INTERNATIONAL LABOUR OFFICE

MINUTES
OF THE
173rd SESSION
OF
THE GOVERNING BODY

GENEVA, 12-15 NOVEMBER 1968
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The Governing Body of the International Labour Office

MINUTES OF THE 173RD SESSION

The 173rd Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 12 November, to Friday, 15 November 1968.

The Governing Body was composed as follows:

Chairman: Mr. Weaver.

Government group:
- Argentina: Mrs. Zaefferer de Goyeneche.
- Cameroon: Mr. Mbongo-Ejangue.
- Canada: Mr. Haythorne.
- Chile: Mr. Yávar.
- China: Mr. Cheng.
- Colombia: Mr. Oviedo.
- Ethiopia: Mr. Amede.
- France: Mr. Parodi.
- Federal Republic of Germany: Mr. Knolle.
- Hungary: Mr. Horányi.
- India: Mr. Jamir.
- Iraq: Mr. El-Attar.
- Italy: Mr. Ago.
- Japan: Mr. Okabe.
- Malaysia: Mr. Lee San Choon.
- Philippines: Mr. de la Cruz.
- Senegal: Mr. N'Diaye.
- Sierra Leone: Mr. Nottidge.
- USSR: Mr. Goroshkin.
- United Arab Republic: Mr. Fahim.
- United Kingdom: Mr. Heron.
- United States: Mr. Lawyer.
- Venezuela: Mr. Moanack.
- Yugoslavia: Mr. Tabor.

Employers' group:
- Mr. Andriantsitohaina.
- Mr. Bergenström.
- Mr. Erdmann.
- Mr. George.
- Mr. Henriksen-Heaton (personal substitute for Sir George Pollock).
- Mr. Nasr.
- Mr. Neilan.
- Mr. Ofurum.
- Mr. Salvi.
- Mr. Tata.
- Mr. Wajid Ali.
- Mr. Waline.

Workers' group:
- Mr. Abid Ali.
- Mr. Becker.
- Mr. Beermann.
- Mr. Bolin.
- Mr. Borha.

Workers' group:
- Lord Collison.
- Mr. Benazzedine.
- Mr. Faupl.
- Mr. Haraguchi.
- Mr. Möri.
- Mr. Morris.
- Mr. Pimenov.

The following regular members were absent:

Employers' group:
- Mr. Martínez Espino.
- Mr. Végh-Garzón.
- Sir George Pollock.

Workers' group:
- Mr. Monk.

The following deputy members, or substitute deputy members, were present:

Government group:
- Australia: Mr. B. C. Hill.
- Byelorussia: Mr. Peshkov.
- Kenya: Mr. Mbathi.
- Mexico: Mr. de Santiago López.
- Morocco: Mr. El-Fassi.
- Pakistan: Mr. Ahmed.
- Peru: Mr. Marchand Stens.
- Sweden: Mr. Åström.
- Uruguay: Mr. Gros Espiell.

Employers' group:
- Mr. Yllanes Ramos.
- Mr. Ghayour.
- Mr. Fennema.
- Mr. Bannerman-Menson.
- Mr. Ghali.
- Mr. Robinson.
- Mr. Phiri.
- Mr. Gonzales Blanco.
- Mr. Montt Balmaceda.
- Mr. Vitasic Jakasa.

Workers' group:
- Mr. Coppo.
- Mr. Sánchez Madariaga.
- Mr. Shita.
- Mr. De Bock.
- Mr. Mercado.
- Mr. Weissenberg.
- Mr. Solomon.
- Mr. Thondaman.
- Mr. Zaïdi.
The following deputy members were absent:

**International Organisation of Employers:** Mr. Lagasse.
**World Confederation of Labour:** Mr. Eggemann.
**World Federation of Trade Unions:** Mr. Boglietti.

**Substitutes and Advisers:**

- Mr. Agullon, accompanying Mr. de la Cruz.
- Mr. Alula, accompanying Mr. Amede.
- Mr. Aponte, accompanying Mr. Moanack.
- Mr. Aslayan, accompanying Mr. Goroshkin.
- Miss Barnett, substitute for Mr. B. C. Hill.
- Mrs. Bidart de Lópe, substitute for Mr. Gros Espielly.
- Mr. Borisov, substitute for Mr. Goroshkin.
- Mr. Bourras, accompanying Mr. Parodi.
- Mr. Brattström, substitute for Mr. Aström.
- Mr. Bruni Celli, substitute for Mr. Moanack.
- Mr. Burhani, substitute for Mr. Ahmed.
- Mr. Cárdenas Rodríguez, substitute for Mr. de Santiago Lópe.
- Mr. Carrasco, substitute for Mr. Yávar.
- Mr. Cassim, substitute for Mr. Lee San Choon.
- Mr. Casson, accompanying Mr. Gille.
- Mr. Chandrasekharan, accompanying Mr. Lagasse.
- Mr. Corbeil, accompanying Mr. Haythorne.
- Mr. Cotitafyi, accompanying Mr. Ago.
- Mr. Darbowa, accompanying Mr. Osiecki.
- Mrs. Dall, accompanying Mr. Bergenström.
- Mr. Delisle, substitute for Mr. Haythorne.
- Mr. Duaah, accompanying Mr. Yomeke.
- Mr. Dumont, substitute for Mrs. Zaefferer de Goyeneche.
- Mr. Easton, accompanying Mr. Heron.
- Mr. Elliman, accompanying Mr. Weaver.
- Mr. El-Ouaiidi, substitute for Mr. El-Attar.
- Mr. Fairchild, accompanying Mr. Lamartine-Yates.
- Mr. Fall, accompanying Mr. Heron.
- Mr. Fassi-Fihri, substitute for Mr. El-Fassi.
- Mr. Fishburn, accompanying Mr. Weaver.
- Mr. Fisenko, accompanying Mr. Gille.
- Mr. Foggan, accompanying Mr. Heron.
- Mr. García Martínez, accompanying Mr. Lagasse.
- Mr. García Píke, substitute for Mr. Marchand Stéens.
- Mr. Gerboy, accompanying Mr. Goroshkin.
- Mr. Gilbert, substitute for Mr. Neilan.
- Mr. Goosse, accompanying Mr. Heyer.
- Miss Green, accompanying Mr. Heron.
- Mr. Grata, accompanying Mr. Ago.
- Mr. Hammar, substitute for Mr. Berenström.
- Mr. Heise, accompanying Mr. Beermann.
- Mr. Heppling, accompanying Mr. Aström.
- Miss Iliev, accompanying Mr. Tabor.
- Mr. Jachek, accompanying Mr. Králik.
- Mr. Kanaev, accompanying Mr. Pimenov.
- Mr. Kazey, substitute for Mr. Peshkov.
- Mr. Khattabi, substitute for Mr. El-Fassi.
- Mr. Köksal, accompanying Mr. Kandemir.
- Mr. Krishnan, substitute for Mr. Jamir.
- Mr. Kunogi, substitute for Mr. Okabe.
- Mr. Lapointe, accompanying Mr. Haythorne.
- Mr. Leite, accompanying Mr. Yávar.
- Mr. Larkide, substitute for Mr. Parodi.
- Mr. Lee Yan, accompanying Mr. Cheng.
- Mr. Lee Yeong-ping, substitute for Mr. Cheng.
- Mr. Lehmann, accompanying Mr. Becker.
- Mr. Lindberg, accompanying Mr. Aström.
- Mr. López Guevara, substitute for Mr. Oviedo.
- Miss López Ortega, substitute for Mr. de Santiago Lópe.
Mr. Löw, accompanying Mr. Erdmann.
Miss Lunsingh Meijer, accompanying Mr. Pellinkhof.
Mr. Mahuta, accompanying Mr. Makwambala.
Mr. Mainwaring, substitute for Mr. Haythorne.
Mr. Malunda, accompanying Mr. Makwambala.
Mr. Melamed, accompanying Mr. Kidron.
Mr. de Merlis, accompanying Mr. Haythorne.
Mr. Miller, substitute for Mr. Henniker-Heaton.
Mr. Mochi-Onori, accompanying Mr. Salvi.
Mr. Morgan, substitute for Mr. Heron.
Mr. Nagy, substitute for Mr. Horányi.
Mr. Nögrád, accompanying Mr. Coln.
Mrs. Noël de Tricerrí, accompanying Mr. Moanack.
Mr. Oechslin, substitute for Mr. Waline.
Mr. Órthiz Rodríguez, accompanying Mr. Díaz Paz.
Mr. Osuna, accompanying Mr. Yávar.
Mr. Pachachi, substitute for Mr. El-Attar.
Mr. Panikkar, accompanying Mr. Boglietti.
Mr. Pavec, accompanying Mr. Parodi.
Mr. Persons, accompanying Mr. Weaver.
Mr. Piacitelli, accompanying Mr. Ago.
Mr. Pozharsky, accompanying Mr. Goroshkin.
Mr. Purpura, substitute for Mr. Ago.
Mr. Rana, substitute for Mr. Jamir.
Mr. Renaud, accompanying Mr. Pennema.
Miss Renault, accompanying Mr. Waline.
Miss Reyes, substitute for Mr. de la Cruz.
Mr. Ribiero, accompanying Mr. Cumplido.
Mr. Rodie, accompanying Mr. Becerra.
Mr. Sakamoto, accompanying Mr. Okabe.
Mr. Schlotfeldt, substitute for Mr. Erdmann.
Mr. Sidibé, substitute for Mr. N’Diaye.
Miss Simbolotti, accompanying Mr. Ago.
Mr. Sohlman, substitute for Mr. Åström.
Mr. Solarí Swayne, substitute for Mr. Marchand Stens.
Mr. Thomas, substitute for Mr. Knolle.
Mr. Thompson, accompanying Mr. K. G. A. Hill.
Mr. Urrutia, substitute for Mrs. Zaefferer de Goyeneche.
Mr. Varga Perke, substitute for Mr. Horányi.
Mr. Vasiliev, substitute for Mr. Peshkov.
Mr. Walsh, accompanying Lord Collison.
Mr. Weemaës, accompanying Mr. B. C. Hill.
Mr. Willers, accompanying Mr. Knolle.
Mr. Zelleke, substitute for Mr. Amede.
MINUTES OF THE FIRST SITTING
(Tuesday, 12 November 1968—10.15 a.m.)

The Governing Body was composed as follows:

CHAIRMAN: Mr. Weaver.

Mr. Abid Ali, Mr. Ago, Mr. Amede, Mr. Andriantsitohaina, Mr. Becher, Mr. Beermann, Mr. Bergström, Mr. Bolin, Mr. Bruno Celli, Mr. Cheng, Lord Collison, Mr. Coppo, Mr. de la Cruz, Mr. El-Attar, Mr. Erdmann, Mr. Benazzedine, Mr. Fathim, Mr. Faupl, Mr. Georgiev, Mr. Goroshkin, Mr. Hara-

Lord Collison, Mr. Coppo, Mr. de la Cruz, Mr. El-

genström, Mr. Bolin, Mr. Bruni Celli, Mr. Cheng,

hoped that the Governing Body might agree by

it would be wise to postpone the Conference and

view of the wide consent to postponement which had

particular the Government representatives attending

Mr. Wajid Ali, Mr. Waline, Mr. Yávar, Mrs. Zaef-

Morris, Mr. Nasr, Mr. N'Diaye, Mr. Neilan, Mr. Not-

fitage, Mr. Ofurum, Mr. Okabe, Mr. Oviedo, Mr.

Parodi, Mr. Pimenov, Mr. Salvi, Mr. Tabor, Mr. Tata,

Mr. Wajid Ali, Mr. Waline, Mr. Yávar, Mrs. Zaef-

ferer de Goyeneche.

Absent: Mr. Mbonjo-Ejangue.

OPENING OF THE SESSION

The Chairman welcomed those present, and in

particular the Government representatives attending

in that capacity for the first time.

FIRST ITEM ON THE AGENDA: APPROVAL

OF THE MINUTES OF THE 172nd SESSION

The Governing Body approved the minutes of its

172nd Session.

SECOND EUROPEAN REGIONAL CONFERENCE

The Director-General stated that consultations had

taken place on arrangements for the Second European Regional Conference, which had been convened to

meet in Geneva from 2 to 14 December 1968. In

view of the wide consent to postponement which had

emerged in those consultations, he had concluded that

it would be wise to postpone the Conference and

hoped that the Governing Body might agree by
general consent to do so. In that case, he would

submit new proposals concerning the date of the

Conference to the Governing Body at an early

session, after due consultation with the Officers.

It was so decided.

SECOND ITEM ON THE AGENDA:

DATE, PLACE AND AGENDA


INTERNATIONAL LABOUR CONFERENCE 1

Date

The Governing Body decided that the 54th (1970)
Session of the International Labour Conference should
open on Wednesday, 3 June 1970.

Place

The Governing Body decided that the session should
be held in Geneva.

1 See also second sitting, third sitting, sixth sitting and Appendix II.
conference had worked out practical conclusions, the International Labour Conference could on that basis adopt standards at a single session.

Of the three remaining items, all of which the Workers wanted to see included in the agenda, first priority must be given to that on protection of workers' representatives in the undertaking. In order to meet wishes expressed by the Conference in the past, the item should be enlarged to include the question of facilities to be afforded to such representatives.

The Workers' second preference was for trade union rights and civil liberties. Following lengthy group discussions, however, they had concluded that the reference to civil liberties in the item's present wording should be deleted. It would of course still be open to the Conference to discuss the undeniable relationship between civil liberties and trade union rights. But the Workers believed, first, that the United Nations, under whose auspices the International Covenant on Civil and Political Rights had recently been adopted, was the organisation pre-emminently competent in the field of civil liberties. Secondly, they were alarmed at the growing tendency throughout the world to invoke the safeguard of civil liberties as a pretext for curtailing trade union rights and were wary of encouraging that trend by linking the two subjects in the agenda item. Mencied with subjection to the will of governments, the trade union movement was anxious to have its rights protected not only by national legislation but also by international standards. The Workers' group therefore appealed to the Governing Body to include the item on trade union rights in the agenda, subject to deletion of the reference to civil liberties.

Finally, they urged inclusion of the item on family benefits, which they placed third in order of priority.

Mr. Waline, speaking for the Employer members, welcomed Mr. Ago's reference to the invaluable work done by the Committee on Freedom of Association in defending a crucial group of human rights—rights which had been cruelly threatened by the events of recent months. The Employers were, however, in some doubt—which Mr. Mori's remarks had done nothing to dispel—about the exact significance of the proposed item on trade union rights and civil liberties. Therefore, they appealed to the Governing Body to include in the Committee's work, did not fall within the ILO's special competence. As for trade union rights, was there really anything to add to existing ILO instruments on the subject? To grant special civil liberties to employers' and workers' representatives as such would in effect be to establish a new privileged class—even though it might not consist of the same persons who in the nineteenth century had enjoyed the privileges referred to by Mr. Ago. Equality was, after all, just as important as liberty.

The Employer members had deep misgivings about the Workers' proposals for selecting three of the four items and holding a preparatory technical conference on the fourth. They strongly appealed to the Governing Body to consider just how many items could be placed on the agenda without debarring the developing countries from effective participation in the Conference's work. They had protested against the Governing Body's decision in 1967 to place as many as three important technical items on the agenda of the 53rd (1969) Session of the Conference as well. At the 52nd (1968) Session only six of the 29 Employer delegations from European countries had had over four members; even more striking, of the 70 Employer delegations from non-European, and mainly developing, countries, a mere five had consisted of four members, and the average number had of course been much smaller. Were Employers from the great majority of member States to be prevented by the size of the agenda from contributing properly to the Conference's work? To retain two, or even one, of the proposed items would seriously tax the delegations of all countries, especially the developing ones.

The Employers' group considered the topic of protection against benzene to be ripe for Conference discussion. The preparatory technical conference proposed by the Workers' group, besides being costly and making unnecessary extra demands on the Office staff, was open to the further objection that, although its conclusions ought to be an accurate reflection of international practice, experience showed the impossibility of getting the many countries with legislation on the subject to attend. If, on the other hand, its purpose was to bring together the most highly qualified experts, the technical conference would merely duplicate the work already done by the Meeting of Experts on the Safe Use of Benzene and Solvents containing Benzene, held in May 1967.1

Mr. Gros Espiell agreed with the Employers' group that if too many items were put on the agenda the Conference would be unable to study each of them with proper thoroughness. The developing countries, especially the small ones, would find it practically impossible to contribute to the Conference as they wished to do if more than two of the four items were selected.

He agreed with Mr. Ago on the paramount importance of the item on trade union rights and civil liberties. The essential relationship between those rights and liberties was a subject not of purely academic interest but of deep topical significance and therefore worthy of the ILO's closest attention.

The Employers' group had divided opinion on the question of the protection of human rights. Some of the delegates adopted on the protection of human rights, including trade union rights, and to the Charter of the Organisation of American States which, as modified by the Buenos Aires Protocol, referred specifically to the protection of human rights and would shortly come into force. Moreover, a draft inter-American Convention on human rights was to be considered by a special conference in 1969. As a matter of urgency the ILO should carry out a thorough study of all these instruments had been adopted to its own standards, and the Organisation's precise role in regard to trade union rights and civil liberties.

Unlike the Employer members, he found the item to be worded clearly enough to form the subject of a useful Conference discussion, provided it was well

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1 See Minutes of the 165th Session of the Governing Body, Appendix VI, pp. 43-44.
prepared. Deletion of the reference to civil liberties, as suggested by the Worker members, seemed on the whole undesirable: the importance of trade union rights, far from being diminished, was rather corroborated by their being linked with civil liberties, which were crucial to their effective implementation.

Mr. Nasr believed that the most effective way to gain wider respect throughout the world for ILO standards would be to make them better known to governments, parliaments and the public at large, and above all to associate workers' and employers' organisations more closely in the work of the Organisation. When members of all three groups had worked together in the drafting of an international labour instrument, they could be expected to press for its application in their own countries. There was nothing, of course, to prevent formal adoption by the Conference of standards drawn up by a group of delegates from just a few countries, which might even subsequently obtain enough ratifications so that they would, technically speaking, come into force, but to judge from experience such standards were unlikely to earn much respect in practice.

In the past ten years delegations from developing countries had been too small to man all technical Conference committees and the work had fallen to others. Admittedly, that had not always mattered; but in 1970 the Conference agenda would include three items carried forward from 1969 and the great diversity of national and regional practices would call for full participation by all in the discussion. Delegates from developing countries would also be anxious to contribute to the work of the Resolutions Committee and to the discussion of the Director-General's Report, and African delegates to debate the periodic report on apartheid in the Republic of South Africa. Each of the four items now proposed concerned an important topic, as indeed had been shown by the Governing Body's request for law and practice reports. But to place all of them on the same agenda would simply prevent effective participation by the governments, employers and workers of many countries.

An Employer member had once suggested in the Governing Body that to facilitate representation at regional conferences the ILO should relieve governments of the expense of sending delegates: if governments could not shoulder expenses for conferences even within their own region, how could they be expected to send enough delegates to conferences in Geneva? The Employer members therefore appealed to the other two groups not to press suggestions which would have the effect of overloading the Conference agenda.

Mr. Hill shared the concern expressed by Mr. Wa-line and Mr. Nasr: if as many as three of the four items were selected, the Conference would simply be unable to do them full justice. Moreover, the African Government member for its part would be forced to increase the size of its delegation, and that, for a country so distant from Geneva, would entail a sizable increase of costs, irrespective of any considerations concerning that country's actual capacity to pay. His Government would contest any decision likely to cause such inflation, particularly as experience showed that any trend of that kind, once set in motion, was unlikely to be reversed.

Ms Government members favoured the item on benzene hazards, rightly regarded as important by the Workers' group. It also supported that on family benefits. If, however, the latter were not retained and if two items were chosen, its choice would be trade union rights and civil liberties. That item, though controversial—or rather because it was controversial—might stimulate an illuminating and valuable discussion and help to clear up some difficulties arising out of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). Though not opposed to the item on the protection of workers' representatives, his Government gave it lower priority in the belief that differences in national practices would hinder adoption of any useful conclusions susceptible of general application.

Mr. Tata felt that in advocating the selection of three items the Worker members were setting too much store by the quantity, and not enough by the quality, of the Conference's work. Many other topics could be mentioned which were of equal interest to the Workers, but the time available at the Conference and the size of delegations made some limitation of the agenda imperative. At recent Conference sessions the Indian Government had provided for only one Employers' adviser, so that the Employer delegation had been quite unable to attend meetings of all the Conference committees. Some countries had actually failed to send either Employer or Worker delegates to the recent Asian Regional Conference in Tokyo. When drafted without full participation of the three groups, instruments aroused little interest at home and the tripartite principle became a mockery. The Employers' group therefore appealed to the Worker members not to be unrealistic and press for too many agenda items.

As regards the item on protection of workers' representatives, the wide variations in practice from one country to another made the question of equal treatment of the subject in an international instrument. Such an instrument might prove hard to apply in a country like India, for example, where the law allowed any seven persons to form a union and where management often faced demands from many different unions in a single undertaking for the recognition and protection of their representatives. However well-meaning the Workers' support for this item, that was not its true purpose; it was meant to raise for countries outside Europe and North America.

As regards the subject of trade union rights and civil liberties—and the Employers were just as anxious to protect their own organisations as the Workers—the crux of the problem lay in drawing the line between trade union and political activities. The general strike recently called by unions in India, while it had originated in an economic dispute, was ultimately designed to cripple the whole country and had the Government to ransom; was that still an economic strike? Or should it be regarded as a political one? Sometimes, it was true, economic and political motives might coincide. Unless an answer was attempted to such questions, genuine trade union activities could never be properly safeguarded and trade union leaders would continue to exploit their position to harass governments for political ends. Deletion from the wording of the item of the reference to civil liberties, proposed by the Workers, was therefore quite beside the point. In Japan and other countries public utility workers went on strike one section at a time in order not to cause national disruption. That was a legitimate form of trade union activity and the Employers were in favour of its full protection; they could not, however, consent to union activity inspired by purely political motives.

Mr. Mbathi agreed with the Employers' group that the inadequacy of many delegations to Conference
sessions was becoming a serious problem. Not only must the Conference agenda be fully manageable but, above all, as many countries as possible, especially developing ones, must be able to take part effectively. It would be misguided to load the agenda with too many of the complex subjects proposed, whatever their importance. His Government therefore advocated selection of only one of the four items, namely that on trade union rights and civil liberties—a choice particularly appropriate in the International Year for Human Rights. As for the change in wording proposed by the Workers’ group, trade union rights and civil liberties were too closely related to be discussed separately, and reference to the latter was therefore essential.

*Lord Collison* urged the Governing Body not only to agree to the item on protection of workers’ representatives but also to enlarge it to cover facilities. The Employers’ group had invoked the wide variations in practice from one country and even undertaking to another as an argument against attempting to draw up international standards on facilities. But the grant of facilities was, after all, the mere corollary of protection and must therefore also be covered by any standards adopted.

The Employers had also argued—and not for the first time—in favour of limiting the Conference’s workload on the ground that small delegations from developing countries could not be represented on all the committees; but the suggestion that each country should have full representation on every committee could easily be reduced to absurdity: it would mean, if carried to its logical conclusion, that if only one government failed in its obligation to send a full tripartite delegation it might be impossible to set up any committees at all.

The Worker members, for their part, regarded themselves as representatives of workers all over the world, not just of workers in their own country or region. The Employer members might view their own position differently; but were they implying that workers’ representatives from Europe knew nothing of labour problems in tropical countries, or that those from Africa or Asia could not understand the problems of industrialised countries? The speaker himself, as Chairman of the International Union of Plantation, Agricultural and Allied Workers, could claim close familiarity with the problems of workers not merely in his own country but elsewhere in the world—including the developing regions.

The Workers’ intention in suggesting a preparatory technical conference on protection against benzene had simply been to enable the Conference to dispose of the subject later in a single session. The Office seemed in fact to be perfectly capable of servicing a number of Conference committees—as had been shown at the 52nd (1968) Session of the Conference by the outstanding success of the committees on labour inspection in agriculture and on the conditions of life and work of agricultural workers.

The close relationship between trade union rights and civil liberties had been rightly stressed by Mr. Ago. As paragraph 32 of the Office paper pointed out, the effectiveness of trade union rights did indeed depend on the grant of such civil liberties as freedom of opinion, expression and peaceful assembly, immunity from torture, and so on. The Workers’ group was nevertheless opposed to combination of the two sets of rights in the proposed item. In the first place, they believed that all members of society were entitled to civil liberties—trade unionists, politicians, and members of all groups—and not just a particular class of persons. The Workers knew better than any the terrible examples of class oppression afforded by history. English workers, for example, under union leadership, had suffered cruel oppression and even bloodshed in the nineteenth century in the struggle to vindicate their rights. Their ultimate victory had done a good deal to promote the rights and freedoms of the citizenry at large; from that point of view, it was true to say that the trade union movement had often been in the vanguard of the fight for civil liberties and social equality.

Mr. Tata had put forward the usual argument—familiar at least to anyone who had served on the British Royal Commission on Trade Unions and Employers’ Associations—that a trade union could not be allowed to take action damaging to the community at large and that a line must be drawn between trade union and political activities. But where was the line to be drawn, and by whom? Occasionally work stoppages did injure the community as a whole; but the worker and his family always suffered, and it was idle to accuse him of going on strike out of pure malice. The Workers were afraid that to link trade union rights with civil liberties would invite the imposition of curbs on trade union rights in countries denying such liberties, and would indeed take no account of the fact that there were cases where freedom of trade union action had to go a little further than normal civil rights—notwithstanding the views on the subject expressed earlier by Mr. Waline. That was a danger which the Workers’ group must uncompromisingly resist, and they therefore opposed any reference to civil liberties in the wording of the proposed item.

*Mr. Parodi* shared the Employers’ view that inclusion of all four items in the agenda would make undue demands on the Conference. Though the agenda should be sufficiently substantial, there was a danger of making it unmanageable and turning the Conference into a forum mainly for the richer countries with delegations large enough to participate effectively.

The French Government could readily consent to drop the proposed item on family benefits. Although the French system of family benefits was probably more developed in France than in other countries, the Government considered any discussion of the subject premature until the problem of population growth, whose tragic consequences were strikingly brought to light in the paper on the fourth item on the Governing Body’s agenda, was more thoroughly explored and better understood.

The French Government was in favour of the item on protection against benzene, a subject of major importance and one on which international standards were most likely to influence national legislation. The item being highly technical, the substantive work could be tackled by experts of all three groups, and approval of their conclusions would then make only modest demands on the Conference’s time. This would be a better way of dealing with the subject than the expensive device of convening a preparatory technical conference.

The two remaining items—protection of workers’ representatives, and trade union rights and civil liberties—also deserved inclusion in the agenda. As to the former, although several members had argued that the wide variety in national practices regarding the...
grant of facilities to workers' representatives made discussion of the subject premature, in fact the exchange of information on those practices should prove extremely useful. Even if no detailed standards were finally adopted on the grant of facilities, to ignore the subject would substantially detract from the interest of the item as a whole.

The relationship between trade union rights and civil liberties did raise constant difficulties for the Committee on Freedom of Association, as Mr. Agó had observed, and even if the adoption of standards proved difficult the discussion would certainly be worth while. The present wording of the item seemed open to two interpretations, however: what was meant might be a discussion either of the relationship between trade union rights and civil liberties, or of trade union rights considered as a whole, including the relevance of civil liberties to such rights. Since the latter interpretation was no doubt the correct one, the wording should be changed to reflect it more accurately.

Mr. Yávar, though convinced of the importance of each of the proposed items, also agreed with the Employers on the need to limit the number selected. His Government was in favour of that on protection of workers' representatives and of enrolling it to include the subject of facilities. A discussion on trade union rights and civil liberties, which as other members had already observed were undoubtedly related, would also be invaluable, whatever the difficulty of adopting standards on the subject. Paragraph 18 of Appendix IV to the Office paper 1 shed interesting light on what might be the proper role of the ILO in that field, by specifying that its protective role would not extend to workers with regard to activities which were not of a trade union character, e.g. specifically political activities or activities constituting an ordinary crime, subject, however, to proper safeguards as regards the furnishing of evidence and observance of due process of law.

Mrs. Zaefser of Goyeneche opposed inclusion of all four items in the agenda, however great their importance, on the ground that that would make it impossible to give each of them the thorough study it deserved. With a total of almost 3,000 meetings held by international organisations in 1967 and an expected total of nearly 4,000 in 1968, governments were finding it more and more difficult to send representatives to all the meetings of interest to them. The Government of Argentina, where the rights of workers' representatives were safeguarded by both the Constitution and the law, gave first priority to the question of the protection of such rights, although it would be prepared to defer to the wishes of the majority should a consensus emerge in favour of some other item. Although the diversity of national practices would no doubt complicate the adoption of international standards, tackling the subject would be a major step forward.

Her Government's second preference was for the item on trade union rights and civil liberties or, more properly, the civil rights on which liberty depended. All those rights were so inextricably inter-connected that no meaningful discussion of trade union rights could disregard problems of civil rights. As observed in paragraph 7 of Appendix IV to the Office paper, action to give better protection to workers in exercising trade union rights might be largely ineffective if their civil liberties were not recognised or sufficiently respected.

