the extra-budgetary funds for technical cooperation. Altogether, more than US$12 million were available for technical cooperation activities, of which half went to the States of Central and Eastern Europe. Specific activities focused on labour standards and legislation, industrial relations, labour market policies, social security and training. Promotion of tripartism and strengthening of employers' and workers' organisations also received strong emphasis.

RBTC resources were used to respond quickly to requests from governments and employers' and workers' organisations and as seed money for projects financed by external donors. Some US$6 million was raised from multi-bilateral donors for a special ILO programme in Central and Eastern Europe. Cooperation with the World Bank was intensified. First contacts with the European Development Bank were very promising and are likely to lead to formal agreements in the future.

Programme 280.2 - Network of offices

280.6 Offices. Contacts with national institutions and agencies were maintained through the offices in Ankara, Bonn, Brussels, London, Madrid, Moscow, Paris and Rome and through one full-time and four part-time national correspondents in Central and Eastern Europe. Good relations were also continued with governments, employers' and workers' organisations, parliaments and parliamentary committees, research institutions and other social organisations. The offices played an important role in promoting public information about the ILO (including the sale of ILO publications), in recruiting experts, placing fellows and organising study visits. Several of them opened...
the door for new sources and modalities of technical cooperation. ILO offices in Bonn, Brussels, Madrid and Rome were instrumental in obtaining additional funding for technical cooperation activities, while the offices in London and Paris obtained such funds for the first time.
MAJOR PROGRAMME 285 - FIELD PROGRAMMES
IN ARAB STATES

Programme 285.1 - Regional management

Regional management. The operations of the regional office continued to be conducted from Geneva. Regional management maintained close relations with the tripartite constituents in the Arab States in West Asia and ensured that an adequate and prompt response was provided in terms of assistance to address their needs and requirements. Close cooperation and collaboration was maintained with various regional and international organisations. The Office was represented at all sessions of the Arab Labour Organization Governing Body and the Arab Labour Conference.

Programme 285.2 - Regional technical programmes

Vocational training and rehabilitation. A regional adviser post for vocational training remained vacant for 17 months during the biennium. Missions were carried out for the purpose of providing technical advisory services, project formulation and backstopping for ongoing projects. The regional adviser also participated in technical meetings and provided technical contributions for a training course on management of training institutions, which was organised at the Turin Centre specifically for the Arab countries. The regional programme "Skills Development Programme for Arab Countries" (SDEPAC) continued its activities with a view to establishing a network among the vocational training institutions. SDEPAC organised four regional seminars and initiated the development and exchange of training materials. In the field of vocational rehabilitation, a full-time regional adviser carried out such activities as technical advisory services, needs assessment, project formulation, backstopping for ongoing projects and organisation of meetings. A regional seminar on "The role of employers' and workers' organisations in training and employment of disabled persons" was held in Cairo in 1991. A regional programme entitled "Development of rehabilitation staff training capacities in Arab countries" was finalised and consultations among the concerned parties were intensified in order to start work in 1992. The preparation of a regional seminar on the participation of disabled persons in cooperatives was completed, and the seminar will be held in 1992.

TRIPARTISM

Labour administration. The regional adviser on labour administration and legislation assisted with implementing the second phase of the Regional Arab Programme for Labour Administration (RAPLA) which became operational in 1991. RAPLA organised three regional seminars on employment services and migration, labour administration and labour inspection as well as two subregional seminars on labour legislation. RAPLA activities included the translation into Arabic of ILO manuals related to labour administration. Technical advisory services and technical backstopping for ongoing projects were provided and national seminars/training courses were conducted. One national
training course on international labour standards was conducted in Yemen.

285.12 **Assistance to employers' organisations.** The regional adviser on employers' activities continued to maintain close relations with employers' organisations and provided assistance to further enhance their structure, programmes and services. Regional and national meetings were organised in collaboration with the regional and national employers' organisations; they concerned the informal sector, promotion of small enterprises, self-employment and productivity improvements. Arrangements for fellowship programmes on the basis of TCDC were also made. The regional adviser represented the ILO at meetings organised by other international and regional employers' organisations.