At the same time it might be observed—particularly in response to the preoccupations voiced earlier by Lord Collison—that not much now remained of the class privileges of an earlier day, while the trade unions on the other hand had grown to represent a major force; from that point of view, the question which arose was not merely that of their rights, but of the responsibility for moral leadership which their great power thrust upon them.

In concluding, she joined earlier speakers in urging inclusion of this item in the agenda of the 54th (1970) Session of the Conference. As others had pointed out, that would be a fitting move at the outset of the ILO's second half-century of existence.

Mr. N'Diaye stressed that, anxious as it was to give effect to any standards adopted by the Conference, his Government thought it vital to participate fully in discussions on all agenda items. The developing countries, though unable to be represented in all Conference committees and thus to contribute as they would like to the Conference's work, were not prepared to be mere bystanders and simply to put the seal on conclusions reached by others. As the Employer members and Mr. Parodi had already pointed out, a realistic attitude must be taken towards the Conference's workload if its conclusions were to be of world-wide relevance.

While agreeing with the Workers' group on the merits of both the item on protection of workers' representatives and that on trade union rights and civil liberties, he considered that the inadequacy of many Conference delegations ruled out selection of more than one of the four items. Trade union rights could not be discussed separately from civil liberties, or even defined without reference to them, since their effectiveness depended on the safeguard of such liberties. Though civil liberties did perhaps fall within the special competence of the United Nations, the ILO need not for that reason disregard them. If the two items could somehow be combined into one, then his Government would be able to express its views on both subjects at the Conference. Failing that, he would urge that only one item should be retained, namely that on trade union rights and civil liberties.

Mr. Oviedo thought that limits on the size of the agenda were necessary, however regrettable, if the items were to be properly discussed. Although faced with an increasingly demanding workload each year, the Conference still had many topics to explore—human resources development, including the problem of the outflow of qualified staff, highlighted in the resolution adopted at the last session; the protection of trade union funds; participation of employers and workers in economic planning and programming; problems of public servants; various social security matters; occupational health and welfare, including revision of the list of occupational diseases; and hours of work, rest periods and holidays. Since, however, as the Employers' group had observed, several countries could not send Conference delegations large enough to be present on all the committees, the Colombian Government advocated selection of not more than two items. Its first choice was that on trade union rights and civil liberties—and it preferred the term "liberties" to the term "rights.

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1 Not reproduced here.

2 See above.
suggested by Mrs. Goyeneche—and its second was that on protection of workers' representatives, enlarged to cover facilities.

As for the two remaining items, that on protection against benzene might appropriately be dealt with by a preparatory technical conference, as the Workers' group had suggested, while that on family benefits, though of great interest, must be set aside, at least for the time being.

The discussion was adjourned to the following sitting.

(The sitting closed at 12.50 p.m.)

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver,
Chairman.
MINUTES OF THE SECOND SITTING

(Tuesday, 12 November 1968—3.40 p.m.)

The Governing Body was composed as follows:

CHAIRMAN: Mr. Weaver.

Mr. Abid Ali, Mr. Ago, Mr. Amede, Mr. Andrianitohaina, Mr. Becker, Mr. Beermann, Mr. Bergenström, Mr. Bolin, Mr. Bruni Celli, Mr. Cheng, Lord Collison, Mr. Coppo, Mr. de la Cruz, Mr. El-Attar, Mr. Erdmann, Mr. Benazzedine, Mr. Fahim, Mr. Faupl, Mr. Georg, Mr. Goroshkin, Mr. Haraguchi, Mr. Haythorne, Mr. Henniker-Heaton, Mr. Horányi, Mr. Jamir, Mr. Knolle, Mr. Lawyer, Mr. Lee San Choon, Mr. Morgan, Mr. Mori, Mr. Morris, Mr. Nasr, Mr. N'Diaye, Mr. Neilan, Mr. Nottidge, Mr. Ofurum, Mr. Okabe, Mr. Oviedo, Mr. Parodi, Mr. Pimenov, Mr. Salvi, Mr. Tabor, Mr. Taha, Mr. Wajid Ali, Mr. Waline, Mr. Yávar, Mrs. Zaefferer de Goyeneche.

Absent: Mr. Mbonjo-Ejangue.


Mr. Bolin associated himself with the other Worker members who at the first sitting had urged acceptance of three of the four technical items proposed for the agenda of the 54th (1970) Session of the Conference and who had emphasised the cardinal importance of the subject of the protection and facilities afforded to workers' representatives in the undertaking.

As regards the item on trade union rights and civil liberties, Appendix IV to the Office paper, and particularly the suggestions in paragraphs 16 to 24, were much more helpful than the paper submitted to the Governing Body at its last session. The arguments put forward in paragraphs 11 to 13, however, against the Workers' objections to the linking of trade union rights with civil liberties were not wholly convincing. The crux of those objections had been that trade union rights might go beyond civil liberties in scope and would not necessarily be safeguarded by measures taken to protect such liberties. Appendix IV did bring out the item's intended purpose, however, which was to examine the practical relevance of civil liberties to the safeguarding of trade union rights, and viewed in that light the item could prove extremely useful.

The report prepared by the Office as a basis for the Conference discussion should pinpoint any defects in existing ILO standards and should also suggest areas in which the ILO should co-operate with the United Nations. The latter's special competence in the field of civil liberties was one reason for the Workers' proposal to change the item's wording. Perhaps some such wording as "the relationship between civil liberties and the effectiveness of trade union rights" would be acceptable.

Mr. Becker also associated himself with the statements made by Mr. Mori and Lord Collison at the first sitting, and considered that 1970—the first year of the ILO's second half-century—would be an excellent time to examine the possibility of adopting a Convention on the protection of workers' representatives in the undertaking. Such protection, however, required full recognition by management and the competent authorities of the trade unions' role as the true representatives of workers in the undertaking. The subject of workers' representatives and that of trade union rights should therefore be combined into a single item or, failing that, they should both be placed on the agenda, albeit as separate items. The subject of civil liberties, one of crucial and topical importance, merited separate examination at an early date.

Mr. Goroshkin was strongly in favour of the Workers' proposal for selection of three of the technical items and ranked them in the same order of priority—namely protection of workers' representatives, including facilities, followed by trade union rights and civil liberties, and, finally, by family benefits. The important subject of protection against benzene would, as suggested by the Workers, best be tackled at the present stage by a preparatory conference, which could explore in detail its many technical aspects.

The familiar fears voiced about overloading the agenda were unfounded. The Office had recently submitted to the Governing Body a highly informative paper on the questions which might call for Conference consideration, including all those suggested by delegates at recent Conference sessions, and had thus prepared the way for closer practical co-operation between ILO organs. Although it was for the Governing Body to fix the Conference agenda, it should in doing so pay due respect to the suggestions of Conference delegates. If only one or two of the questions suggested were included in the agenda each year, however, there would be intolerable delay in getting through them all, and in the meantime others would no doubt call for examination.

Some members had expressed misgivings about the Conference's ability to deal with a heavy workload. Yet at the 52nd (1968) Session, with two new technical items on its agenda, the Conference had actually managed to finish its work two days ahead of schedule, without even having to force its pace. That should allay fears about its incapacity to deal with the three additional items proposed by the Workers.

Finally, in deciding what items should be placed on the agenda of the 55th (1971) Session of the Conference, the Governing Body should reconsider the topics referred to in the Office paper submitted at the last session, and others as well—protection of workers against adverse social consequences of automation, for example, would be one possibility.

Mr. Wajid Ali reiterated the Employers' fears that Conference delegations from developing countries would be unable to participate effectively in a discussion on as many as three new technical items at the 54th (1970) Session. The Worker members' argument.

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1 See also first sitting, third sitting, sixth sitting and Appendix II.
that Worker delegates should be regarded as representa­tives of workers all over the world and not just in their own country or region showed scant respect for the independence of the developing nations. Delegates from those nations were the people best qualified to plead their case in any international forum. Whatever their debt to the advanced countries for assistance in the past, the developing countries—and they were, after all, the majority—now aspired to mould their own future and might be expected to pay little heed to international instruments which they had been denied their proper say in drawing up. Even if the advanced countries might not like to admit it, the guidance afforded by such instruments was invaluable to the developing countries, which should be allowed to participate fully in their preparation.

Mr. Lawyer observed that governments, especially those of smaller countries, were finding it more and more difficult to send adequate delegations, not just to the Conference, but to the swelling number of ILO and other international meetings held each year. His Government was opposed to adding to that number by holding a preparatory technical confer­ence on protection against benzene. One way of making technical committees more effective would be to keep down the size of the Conference agenda. The workload was already unusually heavy for 1969, and it would be advisable to reduce it in 1970 by selecting not more than one new item.

The United States Government gave first priority to the subject of protection against benzene, one on which the meeting of experts held in 1967 had adopted certain conclusions and which, being of widespread interest, fully merited Conference discussion. As regards the item on protection of workers' representatives, the disagreement in the Governing Body about the wisdom of enlarging it to cover the subject of facilities threatened to carry into the Con­ference and to detract from the usefulness of any discussion there. The subject of family benefits, though worth while, did not call for urgent study; besides, social security problems had appeared on the agenda of several recent Conference sessions and the competent Office services were perhaps entitled to some respite. A Conference discussion on trade union rights and civil liberties would certainly be valuable, provided the item's wording were clarified. The material prepared by the Office as a basis for such a discussion would presumably take into account the observations made by Governing Body members. Although the United States Government would prefer only one new item, in a spirit of compromise it could agree that the topic of trade union rights and civil liberties should be added as another item.

Mr. Morgan pointed out that the inclusion of as many as three new items in the agenda of the 54th (1970) Session of the Conference would entail setting up an unusually large number of committees and put a severe strain both on delegations and on the secre­tariat. Interpreters of the right calibre, for example, were particularly scarce and had had to be recruited over a year in advance, as the Financial and Administra­tive Committee had learned at the last session when examining the financing of the 53rd (1969) Session of the Conference. Moreover, three items would be carried forward from the 1969 to the 1970 Session, and if the agenda of the latter also included a large number of new items there would be a danger of constantly overburdening the Conference from one year to the next. The United Kingdom Government therefore advocated selection of only one new item.

The item on protection against benzene was cer­tainly worthy of study either by the Conference, if not in 1970 then at a later session, or by a meeting of some other kind. The item on trade union rights and civil liberties also deserved examination, pro­vided its wording were clarified in the light of the discussion in the Governing Body.

Mr. Horányi was in favour of placing three of the items on the agenda. The cardinal importance of that on the protection of workers' representatives had been stressed both by the Technical Meeting on the Rights of Trade Union Representatives and Participa­tion of Workers in Decisions within Undertakings, held in November 1967, and by Governing Body members in discussing that meeting's report at the 171st Session. The protection of trade union representa­tives within the undertaking both by national legislation and in accordance with international standards was indispensable. He therefore gave first priority to that item, which should, moreover, be enlarged to include the subject of facilities. His second and third preferences were for the items on family benefits and that on trade union rights and civil liberties respectively.

Mr. Ago, though he could, like Mr. Parodi, under­stand the Workers' dissatisfaction with the wording of the item on trade union rights and civil liberties, considered it undesirable to delete the reference to civil liberties. To do so would be to obfuscate the true meaning of the item, which in effect concerned the correlation between trade union rights and the civil liberties on which their effective enjoyment depended. Reference to such liberties must therefore on no account be omitted.

Mr. Aström recalled that at the 172nd Session he had supported inclusion of two new items in the agenda of the 54th (1970) Session of the Conference. The inadequacy of Conference delegations, being really a financial problem, should be treated as such and was no argument for reducing the size of the agenda. The Governing Body should rather consider how to ensure the adequacy of delegations. One way would be to finance their costs out of the ILO regular budget; the Organisation would then benefit from full tripartite participation by all member countries in its work.

Mr. Okabe felt that limits on the size of Conference delegations made inclusion in the agenda of more than two items unwise. His Government's first preference was for the item on family benefits, which would carry the ILO's current comprehensive review of its social security standards a step further. Second in priority was the item on protection against benzene, a substance whose rapidly spreading use in industry increasingly endangered workers' health. The far-reaching and complex nature of the remaining two items—protection of workers' representatives, and trade union rights and civil liberties—made them more appropriate for treatment by bodies other than the Conference, such as the Governing Body Com­mittee on Freedom of Association or the Committee of Experts on the Application of Conventions and Recommen­dations.

Mr. Faupl found it quite unconvincing to argue against including all the items desired by the Workers

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1 See Minutes of the 171st Session of the Governing Body, pp. 6-12.
in the agenda on the ground that governments could not afford to send adequate delegations to the Conference. It was odd to hear the loudest protests uttered, not by representatives of governments in genuine financial straits, but by those of countries perfectly able to meet their responsibilities—such as the United States. In any case, all the items would have to be examined sooner or later. The Employers’ group, long notorious as a restraining influence in the Governing Body, was now trying to bring the ILO to a standstill. It was pointless, in fact, to insist on full representation on technical Committee committees when any delegate in plenary sitting was free to express his views on a committee’s conclusions and to propose amendments. It would be unwise to attempt to cover trade union rights and civil liberties in a single ILO instrument. Neither set of rights, it was true, could exist without the other, and where civil liberties were lacking human rights were certainly denied. But the purpose, after all, was to draw up an effective instrument defining trade union rights and providing for the protection of trade unionists against the discrimination which still existed in the United States and in many other countries. That purpose would not be achieved by linking trade union rights with civil liberties, whose protection raised even more fundamental problems. Like representatives in the Governing Body or at the Conference, trade union representatives should enjoy the rights and protection crucial to effective performance of their duties. It followed logically, as Lord Collison had said, that they should be guaranteed proper facilities, both in the undertaking and outside it. The subject of trade union rights and that of the protection of workers’ representatives in the undertaking could therefore be usefully combined into a single item which would be much more likely to lead to the adoption of precise and effective standards. He appealed to the Governing Body not to betray world-wide confidence in the ILO by refusing to include more than one new item in the agenda of the 54th (1970) Session of the Conference.

Mr. Haythorne, who had been unable to attend the last Governing Body session, expressed cordial congratulations to the Chairman on his election and looked forward to the benefit of his guidance during his year of office.

The Canadian Government welcomed the extremely helpful material prepared by the Office on the items for possible inclusion in the agenda of the 54th (1976) Session of the Conference. In deciding how many new items to include in the agenda of a session the Governing Body must consider the adequacy of Conference delegations, the burden falling on the secretariat and the cumulative effect, due to the double-discussion procedure, on the agenda of subsequent sessions. Three technical items, instead of the usual two, were to be carried forward from the 1969 to the 1970 Session, and for that reason the Canadian Government was opposed to including more than one new item in the agenda for that year. The Canadian Government gave highest priority to the item on trade union rights and civil liberties, which, as previous speakers had said, was ripe for full and detailed discussion by the Conference. The Workers’ opposition to combination of the two sets of rights was quite understandable, however, and the item’s wording, at present unsatisfactory in that it placed equal emphasis on each of them, should be changed to make it clear that the Conference would in fact be discussing “trade union rights and their relation to civil liberties”. As regards the suggestion made by Mr. Becker and Mr. Faupl to combine the subject of trade union rights and that of protection of workers’ representatives into a single item, the two subjects were certainly related and they even overlapped to some extent. The latter did, however, seem primarily a matter for labour management co-operation rather than legislation, and the Canadian Government would be prepared, if the Governing Body so desired, to agree to its inclusion in the agenda as an item in itself. Another possibility would be to combine the two subjects for purposes of general discussion in 1970, on the understanding that at the 1971 Session the Conference would draw up a separate instrument on each of them.

Study of the subject of protection against benzene, supported by many Governing Body members, could now be carried further by a technical conference convened to draft conclusions either on benzene alone or also on related hazards, possibly as part of a safety and health code. If such a conference met before 1971, the International Labour Conference could take its conclusions as the basis for adoption of standards dealing with that subject. The Canadian Government welcomed the extremely helpful material prepared by the Office on the items for possible inclusion in the agenda of the 54th (1970) Session of the Conference. In deciding how many new items to include in the agenda within bounds. To include all four items, in addition to the three likely to be carried forward from 1969, would seriously overburden the Conference in 1970. Mr. Mbathi and other Government members from developing countries had also objected that those countries would find it difficult to send delegations equipped to participate in discussions on so many items. Not more than two new items, therefore, should be selected. Strong support had emerged in the debate for the items on trade union rights and civil liberties and on protection of workers’ representatives. His Government could readily agree to those items, subject perhaps to their rewording.

Mr. Buxkari agreed on the merits of each of the four items, although that on trade union rights and civil liberties needed slight rewording. Like other speakers from developing countries, he felt that it would be unrealistic to include all four in the agenda and at the same time expect those countries to make their full and proper contribution to the Conference’s work. The purpose of the item on protection of workers’ representatives—namely to safeguard trade union activities in the undertaking—was accurately reflected in its present wording. It would be extremely difficult to go further and attempt to draw up international standards dealing specifically with the facilities to be provided for such representatives.

As regards the item on trade union rights and civil liberties, though the relationship between them was beyond dispute, as Mr. Ago and others had rightly observed, to combine them as now proposed might lead to a discursive and fruitless debate. The reference to civil liberties should therefore be deleted, or else the emphasis should be changed by a reference to trade union rights and their relationship to civil liberties, along the lines suggested by Mr. Parodi and Mr. Haythorne.
Mr. George, who had been unable to attend the last session of the Governing Body, expressed his deep satisfaction at Mr. Weaver's election as Chairman and paid a warm tribute to his predecessor, Mr. Ago, an eminent international figure whose eloquent advocacy of human rights had earned him universal esteem and respect, particularly in the developing countries.

It was with some hesitation that, following Mr. Ago's opening statement in the debate on the agenda of the 54th (1970) Session of the Conference, his feel impelled to stress once again the problems which many Conference sessions had raised for developing countries such as his own. The very holding of a Conference session each year represented a heavy financial burden for those countries, and all would remember the arguments put forward in the Governing Body Working Party on the Programme and Structure of the ILO in favour of a biennial periodicity combined with more emphasis on regional conferences. Other suggestions designed to lighten the burden on developing countries had also been made, such as that put forward by Mr. Waline, that financial assistance towards the expenses of Employers' and Workers' representatives at the Conference might be provided to developing countries out of the ILO budget. The proposed alignment of the ILO scale of contributions on that of the United Nations would, of course, also afford a measure of relief to those countries and make it easier for them to send adequate delegations to the Conference; unfortunately, despite the Director-General's efforts the wealthier countries had been resisting such an alignment.

The Governing Body, therefore, which in other circumstances placed heavy stress on helping the developing countries, should show also some understanding of the difficulties which full Conference participation raised for such countries. The mere sending of a six-man delegation from Niamey to Geneva entailed expenditure far beyond the resources of a country such as his own, whose workers—perhaps somewhat unconsciously—had not been affiliated to any international trade union organisation and thus did not receive any subsidies from the outside, and whose employers were likewise in no position to finance the expense of sending technical advisers to the Conference, with the result that the entire burden fell on the Government. On the other hand, it was quite unreasonable to expect a delegation of only four members to deal effectively with the many important questions proposed for inclusion in the Conference agenda, which by and large concerned developing and advanced countries alike.

Lord Collison had correctly observed that the Workers' representatives at the Conference defended the interests of their group as a whole. The same was true of the Employers, who were united in defence of free enterprise; but that did not mean that employers in developing countries did not have their own specific interests whose defence they could hardly entrust wholly to their colleagues from industrialised countries. That, indeed, was fully recognised in the Employers' group, whose leader never failed to ascertain the point of view of his colleagues from the less advanced countries on any particular matter.

The subject of trade union rights, for instance, whose far-reaching implications Mr. Tata had ably spelled out, was a vital issue in emerging countries, where trade unions did not always have a clear conception of their rights and obligations and sometimes, even vis-à-vis their own worker colleagues, tended to pose as managers. The efforts of the ILO to develop honest and responsible trade union leadership were to be warmly welcomed, and he regretted the resistance which an Office mission of experts on workers' education recently sent to Niamey had encountered in local trade union circles. Political strikes and irresponsible demagogy trade union actions of any kind were a luxury which countries in the infant stages of economic development could ill afford.

The question of family benefits and that of holidays with pay, which would be carried over from the 53rd (1969) Session of the Conference, were also matters of considerable interest, particularly in erstwhile French colonies which had inherited their social legislation from the former colonial power. Protection against benzene hazards was perhaps less of an issue in certain developing countries; such hazards arose mainly in large-scale industry, where workers were at all events well organised and capable of ensuring their own protection through collective action. Special youth training schemes, on the other hand, another item to be carried over from 1969, was again a question of major importance to developing countries, where the employment problem posed by demographic growth was enhanced by the success achieved by international organisations in lowering the death rate. Finally, the Conference would again have before it the question of apartheid: was it conceivable that the developing countries, particularly those of Africa, should forgo participation in the debate on this vital question?

All told, therefore, the items proposed for inclusion in the agenda of the 54th (1970) Session of the Conference were important ones, and African countries not only agreed that they should be dealt with by the Conference but insisted on full participation in the process; they would never be satisfied with the role of puppets. To extend the agenda to the point where they would not be assured of such participation, on equal terms with other Members, would amount to forcing a decision upon them, and that they could not accept.

Mr. Mōri asked the Director-General whether in other international organisations it was the practice for all member States to be represented on committees. In his view, such universal representation was quite unnecessary; in the case of the ILO, what mattered was that Employer and Worker representatives should be well qualified and include in each case a fair number from the developing world.

Mr. Waline observed that a valid comparison could be made only with other organisations which drew up international instruments.

Mr. Ghayour pointed out that Employer and Worker delegates at the Conference normally held group discussions on all matters dealt with by technical committees. The Employer members of a Committee were certainly careful to bear in mind the views expressed in the group as a whole. Moreover, all Conference delegates could take part in the vote in plenary sitting on the reports and conclusions of committees.

Mr. Brämann supported the arguments of members with many years' Conference experience in favour of limiting the size of the agenda, having regard in particular to the heavy cost of sending adequate delegations.

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1 See first sitting.
At the Technical Meeting on the Rights of Trade Union Representatives and Participation of Workers in Decisions within Undertakings, held in 1967, he had expressed the view, which he still held, that the question of protection was suitable for treatment in an ILO instrument. As regards facilities, however, though the Worker members were correct in pointing out that without them rights might prove almost valueless to workers' representatives, national law and practice varied so widely as to make the adoption of any useful international standards on the subject extremely difficult—a point already made by several experts at the meeting. The difficulty was aggravated by differences within many countries in the functions carried out at the undertaking level by different categories of workers' representatives—both those within the undertaking itself and those from outside it.

His doubts concerning the exact meaning of the item on trade union rights and civil liberties had hardly been dispelled by comments made in the debate. It seemed open to two possible interpretations. One of these was based on the undoubtedly correct assumption that civil liberties needed to be better safeguarded in order to ensure the effectiveness of trade union rights—and, for that matter, the rights of employers' organisations. In that case, it might be asked whether the question was really a primary concern of the ILO. Or the intention might be that trade union representatives should enjoy rights not afforded to other members of society. There were, to be sure, areas—such as the right to organise and collective bargaining—in which trade unions required special protection; these matters were in fact dealt with exhaustively by existing ILO standards. Generally speaking, however, trade union representatives should in carrying on their activities act within the framework of the constitutional rights granted to all citizens of the country; once they stepped outside those bounds they ran the risk of forfeiting their position of responsible leadership within the community.

Mr. El-Attar joined other members from developing countries with limited financial resources in urging the Governing Body not to overload the agenda and so prevent them from participating effectively in the Conference's work. Only two new items should be selected: first, the item on trade union rights and civil liberties—their interdependence was beyond doubt—and secondly, that on protection of workers' representatives.

Mr. Jamir, though attaching great importance to each of the four items, also stressed the need for a manageable Conference workload. As Mr. Mbatli had remarked, the number of items on the agenda should permit both detailed discussion of each one and full participation in the Conference's work by delegations of all countries, including the developing ones. The Governing Body should therefore try to agree to select only one, or at the most two, of the four items. Wide support had emerged for the items on trade union rights and civil liberties and on protection of workers' representatives. If the latter were selected, it should be extended to cover the subject of facilities.

Mr. de la Cruz agreed that, though of equal importance, the four items could not all be included without overloading the agenda. His Government's first choice was the item on trade union rights and civil liberties, one of crucial interest to young, developing nations; its second the item on protection of workers' representatives, a problem of past and continuing concern in the Philippines. It placed the item on protection against benzene third and that on family benefits fourth in order of priority.

Mr. Tabor expressed his Government's support for a thorough discussion by the Conference of trade union rights. The item should concentrate, however, on their relationship not merely to civil liberties—that was too limited an approach—but to all economic and social rights. There was an urgent need for standards which would place trade union rights in the general context of such economic and social rights and which could be embodied either in a revised version of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 98), or in a new instrument. If the Governing Body could not agree to selecting an item worded to meet that purpose, it should postpone the whole matter for the time being. The Yugoslav Government would then be in favour, first, of the item on protection of workers' representatives, enlarged to cover the subject of facilities, secondly, of that on protection against benzene hazards, and thirdly, of that on family benefits.

The representative of the Director-General (Mr. Jenks, Principal Deputy Director-General) said in reply to Mr. Mör to that in organisations in the United Nations system technical committees, though normally much smaller than the parent body, were nevertheless so constituted as to be reasonably representative of that body. At the Conference the aim was to ensure, first, that each delegation participated in a reasonable proportion of the committee work and, secondly, that each committee should be so composed as to give a fair mirror of opinion in the Conference as a whole. Although the large political committees of the United Nations General Assembly naturally included representatives of all the delegations, the practice of other organisations in determining the composition of technical committees was very much the same as in the ILO. In many of them, indeed, such committees were much smaller than in the ILO.

The discussion was adjourned to the following sitting.

(The sitting closed at 6.15 p.m.)

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver,
Chairman.
MINUTES OF THE THIRD SITTING

(Wednesday, 13 November 1968—10.40 a.m.)

The Governing Body was composed as follows:

**Chairman:** Mr. Weaver.

Mr. Abid Ali, Mr. Ago, Mr. Amede, Mr. Andrian­silohaina, Mr. Becker, Mr. Berhmann, Mr. Berg­enström, Mr. Bolin, Mr. Brunni Celli, Lord Collison, Mr. Coelho, Mr. de la Cruz, Mr. El-Attar, Mr. Erdmann, Mr. Benazzedine, Mr. Fahim, Mr. Faupl, Mr. Georgel, Mr. Goroshkin, Mr. Haraguchi, Mr. Haythorne, Mr. Henniker-Heaton, Mr. Horányi, Mr. Jamir, Mr. Knolle, Mr. Lawyer, Mr. Lee San Choon, Mr. Morgan, Mr. Möri, Mr. Morris, Mr. Nasr, Mr. N'Diaye, Mr. Neilan, Mr. Nottidge, Mr. Ofurum, Mr. Okabe, Mr. Oviedo, Mr. Parodi, Mr. Pimenov, Mr. Salui, Mr. Tabor, Mr. Tala, Mr. Wajid Ali, Mr. Waline, Mr. Yávar, Mrs. Zaefferer de Goyeneche.

Absent: Mr. Cheng, Mr. Mbonjo-Ejangue.

**Second Item on the Agenda: Date, Place and Agenda of the 54th (1970) Session of the International Labour Conference (cont.)**

Mr. Möri said that the Worker members were now prepared to see the three following items, among the four listed in paragraph 41 of the Office paper—but not more than one. As regards the wording of the item on trade union rights and civil liberties, to which Mr. Möri had referred, it was the speaker's understanding that what was contemplated was not a comprehensive survey of trade union rights, which were already defined in existing instruments, but a study of the effect which the granting, or otherwise, of civil liberties might have on their effective exercise.

The Director-General replied to Mr. Möri that the Office was fully equipped to deal with the three items which he had suggested. The question of benzene in particular had now received full technical preparation and raised no problem.

Mr. Nasr observed that it was not the ability of the Office to deal with any or all of the proposed items which was at issue, but that of developing countries to appoint delegations large enough to participate fully in the Conference's work.

The Chairman proposed to take a vote, which was clearly the only way of settling the question. The procedure adopted would be that laid down in article 18 of the Governing Body's Standing Orders, and the Governing Body would be requested to vote on the four items listed in paragraph 41 of the Office paper, on the understanding that the item on protection of workers' representatives in undertakings would be broadened to include the question of facilities to be granted them and that the wording of that on trade union rights and civil liberties would be "trade union rights and their relation to civil liberties". In order to expedite the balloting, he would ask members of the secretariat to count the votes rather than complicate the procedure by requiring the Governing Body to appoint returning officers.

Mr. Parodi, reverting to the interpretation given by Mr. Waline of the item on trade union rights and civil liberties, feared that there might have been a misunderstanding. He had thought that, following the discussion on the previous day, it was agreed that the question with which the Conference might be called upon to deal was that of trade union rights in general, with the question of civil liberties arising in so far—and only in so far—as they might have trade union implications. The matter before the Conference would in effect be that of trade union rights, including in particular their relation to civil liberties. Mr. Waline's interpretation, whereby the item would concern only the relationship as such between the rights and liberties in question, was a much narrower one.