285.13 **Assistance to workers' organisations.** The post of regional adviser on workers' activities was vacant for ten months during the biennium. Assistance was provided to national and regional workers' organisations and was aimed at strengthening their capacity to participate in the process of social and economic development. In addition to technical advisory services, the regional adviser participated in a number of seminars on such issues as trade union participation in the eradication of illiteracy, protection of the environment, trade union information, the problem of Third World debt, and safety and health. The regional adviser also participated in a number of educational activities carried out by workers' organisations at the national level and assisted the Turin Centre in conducting a training course on the management of trade union systems for Arab trade union and workers' educators.

**SECTORS AND GROUPS**

285.14 **Cooperatives.** The regional adviser on cooperatives carried out such activities as technical advisory services, backstopping to operational projects, needs assessment and project formulation. Preparation for the regional workshop on the promotion of disabled persons' participation in cooperatives was finalised. The regional adviser made technical contributions to a seminar on cooperatives education and also to a seminar on the role of cooperatives in development. The post of regional adviser on cooperatives was vacant for ten months and has been suppressed in 1992-93.

285.15 **Women's activities.** The post of regional adviser on women's activities was vacant for the biennium. The Office provided technical advisory services and participated in meetings and seminars in this technical field.

285.16 **Ad hoc advisory services.** A multidisciplinary mission was fielded to Yemen to assess the need for technical assistance resulting from the mass return of Yemeni migrant workers. The mission covered the following technical fields: employment and manpower policy, vocational training, small enterprise development, cooperatives, labour-intensive infrastructure, handicrafts development and migrant workers. Another multidisciplinary mission, covering the technical fields of vocational training, manpower planning, labour administration, vocational rehabilitation and cooperatives, was carried out to the United Arab Emirates for the purpose of formulating the sectoral programme to be incorporated in the Fifth UNDP country programme. Other ad hoc technical advisory services were related to
social security in Yemen and Syria, small enterprise development in Jordan, and labour market information in Yemen. Consultancy missions on international labour standards and employment services were also fielded to Yemen. Furthermore, the ILO participated in the inter-agency needs assessment mission to Lebanon which was organised by the UN.

285.20 Technical cooperation. Extra-budgetary funded technical cooperation projects were implemented during the biennium in the fields of vocational rehabilitation, cooperatives, vocational training, labour administration, occupational safety and health, hotels and tourism, employment promotion and manpower policies, social security and occupational safety and health. The regional office monitored the progress of these projects and provided technical and administrative support. RBTC was utilised for ad hoc technical advisory services, organisation of meetings and seminars. Fellowships, including individual study tours and training courses were also funded by RBTC.

Programme 285.3 - Relations, services and support

285.24 Relations, representation and meetings. Relations with the tripartite constituents and regional organisations were strengthened through missions. The regional office maintained close relations with UNDP and consolidated cooperation with other funding institutions such as the Arab Fund for Economic and Social Development (AFESD) and the Arab Gulf Fund for the United Nations Development Organizations (AGFUND). Preliminary arrangements were discussed with AGFUND to carry out a joint activity on women workers. AFESD participated in the steering committee meetings of the Skill Development Programme for Arab Countries to discuss the operation of the programme. Technical papers were provided for a seminar on the socio-economic impact of the Gulf Crisis; the meeting was planned by the Executive Bureau of the Council of Ministers of Labour and Social Affairs in the Gulf States. Close contacts were maintained with the UN Economic and Social Commission for Asia and the Pacific and the ILO attended its meeting on the absorption of returnees with special emphasis on opportunities in the industrial sector. The regional office provided support for a mission to the occupied Arab territories.

285.26 Public information and documentation. The regional office published ten issues of ILO Information in Arabic and eight issues of the Arabic press kit. A number of ILO documents were translated into Arabic, including brochures concerning the ILO Turin Centre, employers' activities, workers' activities and human rights. A film entitled The world of labour featuring ILO activities was produced in Arabic and distributed. Furthermore, The ILO in the Arab world, a review of activities in the West Asia region for the period of 1988-89 was published. Several missions were undertaken to further strengthen relations with the Arab media.