Mr. Waline confirmed his earlier interpretation of the meaning of the proposed item.

The Chairman felt that there was no fundamental disagreement. All the views and comments made during the discussion would of course be taken into account by the Office in preparing the documentation for the Conference.

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1 See also first sitting, second sitting, sixth sitting and Appendix II.
He then invited the Governing Body to indicate by a show of hands whether it wished to include all the proposed items in the Conference agenda.

Mr. Morgan asked whether that meant the four items listed in paragraph 41 of the Office paper.

Mr. Goroshkin further asked whether a vote in favour of all four items could be construed as authorising scope for a preparatory technical conference on benzene.

The Chairman replied that the sole purpose of the vote was to determine whether or not all four items, with the amendments agreed upon, should be included in the agenda of the 54th (1970) Session of the General Conference.

Lord Collison stressed the importance of the point raised by Mr. Goroshkin. Before voting the Workers wished to know what would be the position if all four items were not retained, and in particular if the Governing Body decided not to place any of the items on the agenda.

The Chairman asked the representative of the Director-General to clarify the position before the vote was taken.

The representative of the Director-General (Mr. Jenks, Principal Deputy Director-General) said that so far as the question of a preparatory technical conference on benzene was concerned (assuming that the Governing Body decided against including that item in the agenda of the 54th (1970) Session of the General Conference) the Director-General considered that it would be much less expensive and no more difficult to place the item directly on the agenda of a normal session of the General Conference.

As for the vote about to take place, the immediate question before the Governing Body was whether or not to include all four of the proposed items in the agenda of the 54th (1970) Session of the Conference.

The Chairman asked the representative of the Director-General to clarify the position before the vote was taken.

The Chairman asked the representative of the Director-General to clarify the position before the vote was taken.

The vote was taken.

Mr. Mori asked that, in view of the closeness of the last vote, a record vote should be taken.

The Chairman proposed that the Governing Body should recess. He would give his decision on Mr. Mori's request immediately upon reconvening.

(The sitting was adjourned at 12 noon and resumed at 12.15 p.m.)

The Chairman, observing that article 17 (1) of the Governing Body's Standing Orders provides that "voting shall be by show of hands, except in cases where a ballot is required by the present rules", proposed to resolve the uncertainty as to the voting results by calling for a new vote, which would be by a show of hands.

Mr. Waline demurred. The voting procedure had been regular and the votes reliably counted. Not even Mr. Mori had claimed that there was any uncertainty as to the results. He had merely observed that the vote had been a close one, as undoubtedly it had been; but that was not a valid ground for taking a new vote.

Mr. Mori pointed out that the question at stake was that of the life and health of workers exposed to benzene hazards. The circumstances in which a decision was taken on a matter of such critical importance should be above suspicion. This, moreover, would not be the first time that a vote by a show of hands was repeated, if not in the Governing Body, then at least at the Conference.

Mr. Waline expressed the Employers' sympathy with the Workers' preoccupations just expressed by Mr. Mori. Indeed, employers did not always wait for laws to be enacted before taking steps to deal with the hazards arising from the use of benzene; nor, for that matter, was there anything, even in the absence of an international instrument, to prevent governments from revising national laws on the subject where desirable. The Employer members, moreover, had not been opposed to the item on benzene being included in the Conference agenda; what they had opposed was overloading the agenda.

Mr. Mori replied that, however that might be, the fact remained that workers had died and were dying through the fault of benzene. He asked that the Chairman should put the question whether a new vote should be taken to the Governing Body as a whole; he, for his part, would abide by the majority decision.

Mr. Waline said that that would set a dangerous precedent whereby countless future decisions might be called into question. He accordingly asked the Chairman to consider the results of the earlier vote as final.

The Chairman found himself in a difficult position arising from the challenge to the results of the vote which had taken place. It did seem desirable, in order to clarify the issue and remove any semblance of doubt, to hold another vote.

Mr. Tata appealed to the Workers to show some understanding of the strength of feeling among the Employers concerning the number of items on the Conference agenda and not to jeopardise the goodwill existing between the groups by pressing their position on a matter of no real significance beyond the particular vote which had just taken place.
Mr. Faufil urged acceptance of Mr. Möri's proposal, which was a very simple one designed to eliminate the confusion which had arisen. The new vote could be taken either by a show of hands or by a record vote, which, though not provided for explicitly in the Standing Orders, was not forbidden either.

Mr. Waline pointed out once again that Mr. Möri had not spoken of confusion: he had said that the vote was a close one, which was quite another matter.

Mr. N'Diaye felt that the question whether a new vote should be taken was worth appealing to the Governing Body. His Government was concerned with the efficient conduct of the Conference and that was why during the debate he had pleaded against an agenda so heavy as to preclude full participation by developing countries in the work of the Conference. His position, however, was not a dogmatic one, and even though the vote had taken place, he would be prepared to see the question reopened if a majority of the Governing Body so decided.

Mr. Möri supported the previous speaker's remarks.

Mr. Waline asked whether particulars could be provided of cases in which votes had been reopened. It would be interesting to know, for instance, whether that had ever been done by unanimous consent.

The Chairman said that Mr. Waline's last question would require thorough research and proposed to proceed immediately to the vote, in which he felt confident that every Governing Body member would act according to his conscience, as doubtless each had already done in the previous vote.

Mr. Wajid Ali considered that precisely because members had voted freely and responsibly the earlier result should be allowed to stand; to act otherwise would be to cast doubt on the honesty of the vote. The question was really one of principle and of honour.

Mr. Neilan, supported by Mr. Tata, asked whether it was certain that the composition of the Governing Body was now the same as during the original vote. That vote had been taken in all faith and honesty, and it would be quite wrong to repeat it without at least giving the whole membership—including those who had taken part in the original vote and might subsequently have left the room—due advance notice.

Mr. Yllanes Ramos pointed out that there had been a recess immediately after the original vote and that, if a new vote were now taken, the recess would in effect have constituted a break in a single and continuous voting procedure, during which in particular certain members might have been prevailed upon to change their minds. Such a situation would of course be contrary to all accepted parliamentary practice.

The Chairman, in reply to Mr. Neilan, observed that those who had participated in the original vote appeared to be still present.

Mr. Parodi was inclined to support Mr. Waline's interpretation of the situation. He himself would find it most difficult to take part in a new vote unless there were sound reasons to doubt the results of the former vote. He could conceive of no such reasons, but perhaps the Chairman might indicate whether he himself considered the results as being in doubt.

The Chairman replied that he had been guided by the question of a possible uncertainty raised by Mr. Möri immediately after the vote. As regards the suggestion that there had been a break in the procedure, he could not agree. The Governing Body had, after all, been considering the same item continuously and had dealt with no others.

He asked members of the Governing Body to indicate by a show of hands whether they favoured placing a further item on the Conference agenda.

Mr. Waline said that the Employers would find it impossible to remain in the room during such a vote, which they considered quite uncalled for.

(The Employer members left the Governing Body room.)

Mr. Möri proposed that in the circumstances the entire matter should be postponed to the following day.

He had, it was true, not said in so many words that the results of the original vote had been doubtful; but that was clearly implied by his request for a new vote. In that connection, a possibility not thus far considered was that of a ballot vote as provided for in article 17 (2) of the Governing Body's Standing Orders.

Perhaps the Chairman might have consultations with the Officers, and in particular the Employer Vice-Chairman, bearing in mind also that possibility, pending reconsideration of the matter by the Governing Body on the following day.

The Chairman accepted Mr. Möri's suggestion.

The question was adjourned to a later sitting.¹

(The sitting closed at 12.55 p.m.)

¹ See sixth sitting and Appendix II.

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver,
Chairman.
The Governing Body was composed as follows:

**CHAIRMAN:** Mr. Weaver.

*Mr. Abid Ali, Mr. Ag, Mr. Amede, Mr. Andrianistiohaina, Mr. Becher, Mr. Beermann, Mr. Bergensström, Mr. Bolin, Mr. Bruni Celli, Mr. Cheng, Lord Collision, Mr. Cómpo, Mr. de la Cruz, Mr. El-Attar, Mr. Erdmann, Mr. Benazzedine, Mr. Fahim, Mr. Faupl, Mr. Georgel, Mr. Goroshkin, Mr. Haraguchi, Mr. Henniker-Heaton, Mr. Horányi, Mr. Jamir (replaced during part of the sitting by Mr. Rana), Mr. Knolle, Mr. Lawyer, Mr. Lee San Choon, Mr. Mainwaring, Mr. Morgan, Mr. Môri, Mr. Morris, Mr. Nasr, Mr. N'Diaye, Mr. Ndel, Mr. Notildge, Mr. Ojum, Mr. Okabe, Mr. Ouédraogo, Mr. Parodi, Mr. Pimenov, Mr. Salvi, Mr. Tabor, Mr. Tata, Mr. Wajid Ali, Mr. Waline, Mr. Yávar, Mrs. Zaefferer de Goyeneche (replaced during part of the sitting by Mr. Dumont). Absent: Mr. Mbonjo-Ejangue.*

**FOURTH ITEM ON THE AGENDA:**

**ACTION ON THE RESOLUTION CONCERNING THE INFLUENCE OF RAPID POPULATION GROWTH ON OPPORTUNITIES OF TRAINING AND EMPLOYMENT AND ON WELFARE OF WORKERS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 51ST (1967) SESSION**

*Mrs. Zaefferer de Goyeneche observed that although problems of population growth did not arise in Argentina, an extremely large and sparsely populated country, they should be considered from a broader point of view, having regard particularly to their ominous implications for economic development. From that point of view, efforts to draw up and publicise a family planning policy and ensure its voluntary acceptance deserved full support. The right of parents to decide fully and responsibly on the number and spacing of their children was of basic importance in that context, and not merely of minor significance, as paragraph 27 of the Office paper seemed to imply. What should be clearly brought out was the need to prevent any form of state interference in questions of such a delicate nature.

The Office paper, moreover, referred to the address by the President of the World Bank Group to its Board of Governors in September 1968 in which he had ascribed the widening gap between rich and poor countries largely to the population explosion. The real reason, however, was that rich countries enjoyed all the benefits of modern science and technology. If those benefits could be shared with the developing countries the gap would narrow, general levels of education would rise, the population explosion would slow down and new job opportunities would be created. It was regrettable that the section of the Office paper dealing with measures to be taken under the World Employment Programme made no reference to the need for sharing the benefits of advanced technology.

As stated in the Office paper, problems of demographic growth fell within the direct competence of other United Nations agencies, and the role of the ILO was mainly an indirect one. The Government of Argentina supported the lines of ILO action proposed in the paper, particularly those relating to information and education.

*Mr. Tata noted that at last the problems and disastrous consequences of population growth were beginning to receive the attention they deserved. Such growth, which was largely due to technological and above all medical progress and to a consequent fall in the death rate, would continue until the end of the century, as indicated in paragraph 10 of the Office paper. At current growth rates world population was expected to increase by 1,000 million every eight years, and there was widespread awareness of the need for measures to slow this alarming trend. The way to do it was not to rely on such Malthusian checks as war, famine and disease: only a curb on fertility could provide the answer. The Government and people of India, for example, were now well aware of this. Again, the rapid development of the Japanese economy had no doubt been due to the linking of efforts to promote development with a halving of the birth rate.*

*A lower fertility rate was, to be sure, not one of the ILO's main objectives but fell rather within the competence of the World Health Organisation and other international organisations. The ILO could nevertheless play a key role in informing workers, through employers' and workers' organisations, of the effects of demographic factors on their living conditions. The Employers' group particularly welcomed the information in paragraph 17 of the Office paper on the World Employment Programme and the component regional plans—the Ottawa Plan of Human Resources Development, the Asian Manpower Plan and the Jobs and Skills Programme for Africa. The success of the World Employment Programme depended largely on a substantial reduction of the birth rate in developing countries. As further stated in the paper, population problems were aggravated by the shift in population from rural to urban areas, which could not possibly be offset by international migration alone. It was therefore vital for the ILO to concentrate on activities in rural areas.*

*Another matter worthy of the ILO's closest attention was the need to inform workers of the relationship between economic development programmes and social progress. It was particularly gratifying to note the ILO's intention, recorded in paragraph 23, to collect the data relating to mortality, morbidity, fertility and family composition necessary in explaining that relationship.*

*Paragraph 31 of the Office paper suggested three types of information and education activities. The first of these raised some doubt in his mind. The ILO should not, he felt, concern itself with informing and educating the public at large: the other two types of*
activities, namely those aimed at ILO constituents and workers of the rank and file, already represented a heavy commitment that was required above all was intensive research into the amount of investment required to provide adequate employment and training for new recruits to the labour force, since that was a subject not yet properly explored. As suggested in paragraph 39, the ILO should also encourage demands that employers and trade unions should concern themselves with family planning questions. The Employer members were doubtful about the need for the expert meeting proposed in paragraph 44. To judge from the Office paper prepared, the Office already had all necessary information, and was adopting the right approach to demographic problems. They would not be opposed to the holding of such a meeting, however, if the Governing Body was in favour of it.

Finally, he endorsed the proposals in paragraphs 25 to 44 of the Office paper and, in concluding, expressed the hope that the ILO would now really come to grips with demographic problems.

Mr. Lawyer, in welcoming the Office paper, observed that until very recently almost exclusive reliance had been placed on accelerating development through a wide range of economic and social activities, including the sharing of technical knowledge. There was now growing recognition, however, of the inadequacy of that approach, under which development had barely managed to keep pace with demographic growth, and an awareness that such activities must be supplemented by family planning programmes. The need for a population policy suited to national conditions was duly recognised in the Office paper, and particularly in paragraphs 17 to 23, which stressed the importance of this concept within the framework of national manpower policies.

As for the study appended to the Office paper, while it represented a first step in giving effect to the resolution adopted by the Conference at its 51st (1967) Session and contained some highly interesting information, it suffered nevertheless from several defects. First, it had not been drafted with the simplicity and clarity required by its purpose, namely to inform the layman of population problems. It did not explain the economic and social benefits which the workers could derive from a lowering of the birth rate in both rural and urban areas. It also failed to stress the importance of expanding birth control services in developing countries, and to express a clear-cut opinion about the effects of rapid population growth on the economic and social development of such countries and the value of services concerned with family planning. The situation in the developing countries was not comparable to that in the industrialised countries. Although the latter had achieved development without resorting to birth control, conditions in the developing countries were quite different. A lowering of the birth rate there might not by itself lead to economic development, but it could remove at least one of the obstacles to such development.

Both the Office paper and the appended study discussed the effects on population growth of several factors, such as savings and investment, employment opportunities, availability of goods and services, human resources development, living and working conditions, and competitiveness in world markets. They failed, however, to explore reverse relationships, i.e. the effects of population growth on those factors—a far more pertinent question, which the Office study should be revised to cover more fully. A vast amount of literature existed on the subject and was readily available to the Office.

From a more individual point of view, the study gave scant attention to the effects of excessive population growth on the family life of workers, their wives and children and on education opportunities and the possibility of raising living standards. It said nothing of the need to make available to the underprivileged methods of birth control to which the more well-to-do in all countries had full access.

The United States Government supported the proposals in paragraph 45 of the Office paper for possible ILO action. The paper called for several comments, however. First, it should be clearly brought out that in drawing up the rural development projects mentioned in paragraph 35 the ILO would co-operate with the extensive network of rural services of the Food and Agriculture Organisation of the United Nations (FAO). In carrying out the research suggested in paragraph 37 the ILO should bear in mind the considerable amount of work already done by the International Bank for Reconstruction and Development. The United States Government was in favour of full ILO co-operation with the World Health Organisation (WHO), as suggested in paragraph 40. But the ILO should co-operate in tackling population problems not merely with one or two organisations but with all those concerned. The Government was also in agreement with the suggestion in paragraph 44 concerning the role of industrial health and welfare services and medical care institutions operated by social security systems.

It was to be hoped that the studies in depth referred to in that paragraph would yield concrete proposals for submission to the expert meeting proposed in paragraph 45. Otherwise, it might be asked whether the entire procedure would not be unduly time-consuming and whether better results might not be obtained by holding several regional meetings—say, at least three: for Asia, Africa and Latin America.

No time should be lost in recruiting any staff required to carry out the urgently necessary action proposed and in consulting other organisations and outside experts, if necessary. The question arose—although it would not be answered until the forthcoming programme and budget session in February-March 1969—of what funds could be allocated for the purpose from the regular budget as well as from other sources, such as for instance the special trust fund of the Secretary-General of the United Nations devoted to population purposes.

He intended to send the Office further written observations on certain paragraphs of the Office paper and study, in addition to the comments he had just made.

Mr. Bruni Celli acknowledged the importance of the population problem, while stressing its delicate nature and the need, already mentioned by others, to handle it carefully so as not to offend strongly held convictions and principles affecting society and the family. He considered that the lines of ILO action proposed in the Office paper constituted a satisfactory, though still incomplete, basis for ILO cooperation with the United Nations and the other specialised agencies in their efforts to check population growth in the developing countries concurrently with human resources development programmes. While his Government supported those efforts, it had always viewed with concern the political problems to excess by assuming a direct link between economic development and population growth.
fact, such growth was only one factor affecting deve-
lopment, and not even the key factor.

Paragraph 15 of the Office paper explained that
the approach could go a long way towards.

Problematical, to redress the balance between rapidly
expanding population and lagging growth of other
productive forces—accelerating the process of deve-
lopment and restraining population growth. The ac-
celeration of development was in fact of more crucial
importance—a view which seemed borne out, more-
over, by the Employment Policy Recommendation
adopted by the Conference in 1964.

In dealing with these issues, the study appended to
the office paper was not entirely free from contra-
dictions; for instance, while paragraph 15 pointed out
that the failure of industry, as it developed, to absorb
all potential labour was due to a lack of capital, this
point was not repeated in the conclusions in para-
graph 19. In paragraph 60, on the other hand, it
was stated that the success of employment program-
mes would depend on the attention given to trade
and investment problems.

His Government endorsed the suggestion in para-
graph 44 of the Office paper for holding an expert
meeting, although, as Mr. Lawyer had suggested,
several regional meetings might be more appropriate.

Without attempting a technical assessment of the
merits of different theses concerning the relationship
between economic development and population
growth, he did consider it worth while to point out
that, at a seminar held in 1962 at the International
Institute for Labour Studies, the theory had been
propounded that population growth was more auto-
matically determined by the degree of economic
development. Again, a meeting of experts, held in
Caracas in September 1967 under the auspices of the
Organisation of American States, on the contribution
of population policy to development in Latin America
had, while recognising the need to draw up co-
ordinated population policies and programmes and to
take account of population problems in long-term
development plans, also called for greater concentra-
tion of effort on the other factors of development.

Lord Collison agreed with Mr. Tata and other
speakers on the urgency of population problems,
although some of them fell outside the ILO's com-
petence. The solution lay above all in education; the
higher the parents' level of education, the more
responsible their attitude towards the size of their
family. Although education proper was not one of the
ILO's functions, the Organisation should seek to
spread awareness of the effects of population growth
on living standards. While paying due respect to the
peculiar conditions in each country, it should also
seek to foster, mainly with the assistance of employers'
and workers' organisations, a climate of opinion con-
ductive to voluntary acceptance of birth control pro-
grames. Such voluntary acceptance would no doubt
revolutionise moral attitudes and notions of social
and private responsibility. These were matters re-
quiring a bold and forward-looking approach, free
from the restraints imposed by outworn concepts and
prejudices. An expert meeting might prove invaluable
in exploring the issues in depth, and it was also
important that ILO activities in that area should be
developed in collaboration with the WHO on the
medical side and the United Nations on the social side.

Some comments were called for on the Office paper
and the appended study. First, the Worker members
were stoutly opposed to the policy, mentioned in
paragraph 38 of the paper, of discouraging large fami-
lies by reducing child allowances and believed that
the only way to eradicate poverty among large families
was to increase wages and family allowances.

Another point arose out of paragraph 19 of the
appended study, which pointed out that the process
of economic modernisation had not made it possible
to solve employment problems. The use of modern
methods and machinery in agriculture, required in
order to increase food production, had led to serious
agricultural unemployment, while industry had failed
to absorb the surplus manpower. The Workers' group
therefore fully endorsed the suggestion in the Office
study that steps should be taken to increase rural
employment opportunities, particularly by establish-
ing industries in rural areas.

The importance of the research work proposed in
the Office paper could not be overemphasised. In
view of the current lack of information on the effects
of productivity, capital inflow and consumer spending
on the population growth rate, there was a vital need
for careful study of these matters.

In concluding, he thanked the Office for the paper
which it had prepared and for the appended study
which, subject to appropriate revision, fully deserved
to be published.

Mr. Gros Espiéll expressed the support of the
Uruguayan Government for the proposals in the
Office paper, which showed a well-balanced approach
to population problems. He agreed with Mrs. Goye-
neche and Mr. Bruni Celli that the right of parents
to decide fully and responsibly on the number and
spacing of their children, referred to in paragraph 27
of the Office paper, was of basic and not, as that
paragraph suggested, merely secondary importance.
That basic right was clearly laid down in the Procla-
mation of Teheran, unanimously adopted by the
United Nations Conference on Human Rights held in
the spring of 1968; that was perhaps, in the present
context, a more relevant consideration than certain
religious or philosophical convictions which one might
or not share.

Mr. Abid Ali, referring to the information on
population growth given in the address by the Presi-
dent of the International Bank for Reconstruction
and Development, as quoted in paragraph 10 of the
Office paper, emphasised the appalling and often
underestimated gravity of population problems.

Although the control of population growth was not
a question directly within the ILO's competence, the
Organisation should explore it thoroughly, and parti-
cularly its possible adverse effects on employment.
The ILO was well fitted by its tripartite structure to
make a special contribution to population control by
means of workers' education programmes and through
various kinds of social services, such as industrial
health and workers' welfare facilities. The stress laid
on the situation in developing countries both in the
Office paper and in the study was particularly wel-
come. There was still a great deal to be done in those
countries to popularise birth control programmes.
Such programmes, including measures to promote
family planning, should form an integral part of de-
velopment strategy.

Eighty per cent of mankind and, in some countries,
an even higher percentage of the population lived in
rural areas. Since rural unemployment was steadily
increasing, and since the flow of population from rural
to urban areas, far from solving the problem, was
further complicating it, the ILO's population control
programmes should concentrate on rural areas, includ-
ing intensified efforts to foster cottage industries
using local raw material and unskilled labor.
Mr. Solomon considered the Office paper and the proposals for action contained in it, together with the appended study, to be of considerable interest. Just as the World Employment Programme was based on regional manpower plans, so programmes concerned with population growth should be drawn up at the regional level. He particularly favoured the suggestion in paragraph 30 of the Office paper that ILO action should concentrate on information and education, research and the promotion of participation by medical services catering for employees.

Mr. Aström, as one of the sponsors of the resolution adopted by the Conference at its 51st (1967) Session, expressed the satisfaction of the Swedish Government with the Office paper. National and regional population trends should always be taken as a starting point in assessing future needs with regard to employment opportunities, health, nutrition, housing and education. Each of the United Nations specialised agencies should take full account of those trends in laying down guidelines for its work. The United Nations Educational, Scientific and Cultural Organisation (UNESCO), for instance, had made calculations showing that, even if all countries succeeded in increasing school enrolment at the same rate as during the past fifteen years, the number of illiterates would be higher in 1985 than it was today. It would have been helpful if the ILO could have made similar estimates of past and future rates of increase in employment and training opportunities on the basis of the growth rate of the workforce. Perhaps the reason why it had not done so was that, as stated in paragraph 37 of the Office paper, the important gaps in knowledge about the investment needed to provide adequate employment and training for new recruits to the workforce could be filled only by research methods and models yet to be developed. Such estimates, however, would undoubtedly have been valuable to governments in assessing the effects of different population growth rates on the workforce and on social problems and in drawing up manpower and vocational training programmes. It was gratifying to note the extremely positive attitude of the United States Government towards the budgetary and financial implications of ILO work in that field.

The activities proposed were, of course, closely linked and should be integrated with the World Employment Programme. That had been made perfectly clear by the resolution adopted by the Sixth Asian Regional Conference, held in Tokyo from 2 to 13 September 1968, concerning the Asian Manpower Plan and Population Policy, which emphasised that there could be no lasting solution of employment problems in most Asian countries unless the rate of population growth was reduced and requested the Governing Body to authorise the Director-General to assist Asian countries on request in dealing with population problems. As stated in paragraph 27 of the Office paper, one of the basic principles governing ILO activities in this field was that each nation should formulate and promote its own population policy.

The paper showed quite clearly that population growth was frustrating, and would continue to frustrate, efforts to achieve the ILO's fundamental goals and that the size of family units had extremely important social consequences which were often overlooked. A reduction in the size of the family and better spacing of children might help in breaking the vicious circle of poverty and lack of opportunity for social advancement. Thus population policy had a direct bearing on the ILO's main objectives and responsibilities and, conversely, the important manpower questions which fell directly within its competence formed an essential part of concerted action on population problems within the United Nations system, to which the ILO was particularly well fitted by its tripartite structure to make an effective contribution.

Mr. Parodi welcomed the inclusion in paragraph 10 of the Office paper of extracts from the remarkable statement by the President of the International Bank for Reconstruction and Development on problems of population growth.

Although France was facing quite different problems in that its birth rate was still insufficient, there was indeed a world-wide population problem of appalling gravity of which public opinion still seemed insufficiently aware. The scruples and reticences attending any discussion of the issue were readily understandable, but since, as explained by the President of the International Bank for Reconstruction and Development, population problems had after all arisen because a certain natural balance had been upset by technical progress, it seemed legitimate to look to technical progress to restore the balance. Countries anxious to demonstrate international solidarity by providing assistance for developing countries naturally felt discouraged to see the benefits accruing from such assistance totally absorbed by excessive population growth.

He fully associated himself with Mr. Lawyer's detailed observations on the paper before the Governing Body.

Mr. Oviedo pointed out that the assistance to developing countries referred to by Mr. Parodi had in fact fallen well short of even the 1 per cent of the gross national product of the advanced countries set as a target by the first United Nations Conference on Trade and Development.

Mr. Mbathi agreed with Lord Collison that the solution of population problems largely depended on information and education activities. It was important, however, that programmes of this nature should be properly presented to those for whom they were intended; experience in Kenya, for instance, had shown that the public responded unfavourably to a programme whose aim was described as "birth control", and that the term "family planning" was more likely to produce a positive reaction. The ILO might bear this in mind in developing its education and information programme. Experience in Kenya had also shown the value of participation by employers' organisations in education activities.

Mr. Vitasik Jakasa, while fully sharing Mr. Tata's anxiety about population problems, agreed with Mrs. Goyeneche and Mr. Gros Espiell that the right of parents to decide fully and responsibly on the number and spacing of their children was of fundamental and not merely secondary importance.

Mr. Thondaman stressed the gravity of population problems in the developing countries, and especially in Asia, where a large percentage of the world's population was concentrated. They had rightly received the closest attention at the Sixth Asian Regional Conference just held in Tokyo, which had recognised that Asian countries should adopt population policies concurrently with national action to develop and utilise human resources and had stressed
in that connection the need for enlisting the full co-operation of employers' and workers' organisations. He was pleased to note that these points were reflected in the Office paper and in the proposals for action.

He expressed agreement with paragraphs 29 and 38 of the Office paper, which rejected both the suggestion that, to lower the birth rate, the rights of working women to maternity leave and benefits should be restricted and the notion that child allowances could act as an incentive to the raising of large families. In fact, in many countries where neither maternity leave nor allowances were granted the birth rate was nevertheless extremely high. In any case the workers and their organisations would stoutly resist any attempt to restrict such leave and allowances.

He endorsed paragraph 15 of the study appended to the Office paper, which pointed out that increases in production had not been matched by increases in employment and stated that the advanced countries could lend valuable assistance to developing countries in that respect under multilateral and bilateral aid programmes, through trade policies, through information and in other ways.

Mr. Rana observed that for some years the Indian Government had been tackling population problems in two ways—first, by giving the widest publicity to family planning measures and, secondly, by strengthening programmes for accelerated economic development which, by raising living standards, would in turn bring about a change in public attitudes towards population problems.

The Government fully endorsed the idea expressed in the Office paper that family planning programmes were meant not to replace but to accelerate development efforts. It welcomed the special emphasis on education activities in the Office proposals. Such activities, carried out under programmes concerned with workers' education, management development, co-operatives and related fields would appear to fall squarely within the competence of the ILO.

The Government supported the holding of the proposed expert meeting in principle. The meeting should not, however, confine itself to suggesting specific guidelines for ILO action, as proposed in paragraph 44, but should also serve to co-ordinate those activities with the work of other international organisations in the population field.

Mr. Gille (representative of the United Nations) expressed satisfaction with the study appended to the Office paper, which had been prepared with the active co-operation of the United Nations. The latter also welcomed the proposals for action in the paper itself which, if adopted, would of course be implemented in co-operation with other international organisations, particularly the United Nations and WHO. The United Nations, for its part, was ready to co-operate fully within its field of competence with the ILO, with which it would engage both in direct consultations and in consultations through interagency machinery set up for the purpose. The United Nations was also prepared to co-operate in holding an expert meeting, possibly with broader terms of reference than those suggested in the Office paper. Action relating to population policies would remain chiefly the responsibility of the United Nations and the WHO, with the assistance of UNESCO and other international organisations as appropriate. The ILO had experience and knowledge of workers' education, social security, social services, manpower planning and other matters which the United Nations system would find invaluable and indeed indispensable in meeting the needs and requests of developing countries for help in tackling the difficult problems of population growth.

Mr. Waline associated himself with the comments of Mr. Parodi on the substance of the Office paper and with those of Mr. Lawyer on the lack of clarity and simplicity in the language of the appended study, the French text of which in particular seemed in places unnecessarily pompous.

The Governing Body adopted the proposal in paragraph 24 of the Office paper.

Mr. Parodi observed that the words "action to moderate the rate of population growth in developing countries" in paragraph 45 of the Office paper appeared to suggest direct action by the ILO; "action to induce and help developing countries to moderate their rate of population growth" would be more in keeping with its true sphere of competence.

The Governing Body adopted the proposal in paragraph 45 of the Office paper, subject to the change suggested by Mr. Parodi.

FIFTH ITEM ON THE AGENDA: Study Group to Examine the Labour and Trade Union Situation in Spain

FIRST REPORT OF THE STUDY GROUP

The Governing Body took note of the report.


The Governing Body adopted the proposals in paragraphs 10 and 14 of the report.

THIRD ITEM ON THE AGENDA: Action to Be Taken on the Resolutions Adopted by the International Labour Conference at Its 52nd (1968) Session

Resolution concerning Action by the International Labour Organisation in the Field of Human Rights and in Particular with Respect to Freedom of Association

Mr. Bolin stressed the crucial importance which the Workers' group attached to the resolution. Not only must the safeguarding of human rights serve as the basis for the ILO's work, but in both large and small countries violations of the rights embodied twenty years before in the Universal Declaration of Human Rights were becoming increasingly common.

1 See Appendix V.
2 See Appendix VI.
The Worker members endorsed the proposals in paragraph 8 of the Office paper. They attached the highest importance to the appeal already launched by the Director-General to all member States to inform him of the measures taken to give effect to operative paragraph 4 (g) of the resolution. They hoped that at the next Governing Body session the Director-General would be able to supply fuller information on the measures taken in response to his appeal and that his programme and budget proposals for 1970 and 1971 would include provision for the concerted human rights programme referred to in paragraph 4 (a) of the resolution.

Mr. Morgan supported the way in which the Office proposed to treat the special survey of seventeen key Conventions referred to in paragraph 4 of the Office paper. Though it favoured the proposal in paragraph 8 (c), his Government reserved its position concerning the raising of additional financial resources referred to in operative paragraph 4 of the resolution. The proposed concerted programme did not call for any extension of the range of ILO activities in the field of human rights, but rather for a regrouping of existing activities.

Mr. Bukhari, though recognising that human rights problems fell within the competence of the ILO, stressed the need for bearing in mind the extremely far-reaching and complex nature of those problems. He associated himself with Mr. Morgan’s reservations concerning the raising of additional funds.

Mr. Waline referred to the information supplied by governments in response to the appeal referred to in paragraph 4 (g) of the resolution as given in the first supplementary report submitted by the Director-General under the 29th item of the agenda. While twenty governments had reported that there had been no arrests or sentences in their countries on the ground of trade union activities, the 100-odd other member States had sent no information at all. Efforts should be made to obtain a better response when making further inquiries.

Mr. El-Attar drew attention to the reason for the abstention of the representatives of Arab countries in the vote on the resolution at the Conference, as explained on that occasion by the Government delegate of his country. The reason—which he hoped that the Director-General would make known—was that the resolution referred only to the Proclamation, and not to all the resolutions, adopted by the International Conference on Human Rights at Teheran.

The Governing Body adopted the proposals in paragraph 8 of the Office paper.

Resolution concerning the Vocational Preparation of Girls and Women

Mr. Bolin expressed the support of the Worker members for the proposals in paragraph 12 of the Office paper. They wished, however, to make it clear that, whichever of the two approaches suggested in paragraph 12 (b) of the Office paper with a view to Conference action on the question of vocational preparation of girls and women was selected, the necessary action should be taken without delay.

The Governing Body adopted the proposals in paragraph 12 of the Office paper.

Resolution concerning the Outflow of Trained and Highly Qualified Personnel from Developing Countries

Mr. Morgan observed that the complex problem dealt with in the resolution affected advanced, and not just developing, countries. Though fully supporting the proposal in paragraph 20 (b) of the Office paper that current studies of the problem should be pursued, the United Kingdom Government was not quite satisfied with the approach to co-operation with the United Nations and the other specialised agencies embodied in paragraph 20 (b). While the ILO had an important part to play, the United Nations Institute for Training and Research (UNITAR) should be the focal point for inter-agency co-operation in such matters.

Mr. Bukhari, while endorsing the proposals in paragraph 20 of the Office paper, considered that manpower planning should be covered by the technical co-operation mentioned in paragraph 20 (c).

Mr. Osiedo, who also supported the proposals in paragraph 20, emphasised the great value of the technical co-operation contemplated in paragraph 20 (c). In his view, it was for the ILO to assume the leading role in all research on the problem of the outflow of trained personnel.

The Governing Body adopted the proposals in paragraph 20 of the Office paper.

Resolution concerning Promotion of Adequate National Institutional Arrangements, Particularly the Association of Workers’ and Employers’ Organisations, in Relation to Technical Co-operation Activities of the International Labour Organisation at National, Regional and International Levels

The Chairman explained that the resolution had been submitted in the first instance to the Committee on Operational Programmes and would therefore be considered by the Governing Body when it examined the Committee’s report.

Resolution concerning Disabled Workers

Mr. Yávar, pointing out that the problems of disabled workers were of deep concern to all countries, asked that the action suggested in paragraph 27 (b) of the Office paper should be undertaken as a matter of urgency.

The Governing Body adopted the proposals in paragraph 27 of the Office paper.


The Governing Body, having adopted the proposal in paragraph 4 (a) of the Office paper, postponed consideration of the report of the meeting to its 174th Session.

1 See Appendix XXIX, first supplementary report.
2 See Appendix XXIII, para. 2.
3 See Appendix IX.
ELEVENTH ITEM ON THE AGENDA: REPORT OF THE MEETING OF EXPERTS ON STATISTICS OF WAGES AND EMPLOYEE INCOME
(Geneva, 14-24 October 1968) ¹

The Governing Body postponed consideration of the report to its 174th Session.

TWELFTH ITEM ON THE AGENDA: REPORT OF THE MEETING ON CONDITIONS OF WORK IN THE INLAND WATER TRANSPORT INDUSTRY
(Geneva, 22-30 October 1968) ²

The Governing Body postponed consideration of the report to its 174th Session.

THIRTEENTH ITEM ON THE AGENDA: REPORT OF THE MEETING OF EXPERTS ON CO-OPERATION
(Geneva, 28 October-1 November 1968) ³

The Governing Body postponed consideration of the report to its 174th Session.

TENTH ITEM ON THE AGENDA: REPORT OF THE MEETING OF EXPERTS ON PROGRAMMING OF PRE-VOCATIONAL TRAINING SCHEMES
(Geneva, 16-27 September 1968) ²

The Governing Body postponed consideration of the report to its 174th Session.

(The sitting closed at 6.30 p.m.)

¹ See Appendix XI.
² See Appendix XII.
³ See Appendix XIII.

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver,
Chairman.
MINUTES OF THE FIFTH SITTING

(Thursday, 14 November 1968—10.30 a.m.)

The Governing Body was composed as follows:

CHAIRMAN: Mr. Weaver.

Mr. Abid Ali, Mr. Ako, Mr. Amede, Mr. Andrianitsihaima, Mr. Beermann, Mr. Benazzeine, Mr. Bergonström, Mr. Bolin, Mr. Bruni Cellî, Lord Collison, Mr. Coppi, Mr. de la Cruz, Mr. Dumont, Mr. El-Attar, Mr. Erddimann, Mr. Fahim, Mr. Faupl, Mr. George, Mr. Goroshkin, Mr. Haraguchi, Mr. Haythorne, Mr. Henniker-Heaton, Mr. Heron, Mr. Horányi, Mr. Jamir, Mr. Knolle, Mr. Lawyer, Mr. Lee San Choon, Mr. Lee Yen-Ping, Mr. Mbombo-Ejanga, Mr. Möri, Mr. Morris, Mr. Nasr, Mr. N'Diaye, Mr. Neilan, Mr. Notitidge, Mr. Ofurum, Mr. Okabe, Mr. Oviedo, Mr. Parodi, Mr. Pimenov, Mr. Saloi, Mr. Sánchez Madariaga, Mr. Tabor, Mr. Taka, Mr. Wajid Ali, Mr. Waline, Mr. Ydvar.

SEVENTH ITEM ON THE AGENDA: RECORD OF THE SIXTH ASIAN REGIONAL CONFERENCE

(Tokyo, 2-13 September 1968)

The Chairman was sure that all members of the Governing Body would wish to express gratitude to the Government of Japan for its generous and gracious invitation and for the warm hospitality extended to participants. Special tribute was due to Mr. Ogawa, Minister of Labour and Honorary President of the Conference, and Mr. Miki, Foreign Minister, for their cordial welcome and co-operation, and to Mr. Okabe and his associates for their highly efficient organisation of the Conference.

Mr. Okabe, speaking on his own behalf and on behalf of the Japanese Employers' and Workers' delegates to the Conference, Mr. Yoshimura and Mr. Haraguchi, expressed sincere thanks to the Director-General and his staff and to all members of the Governing Body delegation for their contribution to the Conference's success. He had been deeply moved by the Chairman's kind remarks, which he would convey to the Japanese Government, and especially to Mr. Ogawa and Mr. Miki.

Mr. Abid Ali felt that the Governing Body should also thank the employers' and workers' organisations of Japan for their active contribution to the success of the Conference and the comfort of participants.

Mr. Oviedo, whom the Governing Body had appointed as a member of its delegation, regretted that urgent duties in his own country had prevented him from attending the Conference, which had been extremely well organised and whose results represented a substantial contribution towards the achievement of ILO objectives.

Mr. Ghayour concurred in Mr. Oviedo's last remarks and in the expressions of appreciation towards the Japanese Government and the Office. An important feature of the Conference had been the outstanding co-operation between employers' and workers' representatives, which had reflected their awareness of their essential role, as producers, in the development process and of the need for devoting their best efforts and energies to that task rather than to fighting one another.

The Conference had been held in a truly democratic country, and its discussions had been pervaded by the atmosphere of freedom which prevailed in Japan.

Mr. Goroshkin, joining in the expressions of gratitude to the Japanese Government and the Office, observed that the Conference had reached wise decisions on highly topical questions. The implementation of those decisions would place a very heavy responsibility both on the Asian countries and on the ILO, whose entire membership should co-operate towards achieving the objectives laid down in Tokyo.

The USSR was prepared, through its contributions to the ILO regular budget and the United Nations Development Programme, to do its part towards implementing the Conference resolutions, especially as regards the Asian Manpower Plan. The Asian countries should receive increased aid in the training of the engineers and technicians vital to their development, and his own country had a wealth of experience in these matters which could be utilised. The ILO should also provide assistance in the organisation of national research centres and arrange seminars for the discussion of Asian manpower problems.

As proposed in the Office paper, the Conference resolutions should be communicated to all member States and to the appropriate international organisations, and the ILO should take full account of them in its day-to-day work.

Mr. Amede, as a Government member of the Governing Body delegation to the Conference, subscribed to the statements praising the Japanese Government, whose generosity and hospitality had created an atmosphere conducive to the success of the debates, and thanked the Director-General and his staff for their assistance to the participants.

Mr. Morris, one of the Worker members of the Governing Body delegation, was deeply appreciative of the warm welcome extended to participants by the Government and by the employers' and workers' organisations of Japan. The Conference had been superbly organised, and the assiduity of the participants, the searching nature of the debates and the willingness of all groups to consider every aspect of the problems and to strive for unanimity augured well for future co-operation in tackling the many challenges facing the Asian region. It was to be hoped that the decisions reached in Tokyo would very soon be translated into action.

Mr. Möri, also a Worker member of the Governing Body delegation, endorsed the previous speaker's remarks and thanked the Director-General and the staff for the excellent reports submitted to the Conference.

Some countries had sent only Government representatives. In the circumstances, the remarkably high level of the discussion on freedom of association...
It would be seen from paragraph 50 of the Office paper that a draft resolution concerning the promotion of industrial relations in Asia had been submitted to the Conference and that the latter, having been informed that a resolution on similar lines had been before the International Labour Conference at its 52nd (1968) Session but had not been considered for lack of time, had decided to refer the whole subject to the Governing Body for consideration at an early session. In view of the extreme urgency of the issue, he requested the Director-General to ensure its inclusion in the agenda of the 174th Session of the Governing Body.

Mr. Jamir associated himself with the expressions of gratitude towards the Government and employers' and workers' organisations of Japan. All the participants in the Conference had contributed to its success, and the unanimous resolutions bore witness to the harmony of the debates and threw the needs of Asian countries into sharp relief. The Governing Body should attach due weight to them and take steps to ensure their full implementation.

Mr. Neilan, who had attended the Conference as an Employer member of the Governing Body delegation and spent some days previously visiting Japan, was grateful to Mr. Okabe, Mr. Yoshimura and Mr. Haraguchi for their assistance and to the Japanese people generally for their unfailing courtesy and kindness.

The spirit of co-operation between government, employer and worker representatives that existed at the national level in Japan had been infused into the Conference debates. All participants had shown a willingness to understand different viewpoints, and that, combined with the absence of political discussion, had helped to create a congenial atmosphere. Moreover, participants had been most frank in stating their problems and making suggestions for their solution. As a result, the excellent conclusions of the Conference were, with one exception, unanimous, and the Governing Body should endorse them and do its utmost to translate them into action.

Mr. Haraguchi associated himself in Mr. Okabe's remarks and was gratified to note the widespread satisfaction with the results of the Conference, which he shared.

The holding of the Conference in Tokyo had proved beneficial to Japan as a whole: it had led the four separate national trade union organisations to cooperate in a joint effort to ensure the success of the meeting, and the results achieved—especially the resolution concerning the Asian Manpower Plan—had given the government, employers' and workers' representatives of Japan a clear appreciation of the role which each group, and Japan generally, should play in Asia. The national tripartite committee recently established would provide technical and economic co-operation in giving effect to the resolutions of the Conference. However, their successful implementation would call for a world-wide effort.

The Japanese workers were deeply grateful to the Director-General for his guidance and assistance to their country, and especially for having given them an opportunity of stating frankly their views on the national situation. Their meeting with the Director-General had been invaluable because it had given them a better understanding of the significance of the ILO.

Mr. Tata supported the previous speakers who had paid tribute to the Japanese Government and stressed...
the cordial and co-operative atmosphere of the Conference discussions.

The problems of Asia were among the most difficult in the world, and the ILO would have to devote its main attention to them in the years to come. The most important of these problems was employment, and it concerned the ILO more closely than any other organisation in the United Nations family.

The resolution concerning the Asian Manpower Plan presented the Organisation with one of the biggest challenges it had ever faced. While it was relatively simple to adopt such a plan, its effective implementation would entail much hard rethinking of Asian problems. Though one Asian country—Japan—had, despite its lack of natural wealth, achieved spectacular results through industrialisation, that did not mean that industrialisation provided a ready answer to the problems of the other Asian countries, which lacked the necessary investment capital.

It seemed, therefore, that the success of the ILO's efforts to implement the Asian Manpower Plan would depend on the willingness of the advanced countries—and not least the much-maligned former colonial powers, which had a considerable knowledge and experience of Asian conditions and had been welcome participants in the Tokyo Conference—to take a genuine interest in Asian problems and accept some share of responsibility in dealing with them.

Mr. Thondaman stressed the need for positive follow-up action on the Conference's conclusions.

The resolution concerning the Asian Manpower Plan called on each country of the region to formulate and implement comprehensive employment programmes and provided a framework for regional action relating to human resources. The Conference had attached considerable importance to these matters, and the ILO should therefore enlist the co-operation of other organisations in the United Nations family in the implementation of the resolution and make the necessary financial provision for that purpose.

Although the resolution concerning social security development in Asia had been adopted unanimously, there were still some who felt that economic development should take precedence over social security. In fact the two problems should be tackled simultaneously because they were inseparably linked.

The resolution concerning freedom of association in Asia, which had been welcomed by the Governments of the region to ratify the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), represented a compromise by comparison with the draft which Mr. Abid Ali had originally submitted. The Workers would continue to press for ratification. The argument—put forward at the Thirteenth Session of the Committee on Fundamental Principles—was that the right to organise and bargain collectively was a cornerstone of trade unionism and a basic human right, which the ILO had helped to establish.

The Director-General's visit to his country after the Conference—the first made by a head of the Office since that of Albert Thomas in 1928—had been warmly welcomed by the Government, which looked forward to increasingly close co-operation with the ILO, and by the people of the Republic of China.

Miss Barnett, joining in the tribute to the Japanese Government, drew attention to the special importance attached by Australia to Asian regional conferences, which had been amply demonstrated by the holding of an earlier conference in Melbourne and by the high-level composition of the Australian delegation to the Tokyo Conference. Her Government was most gratified with the solid results achieved in Tokyo.

Mr. Lawyer commended all who had contributed to the success of the Conference and supported the proposals in the Office paper.

Mr. de la Cruz shared the general feeling of gratitude to the Government of Japan and stressed his own Government's satisfaction with the Conference resolutions, especially that concerning the Asian Manpower Plan, the concept of which should be endorsed by the Governing Body.

During the Director-General's recent visit to the Philippines, the President had expressed a keen interest in manpower development and had indicated that, subject to legislative approval, available funds would be used for that purpose and for the organisation of eighty training centres throughout the country.

Mr. Mori, referring to Mr. Haraguchi's statement, welcomed the establishment of a tripartite committee...
in Japan. That was perhaps the highest tribute that could be paid to the work of the ILO, the Governing Body Committee on Freedom of Association and the Fact-Finding and Conciliation Commission which had helped the Japanese Government, employers and workers to create a new climate and achieve a marked improvement in labour-management relations. It seemed that the Japanese workers were now following the example of the Swiss trade unions, whose recognition of the fact that labour disputes could sometimes be solved by other means than strikes—though often criticised abroad—had helped to ensure social peace in Switzerland for more than a quarter of a century.

The Director-General expressed deep appreciation to all who had helped to ensure the success of the Conference. Thanks were due, first, to the Prime Minister, the Minister of Foreign Affairs and the Minister of Labour of Japan for the personal interest which they had taken in the arrangements for the meeting and to all other members of the Japanese Government who had been concerned with its preparation and organisation. The tripartite committee referred to by Mr. Haraguchi, which had been established to prepare for the Conference, had done a magnificent job. The ILO Association of Japan—a tripartite organisation which followed and supported ILO activities and which had, he believed, no parallel in any other country—also deserved credit for its share in the preparatory work. Mr. Okabe, Mr. Yoshimura and Mr. Haraguchi, who, as members of the Governing Body, were particularly alive to ILO needs, had provided invaluable assistance, for which he was most grateful. Lastly, he thanked all the participants for their positive contribution to the discussions.

The programme of visits arranged in connection with the Conference had taught participants from other countries a great deal about the culture and social and economic problems of Japan and about the agricultural and educational policies which had laid the basis for the industrialisation of that country and from which valuable lessons could be drawn.

Mr. Haraguchi's announcement that the tripartite committee just mentioned would remain in existence and be concerned with Japan's contribution to technical assistance in Asia and to the implementation of the Asian Manpower Plan was indeed welcome news. He himself had been most favourably impressed by his conversations with members of the tripartite committee before leaving Japan and wished to thank the Japanese Government, employers and workers for this further token of their desire to co-operate with the ILO.

All the Conference resolutions were important, but Mr. Tata had rightly stressed the special importance of the resolution concerning the Asian Manpower Plan. Preliminary experience in connection with the Ottawa Plan for Human Resources Development showed that in embarking on an undertaking of this kind it was necessary, for psychological and political reasons, to avoid arousing expectations that could not be met. Although two years had passed since the adoption of the Ottawa Plan in 1966, it had not yet made a "take-off", and the ILO was only now beginning to assemble a team for work on the Plan, to understand the importance of an interdisciplinary approach and to see how the Plan should be conceived. It was clear that a plan of this kind could not be ready-made for application to an entire region but that it must be based on national development, with competent regional support. Moreover, there were many lessons to be learned in the early stages, and a flexible approach was therefore needed.

That conclusion, reached in connection with a plan relating to the American continent, applied with even greater force to a plan designed for Asia, where unemployment, underemployment and human resources development in general raised far greater problems. However, an encouraging feature of the Asian Manpower Plan was its essentially practical character, which derived from the fact that all Asian ministers of labour had participated in the elaboration of the Plan, discussed it with their prime ministers and the heads of other government departments, and considered it in relation to national development plans. The Plan had thus been scrutinised and approved at the highest level and, after thorough discussion, the leaders of Asian employers' and workers' organisations had given it their full support.

Equally important was the pledge of financial support given by the representative of the United Nations Development Programme at the Tokyo meeting. This was the first time the ILO had drawn up a practical programme at regional level and simultaneously sought—and obtained—sources of financing. The precedent thus established could have far-reaching implications for all of the ILO's technical co-operation work in the future. Clearly, an undertaking of such magnitude as the Asian Manpower Plan could not be financed solely from the ILO budget, and its execution would depend mainly on outside funds and on close co-operation with other agencies in the United Nations system. It was important to remember that manpower had been given high priority in national development plans. Provided, therefore, that there was proper co-ordination between the ILO and the national authorities of Asian countries in determining the needs, it seemed reasonable to hope that the UNDP would be prepared to provide funds for the execution of projects under the Asian Manpower Plan. The Director-General and the staff of the ILO, for their part, would do their utmost to ensure the success of the Plan.

The Governing Body—

(a) expressed its renewed gratitude to the Japanese Government for its generous and gracious invitation, as well as deep appreciation of the warm hospitality extended to the participants in the Sixth Asian Regional Conference and the fine facilities placed at the Conference's disposal; and

(b) thanked the employers' and workers' organisations of Japan for their active contribution to the success of the Conference and their gracious hospitality.

The Governing Body adopted the proposals in paragraphs 26, 29, 33, 40, 43 and 49 of the Office paper.

Lord Collison and Mr. Morris sought an assurance from the Director-General that the matter referred to in paragraph 50 of the Office paper, to which Mr. Abid Ali had already drawn attention, would be brought before the Governing Body at its 174th Session.

The Director-General agreed to consider the matter with a view to its possible discussion at a later stage.

(The sitting closed at 12.05 p.m.)

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver, Chairman.
MINUTES OF THE SIXTH SITTING

(Thursday, 14 November 1968—3 p.m.)

The Governing Body was composed as follows:

CHAIRMAN: Mr. Weaver.

Mr. Abid Ali, Mr. Ago, Mr. Amede, Mr. Andreani-
siokaina, Mr. Bernaunn, Mr. Benazzedine, Mr. Ber-
genström, Mr. Bolin, Mr. Bruni Celli, Mr. Cheng, Lord
Collison, Mr. Coppo, Mr. de la Cruz, Mr. Dumont,
Mr. El-Attar, Mr. Fahim, Mr. Faule, Mr. George, Mr.
Goroshkin, Mr. Haraguchi, Mr. Haythorne, Mr. Hen-
iker-Heaton, Mr. Heron, Mr. Horányi, Mr. Knolle,
Mr. Krishnan, Mr. Lawyer, Mr. Mbonjo-Ejangue,
Mr. Mouri, Mr. Morris, Mr. Nasr, Mr. N'Diaye, Mr.
Neilan, Mr. Notidje, Mr. Ofurum, Mr. Okabe,
Mr. Ovieco, Mr. Parodi, Mr. Pimenou, Mr. Salvi,
Mr. Sánchez Madariaga, Mr. Schlöföldt, Mr. Tabor,
Mr. Talà, Mr. Wajid Ali, Mr. Waline, Mr. Yávar.

Absent: Mr. Lee San Choon.

SECOND ITEM ON THE AGENDA: DATE, PLACE
AND AGENDA OF THE 54TH (1970) SESSION
OF THE INTERNATIONAL LABOUR
CONFERENCE (concl.)

The Chairman suggested, on behalf of the Officers,
that the discussion on the vote taken at the third
sitting should not be reopened. He would request the
Director-General to submit to the Governing Body at
its 174th Session (February-March 1969) proposals
designed to permit the Conference to reach a final
decision in 1971 or at the latest in 1972 on the ques-
tion of protection against hazards arising from
benzene.

The Governing Body noted that, as a result of the
decisions it had taken\(^1\), and having regard to those
items which would necessarily be before the Confer-
ence as well as those which were likely to be carried
over from the 53rd (1969) Session for second discus-
sion, the agenda of the 54th (1970) Session of the
International Labour Conference would be as follows:

I. Report of the Director-General.
II. Financial questions (exact title to be con-
sidered later).
III. Information and reports on the application
of Conventions and Recommendations.
IV. Holidays with pay (second discussion).
V. Minimum wage fixing machinery and related
problems, with special reference to develop-
ing countries (second discussion).
VI. Special youth employment and training
schemes for development purposes (second
discussion).
VII. Trade union rights and their relation to civil
liberties.
VIII. Protection and facilities accorded to workers'
representatives in the undertaking.

The problems of Yugoslavia were different from
those of many other developing countries. Despite
very rapid national development, it had not been
possible to provide employment and education on
the scale required, and many workers in industry had
received neither general education nor vocational
training. Comprehensive instruction designed to give
them both the necessary occupational skills and a
broad knowledge of the problems of their undertaking

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\(^1\) See first, second and third sittings and Appendix II.

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\(^2\) See third sitting.
or industry was a necessity. How to provide such integrated instruction was an important problem, to which the ILO should devote greater attention in its future research activities.

Another problem facing many developing countries, including his own, was that of financing the training of workers who emigrated to countries where the bulk of the demand was for skilled labour. It seemed unfair that the countries of origin should be expected to bear the entire cost of such training, nor indeed could they do so, and the co-operation of the receiving countries was therefore needed. France was co-operating with its own country in the training of Yugoslav nationals going to work there. Further co-operation of this kind between European countries would be a welcome development.

Occupational classification was another problem. Rapid technological change and other changes affecting the different occupations made it imperative for the ILO to remain constantly in touch with the national bodies concerned with occupational classification, and his own country was particularly interested in co-operating with the Office in that regard.

Mr. Phiri supported Mr. Yllanes Ramos's remarks. Vocational training certainly posed problems, especially for small employers, whom governments could help to co-ordinate their efforts. However, it was quite wrong to suggest, as was done in paragraphs 40 and 41, for example, that employers merely exploited workers and took no steps to provide training. Employers in many developing countries—particularly those of East and Central Africa, which he knew very well—were keenly aware of their responsibilities and did a great deal, with government help, to train workers. In his own country—Zambia—employers in the industry to which he belonged spent about $2.5 million on training each year, and for the past three years he had been engaged exclusively in organising training.

Since the report was bound to create resentment among employers in the developing countries and would certainly add no lustre to the ILO's reputation, it seemed preferable not to circulate it.

Mr. Mbathi welcomed the report as a step in the right direction; it made a number of useful points. Paragraphs 15 to 19 placed what seemed undue emphasis on the importance of the occupational potential and training requirements of all the population groups and provide adequate training for all who could benefit from it; and that a consolidated plan, established over a period of years, should cover the provision of occupational skills at all levels and for all fields of activity. Those objectives were still beyond the reach of most developing countries, which he anticipated a large-scale movement of young persons back to the land.

Lastly, the experts pointed out, in paragraph 189, that the developing countries would need external aid for a long time to come for the development and expansion of their training systems. It was to be hoped that the advanced countries would continue to contribute towards that worth-while objective.

Mr. Henniker-Heaton, while supporting those who had criticised the report for its unfair—and even tendentious—references to employers, conceded that it contained some valuable suggestions. He would concentrate his remarks on a few points of detail, where the report contained questionable and even dangerous passages.

First, the expression "a right to training", which was used in paragraph 10, should be avoided, especially with reference to the developing countries, where training must be related to employment opportunities so that money would not be wasted on training for jobs that were neither available nor likely to become available.

Similarly, a word of caution was needed in regard to the suggestion in paragraph 11 that developing countries with a manpower surplus should organise economic activity on labour-intensive lines. Such methods should be restricted to work which by its nature was labour-intensive; a country which introduced them as a short-term policy in what was really a capital-intensive industry might find itself a prisoner to that policy and not learn to use modern machinery efficiently.

Paragraphs 12 and 27 rightly stressed the close relationship between general education and vocational training. However, general education was the responsibility of the State, which must finance it, whereas vocational training was the responsibility of industry. Co-operation between the two parties would be a welcome development. As his own country anticipated a large-scale movement of expatriate staff, it was hoped that the advanced countries would continue to contribute towards that worth-while objective.

Paragraph 159 stressed the need to arouse the interest of employers in the organisation of training schemes. While employers had already made a very useful contribution, it would indeed be in the national interest to secure their increased participation in such ventures.