285.27 Regional programming. The regional office monitored the progress of ongoing technical cooperation projects and coordinated the execution and preparation of technical assistance activities including the work of regional advisers, ad hoc advisory services and fellowship programmes.
Personnel, finance and administration. Services and support on personnel, financial and administrative matters were provided. Administrative support was also rendered for technical assistance activities including technical cooperation projects, ad hoc advisory services and fellowship programmes.
### APPENDIX I

**Implementation overview of meetings scheduled for 1990-91**

<table>
<thead>
<tr>
<th>Title</th>
<th>Prog.</th>
<th>Place and date of meeting</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. MAJOR ADVISORY MEETINGS</strong></td>
<td></td>
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</tr>
<tr>
<td><strong>Regional Meetings</strong></td>
<td>30.0</td>
<td></td>
</tr>
<tr>
<td>Advisory Meeting of Governing Body members from Asia</td>
<td></td>
<td>Geneva, 5 March 1990</td>
</tr>
<tr>
<td>Advisory Meeting of Governing Body members from the Americas</td>
<td></td>
<td>Geneva, 16 February 1991</td>
</tr>
<tr>
<td>Advisory Meeting of Governing Body members from Africa</td>
<td></td>
<td>Postponed by decision of the Governing Body in November 1991</td>
</tr>
<tr>
<td>Eleventh Asian Regional Conference</td>
<td></td>
<td>Bangkok, 26 November-2 December 1991</td>
</tr>
<tr>
<td><strong>Industrial Meetings</strong></td>
<td>100.7</td>
<td></td>
</tr>
<tr>
<td>Fifth Tripartite Technical Meeting for Mines Other than Coal Mines</td>
<td></td>
<td>Geneva, 28 March-5 April 1990</td>
</tr>
<tr>
<td>Third Tripartite Technical Meeting for the Printing and Allied Trades</td>
<td></td>
<td>Geneva, 5-13 December 1990</td>
</tr>
<tr>
<td>Textiles Committee (Twelfth Session)</td>
<td></td>
<td>Geneva, 25 September-3 October 1991</td>
</tr>
<tr>
<td>Food and Drink Industries Committee (Second Session)</td>
<td></td>
<td>Geneva, 4-12 December 1991</td>
</tr>
<tr>
<td>Advisory Committee on Rural Development (Eleventh Session)</td>
<td></td>
<td>Geneva, 22-30 October 1990</td>
</tr>
<tr>
<td>Forestry and Wood Industries Committee (Second Session)</td>
<td></td>
<td>Geneva, 17-25 April 1991</td>
</tr>
</tbody>
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1 For ease of reference, this list of meetings follows the lay-out of that given in Information Annex No. 6 of the Programme and Budget for 1990-91.

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### Title

<table>
<thead>
<tr>
<th>Title</th>
<th>Prog.</th>
<th>Place and date of meeting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Joint Committee for Postal and Telecommunications Services (Second Session)</td>
<td></td>
<td>Geneva, 8-16 May 1991</td>
</tr>
<tr>
<td>Joint Maritime Commission (Twenty-sixth Session), including the Tripartite Subcommittee on Seafarers' Welfare (Fifth Session)</td>
<td></td>
<td>Geneva, 10-25 October 1991</td>
</tr>
<tr>
<td>Meeting of Experts on Civil Aviation</td>
<td></td>
<td>Geneva, 9-17 October 1991</td>
</tr>
</tbody>
</table>

### B. OTHER MEETINGS

| Committee of Experts on the Application of Conventions and Recommendations (two meetings) | 50.2 | Geneva, 8-21 March 1990                         |
|                                                                                          |      | Geneva, 7-20 March 1991                         |
| Tripartite Symposium on Structural Adjustment, Employment and Training in Latin America and the Caribbean | 60.2 | Caracas, 5-9 August 1991                        |
| Symposium on Labour Market Flexibility                                                | 80.2 | Cancelled                                        |
| Meeting of Experts on Safety and Health in Surface Mining Operations<sup>1</sup>      | 90.2 | Geneva, 11-18 September 1990                   |
| Meeting of Experts on Safety and Health in Construction                            | 90.2 | Geneva, 12-19 March 1991                        |
| Meeting of Experts on Major Hazard Control<sup>2</sup>                               | 90.2 | Geneva, 8-17 October 1990                      |
| Meeting of Experts on the Social Protection of Homeworkers                          | 90.3 | Geneva, 1-5 October 1990                       |
| Joint IMO/ILO Committee on Training (Eighth Session)                                | 100.3| Geneva, 17-21 September 1990                   |

<sup>1</sup> Renamed by the Governing Body as Meeting of Experts on Safety and Health in Open-cast Mines.