With respect to the motivation of trainees, arrangements in his own country took account of the need, referred to in paragraph 162, to include adequate skill differentials in wage scales.

The question mentioned in paragraph 176, namely improved training of young persons in rural areas, was of particular interest to developing countries such as his own which anticipated a large-scale movement of young persons back to the land.

Lastly, the experts pointed out, in paragraph 189, that the developing countries would need external aid for a long time to come for the development and expansion of their training systems. It was to be hoped that the advanced countries would continue to contribute towards that worth-while objective.
pleted a course of training. Completion of a training course naturally improved a person’s chance of getting a well-paid job and, subject to satisfactory service, being upgraded; but it conferred no automatic entitlement in that respect.

In the United Kingdom the organisation and planning of training were entrusted to training boards set up to co-operate with the National Training Act 1964. Twenty-seven boards, covering most industries, with a total workforce of 11 million workers (i.e. about 60 per cent of the working population), had been established to date. Each was composed of an independent chairman, employers’ and workers’ representatives appointed in equal numbers after consultation with employers’ organisations and trade unions, a few members appointed by the Government, and skilled assessors from the Department of Employment and Productivity and the Department of Education. Only the employers’ and workers’ representatives were entitled to vote on financial matters. Each board determined the training needs of the industry concerned and the percentage of available funds to be spent on training each type of personnel. Employers’ and workers’ organisations, educational authorities and technical colleges co-operated with the board. Training was financed by means of a levy on each firm in the industry, which ranged from 0.5 to 2 per cent of its wages and salaries bill, depending on the cost of the training. Firms were encouraged to do their own training, either individually or under group arrangements, and to make use of public training facilities, for which they had to pay. A maximum of 10 per cent of the total amount levied was retained by the board to cover administrative and other expenses, and the remainder was distributed among firms which were doing their own training in amounts related to its cost; a firm which spent a great deal on training might thus receive an amount far in excess of the levy it had paid.

The system appeared “to be yielding excellent results. It had encouraged the right type of training, eliminated waste, improved the quality of training and increased its scope to keep pace with modern requirements. Though it might not be suited to conditions in developing countries, it was based on sound principles and could doubtless be adapted to meet various situations.”

Lord Collison thought that Mr. Vilanes Ramos had been over-critical of the report; fortunately, the last speaker had taken a more balanced view. There was in fact an element of truth in the statement in paragraph 40 that problems were encountered in securing the full support of employers for training schemes. In the United Kingdom, for instance, the agricultural employers, who had joined with the National Union of Agricultural Workers in requesting the establishment of a training board for agriculture under the Industrial Training Act 1964 and had thus recognised the need for agricultural training, had since demanded the abolition of the board because they were unwilling to pay a levy which ranged from 0.5 to 2 per cent of its wages and salaries bill, depending on the cost of the training.

It was pointed out in paragraph 124 that a country’s training plan should specify targets. As a previous speaker had rightly observed, targets—or ideal objectives—were beyond the immediate reach of some countries; but the paragraph covered that, by indicating that priorities could be fixed within the framework of the long-term training plan that was essential for any country.

The parties concerned with training—i.e. mainly employers, trade unions and vocational training and teaching specialists—should collaborate not only in the establishment of the national training plan, as stated in paragraph 125, but also in the operation of training schemes.

The reference in paragraph 176 to training in rural areas called to mind Mr. Henniker-Heaton’s warning of the long-term danger of applying labour-intensive techniques to capital-intensive industries. Agriculture was a case in point. As he had himself pointed out on the previous day, agricultural productivity must be increased as quickly as possible in order to overcome the world food shortage, and that implied a switch from labour-intensive to capital-intensive techniques. A long-term national training plan would have to take into account both the consequent change in skill requirements in agriculture and the need to train redundant agricultural workers for employment in industry. It was therefore right to draw attention, as paragraph 176 did, to the acute need for additional funds to train young persons in rural areas.

Paragraphs 72 to 78 stressed the difficulty of establishing cost-benefit ratios for various forms of training, and it would be interesting to see what conclusions emerged from the CINTERFOR seminar that was to study the problem.

Paragraph 81 rightly pointed out that it was difficult for workers’ organisations in developing countries to pay part of the cost of training. As Mr. Henniker-Heaton had said, the cost should generally be borne by industry, though help from the government and possibly from international sources might sometimes be needed, especially in the rural sector.

The lack of interest among trade unions referred to in paragraph 82 had correctly ascribed to the fact that they sometimes received little or no remuneration. Payment of a wage during training was a necessary incentive, and indeed in many cases a sine qua non, failing which workers could not afford to undergo training.

Mr. Henniker-Heaton had remarked that completion of a training course improved a person’s earning capacity. That fact should be brought home to the workers, and the way to do it, as indicated in paragraph 162, was to establish a wage structure that took account of skill differentials.

It should be an accepted principle that any vocational training scheme must include provision for training in safety measures.

The report was a useful and thought-provoking document and, despite the suggestion made to the contrary, it should be circulated in accordance with the terms of the proposal in paragraph 3 (b) of the Office paper, having regard in particular to the importance and interest of the whole subject for developing countries.

Mr. Salvi, like Mr. Waline, was shocked by certain references in the report to the attitude of employers towards vocational training. In actual fact, modern

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1 See fourth sitting.
2 See Minutes of the 72nd Session of the Governing Body, 1st sitting, p. 9.
production techniques were leading employers to take an increasing interest in vocational training and in education in general.

In Italy employers co-operated with the Ministry of Labour and Social Welfare and the Ministry of Education in adapting the level and skill of training to the needs of the economy. They had also taken steps to establish their own training centres. Italian vocational training institutions had been established and developed, and operated in close cooperation with industry. Many of their teachers were persons with an industrial background, familiar with production needs. Employers supported training institutions through the grant of prizes, scholarships or similar awards, contributions to school budgets and provision of equipment at very low cost. The committee of which he was a member financed a vocational school catering for 200 pupils and was building a university which would equip young persons who could not pay their own education and training expenses to take up employment abroad.

Each year hundreds of training courses geared to production needs were organised and conducted by various Italian industries and undertakings with financial assistance from the Ministry of Labour. The training was of a very high standard, especially when, as often happened, it was provided in the centres established by the industries themselves.

Vocational training was one of the most important elements of a plan and not, as stated somewhat on centralised planning. While he was not opposed to discussion had been prepared by persons whose experience had been acquired in advanced countries. Moreover, its authors were obviously persons whose experience of vocational training had been acquired in advanced countries, and it placed undue emphasis on centralised planning. While he was not opposed to such planning, a report addressed mainly to the, developing countries should have reflected greater concern with the situation in those countries, which lacked the information needed to draw up sound plans; for it was information that provided the elements of a plan and not, as stated somewhat surprisingly in paragraph 89, the plan which helped to produce information.

The use made of the term "small industry" implied that such industries were exceptional in developing countries. In fact, nearly every industry in such countries was a small industry—even though the problems might not be the same as those of a small industry in an advanced country. The term itself had different meanings in different parts of the world: in the United States it could be applied to an industry employing less than 200 workers per undertaking; in Europe to one employing less than 100 or 50 workers; and in the Lebanon to one employing less than five workers. The references in the report to large undertakings bore even less relevance to the situation in developing countries.

For the reasons indicated it seemed that the report would be of little value to developing countries, and it was to be hoped that before making use of it the Office would give further consideration to the points he had raised.

Lastly, it should be remembered that the experts had been asked to consider both planning and organisation of vocational training. While many countries were not yet able to draw up plans, they could begin to organise training by co-ordinating the resources of the various training institutions. The experience thus gained might provide the basis for a useful plan.

Mr. Pimenov emphasised that national and international trade union organisations were keenly interested in training problems and had considerable experience in dealing with them, which should be used by the ILO.

The statement of the observer of the World Federation of Trade Unions (WFTU) which was before the Governing Body drew attention to the urgency of the problems of integrating citizens in advanced countries was a small industry—even though the problems were of keen concern to many national and international trade union organisations; and an extension of operational activities in order to meet vocational training requirements in the developing countries. Mr. Nasr seemed to think that the report under discussion had been prepared by persons whose experience had been acquired in advanced countries. In fact most of the experts attending the meeting had come from developing countries.

Mr. Lawyer supported the proposals in paragraph 3 of the Office paper.

Mr. Haythorne understood the concern felt by some members at certain passages in the report, the first part of which had perhaps given undue prominence to what were in fact no more than passing comments made during the debate. However—and that was what really mattered—the experts had drawn up some very good conclusions, for example those relating to the need for flexibility in vocational training systems, which should be stressed in both advanced and developing countries so that action would in all cases be adapted to requirements.

The report failed to mention the part that the Turin Centre could play in meeting the training needs of particular countries in developing arrangements for the training of instructors and directors of training institutes on a regional basis. The Office should bear in mind the importance of co-ordinating its efforts with those of the Centre, which should be represented at future expert meetings of this kind.

Mr. Mbonjo-Ejangue remarked that since the experts' report had first been submitted to the Governing Body—at its 171st Session—events in advanced and developing countries had further underlined the urgency of the problems of integrating citizens in
the economic process. If general education and vocational training were not to result in mass production of misfits, they must be properly organised and planned, and the merit of the report was that it drew attention to some of the problems which this raised.

In paragraph 21 mention was made of the large-scale use of expatriate personnel in developing countries and of the need to replace them by nationals. Private industry was, in this respect, lagging behind the public sector, where the process of replacement was going ahead rapidly and smoothly, with nationals now beginning to assume full responsibility. He appealed to those employers in the private sector who controlled companies in developing countries to make similarly determined efforts to train national replacements for expatriate staff. That would undoubtedly yield dividends in the form of reduced costs, since the payment of repatriation allowances and other expenses of expatriate staff represented a heavy financial burden. It was the lack of such training policies that accounted for the generally low level of skill in the developing countries.

Mr. Horányi saw the report as a useful attempt to describe the many complex problems posed by vocational training and to suggest solutions. There was no general formula for overcoming all difficulties, but some experience had been acquired in some important areas.

All countries, especially those in process of industrialisation, had a duty to make adequate arrangements for the organisation and planning of vocational training. Teachers and instructors must be carefully chosen, and there must be close co-operation between governments, employers and trade unions, with overall responsibility entrusted to a single body. It was most important to create enthusiasm among trainees by assuring them of opportunities for advancement and for the continuation of their general education.

Paragraph 83 rightly drew attention to the advantages of training combined with production, which helped trainees to appreciate the importance of their work and gave them a sense of achievement. It also helped undertakings and training institutes to meet the cost of training. The most ticklish problem was whether to establish training centres, and those which had begun to do so many years previously had by now achieved a marked success in some regions and industries so as to cover all classes of the population and all industrial and agricultural occupations. These achievements had been made possible by effective ILO technical assistance on a very large scale.

The Colombian National Apprenticeship Service was financed by compulsory contributions from employers, amounting to 2 per cent of their wage bill. It was administered on a tripartite basis: its governing board was composed of government, employers' and workers' representatives, and had a government chairman. The employers were well satisfied with its work, which had led to a marked improvement in the skill levels of workers and supervisory staff, and its activities would shortly be extended to cover management training.

Mr. Waline felt that the criticisms voiced and the information provided by various speakers would constitute a useful supplement to the report, which, despite its positive features, contained unfair statements and was on the whole incomplete. If it was circulated, it should be accompanied by a fairly detailed summary of the present discussion and of that which had taken place at the 172nd Session. While he would not go so far as to suggest that a report which evoked objections on the part of a particular group should not be circulated—any report was, after all, bound to contain some useful passages—he did feel that any serious and valid criticisms to which it might have given rise should be circulated with it.

Moreover, as Mr. Yllanes Ramos had suggested, attention should be drawn to the Vocational Training Recommendation, 1962 (No. 117); in particular, any regional meetings to which the experts' conclusions might be submitted should be reminded of the existence of the Recommendation.

The Chairman assured Mr. Waline that his request would be taken into account.

The Governing Body adopted the proposals in paragraph 3 of the Office paper.

FOURTEENTH ITEM ON THE AGENDA: ILO PROGRAMME ON AUTOMATION

1

Mr. Aström, though acknowledging the essential role of automation—which should be understood to encompass all types of advanced technology—in economic and social development, said that it would be wrong to minimise the problems it raised for the individuals directly affected. Governments as well as employers' and workers' organisations should therefore take all necessary steps and use the full range of economic policy measures—including a comprehensive and dynamic manpower policy—to ensure that advanced technology, far from creating unemployment, would stimulate the economy and thus create jobs.

Although, as indicated in paragraph 14 of the Office paper, the Director-General did not recommend the establishment of a permanent advisory body on manpower adjustment as advocated by the Meeting of Experts on Programmes of Adjustment to Automation and Advanced Technological Change held in May 1967 2, he might consider setting up an advisory body whose terms of reference would cover the much wider field of manpower policy in general and which might serve as a clearing-house for information on manpower policy, including steps to deal with employ-

1 See Appendix XIV.

ment problems arising from the introduction of advanced technology.

Lord Collison, drawing attention to the references in paragraphs 5 and 6 of the Office paper to the economic and social effects of automation, observed that there was still widespread misunderstanding between employers and workers on these matters. Some friction was doubtless bound to occur—the more often as the pace of technological change was quicker—not out of any ill will on either side but owing to the very nature of the process, and it was therefore important to establish machinery to deal with the problem.

A permanent advisory body including persons from employers’ and workers’ circles and concerned primarily with ways and means of dealing with such friction would be more effective than one with the very wide terms of reference suggested by the previous speaker. The Workers therefore supported the experts’ original recommendation, which was summarised in paragraph 2 (b). They also favoured the recommendation mentioned in paragraph 2 (g) concerning the possible consideration by the Conference of a co-ordinated set of guidelines in the field of manpower adjustment.

The ILO was making a welcome attempt to tackle a problem which would become increasingly serious and urgent. If, however, it was to provide useful guidance, it must define clearly what it meant by “automation”. The definition given in the first sentence of paragraph 4 of the Office paper, which referred to “sophisticated machines (such as computers and numerically controlled machine tools)” appeared to be the correct one; the danger lay in extending it, as suggested in the last sentence, to include all types of advanced technology. “Advanced technology” was at best an elastic concept, reliance on which might well lead to confusion.

Mr. Goroshkin said that automation was an important feature of government policy in the USSR. Contemporary economic development depended on the introduction of advanced techniques, which speeded up production, made work easier and improved the skills and cultural level of workers. The ILO had not underestimated the importance of the subject, which had received detailed treatment in the Director-General’s Report to the Conference in 1957. While measures subsequently adopted had produced concrete results, automation was a topical and urgent question that called for sustained and far-reaching further action, especially in two respects.

First, the ILO should promote exchanges of information among member States. It should concern itself not only with the technical aspects of automation but with its effects on the organisation and planning of production and consequent changes in management policy and functions. Many countries had a wealth of experience in these matters, which would be useful to others.

Secondly, the time had come to draw up an international instrument designed to protect workers against the adverse consequences of automation, so that it would bring only benefit to all concerned.

Mr. Haythorne agreed with Lord Collison on the need for a clearer definition. He felt that, in order not to confuse the issues, it should be made clear that the present discussion was concerned only with such technological innovations as had a substantial impact on capital and labour inputs in production.

The Office paper rightly stressed the need for further research and for co-ordination of information concerning national experience. As indicated in paragraph 14, the establishment of an international advisory body did not seem called for at the present time. The setting up in each country of advisory committees to promote advance consultation between the parties and develop plans of action at the industry and plant levels to protect workers likely to be affected by technological change, thereby avoiding frustration on the part of the workers which was sometimes attended by strikes and consequent financial loss, seemed a more realistic and more promising approach. In Canada when technological changes were contemplated the Government attempted to determine in advance, in close co-operation with management and trade unions, what adjustment measures would be needed. Although these attempts had not been wholly successful, some progress had been made. To the extent that the Conference discussion suggested by the 1957 meeting of experts could encourage national action of this kind, it would be a good thing. However, necessary action at the national level ought not to be held up in the meantime.

Mr. Parodi stressed the need for a clear definition of the term “automation”, since it was the definition that would determine the whole content of the programme. The definition proposed in paragraph 4 was confusing because the statements in the second, third and fourth sentences of the paragraph were contradictory. In his view, “automation” did not include all types of advanced technology but only techniques which made it possible for operations formerly performed by the human brain to be entrusted to a machine.

Mr. Pimenov considered that the proposed programme failed to take sufficient account of trade union views and demands relating to the social consequences of automation.

The nature of those views and demands—as exemplified by the current wave of protest by the Federation of All-Japan Metal Mine Labour Unions against the effects of automation and rationalisation on workers in Japan—was well known. Systematic opposition to automation was of course unthinkable, since every new industrial process brought long-term benefits to workers. However, in the initial stages the changes in the skill structure of the labour force resulting from automation led to a deterioration in the economic and social status of the workers affected: skilled workers lost their jobs and were obliged to accept semi-skilled or even unskilled work at lower pay.

The ILO programme should therefore devote special attention to the study of the social consequences of automation, and consideration should be given to concrete measures to counteract its adverse effects. Specialists and trade unions had already accumulated a wealth of experience—in France, for example—which should be taken into account. The ILO might in particular consider drawing up recommendations concerning the organisation of vocational training and retraining courses which would enable displaced workers to qualify for new jobs.

Mr. Bergenström considered, like Mr. Goroshkin, that the ILO could usefully serve as a clearing-house for information on automation, but he had little faith in standard setting in that field.
Previous speakers had rightly drawn attention to the importance and urgency of the problems posed by swift technological change. However, the ILO programme on automation could not be considered in isolation but must be viewed within the wider context of ILO activities generally. No decision could therefore be taken concerning either the content of the programme or the priority to be given to it before the Financial and Administrative Committee had considered the programme and budget proposals for 1970-71, which were to be submitted to it at the 174th Session. Nor could one overlook the current emphasis of ILO activities on the developing countries—which of course was as it should be—and Mr. Nasr had earlier provided some very pertinent information on the size of undertakings in those countries.

Mr. Mori was also dissatisfied with the definition in paragraph 4 of the Office paper. Automation undoubtedly made work easier and opened up new employment prospects. Nevertheless, like previous speakers, he was deeply concerned about its short-term effects on workers, which had been the subject of many ILO and OECD studies. The essential problem, i.e. vocational retraining for displaced workers, was barely touched on in the Office paper; and though the latter did admittedly mention unemployment, there was a need in addition for compensation systems for such workers.

It was essential that workers' organisations should be consulted before advanced techniques were introduced and before arrangements for industrial mergers were completed. Such consultation, and the necessary co-operation between governments and employers' and workers' organisations at the national and international levels, could lead to timely action to obviate or mitigate hardship.

Mr. Weissenberg wondered, in view of the Governing Body's decision to postpone the Second European Regional Conference, what action would be taken to ensure consideration of certain issues mentioned in paragraph 20, which the Conference was to have reviewed. Perhaps arrangements could be made for the International Labour Conference to discuss them at one of its forthcoming sessions.

The Director-General, replying to the discussion, thanked the speakers for their constructive criticisms, which the Office would consider in an attempt to improve the proposed programme.

The remarks made by Mr. Aström and Mr. Haythorne with regard to structural change and manpower policy were relevant to ILO action under the World Employment Programme, as were those of Lord Collison in relation to paragraph 2 (b) and (g) of the Office paper. The points made by Mr. Goroshkin and Mr. Pimenov would be studied. As regards the latter's suggestion that the ILO should concentrate on the social consequences of automation, that was indeed the over-all objective of the programme. There was a reference to this matter in paragraph 17, and the Office would be glad to give Mr. Pimenov further details if he so desired. Mr. Haythorne's reference to the need for more concerted national action also reflected a preoccupation with the social consequences of automation.

It was clear that the definition proposed in paragraph 4 did not satisfy all members. The Office would give further thought to the matter in the light of the discussion and attempt to draw up a new definition which would be suitable for ILO purposes and acceptable to the Governing Body as a whole.

The Governing Body adopted the recommendation in paragraph 21 of the Office paper.

Fifteenth Item on the Agenda: Implementation of the Recommendation concerning the Status of Teachers: First Meeting of the Joint ILO-UNESCO Committee of Experts

Miss Barnett wished to know when the questionnaire appended to the report of the Joint ILO-UNESCO Committee was to be circulated.

The preparation of replies to such a long questionnaire would entail considerable work for governments, especially those of federal States, which would have to collate the information supplied by the constituent states. The ILO, which allowed federal governments additional time to reply to questionnaires concerning Conference agenda items, should make a similar concession in this instance by extending the deadline for submission of replies from 15 May 1969 to 30 June 1969 in the case of federal States.

It was her understanding that governments would be asked to submit reports in relation to the questionnaire every five years. Was that in fact the case?

The representative of the Director-General (Mr. Livchen, Chief of the Conditions of Work and Life Department) said that the questionnaire would be circulated under joint ILO-UNESCO auspices immediately after the present session.

Although UNESCO would have to be consulted regarding any change in the deadline, an extension could doubtless be arranged.

As regards Miss Barnett's last question, no final decision had been taken concerning the periodicity of reports. However, the matter raised by Miss Barnett would be borne in mind.

Lord Collison was convinced that the questionnaire would produce important and interesting information.

Paragraph 6 of the Committee's report indicated that it might take account of information received from national organisations representing teachers or their employers and from international teachers' organisations which had consultative status with UNESCO. That was an interesting point, which might well be brought up in future Governing Body discussions, since there was some feeling that the information which employers' and workers' organisations communicated to governments for transmission to the ILO was not always forwarded.

The Governing Body adopted the proposal in paragraph 4 of the Office paper.

Sixteenth Item on the Agenda: Publication of a Code of Practice relating to Safety and Health in Forestry Work

Mr. Neilan reported that the Pulpwood Logging Safety Standard Committee in the United States considered that the Code was, by and large, an excellent document. However, it had submitted three amendments.

First, one obvious drawback of the Code lay in its attempt to cover all types of logging conditions...
throughout the world. A statement might be inserted at the beginning of the text specifying that the competent authority might make exceptions to the actual requirements of the Code, provided that an equal standard of safety was ensured. A country would then be able to adapt the Code to local conditions.

Secondly, dead-man grips for chain saws, which were mentioned in the Code, could so easily be circumvented by the operator that their use should not be recommended.

Thirdly, the carrying of power saws with the bar pointing forward from place to place while the engine was running was a dangerous practice. The Power Saw Manufacturers' Association in the United States recommended that running saws should be carried with the bar pointing backward and that the engine should be switched off while the saw was moved from one tree to another.

The Committee proposed to submit some additional comments after further examination of the Code.

Mr. Morris, for the Worker members, favoured the publication of the Code. Though not perfect, it was one of the best sets of safety standards yet devised for forestry operations.

His own experience of such operations confirmed that the carrying of power saws from tree to tree with the engine running was, as Mr. Neilan had already indicated, a dangerous practice which should not be condoned.

There seemed no need for any exceptions to the requirements of the Code. Its provisions—in particular those relating to mechanised logging operations, which were an important feature of the industry in North America—could be applied by any country.

Unfortunately, the text did not mention the safeguards which should attend the use of toxic substances for the preservation of timber products or the marking of timber. Moreover, the reference in paragraph 21 to employment of persons under 16 years of age had no place in a code of this kind.

The section on safety organisation contained welcome references to the appointment or election of safety officials and the establishment of safety committees. A safety code was useless without enforcement machinery, and his own long experience of safety programmes in forestry indicated that supervision could best be undertaken by joint safety committees, which could also provide the instruction in safety measures that was essential for the implementation of the Code.

Mr. Morgan, while welcoming the Code and supporting the proposal to publish it, drew attention to certain omissions.

First, as Mr. Morris had pointed out, there was no mention of protective measures for workers using toxic chemicals. Nor was there any reference either to the strain imposed on the arm muscles and the back by the weight of portable sawing machinery or to the noise and vibration hazards associated with the use of such machinery. Moreover, the Code seemed to relate mainly to processing operations, such as felling and logging, and paid insufficient attention to preparation of the ground and planting, which also entailed the use of machinery of various kinds.

He had, in addition, submitted some minor technical comments on points of detail to the Office.

Lord Collison suggested that the Code should be circulated not only to governments but also to international non-governmental organisations which had a special interest in forestry work.

The Chairman said that the Office would take account of the comments and suggestions made during the discussion.

The Governing Body adopted the proposal in paragraph 5 of the Office paper.

Seventeenth Item on the Agenda:
Reports of the Committee on Freedom of Association

Mr. Goroshkin stated that, for the reasons given by his Government on previous occasions, he would take no part in the discussion and decisions on the Committee's reports.

Paragraph 6 of the paper submitted to the Governing Body under the third item of its agenda indicated that the Committee was currently reviewing its procedures, and he hoped that it would take account of the remarks made at earlier sessions concerning the need for improving them and making the Committee's composition more representative.

ONE HUNDRED AND SEVENTH REPORT

I. Introduction

The Governing Body took note of this section of the report.

II. Interim Conclusions in the Cases relating to the United Kingdom (Southern Rhodesia) (Cases Nos. 251 and 414)

The Governing Body adopted the recommendations in paragraph 52 of the report.

ONE HUNDRED AND EIGHTH REPORT

I. Introduction

The Governing Body took note of this section of the report.

II. Complaints which the Committee Recommended Should Be Dismissed as Irreceivable under the Procedure in Force

The Governing Body decided that, for the reasons indicated in paragraph 10 of the report, the complaints referred to in paragraphs 11, 12 and 13 were not receivable under the procedure in force.

III. Cases which the Committee Considered Did Not Call for Further Examination

The Governing Body adopted the recommendations in paragraphs 30 (Case No. 524: Morocco), 56 (Case No. 530: Uruguay), 62 (Case No. 539: El Salvador), 67 (Case No. 545: Viet-Nam), 74 (Case No. 553: Argentina) and 85 (Case No. 562: Dominican Republic) of the report.

IV. Definitive Conclusions in the Cases relating to Singapore (Case No. 194) and India (Case No. 493)

Mr. Waline observed that one of the trade unionists involved in Case No. 194 had now been under preventive detention for ten years. This amazing, but by no means unique, situation provided food for thought after all the statements made at earlier

1 See Appendix XVII.
sittings concerning the importance of civil liberties and human rights.

Mr. Mőri, concurring, added that the trade unionist concerned was still in prison and, in the circumstances, strongly endorsed the categorical statement appearing in paragraph 93 (b) of the report.

The Governing Body adopted the recommendations in paragraphs 93 and 117 of the report.

V. Interim Conclusions in the Cases relating to Bolivia (Cases Nos. 451, 456 and 526), Honduras (Case No. 454), Venezuela (Case No. 455), Argentina (Case No. 503), Liberia (Case No. 505), Paraguay (Case No. 570), Greece (Case No. 519), Gabon (Case No. 536), Guatemala (Case No. 550), Brazil (Case No. 554), Libya (Case No. 555), and Morocco (Case No. 560)

The Governing Body adopted the recommendations in paragraphs 153, 163 and 191 of the report.

Mr. Mőri, referring to Case No. 503 (Argentina), drew attention, as Mr. Waline had done on the previous day, to paragraph 4 (g) of the resolution on human rights adopted by the Conference at its last session, which appealed to member States to grant before the end of 1968 "a general amnesty, pardon or their effective equivalent to all trade unionists under arrest or sentence because of trade union activities". In the light of that appeal, he asked the Argentine Government to grant an amnesty to Mr. Tolosa, a trade unionist who had merely exercised a legitimate right in voting in favour of a decision taken by the trade union international to which his union was affiliated.

The Workers had been given to understand before the last session of the Conference that Mr. Tolosa was to be pardoned, and it was on that understanding that they had not opposed the candidacy of an Argentine Government delegate for the presidency of the Conference but merely abstained in the voting. Although a decision concerning Mr. Tolosa's pardon had thrice been postponed, they had expected that the Argentine Government would finally honour its undertaking.


Mr. Dumont drew attention to Case No. 560, concerning Morocco—a case which staggered the imagination.

Mr. Mőri pointed out that Mr. Tolosa had not advocated a boycott; he had merely voted in favour of the decision to apply a boycott, as had the representatives of all other unions affiliated to the ITF.

He reiterated his request to the Argentine Government representative. The undertaking given by the Argentine Government had led the Workers' group to abstain from the vote on the election of the President at the last session of the Conference. It was only right that the Government should now honour that undertaking.

The Trades Union Congress of France (ITF) to prevent the loading and unloading of Argentine ships. The ITF, by reason of its international character and the nature of the industry whose workers it represented, was naturally called upon at times to take decisions which had international implications, and it was perfectly normal that Mr. Tolosa, as an official of a trade union affiliated to the ITF, should vote in favour of such decisions. If anyone was at fault, it was not Mr. Tolosa but the Argentine Government, which, as pointed out in paragraph 201 of the report, had amended the dock labour legislation without consulting the trade union concerned and was thus responsible for the present situation.

He would welcome a clear explanation of the reason for Mr. Tolosa's sentence and imprisonment.

Mr. Dumont said that Mr. Tolosa had advocated an international boycott of Argentine ports, and under Argentine law that constituted sedition—the very ground on which he had been sentenced.