<sup>2</sup> Renamed by the Governing Body as Meeting of Experts on the Prevention of Major Hazards.

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<table>
<thead>
<tr>
<th>Title</th>
<th>Prog.</th>
<th>Place and date of meeting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Session of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART)</td>
<td>100.4</td>
<td>Paris, 22-26 July 1991</td>
</tr>
<tr>
<td>Meeting of Experts on Statistics of Strikes and Lockouts</td>
<td>120.3</td>
<td>Geneva, 23-27 April 1990</td>
</tr>
<tr>
<td>Meeting of Members of the Panel of Consultants on Workers' Education</td>
<td>230.3</td>
<td>Geneva, 23-27 September 1991</td>
</tr>
</tbody>
</table>
APPENDIX II

List of major non-periodical publications issued in 1990-1991

<table>
<thead>
<tr>
<th>Title</th>
<th>Languages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Studies and manuals</td>
<td></td>
</tr>
<tr>
<td>Control de riesgos de accidentes mayores: Manual práctico.</td>
<td>(E) S</td>
</tr>
<tr>
<td>By Ralph Turvey et al.</td>
<td></td>
</tr>
<tr>
<td>Economically active population estimates and projections 1950-2025: Volume 6: Methodological supplement.</td>
<td>E (F) S</td>
</tr>
<tr>
<td>L'évolution démographique et la sécurité sociale en Europe.</td>
<td>(E) F</td>
</tr>
<tr>
<td>Financial sanctions against South Africa.</td>
<td>E F</td>
</tr>
<tr>
<td>gegen la productividad. Manuel praticue. By Joseph Prokopenko</td>
<td>(E) F (S)</td>
</tr>
<tr>
<td>Inspection of labour conditions on board ship: Guidelines for procedure</td>
<td>E F S</td>
</tr>
<tr>
<td>International Standard Classification of Occupations ISCO-88.</td>
<td>E F S</td>
</tr>
<tr>
<td>La lucha contra el trabajo infantil. Edited by Assefa Bequele and Jo Boyden</td>
<td>(E) S</td>
</tr>
<tr>
<td>Mejore su negocio. Manual y cuaderno de trabajo. Edited by D.E.N. Dickson</td>
<td>(E) S</td>
</tr>
<tr>
<td>Prevention of major industrial accidents. An ILO code of practice.</td>
<td>E F S</td>
</tr>
<tr>
<td>Safety and health in opencast mines. An ILO code of practice.</td>
<td>E F S</td>
</tr>
</tbody>
</table>

1 This is not a comprehensive list of all ILO publications; it excludes periodicals, workers' education guides, instructional aids, technical cooperation reports, working papers and meeting documents, as well as manuscripts published by commercial and non-profit-making publishers.

2 Under "Languages", the language editions published in 1990-91 are mentioned; where applicable, the language editions issued before 1990 are shown between brackets. The following abbreviations are used: E: English; F: French; S: Spanish.
Title


Surveys of economically active population, employment, unemployment and underemployment: An ILO manual on concepts and methods. By Ral Hussmanns, Farhad Mehran and Vijay Verma

Les syndicats et l'OIT. Manuel d'éducation ouvrière. Second (revised) edition

Departmental publications

Building for tomorrow: International experience in construction industry development. By Derek Miles and Richard Neale

Capacitación en administración del medio ambiente. Un programa OIT/PNUMA de apoyo a los dirigentes y a los institutos de dirección. Libro 1 - 5. By Dr. R.G.A. Boland

Civil service pay in Africa. By Derek Robinson

Computer-integrated manufacturing: The social dimension. By Karl-H. Ebel

Conditions of work and employment of professional workers: Compendium of principles and good practices.