Mr. Mőri drew attention to paragraph 357 of the report.

Mr. De Bock said that Mr. Dumont's assertion that Mr. Tolosa had not been sentenced for trade union activities was nowhere substantiated in the report. It was in fact in his capacity as a trade unionist that Mr. Tolosa had voted in favour of the decision taken by the International Transport Workers' Federation (ITF) to prevent the loading and unloading of Argentine ships. The ITF, by reason of its international character and the nature of the industry whose workers it represented, was naturally called upon at times to take decisions which had international implications, and it was perfectly normal that Mr. Tolosa, as an official of a trade union affiliated to the ITF, should vote in favour of such decisions. If anyone was at fault, it was not Mr. Tolosa but the Argentine Government, which, as pointed out in paragraph 201 of the report, had amended the dock labour legislation without consulting the trade union concerned and was thus responsible for the present situation.

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The Governing Body adopted the recommendations in paragraphs 153, 163 and 191 of the report.
TWENTIETH ITEM ON THE AGENDA: REPORT OF THE COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Forms of Report (Article 22 of the Constitution) on the Fishermen’s Competency Certificates Convention, 1966 (No. 125), and the Accommodation of Crews (Fishermen) Convention, 1966 (No. 126)

The Governing Body adopted the recommendation in paragraph 3 of the report.

Co-operation between the ILO and UNESCO for the Application of the Instruments relating to Discrimination Adopted by the Two Organisations

The Governing Body took note of this section of the report.

TWENTY-FOURTH ITEM ON THE AGENDA: REPORT OF THE COMMITTEE ON DISCRIMINATION

Mr. Mbathi, introducing the report, said that, of the three items on the Committee’s agenda, only that relating to a seminar on equality of opportunity in employment to be held in 1969 had been discussed at length.

At its meeting held in February 1968 the Committee, despite the reservations of the Indian Government member, had expressed the view that it would be appropriate to hold the seminar in Asia. Consultations had since taken place with the various governments concerned, many of which had supported that view, and the Philippines had offered to act as host.

At the present session, the Indian Government member had repeated his reservations concerning the usefulness and desirability of holding the seminar in Asia at the present time and had pointed out that other governments in the region had made similar reservations. However, for the reasons indicated in paragraph 27 of the report the Committee had felt that the ILO should proceed with the organisation of the seminar.

Mr. Bukhari reiterated the view he had expressed at the 171st Session, namely that if the prevalence of discrimination and the importance of multiracial populations were taken as criteria in assessing the need for such a meeting, then the need seemed greater in the American than in the Asian region.

Paragraph 24 of the report indicated that the Governments of Ceylon, Malaysia and Pakistan had expressed “certain reservations concerning the holding of the seminar at the present stage”. That was an understatement in so far as his own Government was concerned. In actual fact, the Government of Pakistan’s final view was that regional seminars on equality of opportunity in employment should not be held in Asia.

The Governing Body adopted the recommendations in paragraphs 22 and 31 of the report.

TWENTY-FIFTH ITEM ON THE AGENDA: REPORT OF THE FIFTIETH ANNIVERSARY COMMITTEE

Mr. Waine pointed out that the second sentence in paragraph 12 was an inaccurate record of a statement which he had made in the Committee. What he had actually said—by way of comment on the announcement by the Fiftieth Anniversary Coordinator that certain governments were thinking of contributing to the Turin Centre during the fiftieth anniversary year and that one important government had already undertaken to make a contribution—was that he hoped that such contributions would not be confined to the fiftieth anniversary year but would be made on a regular basis.

Mr. Bukhari informed members that a tripartite committee had been established in Pakistan to draw up a detailed programme for the fiftieth anniversary celebrations, which would include the following: the issue of commemorative stamps; a special edition of the Labour Gazette; a special session of the Tripartite Labour Conference to discuss ILO Conventions and the ILO’s role in promoting national labour legislation; and an essay contest on “The ILO and its Activities”.

Mr. Weissenberg expressed the keen disappointment of the Worker members, who had warmly welcomed the proposal to convene an International Congress on Occupational Safety and Health during the fiftieth anniversary year, at the fact that they had not been kept informed of the arrangements for the Congress, which were mentioned briefly in paragraph 42 of the progress report submitted to the Committee. During the years immediately following the establishment of the ILO the Workers had been instrumental in making occupational health one of its primary concerns, and throughout its existence they had continued to attach the highest importance to the subject. They therefore felt that they had a special role to play in connection with the Congress and that, despite the short time available for its preparation, they should have been consulted regarding the arrangements. They would accordingly reserve their position until they received detailed information on the plans for the Congress, especially information concerning the agenda, the reporters and the participants.

Mr. Abid Ali drew attention to an error in the penultimate sentence of paragraph 15 of the report, which should have read as follows: “Above all, an effort must be made to spread awareness of the ILO’s contribution in the matter of social security.”

Mr. El-Attar indicated that, in addition to the issue of the commemorative stamp mentioned in the report, the programme for the fiftieth anniversary celebrations in his country would include the following: a radio and television programme featuring statements by the President of the Republic, the Minister of Labour and Social Affairs, the Resident Representative of the United Nations Development Programme, the President of the Iraqi Federation of Industries, the Secretary-General of the World Federation of Trade Unions and a representative of the Palestinian Workers’ Trade Union; a charity sale in aid of Palestinian workers; university lectures and debates; lectures and a film show to be organised by the Workers’ Education Institute on 29 October;
special issues of five reviews; a brochure to be published by the Ministry of Labour and Social Affairs on ILO Conventions ratified by Iraq; an appeal to employers to grant merit awards to workers; and photographic exhibitions and other artistic events.

The Chairman commended Mr. Kaplansky and his associates on their efforts to ensure that the fiftieth anniversary would be commemorated in a fitting manner.

(The sitting closed at 7.15 p.m.)

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver, Chairman.
MINUTES OF THE SEVENTH SITTING
(Friday, 15 November 1968—10.30 a.m.)

The Governing Body was composed as follows:

CHAIRMAN: Mr. Weaver.

Mr. Abid Ali, Mr. Ago, Mr. Amede, Mr. Andriantsoihaina, Mr. Beermann, Mr. Benazzedine, Mr. Bergenström, Mr. Bolin, Mr. Bruni Celli, Mr. Cheng, Lord Collison, Mr. Coppo, Mr. de la Cruz, Mr. Dumont, Mr. El-Attar, Mr. Fahim, Mr. Faupi, Mr. Georgi, Mr. Goroshkin, Mr. Haraguchi, Mr. Henninger-Heaton, Mr. Hordwyi, Mr. Jamsr, Mr. Knolle, Mr. Lawyer, Mr. Lee San Choon, Mr. Mainwaring, Mr. Mbonjo-Ejangue, Mr. Morgan, Mr. Mori, Mr. Morris, Mr. Nasr, Mr. N'Diaye, Mr. Neilan, Mr. Nottidège, Mr. Ofarum, Mr. Okabe, Mr. Ostredo, Mr. Parodi, Mr. Pimenov, Mr. Salvi, Mr. Sánchez Madariaga, Mr. Schlotfeldt, Mr. Tabor, Mr. Tata, Mr. Wajid Ali, Mr. Waline, Mr. Ydvar.

EIGHTEENTH ITEM ON THE AGENDA: REPORT OF THE COMMITTEE ON INDUSTRIAL COMMITTEES

Mr. Knolle, introducing the report as Chairman of the Committee, drew attention to two matters.

The Working Party set up by the Committee to examine the problems connected with Industrial Committees and other industrial meetings of various kinds had concluded its work. On the basis of its reports, the Committee had made the recommendations which appeared in section III of the report. These had been adopted without opposition; those recorded in paragraphs 99 and 100 in particular were the result of a compromise between the groups.

The programme of meetings proposed in section IV related to the period to be covered by the first biennial budget, i.e. 1970-71. The Committee had made firm proposals for 1970 and provisional proposals for 1971.

Statement by the Principal Deputy Director-General

The Governing Body took note of this section of the report.

I. Textiles Committee: Effect to Be Given to the Conclusions of the Eighth Session

The Governing Body adopted the recommendations in paragraphs 11, 14, 16, 18, 21, 24, 26, 29, 31, 35, 43, 46, 48 and 52 of the report.

Mr. Bergenström expressed the Employers' opposition to the recommendation in paragraph 55.

Subject to the Employers' opposition, the Governing Body adopted the recommendation in paragraph 55 of the report.

II. Chemical Industries Committee: Invitation of Non-Governmental Organisations to the Seventh Session

The Governing Body adopted the recommendation in paragraph 57 of the report.

III. Reports of the Working Party of the Committee on Industrial Committees Set Up to Examine the Problems Connected with Industrial Committees and Other Industrial Meetings of Various Kinds

Mr. Mainwaring wished to have more time to study this section, which dealt with fundamental issues, and accordingly proposed that consideration of it should be postponed to the 174th Session.

Mr. Parodi supported the proposal.

Mr. De Bock pointed out that the matters dealt with in this section had been under consideration by the Committee and its Working Party ever since the 164th Session (February-March 1966), when the Governing Body had decided, on the suggestion of its Working Party on Programme and Structure, to refer them to the Committee. It was only after long and arduous discussion that the Committee had reached agreement on the recommendations now before the Governing Body, which represented a compromise acceptable to both the Employers and the Workers.

The issues were well known to members of the Governing Body, who had been informed at the previous session that they would receive final recommendations at the present session. Moreover, the report had been circulated two days previously. In the circumstances, further delay seemed both unnecessary and undesirable, and he was therefore opposed to postponement.

Mr. Waline, for the Employer members, accepted Mr. Mainwaring's proposal.

Mr. Mori, concurring in Mr. De Bock's remarks, saw no need for postponement, though if it was desired by the Government and Employer members he would of course bow to their wishes.

Mr. Lawyer felt that more time was needed to examine recommendations that were the result of more than two years' study and therefore favoured postponement, which would, moreover, make it possible to refer this section of the report to the Financial and Administrative Committee for consideration. The Governing Body would then be able to discuss the recommendations in full knowledge of their programme and financial implications and in relation to the four major meetings rule.

Mr. Morgan concurred. The Committee on Industrial Committees had in fact recognised that it was not competent to discuss the four major meetings rule, which affected meetings outside its sphere.

Lord Collison disagreed. The Worker members of the Working Party of the Committee on Industrial Committees had made it clear from the outset that any change in the frequency of Industrial Committee type meetings would automatically affect the four major meetings rule, which must therefore come within the Working Party's terms of reference.
Much effort and good will had been needed to resolve differences of opinion in the Working Party, and both Employers and Workers had made many concessions in order to reach agreement on the recommendations now before the Governing Body. The latter was fully conversant with the issues, and it was therefore somewhat displeasing to be told that no decision could be taken at the present session.

Mr. Goroshkin was opposed to postponement, which would serve no useful purpose. As the USSR Government representative had repeatedly pointed out, arrangements must be made to enable Industrial and analogous Committees to meet more often.

Mr. Fennema felt that paragraph 93 showed clearly that the Working Party had not been called upon to revise the four major meetings system but that, in reconsidering the frequency of Industrial Committee meetings, it could make recommendations whose adoption by the Governing Body might affect that system.

He could understand the desire of those who wished for more time to study the recommendations as well as the feelings of those who favoured an immediate decision, though it seemed unthinkable, in view of the very great effort made by the Employers and Workers to achieve a compromise, that the Governing Body would not ultimately adopt the recommendations. The decision might perhaps be postponed on the clear understanding that the Director-General would be free to prepare his programme and budget proposals for 1970-71 on the assumption that the recommendations would be adopted.

Mr. Mori could agree to the suggested postponement on condition that the matters dealt with in section III would not be discussed, and indirectly settled, by the Financial and Administrative Committee. It was for the Governing Body to take a decision.

Mr. Morgan, while agreeing that the final decision rested with the Governing Body, considered that it should have before it, when it was called upon to take a decision, a report from the Financial and Administrative Committee indicating the financial implications of the recommendations.

Lord Collison drew attention to a position of principle which he had taken on many previous occasions—namely that the Governing Body must have the right to formulate policy without undue interference from the Financial and Administrative Committee. True, under article 22, paragraph 3, of the Standing Orders the Governing Body might not take a decision on a proposal involving expenditure until it had been referred to the Financial and Administrative Committee. However, the present recommendations did not directly involve expenditure within the meaning of that article. He could agree to postponement only on the understanding that the Governing Body would itself decide the matter without undue influence from the Financial and Administrative Committee.

The Chairman specified that the Governing Body was being asked merely to postpone consideration of section III to the 174th Session. Naturally, the Financial and Administrative Committee would consider the financial implications of the recommendations. However, the decision on them would be taken by the Governing Body, which was unlikely to be unduly influenced by the Financial and Administrative Committee.

Mr. Morgan understood the Chairman’s statement to mean that the Financial and Administrative Committee would consider the financial implications of the recommendations, not in the sense of article 22, paragraph 3, of the Standing Orders but merely to ensure that the Governing Body would have the fullest possible information before it when it came to take a decision at the next session.

Lord Collison insisted that this was a policy issue which must first be decided by the Governing Body. The Director-General would take account of that decision in drawing up his programme and budget proposals; those proposals would come before the Financial and Administrative Committee, which would then—and only then—have to consider the financial implications.

Mr. Parodi observed that to ask the Governing Body for a decision in ignorance of its financial implications and subject to later review by the Financial and Administrative Committee seemed an unsatisfactory procedure, which article 22, paragraph 3, of the Standing Orders was designed to preclude.

The Chairman said that the question was one of interpretation. The usual procedure, which seemed consistent with the Standing Orders, was for the Director-General to submit programme and budget proposals to the Financial and Administrative Committee, which considered their financial implications and reported to the Governing Body. The latter then took the final decision.

The Governing Body postponed consideration of section III of the report to its 174th Session.

IV. Meetings of Industrial and Analogous Committees in 1970 and 1971

The Governing Body adopted the recommendations in paragraphs 119, 120, 132, 140 and 142 of the report.

V. Provision of Fuller Language Facilities at Sessions of Industrial and Analogous Committees

VI. Periodic Reports on the Effect Given by the Office to Requests of Industrial Committees

The Governing Body took note of these sections of the report.

Nineteenth Item on the Agenda: Report of the International Organisations Committee

I. Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

Mr. Yllanes Ramos said that the matter under discussion was of the highest importance on two scores: first, it raised the question of the ILO’s obligations to the United Nations under the terms of the agreement between the two organisations; and, secondly, the Economic and Social Council would shortly be devoting special attention to the latest information on the position of the specialised agencies

1 See Appendix XIX.
regarding the implementation of General Assembly Resolution 2311 (XXII)\(^1\)—and especially the position adopted by the Governing Body.

The Committee had been faced with a most important procedural issue, which the Employers had raised, namely whether the resolution which under article 17, paragraph 6, of its Standing Orders the Conference had been unable to discuss could be referred to the Governing Body, discussed there and resubmitted to the Conference. It had taken the view that the particular resolution at issue—namely that concerning General Assembly Resolution 2311 (XXII) which had been submitted to the Conference at its last session—was now dead and could accordingly not be discussed but that it should discuss the principles embodied in General Assembly Resolution 2311 (XXII).

Those principles, as the authors and supporters of the text submitted to the Conference had themselves pointed out, were, first, that the subjection of peoples to alien subjugation, domination and exploitation constituted a denial of fundamental human rights was contrary to the Charter of the United Nations and was an impediment to the promotion of world peace and co-operation; and, secondly, that colonialism and neo-colonialism and interference in a country's internal affairs on any pretext, wherever and in whatever form they might occur, were intolerable. In the light of its discussion of these principles, the International Organisations Committee had made the recommendation contained in the first sentence of paragraph 23 of its report.

The Committee had then considered the actual situation in certain countries and territories and had seen fit to make specific reference to South Africa, Southern Rhodesia and Portugal, in subparagraphs (c), (d) and (g) of paragraph 23, where the policy of the ILO as regards aid to and co-operation with those countries was clearly set out. A number of its members having expressed the view that no other countries should be singled out for special mention, the Committee had made no further reference to specific cases and had contented itself with the general statement contained in paragraph 23 of the report.

Nevertheless, certain remarks made in the Committee had been interpreted by a Government member to allude to a particular case and had drawn forth the sharp response recorded in paragraph 12. This prompted him to place once again on record the Employers' feelings of shock, distress and frustration at the events that had taken place in Central Europe on 21 August 1968, when a certain country which in January 1968 had seen the dawn of freedom and sought to work out its own destiny had been subjected to military occupation. The United Nations General Assembly, after a lengthy debate, had, on 19 October 1968, condemned that action by an overwhelming majority, and only a few delegates had made lukewarm attempts to defend it. As the delegate of Togo had eloquently observed on that occasion, to deny a country the right freely to choose its own policies and institutions was to strike at the very principle of self-determination of peoples.

That principle, which was laid down in the United Nations Charter and to which every government represented on the Governing Body had subscribed, was being violated, and those who had defended it so staunchly at the last session of the Conference should now back up their words by deeds. This was an issue that the ILO could not afford to ignore.

Mr. Bobin, for the Worker members, attached very high priority to ILO action relating to the implementation of the United Nations Declaration. Though the Committee's discussions had been complicated by political and constitutional issues, it had worked in a spirit of co-operation and had reached a compromise which, though perhaps not entirely satisfactory to any group, was acknowledged to be the best that could be achieved in the prevailing circumstances. The Workers attached particular importance to the general principles laid down in the preamble of paragraph 23 and to the general lines of ILO policy regarding aid to and co-operation with South Africa, the illegal régime in Southern Rhodesia, and Portugal. If the Governing Body adopted the Committee's recommendation, there could be no doubt concerning future ILO policy in regard to countries which practised racial discrimination and colonial domination.

Mr. Nasr was deeply grieved to note that, while some events aroused deep emotion, others—possibly more serious—events in certain parts of the world seemed to be forgotten.

As regards paragraph 23(a) of the report, it was to be hoped that governments and organisations which were helping those who had fled from subjugation would request ILO assistance in this respect and that the ILO would meet their requests. Moreover, while governments guilty of subjugation would certainly not seek such assistance and the persons subjugated would be unable to do so, the ILO should try to ensure that part of the technical assistance which it provided to such governments in other fields served to benefit those living in subjugation.

Mr. Goroshkin rejected the interpretation of certain events given in Mr. Yllanes Ramos's statement, which was obviously an attempt to divert the Governing Body's attention from the main issue, namely the implementation of the United Nations Declaration. The position of the USSR Government representative—who was fully prepared to discuss any problem relating to any part of the world if the Governing Body so desired—had been clearly stated in the report, and, though he could say a great deal more on the matter referred to by Mr. Yllanes Ramos, the Governing Body was hardly the place to discuss it.

The USSR Government supported both the recommendation in paragraph 23 and that in paragraph 32, which related to the Thirty-fourth Report of the Administrative Committee on Co-ordination.

Mr. Mori sympathised wholeheartedly with the motives which had led the Employers to raise a motion as to procedure in the Committee and which had been so clearly explained by Mr. Yllanes Ramos. This matter had evoked deep concern in the Governing Body and was by no means foreign to the decision to postpone the Second European Regional Conference. The Workers had concurred in that decision precisely in order to avoid making the position of the country alluded to by Mr. Yllanes Ramos even more difficult.

Although the recommendation in paragraph 23 related especially to colonialism, its wording did in fact imply a condemnation of all acts entailing the "subjection of peoples to alien subjugation". The

The Governing Body should therefore adopt the recommendation and leave it to the United Nations to deal with the political problem.

The Governing Body adopted the recommendation in paragraph 23 of the report.

Mr. Åström pointing out that the Economic and Social Council of the United Nations (ECOSOC) had adopted a resolution advocating the holding of an international conference on the protection and improvement of the human environment, was pleased to note the views expressed on the subject by the Worker and Employer members of the Committee, and especially the statement in paragraph 28 of the report that "the Committee recognised the importance of the problem of the human environment, which was likely to become one of the major concerns of the international organisations and should be tackled in a constructive and co-operative manner by all of those organisations ".

The Swedish Government, which had initiated the action leading to the adoption of the ECOSOC resolution, was deeply concerned about the problems of human environment, which fell into two groups: the changes in the natural surroundings of man brought about by the use, without adequate control, of modern agricultural and industrial methods; and, secondly, the impact of this process on man himself. The problems in the first group included air and water pollution, erosion and depletion of the soil, excessive and uncontrolled use of biocides, waste disposal, and the disturbance of the balance of nature resulting from these various factors; those in the second group covered the effect of environmental disturbance on health and living and working conditions, and the physical and psychological effects of unplanned and uncontrolled urban growth.

Many ILO activities were directly related to these problems. One of the best ways of promoting a better environment was to make provision, in management development and productivity programmes, for education—by seminars and other means—in the dangers inherent in certain industrial and other processes. ILO action of this kind, which was directly related to conditions of work and life, was important because it could influence employers and workers, who were the persons most immediately affected. Various bodies were already studying different aspects of the deterioration of the human environment. However, high-level concerted international action was urgently needed to induce the general public and the policy makers to come to grips with the serious environmental problems created by modern technology. Only an international conference under United Nations auspices could make the necessary impact. He hoped that the ILO would support the idea of convening such a conference and increase its own efforts to improve the human environment.

The Governing Body took note of this section of the report.

The Governing Body adopted the recommendation in paragraph 32 of the report of the International Organisations Committee.
accordance with the usual practice, prior to the closing of the 1968 accounts in January 1969, subject to confirmation of such approval by the Governing Body at its 174th Session (February-March 1969).

Occupation of Posts and Temporary Appointments as at 1 October 1968

The Governing Body took note of this section of the report.

Proposed Payment in 1968 under Article 18 (3) of the Financial Regulations

The Governing Body authorised the Director-General to pay to UNESCO the sum of $216, representing the ILO’s share of the extra cost of publishing the Records of the Diplomatic Conference held in Rome in 1961, this sum to be charged to “unpaid liabilities” under item 17 of the 1968 budget.

Proposals concerning the Financing of Expenditure Not Provided For in the Programmes and Budgets of 1968 and 1969

Premises for the ILO Regional Office for the Americas (Lima).

The Governing Body took note of this section of the report.

Study Group to Examine the Labour and Trade Union Situation in Spain.

The Governing Body approved the payment of an honorarium at the rate of $100 per day in both 1968 and 1969 to each member of the study group to examine the labour and trade union situation in Spain and decided that the cost in 1969 of the final stage of the work of the study group, estimated not to exceed $86,500, should be financed in the first instance and as far as possible by savings in Part I of the budget for that year, and that any remaining balance of the cost should henceforth be submitted to the Committee at the February-March session of the Governing Body.


The Governing Body approved the 1969 expenditure and income estimates for the joint ILO-ISSA account and the proposed new posts and regradings set out in detail in Annex A to the report.

Proposed Budget of the International Occupational Safety and Health Information Centre (CIS) Account for 1969.

The Governing Body approved the 1969 expenditure and income estimates for the International Occupational Safety and Health Information Centre (CIS) extra-budgetary account, as set out in detail in Annex A to the report.

Proposed Budget of the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) for 1969.

The Governing Body approved the budget of the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) for 1969, as shown in Annex C to the report.

Rates of Subsistence Allowance for Members of the Governing Body and Members of Committees

The Governing Body:

(a) authorised the Director-General, if the United Nations General Assembly at its 23rd Session should decide to introduce a new system of travel and subsistence allowances for members of organs and subsidiary organs of the United Nations providing that these allowances would be determined on the basis of the standard subsistence rates applicable to members of the United Nations Secretariat with an addition of not more than 50 per cent, to apply parallel measures in the ILO regarding the rates of subsistence allowance for members of the Governing Body and members of committees, with effect from the same date, proposals for consequential amendments to the Rules for Payment of Travel Expenses of Members of the Governing Body and the Rules for the Payment of Travel Expenses of Members of Committees to be submitted at the next session of the Governing Body; and

(b) decided that the cost of such measures in 1969, estimated not to exceed $49,100, should be financed in the first instance and as far as possible by savings in Part I of the budget for that year, and that any remaining balance of the cost should henceforth be submitted to the Committee at the February-March session of the Governing Body.


Mr. Fennema, referring to paragraph 97, sought confirmation of the assurance which he had received in the Committee that tables indicating the status of receipts of contributions country by country would henceforth be submitted to the Committee at the February-March session of the Governing Body.

The representative of the Director-General (Mr. Riches, Treasurer and Financial Comptroller) assured Mr. Fennema that that would be done.

The Governing Body took note of this section of the report.

Proposed Amendments to the Financial Regulations

The Governing Body recommended to the Conference the adoption of the following resolution at its forthcoming session:

“The General Conference of the International Labour Organisation—

Decides to amend article 10, paragraph 1, of the Financial Regulations of the Organisation with effect from 1 January 1970, the amended text to read as set out in the annex.”

SECOND REPORT

PERSONNEL AND ADMINISTRATIVE QUESTIONS

Statement by a Staff Representative

The Governing Body took note of this section of the report.

Proposed Amendments to the ILO Staff Regulations

Amendment concerning Maternity Leave (Article 8.7).

The Governing Body approved, with effect from 1 December 1968, the amendment to article 8.7 of the Staff Regulations as set out in the annex to the report.

Amendment concerning Sick Leave (Article 8.6).

The Governing Body approved, with effect from 1 December 1968, the amendment to article 8.6 of the Staff Regulations as set out in the annex to the report.
Amendment concerning Night Differential (Article 7.3).

The Governing Body approved, with effect from 1 January 1969, the amendment to article 7.3 of the Staff Regulations as set out in the annex to the report.

Amendments concerning Recruitment Procedure.

The Governing Body approved, with effect from 1 December 1968, the amendments to the Staff Regulations set out in the annex to the report.

Exceptions to the ILO Staff Regulations

Entailing Additional Expenditure

General Service Salaries in Geneva

The Governing Body took note of these sections of the report.

Proposals relating to Education Grant

(Article 3.14 of the ILO Staff Regulations)

The Governing Body authorised the Director-General, if the United Nations General Assembly at its 23rd Session took decisions in respect of changes in the education grant provisions, to apply parallel measures in the ILO with effect from the first scholastic year ending after 1 January 1969.

The Governing Body decided that the additional cost of these measures in 1969, estimated not to exceed $35,000, should be financed to the extent possible by savings within Part I of the budget and, to the extent that this was not possible, by means of a charge to item 18 (unforeseen expenditure).

Review of Salary Scales of the Professional and Higher Categories of the International Civil Service

The Governing Body authorised the Director-General, if the United Nations General Assembly at its 23rd Session took decisions in respect of changes in the gross base scales of the Professional and higher categories, the consolidation of a post adjustment class into these scales and the revised schedule of post adjustments, to apply parallel measures in the ILO with effect from the same date as that on which the United Nations decisions were effective, proposals for the consequential amendments to the Staff Regulations to be submitted at the next session of the Governing Body.

The Governing Body decided that the additional cost of these measures in 1969, estimated at $532,000, should be financed to the extent possible by savings within Part I of the budget, thereafter from any balance that might remain in Part II of the budget (unforeseen expenditure) after allowing for any other expenditures that might have been authorised against Part II by decision of the Governing Body and, to the extent that this was not possible, by means of a withdrawal from the Working Capital Fund, subject to reimbursement in 1970 in accordance with article 20.3 (a) of the amended Financial Regulations, effective from 1 January 1970, as approved by the International Labour Conference at its 52nd (1968) Session.

Report of the Administrative Board of the ILO Staff Pensions Fund

Report of the ILO Staff Pension Committee

(United Nations Joint Staff Pension Fund)

The Governing Body took note of these sections of the report.

Proposals concerning the ILO Staff Pensions Fund

The Governing Body decided, in application of paragraph (c) of article 34 of the Regulations of the ILO Staff Pensions Fund, that with effect from 1 January 1969 the pensions of the Fund which were in payment on that date should be increased by 2.5 per cent.

Financial Implications for the ILO Staff Pensions Fund of Proposed Increases in the Salary Scales of the Professional and Higher Categories

Proposals concerning the Pensions Fund of the Judges of the Former Permanent Court of International Justice

The Governing Body took note of these sections of the report.

THIRD REPORT

FINANCIAL AND GENERAL QUESTIONS

Proposals concerning the Financing of Expenditures Not Provided For in the Programmes and Budgets of 1968 and 1969

Premises for the ILO Regional Office for the Americas (Lima)

The Governing Body authorised the Director-General, after examination of the available offers, and with such expert advice as he might deem necessary, to purchase premises in Lima to house the ILO Regional Office for the Americas.

The Governing Body decided—

(a) that such costs as might be incurred in 1968 in connection with these premises, estimated not to exceed $120,000, should be charged to item 17 (other budgetary provisions) of the budget for that year and financed: (i) to the extent of $9,000, by savings under sub-item 10.4 of the budget (management of field programmes in the Americas); and (ii) to the extent of $31,000, in the first instance and as far as possible by other savings in Part I of the budget, any remaining balance to be charged to item 18 (unforeseen expenditure) if and to the extent that funds were available under that item, and thereafter from any balance covered by means of a withdrawal from the Working Capital Fund, subject to reimbursement in accordance with the Financial Regulations.