Defence expenditure, industrial conversion and local employment. Edited by Liba Paukert and Peter Richards

Economic growth and employment structure: A study of labour outmigration from agriculture in developing countries. By A.K. Ghose


Employment and manpower information in developing countries: A training guide. Second (revised) edition

Las evaluaciones de tareas y los sindicatos. By Hans Pornschlegel

Guía para enseñanza de la negociación colectiva. By Tore Nyman

Guía sobre estadísticas para negociadores sindicales en materia de remuneración. By Karl Hedderwick

Health insurance in developing countries: The social security approach. By Aviva Ron, Brian Abel-Smith and Giovanni Tamburi

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Title

ILO Manual for Labour Information Centres. Prepared by Laura Alpern

In search of flexibility: The new Soviet labour market. Edited by Guy Standing

International course for engineers and managers of labour-based road construction and maintenance programmes. Vol. I to IV. Compiled and edited by A. Beuscb and J.J. de Veen

International labour standards concerned with labour inspection: Main provisions.

Low-cost ways of improving working conditions: 100 examples from Asia. By Kazutaka Kogi, Wai-On Phoon and Joseph E. Thurman

Multinational banks and their social and labour practices.

L'organisation administrative de la sécurité sociale: Un enjeu social et politique. By Michel Voirin

Pépinières. Guide technique illustré et aide-mémoire de formation à l'usage des travailleurs des FSTP - Fascicule No. 6

Projects with people: The practice of participation in rural development. By Peter Oakley et al.

Relaciones de trabajo en la administración pública: Países en desarrollo. By Muneto Ozaki et al.

Safety and health in the use of agrochemicals: A guide.

Los sistemas de sugerencias. By Curt N. Fernau


Statistical sources and methods, Vol. 5: Total and economically active population, employment and unemployment (population censuses).

Strengthening technological capabilities: A challenge for the nineties.

Teachers in developing countries: A survey of employment conditions.

Teachers and international labour standards: A handbook.

Technological change and labour relations. By M. Ozaki et al.

Languages

E

E

E

E

E

F

F

E

S

E

E

E

E

S

E

E

E

S

E

F

S

E

E

S

E
Towards social adjustment; Labour market issues in structural adjustment.
Edited by Guy Standing and Victor Tokman

Training for older people; A handbook.
By Peter C. Plett and Brenda T. Lester

Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy.
Second edition

Unemployment and labour market flexibility; Austria.
By Ewald Walterskirchen

Unemployment and labour market flexibility; Finland.
By Reija Lilja, Tuire Santamäki-Vuori and Guy Standing

Unemployment and labour market flexibility; The Netherlands.
By Chris de Neubourg

The unfinished story; Turkish labour migration to Western Europe, with special reference to the Federal Republic of Germany.
By Philip L. Martin

Working together; Labour-management co-operation in training and in technological and other changes.
Edited by Alan Gladstone and Muneto Ozaki

Background Papers for Training in Population Human resources and Development Planning

No. 5: Migración, urbanización y desarrollo.
By A.S. Oberai

No. 6: Evaluación del aporte económico de la mujer al desarrollo.
By Dixon-Mueller and Richard Anker

No. 7: Fecundidad y desarrollo; introducción a la teoría, la investigación empírica y temas de política.
By Ghazi M. Farooq and Deborah S. DeGraff

No. 8: Population dynamics and educational and health planning.
By Gavin W. Jones

International Labour Bibliography

Compiled by Evelyn Schaad

No. 8: Labour information; A guide to selected sources.