Financial Questions relating to the International Centre for Advanced Technical and Vocational Training (Turin)

The Governing Body took note of this section of the report.

TWENTY-SECOND ITEM ON THE AGENDA: REPORT OF THE ALLOCATIONS COMMITTEE

The Governing Body took note of the report.

TWENTY-THIRD ITEM ON THE AGENDA: REPORT OF THE COMMITTEE ON OPERATIONAL PROGRAMMES

Mr. Jamir said that the report should have included a record, in the following terms, of the statement which he had made in the Committee in regard to paragraph 5 of Annex A: "The Government member for India stated that paragraph 5 was acceptable to his Government, on the understanding that the pre-
cise manner and machinery of consultation would vary from country to country and that it need not necessarily be a stage of the actual processing of requests for technical assistance with the ILO. In his own country, consultation with employers' and workers' organisations took place at an earlier and more fundamental level, i.e. that of the preparation of over-all development plans including the technical assistance projects incorporated in them."

Mr. Buchari said that the last sentence in paragraph 10 should have read as follows: "While agreeing to the proposed revised criteria, the Government member for Pakistan pointed out that there were wide disparities between specific conditions in the various countries and wished to record his reservations in regard to paragraph 5."

Mr. Benazzedine, for the Workers' group, regretted that the Committee had been able to consider only four of the five items on its agenda. The programme of meetings of Governing Body committees should allow ample time for discussion of all agenda items.

Generally speaking, the Workers supported the proposals in paragraphs 29, 84, 88 and 91 of the report, which nevertheless called for some comment.

The conditions of work and life programme was not receiving sufficient stress in the operational activities carried out under the regular budget. The need for the programme had not been questioned in the Committee or the Governing Body, and the papers submitted to the Committee had stressed its paramount importance to the fulfilment of the ILO's constitutional obligations. It was to be hoped that, in the light of the criteria and guidelines and revised terms of reference set out in Annexes A and B, more weight would be attached to conditions of work and life in the 1970-71 programme and budget proposals.

As regards criteria, the Workers were grateful to the Committee for having indicated, in paragraph 5 of Annex A, that special consideration should be given to requests for technical co-operation on which workers' and employers' organisations had been consulted. That did not formally oblige governments to consult such organisations; it was merely a suggestion designed to ensure more active participation of workers' and employers' organisations in the development process.

While paragraphs (d) and (f) of Annex B might appear to state the obvious, they did make the Committee see the reference to technical co-operation cl. earer and underlined the basic concept that workers and employers should be associated in technical co-operation activities both at the national and international levels.

Technical co-operation warranted the highest priority in the ILO programme. However, technical co-operation—whether international or bilateral—was merely an adjunct to national action, not a substitute for it, and a country which relied solely on technical co-operation would never achieve its economic "take-off". The initial impetus needed for development could be provided only by resolute and concerted action by the government and the people. That was what had enabled Japan, as mentioned in particular during the debate of the fifth sitting, to break the bonds of underdevelopment and become an industrial power within a few years.

Approval of the criteria and revised terms of reference set out in Annexes A and B would certainly increase the effectiveness of the ILO's technical co-operation activities.

It was proposed in paragraph 88 that the Committee should meet only once a year, during the November cycle. However, a decision by the Governing Body to that effect should not be considered as final, for only experience would show whether one meeting annually was sufficient. The important thing was not that the Committee should meet several times a year but that it should be more closely associated with the work of technical co-operation.

The Workers were grateful to the Director-General and his staff for the papers submitted to the Committee and to Mr. Blanchard for his helpful explanations on various problems.

Mr. Nasr was also grateful for the help provided by Mr. Blanchard and the Office generally.

Employers' and workers' organisations should of course be more closely associated both in the preparation and in the implementation of technical co-operation projects.

The results of highly successful projects were sometimes jeopardised because there were no trained counterparts ready to take over when the international experts left. It was to be hoped that at the next meeting the Committee suggestions would be made for solving this problem.

As Mr. Benazzedine had said, the ILO's activities relating to conditions of work and life should be developed. At the same time, there should be an over-all balance in ILO technical programmes, and balance was more a question of general outlook than of the amount spent on particular types of projects, since all ILO activities aimed at improving conditions of work and life.

Mr. Parodi concurred in Mr. Benazzedine's remarks as to the desirability of consulting workers' and employers' organisations on technical assistance projects.

Mr. Morgan thanked the Office for the information which it had provided for the Committee and pointed out that the last sentence in paragraph 59 of the report should have read as follows: "Education which was not usable and training which was not the right training could only lead to discontent, to uprooting and to a drift to the towns."

Mr. Georget stressed the importance of the Committee's work for the developing countries, to whose most urgent needs it was now successfully attuned. Even when counterparts could be found, it was sometimes difficult to obtain training fellowships which would fit them to carry on the work begun by international experts. The problem of finding funds for training counterparts should receive much closer consideration.

The many requests received by the Office for assistance in social security raised a serious problem. Instead of attempting to meet requests by sporadic short-term action, the ILO should muster all the funds available for social security under the regular budget and from outside sources and reorganise the activities of available experts as part of a long-term programme.

Mr. Mbonjo-Ejangue associated himself with Mr. Georget's remark about the importance of the Committee's work for developing countries.

While welcoming the new layout of the paper on ILO technical co-operation programmes submitted to the Committee he felt it necessary to point out that the section of the paper concerning the Labour Administration Training Centre in Yaoundé was not wholly accurate.
The Yaoundé Centre, which he had mentioned on several previous occasions, had been established in 1965 with assistance from the ILO, the French Government and the Government of Cameroon. Two years later, further assistance had been provided by the Belgian Government. The Centre was operating to the satisfaction of all the French-speaking African countries which it served. It had been suggested that its operations should be extended to include research and documentation on labour administration and social security problems, and the Government of Cameroon had accordingly submitted a request for assistance to that end to the United Nations Development Programme (UNDP) in June 1968.

He had therefore been disappointed and shocked by the statement in the Office paper that “the request to UNDP/SF has not yet been drawn up, because of the reluctance of the Government of Cameroon to incur the cost of building a special centre in Yaoundé”. In actual fact, as the Resident Representative of the UNDP had been informed and should normally have informed the ILO, the Government of Cameroon had recently set aside an amount of 27 million francs (CFA) for the first stage of the construction work. Even if that information had not yet reached the ILO, the passage relating to the Centre should have been more carefully worded. The inclusion in the paper on ILO technical co-operation programmes of information that was not fully objective and accurate might mislead members of the Committee and the Governing Body and jeopardise the success of projects to which developing countries attached special importance because of their multiplier effect.

As regards the magnitude and balance of operational activities, it should not be left to the UNDP to carry out or finance projects in fields within the ILO’s terms of reference. It was therefore necessary to strengthen the ILO programme of operational activities under the regular budget and thus bring home to the developing countries the manner in which the ILO was helping them in their struggle against underdevelopment.

The Governing Body adopted the proposals in paragraphs 29, 84, 88 and 91 of the report.

**TWENTY-SEVENTH ITEM ON THE AGENDA: INTERNATIONAL INSTITUTE FOR LABOUR STUDIES**

**Appointment of a Member of the Board**

On the proposal of the Government group, the Governing Body decided to replace Mr. Haenlein (Federal Republic of Germany) — one of the two Government representatives on the Governing Body appointed to the Board under article II, paragraph 2 (b), of the Regulations of the Institute — by Mr. Gros Espiell (Uruguay).

(The sitting closed at 12.40 p.m.)
The Governing Body was composed as follows:

CHAIRMAN: Mr. Weaver.

Mr. Abid Ali, Mr. Ago, Mr. Andriantsitohaina, Mr. Beermann, Mr. Benazzedine, Mr. Bergenström, Mr. Bolin, Mr. Bruni Celli, Mr. Cheng, Lord Colission, Mr. Coppo, Mr. De Bock, Mr. Dumond, Mr. El-Attar, Mr. Fakim, Mr. Faupl, Mr. George, Mr. Goroshkin, Mr. Henniker-Heaton, Mr. Horányi, Mr. Jamir, Mr. Knolle, Mr. Kunogi, Mr. Lawyer, Mr. Mbonjo-Ejangue, Mr. de Merlis, Mr. Morgan, Mr. Mori, Mr. Morris, Mr. Nasr, Mr. Neilan, Mr. Nottidge, Mr. Oviedo, Mr. Parodi, Mr. Pimenov, Miss Reyes, Mr. Saliki, Mr. Sánchez Madariaga, Mr. Schlofeldt, Mr. Tabor, Mr. Tata, Mr. Wajid Ali, Mr. Waline, Mr. Yatwar, Mr. Ylanes Ramos.

Absent: Mr. Amede, Mr. Lee San Choon, Mr. N'Diaye.

**TWENTY-THIRD ITEM ON THE AGENDA: REPORT OF THE COMMITTEE ON OPERATIONAL PROGRAMMES (concl.)**

The representative of the Director-General (Mr. Blanchard, Deputy Director-General) replied to the comments made by Mr. Mbonjo-Ejangue at the seventh sitting on a section of the Office paper concerning ILO technical co-operation programmes in 1967 which referred to the attitude of the Government of Cameroon towards the Labour Administration Training Centre in Yaoundé. He regretted that a rather unfortunate wording had given the quite false impression that a criticism of the Government was intended. Deeply interested as it had been in the Centre from the outset, the Office was in fact extremely grateful to the Government for its generous and valuable assistance, as well as for that of the French and Belgian Governments.

The Centre was typical of the ILO's activities under its regular programme, since its aims corresponded to a primary objective of the Organisation and fell directly within the scope of the major programme concerned with social institutions development. The project had reached a point where its expansion was clearly called for, and in order to obtain more funds the Office had, in consultation with the Cameroon Government, begun negotiations with the United Nations Development Programme, which had in principle pledged its support. Mr. Mbonjo-Ejangue could rest assured of the ILO's firm intention of finding a way not only to keep the Centre going but to expand its activities still further. It planned, moreover, to start consultations on a project of the same kind for the English-speaking African countries, and the possibility of launching similar projects in other regions also deserved consideration.

Thanks were due to Committee members for their favourable comments on the Office papers; the Office would in increasing measure make it a point to provide the fullest possible information to the Committee.

Mr. Mbonjo-Ejangue thanked the representative of the Director-General for his reply, which had satisfied him fully and would undoubtedly convince his Government of the need to take even closer interest in a project which was typical of the work of the ILO.

**TWENTY-EIGHTH ITEM ON THE AGENDA: INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING**

Mr. Waline considered that the report, though submitted for information only, was richly deserving of examination and comment. The Governing Body, which had set up the Centre and of which half of its Board were members, was under a moral as well as a formal obligation through its representatives to deal with any difficulties facing the Centre. The serious misgivings felt by the Employer members at the Centre's somewhat troubled start had been largely allayed by the Director's vitality and the vigilance of the Chairman of the Board and had now given way to a degree of justified optimism.

In examining the draft budget for 1969 at its seventh session, the Board had expressed some dismay at the large excess of the estimates of expenditure based on the planned expansion of the Centre's activities—viz. from 550 fellows in 1968 to 850 in 1969—over the income estimates. Income was not as easy to budget for as expenditure, since, failing an allocation from the ILO, it depended entirely on voluntary contributions and the grant of fellowships from governments, international organisations and other sources. The anticipated income, made up of cash contributions and fellowships, had in fact been about $700,000 short. The Director had explained, however, that the Centre would operate under flexible budgetary procedures and that expenditure, including that on staff, would be kept within the limits of actual income. What was more, he had informed the Board of certain pledges of support received since preparation of the draft budget, including promises by the French, Belgian and other governments to renew their contributions. At the seventh session, too, the governments of several large countries—as indicated in the report before the Governing Body—had given good reason to expect that the deficit could be made good.

This was all the more significant in the light of the present uneconomical situation, which, with the disproportionately high overheads resulting from the employment of a staff of 126 for only 550 fellows, made expansion of the Centre's activities imperative. In order to achieve it, the Director was concentrating on projects which, besides reflecting the Centre's original purpose of benefiting the developing countries, might also have something to offer to the advanced countries and so elicit financial support.

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1 See seventh sitting and Appendix XXIII.

1 See Appendix XXVIII.
from countries able to afford it. There was therefore reason to hope that the Centre's operations would become more economical, pledges of support would be fulfilled, and income would be guaranteed for more than one year. The need for contributions was clearly demonstrated by the fact that only $55,000 could be withdrawn from the General Reserve Fund without special authorisation by the Board.

There had been some misunderstanding of the shift of emphasis in the Centre's activities due to the introduction of courses in management. Those courses were not replacing but supplementing the Centre's existing programmes. Far from betraying its original purpose, they might attract extra funds for fulfilling it.

Mr. Mori, on behalf of the Workers' group, warmly welcomed the improvement in the Centre's financial position and paid tribute to its Director's unflagging energy. The government statements and pledges of support recorded in the Director's report were most encouraging, and there was every hope that, over and above the Italian Government's generous contribution, the Centre, which met a real need and held potential not yet fully exploited, would receive the unstinting support it required.

The point made by Mr. Coppo in Turin concerning the Centre's regular programme must on no account be ignored: the Worker members were most anxious that the Centre should cater for the special needs of developing countries for the basic and advanced training of skilled workers, and not just of highly qualified staff. The Director would no doubt heed the Workers' wishes on that important point and make sure that the special programmes requested by contributing governments were truly economical.

Mr. George, to illustrate the contribution which the Centre should make to progress in the developing countries, quoted a Chinese proverb: To give a man a fish would feed him for a day; to teach him how to catch one, for his lifetime. In other words, the best way to help those countries was to train national technical staff qualified to operate and maintain the costly infrastructure—roads, factories and other physical facilities—set up with outside aid, and the Centre's task was to meet that need. Praise was due to the Office for laying stress on the training of labour administrators at the Yaoundé Centre. As Mr. Mori had observed, the developing countries needed not so much top management, for example heads of undertakings, as middle-level managerial staff, works foremen, accountants and the like—whose training would, after all, benefit also the countries defraying the cost by sparing them the heavy expense of expatriating their own technical staff, quite apart from helping to restore the prestige of manual work.

Contributions to the Centre, whose financing had caused anxiety, should be regarded as an act not of charity but of solidarity between the developing and the advanced countries. Until the former enjoyed social stability there could be no social stability in the world at large. Their budget, which had to bear the cost of membership in many international organisations, set a limit on any contribution they could make. The real worth of their admittedly modest support therefore lay in the demonstration of their genuine interest in the Centre. Contributions must come—and they should be unconditional and disinterested—from the larger nations, which had been more closely associated with the running of the Centre by admission to the enlarged Board. Thanks were due to past contributors, especially the Italian Government, and to governments promising fellowships, such as those of Belgium, France and the Federal Republic of Germany.

Mr. Nasr was dismayed to note a shift in emphasis in the Centre's programmes in favour of management development: fully two-thirds of the courses referred to in paragraph 28 of the Director's report came under that heading. Such courses, though not without interest, had not been the basic goal in setting up the Centre nor indeed the purpose of the generous help provided by the Italian Government. He did not recall the documents relating to the launching of the Centre making any mention of management development. Turin, a city of technology and industry, had been thought the best site for a technological centre set up in the interest of developing countries. But technology now made up only part of a design of which it had originally formed the whole basis.

Sadly enough, the shift of emphasis was neither of the Board's nor of the Director's choosing; it was a matter of financial necessity—the condition which prospective contributors among governments and institutions had set for their generosity. Whereas originally grants from Italy and other countries had been intended to promote technological development, some countries were now trying to use the Centre for the purposes of their own management development programmes, which they could perfectly well carry out elsewhere.

The present trend was unfortunate, and he appealed to donor governments not to hinder the Board and the Director from steering the Centre back to its proper course, with the main emphasis on technology.

Mr. Henniker-Heaton avowed that his original scepticism about the Centre had been dispelled by the impression gained from conversations with its administration and with fellows during his recent visit to Turin. His anxiety about budgetary difficulties had been allayed by the pledges of support from several governments and by the Director's statement that the budgetary procedures would be applied flexibly.

The trend towards the training of fellows at higher levels was inevitable, if only because of limits on the number which the Centre could receive. Being unable to train large numbers of technicians and skilled workers from all over the world, the Centre must receive from developing countries specialists, technologists, foremen, lower management staff and teachers, whose work on their return home would multiply the benefits of their Turin experience. Technical training unobtainable elsewhere should of course still be given in certain subjects such as electronics, but only within limits.

While agreeing to an increase in the number of students and fellows from countries willing to contribute towards management development programmes, he shared Mr. Nasr's misgivings about placing too much emphasis on that fairly academic branch of training.

Since only a few Governing Body members normally attended the Board sessions in Turin, it was to be
hoped that any member interested would spend a day or two there and so have an opportunity to talk to the Centre's administrators and the fellows. That would greatly help future discussions in the Governing Body.

Mr. El-Attar, referring to the difficulty encountered by Arab member countries in finding candidates with an adequate knowledge of one of the languages used at the Centre, wondered whether it would not be possible for teachers from such countries to take part in the Centre's work or for special courses to be held in one of the ILO's centres in the Arab region.

The Director of the International Centre for Advanced Technical and Vocational Training (Mr. Blamont) answered the questions raised.

Until quite recently it had often been asked whether the Centre served any real purpose. That question, five years after the Centre's creation, with 1,545 fellows having graduated in the past two-and-a-half years, could now be answered affirmatively and the venture, technically speaking, considered a success. Anyone who had talked to the fellows could testify to this; but the best proof, perhaps, lay in the increase in governments' requests for fellowships for their nationals. Moreover, according to their employers, the great majority of the graduates had not only improved their technical qualifications but also increased their mental capacity and changed their attitudes towards work.

Some Governing Body members, for example Mr. Mori, Mr. Georget and Mr. Nasr, were nevertheless disturbed about the level of the fellows. There should be no misunderstanding about the new orientation which the Board had given to the Centre's activities; there had been no real change or innovation in its basic approach. From the outset the Governing Body had approved the emphasis on management development as well as on vocational training, as evidenced both by the Centre's Statute, which expressly provided for training at different levels, and by the report of the Chief of the Management Development Branch which, among other things, had been taken as a basis for its establishment. Experience and the attitudes of governments, including those of developing countries, and of employers had indicated which of the Centre's products were "marketable". There was indeed a crucial need in the developing countries for the training of middle and top management, and the Centre's management courses were fully attended.

As regards the desire expressed by the Worker members and Mr. Georget to see more training provided at the lower levels, calculations had shown the wisdom of training instructors who, on going home to the developing countries, would in turn train technicians. They had also shown that the Centre, while continuing to provide basic vocational training, would achieve the desired multiplier effect only by training fellows at a certain level who, on going home, could act as vocational instructors in cooperation with bodies set up under ILO technical assistance.

The programme and budget adopted by the Board contemplated accommodating as many vocational training instructors as management trainees, courses for whom lasted only three instead of six months, although there were more of them. The Board had agreed that in the next four years the ratio between the two groups, whose training was considered equally worth while, would remain unchanged.

In reply to the point raised by Mr. Mori, the Director explained that once in receipt of all the expected contributions the Centre could, in the light of available resources, examine the scope for providing training at lower levels, either by lengthening courses or by expanding recruitment at the lower levels. The matter would remain under consideration.

As to Mr. Nasr's point, while the programme did provide for management courses, participants would not be drawn from top management. That such courses met a need in the most advanced countries was shown by the latter's demand for them and readiness to finance them. Besides, resulting progress in the science of management would prove of benefit to all.

Mr. El-Attar had legitimately asked whether courses could be given in Arabic; at present some fellows found real difficulty in following complicated technical instruction in other languages. Negotiations were under way with the governments of Arab countries with a view to introducing instruction in Arabic, and their success was both hoped for and expected.

Thanks were due to the members of all three groups in the Governing Body for their interest in the Centre and for their most reassuring display of confidence in its future. They would all be most welcome in Turin.

Mr. Ago expressed the Italian Government's full confidence in the Chairman of the Board and in the Director, which was strengthened by their achievements to date, and its best wishes for the success of their forthcoming campaign to secure increased financial support.

The Governing Body took note of the report on the Sixth and Seventh Sessions of the Board of the Centre.

Twenty-sixth Item on the Agenda: Composition and Agenda of Committees and of Various Meetings

First Paper

Composition of Standing Bodies and of the Preparatory Technical Maritime Conference to Be Held in 1969

I. Standing Bodies.

Joint Committee on the Public Service: Agenda for the First Meeting.

The Governing Body adopted the recommendation in paragraph 6 of the Office paper.

Committee of Experts on the Application of Conventions and Recommendations: Reappointments.

The Governing Body adopted the recommendation in paragraph 7 of the Office paper.

Committee of Social Security Experts: Renewal of Membership.

Mr. Benazzedine requested that in view of the many complex questions submitted to the Committee the number of experts appointed after consultation with the Workers' group should be increased from eight to ten.

Mr. Waline made a similar request on behalf of the Employers.

Mr. Parodi asked whether, in view of these requests, it might not be possible, in the interests of economy, to secure the desired balance by reducing the number—at present thirty—of Government experts.

1 See Appendix XXVI.
Mr. Waline pointed out that the full Committee was rarely convened; that should be borne in mind when considering the question of expenditure.

The Director-General felt that further reflection was needed and suggested postponement of the matter to the next session, when a new paper would be submitted to the Governing Body.

The Governing Body postponed consideration of this matter to the 174th Session.

Panel of Consultants on Co-operation: Changes in Membership.

The Governing Body adopted the recommendation in paragraph 14 of the Office paper.


The Governing Body adopted the recommendation in paragraph 17 of the Office paper.

SECOND PAPER

Composition of Standing Bodies and of Expert and Other Meetings to Be Held in 1968 and 1969

I. Standing Bodies.

Panel of Consultants on Occupational Safety and Health in Building, Civil Engineering and Public Works.

The Governing Body adopted the recommendation in paragraph 3 of the Office paper.

II. Expert and Other Meetings.

Meeting of the Joint ILO-IMCO Committee on Maritime Safety Training.

The Governing Body adopted the recommendation in paragraph 9 of the Office paper.

Technical Meeting on Training of Teaching Staff for Industrial Training Schemes.

The Governing Body adopted the recommendations in paragraph 13 of the Office paper.

Tripartite Technical Meeting on Dock Labour.

Mr. Waline said that the Employers' group could not yet indicate whether Mr. Meuter should be the expert and Mr. Senders the substitute or vice versa.

The Governing Body adopted the recommendations in paragraph 17 of the Office Paper, on the understanding that the final choice would be made on the basis of indications to be furnished by the Employers' group and that if Mr. Meuter was invited, Mr. Senders would be his substitute and vice versa.

Regional Technical Meeting in Latin America on the Role of Agricultural Organisations in Economic and Social Development.

The Governing Body took note of paragraph 18 of the Office paper.

TWENTY-NINTH ITEM ON THE AGENDA: REPORT OF THE DIRECTOR-GENERAL

I. Composition of the Governing Body

II. Progress of International Labour Legislation

III. Internal Administration

IV. Publications

V. Organisations with Consultative Status

The Governing Body took note of these sections of the report.

FIRST SUPPLEMENTARY REPORT

Progress Report on the Response of Governments to the Appeals by the Conference with Respect to Human Rights

The Governing Body took note of the report.

SECOND SUPPLEMENTARY REPORT

Communication of Resolutions Adopted by the World Federation of United Nations Associations

The Governing Body took note of the report.

THIRTIETH ITEM ON THE AGENDA: PROGRAMME OF MEETINGS

FIRST PAPER

PROGRAMME FOR 1968 AND 1969

Programme for 1968

Joint ILO-IMCO Committee on Maritime Safety Training.

The Governing Body took note of paragraph 2 of the Office paper.

Programme for 1969

Preparatory Technical Maritime Conference.

The Governing Body adopted the proposal in paragraph 3 of the Office paper.

Tripartite Technical Meeting for the Leather and Footwear Industry.

The Governing Body adopted the proposal in paragraph 4 of the Office paper.

Third African Regional Conference.

The Governing Body adopted the proposal in paragraph 5 of the Office paper.

Iron and Steel Committee (Eighth Session).

Mr. Waline pointed out that the dates proposed for the Eighth Session of the Iron and Steel Committee, i.e. 20-31 October, would cause inconvenience

1 See Appendix XXIX.

2 See Appendix XXX.
to some Employer delegates. The Employers would be glad if the session could be held one or two weeks earlier.

The Chairman indicated that proposals regarding this matter would be submitted to the Governing Body at its February-March session.

The Governing Body approved the programme of meetings set out in the appendix to the Office paper, on the understanding that the Director-General would consider the possibility of advancing the dates of the Eighth Session of the Iron and Steel Committee, at present scheduled to be held from 20 to 31 October 1969, by one or two weeks and that a proposal would be made to the Governing Body at its 174th Session.

SECOND PAPER

Place of the Third African Regional Conference

Mr. Mbonjo-Ejangue reminded members that the First African Regional Conference had been held in West Africa (in Lagos) and the Second in East Africa (in Addis Ababa) and asked the Director-General whether his proposal to convene the Third in Ghana—again in West Africa—had been made in the absence of any invitations from countries in North Africa and Central Africa. If so, he would be the first to support the proposal.

Mr. Nottidge noted that an invitation from the Congo (Kinshasa) had been withdrawn. Since Ghana was a stable country and possessed all desirable facilities for the Conference, its invitation should be accepted as the Director-General had suggested.

Mr. Mbathi asked the Director-General whether, where invitations were received from several governments, the place of the Conference was determined by the Governing Body or by the governments of the region.

The Director-General explained that three points had to be considered. First the place of the Conference had been the subject of long and detailed consultations, they had not led to full agreement. Lastly, since the two previous Conferences, one held in West Africa and the other in East Africa, no invitations had been received from either North Africa or Southern Africa and the Congo (Kinshasa) had withdrawn its invitation. In consequence, it remained to be determined whether the Conference should be held in East Africa or West Africa. The decision, in accordance with the normal practice, rested with the Governing Body.

In the circumstances, he suggested that the Governing Body should take as the criterion the fact that the First Conference had been held in West Africa and the Second in East Africa and decide that the Third Conference should be held in West Africa.

Mr. Mbathi, though he did not question the Director-General's statement that the decision rested with the Governing Body, pointed out that the Conference of African Ministers of Labour, at its last meeting held in Geneva, had agreed that the question of the place of the Third African Regional Conference would be settled at the Conference of African Ministers to be held in Algiers in March. In his Government's view the governments concerned would object to a decision being taken for them; they should be fully consulted and should, if possible, decide the place of the Conference themselves.

While he did not object to the choice of Ghana, he felt that if other governments concerned had hesitations it would appear improper for the Governing Body to decide the issue.

The Governing Body adopted the proposal in paragraph 2 of the Office paper.

PROGRAMME OF MEETINGS FOR THE 174TH SESSION OF THE GOVERNING BODY

Mr. Waline requested that the programme of meetings for the next Governing Body session should be distributed for the convenience of members. He also asked that, as on previous occasions, no meeting should be held on the Saturday before the third week of the February-March session in order to facilitate the work of the Employers' group.

It was so decided.

THIRTY-FIRST ITEM ON THE AGENDA: APPOINTMENT OF GOVERNING BODY REPRESENTATIVES ON VARIOUS BODIES

Inter-American Advisory Committee: Second Session (San Salvador, 13-23 January 1969)

On the proposal of the groups concerned, the Governing Body appointed the following delegation to represent it at the Second Session of the Inter-American Advisory Committee (San Salvador, 13-23 January 1969):

Government group: Mr. Weaver (Chairman of the Governing Body)
Employers' group: Mr. Bergenström
Worker' group: Mr. Beermann
Substitute: Mr. Thondaman

Tripartite Technical Meeting for Mines Other than Coal Mines (Geneva, 18-29 November 1968)

The Governing Body, noting that neither Mr. Ghayour, whom it had appointed as the Employer member of its delegation to the Tripartite Technical Meeting for Mines Other than Coal Mines (Geneva, 18-29 November 1968), nor Mr. Fennema, whom it had appointed as his substitute, would be able to attend the meeting, appointed Mr. Bergenström as the Employer member of the Governing Body delegation.

(The session was declared closed at 4.45 p.m.)

1 See Appendix XXXI.
2 See Minutes of the 172nd Session of the Governing Body, third sitting, p. 22.

Approved by the Governing Body at the first sitting of its 174th Session, held on 4 March 1969.

George L.-P. Weaver, Chairman.
APPENDICES

APPENDIX I

Agenda

1. Approval of the Minutes of the 172nd Session.

2. Date, place and agenda of the 54th (1970) Session of the International Labour Conference.


5. Study Group to Examine the Labour and Trade Union Situation in Spain.

6. Complaints concerning the observance by Greece of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and of the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), made by a number of delegates to the 52nd Session of the International Labour Conference under article 26 of the Constitution of the ILO.