No. 9: Bibliography of published research of the World Employment Programme. Ninth edition
<table>
<thead>
<tr>
<th>No.</th>
<th>Title</th>
<th>Languages</th>
</tr>
</thead>
<tbody>
<tr>
<td>10</td>
<td>The urban informal sector in Africa in retrospect and prospect: An annotated bibliography.</td>
<td>E</td>
</tr>
<tr>
<td>11</td>
<td>Labour and Population Programme: An annotated bibliography.</td>
<td>E</td>
</tr>
<tr>
<td></td>
<td><strong>Labour Management Relation Series</strong></td>
<td></td>
</tr>
<tr>
<td>74</td>
<td>International standards and guiding principles on labour law and labour relations.</td>
<td>E, F</td>
</tr>
<tr>
<td>75</td>
<td>Labour relations in Caribbean countries. Edited by Werner Blenk</td>
<td>E</td>
</tr>
<tr>
<td>76</td>
<td>The protection of workers' claims in the event of the employer's insolvency. Edited by Edward Yemin and Arturo S. Bronstein</td>
<td>E, S</td>
</tr>
<tr>
<td></td>
<td><strong>Management Development Series</strong></td>
<td></td>
</tr>
<tr>
<td>21</td>
<td>L'autoformation à la gestion: guide à l'usage des gestionnaires, des entreprises et des organisations des institutions de gestion. By Tom Boydell Published in collaboration with INTERNAM</td>
<td>(E) F</td>
</tr>
<tr>
<td>27</td>
<td>Les besoins de formation au management: principes et méthodes de diagnostic. By Milan Kubr and Joseph Prokopenko</td>
<td>(E) F</td>
</tr>
<tr>
<td>28</td>
<td>Expert systems: A manager's guide. By Karl Wiig</td>
<td>E</td>
</tr>
<tr>
<td>29</td>
<td>Entrepreneurship development in public enterprises. Edited by Joseph Prokopenko and Igor Pavlin</td>
<td>E</td>
</tr>
<tr>
<td></td>
<td><strong>Occupational Safety and Health Series</strong></td>
<td></td>
</tr>
<tr>
<td>37</td>
<td>Occupational exposure limits for airborne toxic substances. Third edition</td>
<td>E</td>
</tr>
<tr>
<td>55</td>
<td>Normes fondamentales de radioprotection: dispositions intéressant la radioprotection des travailleurs (rayonnements ionisants).</td>
<td>(E) F S</td>
</tr>
<tr>
<td>61</td>
<td>Salud y seguridad en el trabajo con unidades de visualización.</td>
<td>(E) F S</td>
</tr>
<tr>
<td>64</td>
<td>Safety in the use of mineral synthetic fibres.</td>
<td>E, F S</td>
</tr>
<tr>
<td>65</td>
<td>International data on anthropometry. By Hans W. Jürgens, Iver M. Aune and Ursula Pieper</td>
<td>E</td>
</tr>
<tr>
<td>Title</td>
<td>Languages</td>
<td></td>
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<td>----------------------------------------------------------------------</td>
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<tr>
<td>No. 66: International directory of occupational safety and health institutions.</td>
<td>E</td>
<td></td>
</tr>
<tr>
<td>No. 67: Occupational lung diseases: Prevention and control.</td>
<td>E</td>
<td></td>
</tr>
<tr>
<td><strong>Technology Series</strong></td>
<td></td>
<td></td>
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<tr>
<td>No. 3: Transformation du poisson à petite échelle.</td>
<td>(E) F</td>
<td></td>
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<tr>
<td><strong>Women, Work and Development Series</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. 19: Gender and population in the adjustment of African economies: Planning for change. By Ingrid Palmer</td>
<td>E</td>
<td></td>
</tr>
</tbody>
</table>
IV. FIRST REPORT OF THE PROGRAMME, FINANCIAL AND ADMINISTRATIVE COMMITTEE:
EXTRACT CONCERNING THE DISCUSSION OF THE REPORT ON PROGRAMME IMPLEMENTATION
(GB.253/PFA/15)
Programme and Budget for 1990-91

(First item on the agenda)

Programme implementation

2. The Committee had before it a paper\(^1\) containing detailed information on the implementation of the Programme and Budget for the 1990-91 biennium.

3. Miss Mackie, speaking for the Employer members, considered the paper to be virtually unnecessary for two reasons: firstly, because this document would be at the disposal of the Conference in only a slightly different form, and the information would be available there; secondly, because a paper which described only the successful achievements of the ILO was not very helpful for management purposes. A far more useful and probably shorter document would be one which listed those programmes or projects which had not been completed, and the reasons therefor. Debate could then take place on whether a particular activity should be deleted or provided for in a future programme and budget. In its present form the report was of limited use to the Committee.

4. Ms. Carr, on behalf of the Worker members, associated herself with the remarks of Miss Mackie. It would be useful also to know whether the ILO had enough staff resources in the field to carry out all programmes. That, together with information on activities not completed, would enable the Committee to decide how to fulfil the promises given to the regions.

5. A representative of the Director-General (the Director of the Bureau of Programming and Management) advised the Committee that this was the last time that this information would appear in the present format. As a result of recommendations put forward by the Working Party on Improvements in the Functioning of the International Labour Conference this report and the similar one which was presented to the Conference would be combined in future. The Office would also make every effort to ensure that the document contained the information requested by the Employer members.

6. The Committee took note of the Office paper.

\(^1\) GB.253/PFA/1/5.