7. Record of the Sixth Asian Regional Conference (Tokyo, 2-13 September 1968).


14. ILO Programme on Automation.


16. Publication of a Code of Practice relating to Safety and Health in Forestry Work.


23. Report of the Committee on Operational Programmes.


26. Composition and agenda of committees and of various meetings.

27. International Institute for Labour Studies.


30. Programme of meetings.

31. Appointment of Governing Body representatives on various bodies.

Appendices II to XXXI reproduce the papers submitted to the Governing Body on the above agenda items.
Second Item on the Agenda: Date, Place and Agenda of the 54th (1970) Session of the International Labour Conference

Date

1. In keeping with the established practice, under which sessions open on the first Wednesday in June, it is proposed that the 54th (1970) Session of the International Labour Conference should open on Wednesday, 3 June 1970.

Place

2. It is proposed that the session should be held in Geneva.

Agenda

3. The Conference at its 54th Session will necessarily have before it the following matters:

   Report of the Director-General.

   Information and reports on the application of Conventions and Recommendations.

   4. It will also be necessary for the Conference to consider in some form such programme and budget proposals and other financial questions as it may be necessary to put before it in 1970. The exact title of this item can be considered at a later stage, and the Director-General will accordingly submit proposals in this regard later.

   5. The following items are likely to be carried forward for second discussion from the 53rd (1969) Session:

      Holidays with pay.

      Minimum wage fixing machinery and related problems, with special reference to developing countries.

      Special youth employment and training schemes for development purposes.

   6. The Conference will also have before it the sixth special report on the application of the Declaration concerning the Policy of Apartheid of the Republic of South Africa adopted by the Conference at its 48th Session, submitted by the Director-General in pursuance of the request in paragraph 6 of the operative part of the Declaration.

   7. At its 172nd Session (May-June 1968) the Governing Body decided to give further consideration at the present session to the following subjects:

      (a) protection of workers' representatives in the undertaking;

      (b) family benefits;

      (c) protection against hazards arising from benzene; and

      (d) trade union rights and civil liberties.

   Law and practice reports on these items are being submitted separately as appendices to this paper. A brief description of them is given in paragraphs 10 to 40 below.

8. During the discussion of the agenda of the 54th (1970) Session of the Conference by the Governing Body at its 172nd Session, one question raised was that of the possibility of combining as a single agenda item the subject of the protection of workers' representatives in the undertaking and the subject of trade union rights and civil liberties. In the course of the discussion several speakers emphasised the complexity and difficulty of both subjects and expressed the view that for this reason they should not be combined. In the present document these two subjects have been retained as separate items. On the one hand, the protection of workers' representatives in the undertaking is a clearly defined aspect of labour-management relations raising issues of procedure and principle relating exclusively to workers and their representatives at the level of the undertaking. On the other hand, the subject of trade union rights and civil liberties deals with issues of a much wider character affecting citizens generally and at the national level. Examination of the question of civil liberties in the interest of ensuring effective protection of trade union rights is an area in which the Organisation would need to co-operate closely with the United Nations if constructive results are to be secured. Consideration of the subject by the Conference will require study of the means by which existing guarantees on freedom of association can be supplemented by measures relating to such matters as freedom of expression, assembly and publication, freedom from arbitrary arrest, detention or exile, the right to a fair and public hearing by an independent and impartial tribunal, and the presumption of innocence until proof of guilt. The complexity and importance of the two subjects and the fundamental differences between them indicate clearly that the Conference could not conveniently deal with them within the framework of a single item on its agenda.

9. At its 52nd (1968) Session the International Labour Conference had an opportunity, during the debate on programme and budget proposals and other financial questions, to discuss the agenda of the 54th (1970) Session. Two speakers in the debate referred to the possible inclusion of a specific item in the agenda of that session. Mr. Nagy, Government adviser, Hungary, attached great importance to including the question of protection of workers' representatives in the undertaking. Mr. Borisov, Government delegate, USSR, supported this view and urged that the question should be included in the agenda with a view to the adoption of a Convention.

Protection of Workers' Representatives in the Undertaking, or Protection and Facilities Afforded to Workers' Representatives in the Undertaking.

10. It will be recalled that the Technical Meeting on the Rights of Trade Union Representatives and Participation of Workers in Decisions within Undertakings (Geneva, 20-29 November 1967) considered, inter alia, problems relating to the protection and facilities afforded to workers' representatives at the enterprise level. It was the understanding of the Technical Meeting that the term "workers' representatives" covered both trade
union representatives and other types of workers' representatives, depending on the labour relations systems of the countries concerned.

11. In its report, the Technical Meeting pointed out that there was wide agreement among the experts that the problem of the protection of workers' representatives in the undertaking might be suitably dealt with in an international instrument.

12. As regards the question of the facilities which are granted to workers' representatives in order to enable them to carry out their functions promptly and efficiently in representing the interests of the workers concerned, the report of the Technical Meeting stated that some experts took the view that this topic could be suitably dealt with by an international instrument and pointed to the relationship which existed between protection and facilities of workers' representatives, while other experts considered that the second aspect—facilities—was not suitable for an international instrument because of the great variety of existing practices.

13. After discussing the report of the Technical Meeting the Governing Body, at its 171st Session (February-March 1968), decided, inter alia, to authorise the Director-General to take note of the views expressed by the experts in the preparation of proposals for the agenda of future sessions of the International Labour Conference.

14. In accordance with this decision, the Director-General suggested to the Governing Body at its 172nd Session (May-June 1968) that one of the subjects on which the Governing Body might wish to request law and practice reports or more detailed proposals to be placed before it at its 173rd Session might be "Protection of Workers' Representatives in the Undertaking" and suggested that in considering this matter the Governing Body might wish to decide whether the item should be limited to the protection of workers' representatives or whether it should also cover the facilities to be granted to them.

15. In the course of its discussion of this question at its 172nd Session, the Governing Body, while agreeing that the Office should prepare, for its 173rd Session, a law and practice report or more detailed proposals, inter alia, on the subject of protection of workers' representatives in the undertaking, could not reach an agreement on the question whether the item should be limited to protection only or whether it should also cover facilities. The Worker members stated that they trusted that the Office would deal with this item in a broad context, encompassing the question of facilities to be granted to workers' representatives for carrying out their functions. The Employer members expressed the opinion that the item should be limited to protection of workers' representatives since the subject of facilities was not suitable for an international instrument because of the wide variety of existing national practices.

16. In these circumstances the Director-General submits a law and practice report covering the protection as well as the facilities afforded to workers' representatives. Thus the Governing Body has before it the question of facilities to be granted to workers' representatives in the undertaking, and could not reach agreement on the question whether the item should be limited to protection only or whether it should also cover facilities. The Worker representatives of the Governing Body agreed that it would be useful for the Committee of Social Security Experts to review the situation in respect of the branches excluded from the programme it had proposed for the revision of the Conventions and to express an opinion, on the one hand, on maternity benefits and, on the other hand, on recent developments in the family benefit branch and on the need for, and possibility of adopting, an international instrument devoted solely to that branch of social security.

19. In its report relating to family benefits, the Committee of Social Security Experts meeting in 1967 repeated its wish that in the field of social security a consistent and co-ordinated series of separate Conventions, parallel to Convention No. 102, should be adopted, each of which would deal with one branch or a group of the branches included in Convention No. 102, but which would establish standards which, possibly higher than those laid down in Convention No. 102, would take account of the evolution of national social security schemes. In view of the absence of a Convention dealing exclusively with family benefits, the great number of schemes in the different countries, and the diversity in the degree of development reached by those countries, the Committee recommended the adoption of a specific Convention on family benefits covering the agricultural as well as the non-agricultural sectors and supplemented by a Recommendation. Separate ratification of the Convention in respect of each sector was to be permitted.

20. On the same occasion the Committee considered the possible revision of the Unemployment Provision Convention, 1934. The majority of the Committee was of the opinion that the Convention on unemployment benefits should have priority over a revised Convention on unemployment benefits. This priority was justified, in its view, by the fact that most developing countries could not yet establish unemployment insurance schemes, but that many of them already had a family benefit scheme. It considered that the adoption of a first Convention, dealing with family benefits, would also have the effect of encouraging and promoting in the member countries the bestowal on families of the necessary means for the physical and moral development of children, whereas in the field of unemployment, where Conventions already exist, their revision would not have the same utility but, on the contrary, would involve comprehensive preliminary studies, notably on the protection which it would be advisable to guarantee within the framework of general economic policy.

21. The new instrument was, like Part VII of Convention No. 102, to limit itself to benefits for the support of children and retain the dualism of cash benefits and benefits in kind, but the definition given to benefits in kind in Convention No. 102 would have to be widened so as to take account of the evolution of national legislation towards a diversification of such benefits and their...
adaptation to the needs of families, and to confer on the instrument the double quality of providing compensation for financially childcare and improving the living conditions of children. Like Convention No. 102, the new instrument was to make sure, in cases where legislation prescribed restrictive qualifying conditions or limited the number of children giving rise to benefits, that the total value of the benefits paid took into account either the total number of children of persons protected or the total number of children of all residents.

22. The expenses of member States for family benefits, determined on the basis of the number of children of residents, show that the standard established by the Convention in respect of the level of benefits is exceeded in most countries. Although the establishment of a general minimum standard on this subject is family benefits creates serious difficulties, the Committee was of the opinion that the standards of Convention No. 102 (Article 44) were too low and expressed the wish that the Office would carry out a thorough statistical study of the possibility of raising the level of benefits.

23. At its 172nd Session (May-June 1968) the Governing Body decided that at its 173rd Session be considered at the 54th Session. With a view to determining the agenda of that session of the Conference, benzene appeared to be one of four questions which might be studied and appropriate measures indicated. 

Protection against Hazards Arising from Benzene.

24. The industrial use of benzene and of products containing it has increased considerably in recent years. Long-term exposure to even small doses of benzene leads to serious, sometimes irreversible blood disturbances, including leukemia. The problem of protection of workers against these health risks has on several occasions received the attention of ILO Industrial Committees (in particular the Chemical Industries Committee (1952 and 1962) and the Tripartite Technical Meeting for the Printing and Allied Trades (1962)), which recommended that the matter should be studied and appropriate measures indicated.

25. At its 164th Session (February-March 1966), the Governing Body adopted the Director-General’s recommendations concerning the convening of a Meeting of Experts on the Safe Use of Benzene and Solvents Containing Benzene, inter alia to study measures designed to reduce the health risk to workers in contact with such substances. The Meeting, held in Geneva from 16 to 22 May 1967, reviewed the various industrial processes in which workers may be exposed to benzene and in its report recommended, in particular, that the ILO should consider the possibility of adopting international instruments relating to protection against hazards arising from benzene. Taking note of the report of the Meeting, the Governing Body, at its 165th Session (June 1967), requested the Director-General to take account of the recommendations of the Meeting of Experts when drawing up the work programmes of the Office for future years.

26. After making a comprehensive review of the questions which the Conference and other bodies of the Organisation had in recent years suggested for inclusion in the agenda of a 54th Session of the Governing Body, the Director-General informed the Governing Body, at its 172nd Session (May-June 1968), that protection against hazards arising from benzene appeared to be one of four questions which might be considered at the 54th Session. With a view to deleting paid to the Ministry of that session of the Conference, the Governing Body decided that at its 173rd Session (November 1968) it should receive law and practice reports or more detailed proposals on the subject, among others, of protection against hazards arising from benzene.

27. Special legal provisions of varying scope designed to regulate industrial operations involving exposure to benzene have long been adopted in various countries, mainly within the framework of the general legislation applied to toxic substances or to dangerous work. In recent years, however, there has been a tendency towards consolidating, in self-contained legislation, all the provisions relating to the industrial use of benzene, and thereby recognising that particular safety and health precautions are required when using this substance. Parallel with this growing realisation, international workers’ federations have passed resolutions supporting the adoption of regulations on the matter. In 1966 the Council of Europe adopted a recommendation restricting the use of benzene.

28. From an analysis of the pertinent legislation of 71 countries it would appear advisable to give consideration to the establishment of international standards particularly in respect of the following matters related to technical protection and health safeguards: (a) replacement of benzene by less harmful substances or its prohibition in certain industrial operations; (b) technical prevention; (c) labelling; (d) prohibition of employment of women and young persons; (e) medical supervision; and (f) permissible levels of exposure.

Trade Union Rights and Civil Liberties.

29. The international protection of trade union rights has essentially formed the subject of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), which enshrines the right of workers to establish organisations and the right of these freely to organise their activities. This Convention has certainly exercised a considerable influence, but it is no less true that, during the twenty years that have elapsed since its adoption, it has failed to create links between trade union rights properly so called, such as those with which the Convention is concerned, and the more general civil liberties are particularly close. Quite often, in fact, the effective exercise of trade union rights properly so called is hindered or impeded by reason of the limitations placed on the exercise of the more general civil liberties. It is in this sense that, in a general survey of the effect given to the freedom of association Conventions, the Committee of Experts on the Application of Conventions and Recommendations in 1959 that actual practice in the different countries in the matter of trade union rights necessarily reflects the more general background of the civil and political liberties enjoyed by the inhabitants of a country. For its part, the Committee on Freedom of Association has frequently had to examine allegations relating to limitations placed on the activities of trade union organisations or to arrests of trade union leaders, and in which trade union rights had been involved as a result of infringements of the wider civil liberties, such as freedom of expression and assembly, freedom from arbitrary arrest, detention or exile, etc. In the absence of more precise standards in the field of trade union rights and civil liberties, the Committee on Freedom of Association has gradually evolved in this matter a certain body of consistent and authoritative conduct, necessarily based on general principles. The question has also arisen more than once at the International Labour Conference, most recently at the 52nd (1968) Session, where the Worker members of the Committee on the Application of Conventions and Recommendations stressed that freedom of association could not be respected when civil liberties were not recognised. In general, it is thus evident that the effective exercise of trade union rights depends in

2 See Minutes of the 164th Session of the Governing Body.
4 See Minutes of the 175th Session of the Governing Body, fourth sitting, p. 25.
5 See Minutes of the 172nd Session of the Governing Body, first sitting, pp. 4-8.
large measure on the recognition and respect of civil liberties and that, if the Organisation desires to achieve a more effective and more complete protection of trade union rights, it cannot ignore the repercussions which civil liberties may have on the exercise of trade union rights.

30. In view of the foregoing, it is necessary to state precisely in which manner the question arises for the Organisation, so as to avoid misunderstandings and conflict. In this regard, it should account for the discussion which took place on the subject at the 172nd Session of the Governing Body in connection with the very general preliminary paper submitted on this question.1

31. This document pointed out notably, in paragraph 102, that the question of the relationship between freedom of association and civil liberties had often arisen and that the adoption of the United Nations Covenant on Civil and Political Rights might afford new opportunities for dealing with the matter constructively through appropriate co-operation between the United Nations and the ILO. It was recalled in the same paragraph that suggestions had been made for new ILO standards concerning such matters as the protection of workers and trade union representatives against arbitrary treatment to supplement the existing guarantees of the Freedom of Association Protection of Organise Convention, 1948 (No. 87), by further measures relating to freedom of expression, assembly and publication, freedom from arbitrary arrest, detention or exile, the right to a fair and public hearing by an independent and impartial tribunal, and the presumption of innocence until proof of guilt. It was also indicated that, as adequate protection in these matters for trade unionists was essentially a particular case of such protection for citizens generally, it would seem necessary, before elaborating further ILO standards in the matter, to consider how far further ILO action for this purpose should take the form of new standards, of some new form of co-operation with the United Nations in matters involving civil liberties, or of some combination of these. Finally, it was suggested that the importance of the matter appeared to call for a general discussion by the Conference comparable to the discussion which in 1947 preceded the adoption of the freedom of association Conventions. Such a discussion could appropriately take place on the basis of the inclusion in the agenda of the Conference of a general report on Trade Union Rights and Civil Liberties.

32. In the course of the discussion on this paragraph, it was pointed out that one difference between civil liberties and trade union rights was that the former had to be secured to all citizens whereas the latter had a more specific character and was of particular ILO concern. It must be made plain in this regard, however, that, if any means were found by which the ILO should concern itself with civil liberties as such, or with all these liberties. The general question of civil liberties goes beyond the scope of the questions which are encompassed by the Organisaton in this field that it is proposed that the question of civil liberties should be considered in connection with the adoption of the United Nations Covenant on Civil and Political Rights more particularly from the angle of effective protection of trade union rights—and bearing in mind the fact that in certain respects these liberties may take on a special form when applied to trade union rights—say, for instance, freedom from arbitrary arrest, detention or exile, the right to a fair and public hearing by an independent and impartial tribunal, the presumption of innocence until legal proof of guilt, the non-retroactivity of penalties, immunity from torture or inhuman treatment, freedom of peaceful assembly, freedom of movement, freedom from arbitrary interference with private life, home, etc. In respect of these various liberties, numerous concrete cases have arisen and form the subject of complaints lodged with the Committee on Freedom of Association. On the other hand, from the point of view of the persons protected, the question of civil liberties should be considered not in so far as they are secured to all citizens but from the standpoint of their particular application to persons engaged in trade union activities.

33. It was also pointed out that civil liberties are individual rights, whereas trade union rights have a collective character and supplement individual rights. Although, admittedly, civil liberties have an individual character—as in the case of freedom from arbitrary arrest—the same does not always hold good for other liberties, such as freedom of assembly or of expression, when applied to trade union organisations. It may be that it was essential to qualify the exercise of trade union rights, which do in general possess a collective character, would in many cases risk being seriously impaired if it were not accompanied by adequate protection of certain civil liberties and certain fundamental individual rights. This is particularly the case in the case of arrests of trade union leaders or prohibition of meetings, which measures could prevent trade union organisations from exercising their activities. Civil liberties, therefore, deserve to be considered in that they are often a condition for the effective exercise of trade union rights.

34. Here a question might arise which is acquiring increasing importance in the protection of development of societies. Whereas, in respect of trade union rights, the notion of collective rights is nowadays generally admitted, for instance in the matter of collective agreements, a similar evolution has not become manifest in the case of collective protection of civil liberties. There exists, however, a collective interest, when trade union rights are involved, in the protection of civil liberties which are linked with those rights. It would therefore be of interest to study the possibility of collective legal protection of certain civil liberties having a bearing on trade union rights. Thus, one might consider whether, as is already the case in several countries where individual workers are represented by their trade union in judicial procedures in labour disputes, particular measures could be envisaged with a view, for instance, to the representation by occupational organisations of persons whose civil liberties are at stake, when the question also affects the exercise of trade union rights.

35. Some remarks made in the Governing Body seem to have been motivated by a concern that owing to the lag shown in certain cases by civil liberties as compared with trade union rights any action by the Organisation in this field might retard progress in the protection of trade union rights. The following discussion tends to show that, on the contrary, it is with a view to seeking a greater effectiveness of the procedures for protection of trade union rights and a sounder basis for action by the Organisation in this field that it is proposed that the question of trade union rights and civil liberties should be considered.

1 See Minutes of the 172nd Session of the Governing Body, Appendix II, pp. 34-35.
36. Although, from the explanations furnished, it is clear that the respecting of trade union rights depends in large measure on the respecting of certain civil liberties and that it would be useful for the Organisation to consider this question, the form which any action by the Organisation might take in this field cannot at this stage be described with exactness.

37. To begin with, it must be borne in mind that, in respect of civil liberties themselves, some measure of international protection could be organised when the International Covenants on human rights, which the General Assembly of the United Nations adopted in December 1966, have come into force. It will be advisable to consider in this regard the form of collaboration which the ILO might set up with the United Nations with regard to civil liberties affecting more particularly the exercise of trade union rights. It is known, moreover, that at the regional level the protection of human rights has been the subject of treaties and procedures instituted by the Council of Europe, among others. Collaboration in this field with other international organisations would thus be one of the first questions for consideration.

38. In the ILO's own field of activities, the question to be considered would be that of how the actions and procedures of the Organisation might be rendered more efficacious with regard to civil liberties, the respecting of which conditions the effective exercise of trade union rights. In order to provide a sounder basis for the working of existing procedures and to state more precisely the existing standards in the matter of trade union rights, the Conference might, in 1970, hold a general discussion comparable to that which in 1947 preceded the adoption of the freedom of association Conventions.

39. This discussion might reveal whether the question of trade union rights and civil liberties calls for action by the Organisation in the form of a Conference resolution coupled with special co-operation with the United Nations in this field or whether it would be appropriate for the question to become also the subject of international labour standards, in addition to those already existing in the matter, in the form of a Recommendation or of a Convention and a Recommendation.

40. If the question of trade union rights and civil liberties were thus placed on the agenda of the Conference with a view to a general discussion and without any pre-conception as to the advisability and most appropriate form of ILO action in this field, the different aspects of the question would be outlined in the report which would be submitted to the Conference and which would allow a more thorough exchange of views on the matter.

41. In the light of the proposals and reports submitted to it in this paper and its appendices concerning the following subjects:

(a) protection of workers' representatives in the undertaking;
(b) family benefits;
(c) protection against hazards arising from benzene; and
(d) trade union rights and civil liberties,
the Governing Body is invited to determine the agenda of the 54th (1970) Session of the International Labour Conference.

Supplementary note

STATEMENT BY THE OBSERVER REPRESENTING THE WORLD FEDERATION OF TRADE UNIONS

The following statement by the observer representing the World Federation of Trade Unions (WFTU) is circulated with the permission of the Officers of the Governing Body:

(Translation)

Item 2 of the Agenda: Date, Place and Agenda of the 54th (1970) Session of the International Labour Conference

The World Federation of Trade Unions considers it highly desirable that the four questions listed in the Office paper should be included as agenda items for the 54th Session of the International Labour Conference.

The inclusion of these four new questions would bring the number of items on the Conference agenda up to ten. Having regard to the expansion of the ILO's activities in recent years and the ever-increasing number of problems arising in industrial affairs, this figure is not at all unreasonable, particularly as the item concerning trade union rights and civil liberties would only be the subject of a general discussion.

The WFTU proposes, however, that the item entitled "Protection against hazards arising from benzene" should be referred for first discussion to a preliminary technical conference in 1970. This subject, which lends itself particularly well to consideration by a technical conference, has already been examined in depth by a meeting of experts in May 1967.

The WFTU therefore proposes that the agenda for the 54th (1970) Session of the International Labour Conference should be completed in the following way:

1. Items (a) and (b) should be included for first discussion with a view to the adoption of an international instrument;
2. Item (d) should be included for general discussion, and the Governing Body should convene a preparatory technical conference in 1970 for first discussion of item (c) concerning the framing of international standards for protection against hazards arising from benzene.
Resolution concerning Action by the International Labour Organisation in the Field of Human Rights and in Particular with Respect to Freedom of Association

1. In this resolution, which it adopted by 296 votes to 4, with 40 abstentions, the Conference—

1. Urgently requests all governments of member States to co-operate fully in strengthening the activities of the International Labour Organisation in regard to human rights and to freedom of association;

2. Condemns all discriminatory practices, colonial oppression, denial of freedom of association and all other infringements of human rights, and calls upon member States to take immediate steps to eliminate such injustices;

3. Calls upon the Director-General of the International Labour Office to submit a report to the next session of the International Labour Conference on the steps taken by member States to eliminate such violations of human rights;

4. Invites the Governing Body of the International Labour Office—

(a) to request the Director-General, in conformity with the resolution concerning the contribution of the International Labour Organisation to the International Year for Human Rights in 1968, which was adopted on 20 June 1966, to co-ordinate research, publicity, technical co-operation projects, advisory missions and standard-setting activities into a significant concerted human rights programme of the International Labour Organisation;

(b) to consider measures including the raising of additional financial resources which would be necessary to implement effectively the long-term significant concerted human rights programme of the International Labour Organisation;

(c) to intensify its efforts to ensure the ratification and application by all member States in 1969, the year of the Fiftieth Anniversary of the International Labour Organisation, of ILO human rights standards and, in particular, the Freedom of Association and Protection of the Right to Organise Convention, 1948; the Right of Workers to Organise and Collective Bargaining Convention, 1949; the Equal Remuneration Convention, 1951; the Abolition of Forced Labour Convention, 1957; and the Discrimination (Employment and Occupation) Convention, 1958;

(d) to study, further, the best way of strengthening the machinery of the International Labour Organisation for the protection of human rights and in particular freedom of association;

(e) to take into consideration, when deciding the agenda of future sessions of the Conference, the proposals made in the Report of the Director-General concerning further standards in the field of freedom of association and standards concerning other basic human rights (including income maintenance and security, the protection of ageing workers and equality of treatment for migrant workers);

(f) to recommend all member States, in consultation with employers' and workers' organisations concerned, to undertake national measures, or when appropriate the conclusion of international agreements, to ensure equality of economic and social treatment between migrant workers and nationals;

(g) to make an appeal to all member States to announce and effectively grant before the end of 1968, the International Year for Human Rights, a general amnesty, pardon or their effective equivalent to all trade unionists under arrest or sentence because of trade union activities in accordance with the principles and standards of the ILO and to inform the Director-General of the International Labour Office thereabout.

2. It will be recalled that the Governing Body at its 172nd Session (May-June 1968) invited the Director-General to address to governments on its behalf an appeal in accordance with the terms of operative paragraph 4 (g) of the resolution, requesting them to inform him of the steps taken. It also invited the Director-General to make an appeal to member States in accordance with the terms of operative paragraph 4 (c) of the resolution, so that governments might take appropriate steps in due course. By a circular letter of 14 August 1968 effect was given to these requests.

3. Although the resolution has thus already been communicated to member States as regards its most urgent parts, it would none the less seem appropriate to address a further communication to these States, drawing their special attention to operative paragraphs 1, 2 and 4 (f) of the text, which call upon States to take various steps in the field of human rights.

4. With regard to the provision calling upon the Director-General to report to the Conference on the steps taken by member States to eliminate violations of human rights (operative paragraph 3), the Conference, which in 1968 had already before it a general survey on reports concerning the two Conventions on forced labour, will in 1969 be called upon to discuss a special survey, based on reports under articles 19 and 22 of the Constitution, on the effect given, both by ratifying and non-ratifying States, to 17 key Conventions selected for the purpose by the Governing Body. These Conventions include all the instruments dealing with fundamental human rights. In the light of the information which will thus be submitted to it, the Conference may wish to decide at its next session whether a further report is necessary and, if so, in what respects.

5. Possible ways and means of giving effect to operative paragraph 4 (a) and (b) relating to a human rights programme of the ILO are at present under consideration. These considerations will be reflected in the programme and budget proposals for 1970-71, which the Governing Body will be called upon to examine at its 174th Session (February-March 1969). With specific regard to the ILO discrimination programme, certain proposals concerning future activities will be submitted to the Governing Body Committee on Discrimination at its November 1968 meeting.

6. As regards the strengthening of the ILO machinery for the protection of human rights, in particular freedom of association and other basic human rights (operative paragraph 4 (d) and (e)), it will first be recalled that the Governing Body Committee on Freedom of Association is currently engaged in a review of its procedures in order to see if these could be made more effective. In the light of this review, the Committee may in due course wish to submit certain proposals to the Governing Body.
7. Secondly, as regards standards, the Office may, depending on the decision to be taken by the Governing Body at its 173rd Session, be called upon to carry out the preparatory work for further action and possibly a new instrument on trade union rights and civil liberties. The Governing Body may also, in due course, wish to consider the preparation of more detailed standards relating to discrimination.

8. The Governing Body may wish:

(a) to authorise the Director-General to communicate the resolution to the governments of member States, and through them to employers’ and workers’ organisations;
(b) to authorise the Director-General to address a further communication to member States drawing their special attention to operative paragraphs 1, 2 and 4 (f) of the resolution;
(c) to request the Director-General, when preparing his programme and budget proposals for 1970-71, to give continued consideration to possible ways and means of bringing effect to operative paragraph 4 (a) and (b) of the resolution.

Resolution concerning the Vocational Preparation of Girls and Women

9. This resolution, which was adopted unanimously by the Conference, draws attention to the fact that equality of treatment between men and women with regard to vocational preparation is a precondition for the improvement of the situation of women on the labour market and expresses the view that it is opportune to define specific guidelines for the vocational preparation of girls and women. It invites the Governing Body of the International Labour Office to include the question of the vocational preparation of girls and women in the agenda of an early session of the Conference, with a view to supplementing the Vocational Training Recommendation, 1962, in order to promote equal treatment between male and female workers.

10. The Governing Body may wish to request the Director-General to bear this resolution in mind when making proposals for the agenda of forthcoming sessions of the International Labour Conference or when the question of the revision of the Vocational Training Recommendation, 1962, is considered.

11. In the meantime, in view of the importance attaching to the question, the Office will pursue its studies in respect of the vocational preparation of girls and women. It will provide technical co-operation directed towards widening their opportunities for training and ensuring non-discrimination and equality of treatment. It will also undertake consultations as regards the possible content of the proposed specific guidelines for the vocational preparation of girls and women with a view to laying the basis for the further action requested in the resolution.

12. The Governing Body may wish:

(a) to authorise the Director-General to communicate the resolution to the governments of member States and through them to employers’ and workers’ organisations;
(b) to request the Director-General, when making proposals for the agenda of forthcoming sessions of the International Labour Conference or when the question of the revision of the Vocational Training Recommendation, 1962, is considered, to take account of the proposals contained in the resolution.

Resolution concerning the Outflow of Trained and Highly Qualified Personnel from Developing Countries

13. In its preamble this resolution, which was adopted unanimously by the Conference, recalls the important role of trained and highly qualified personnel in economic and social development, the considerable outlay incurred by developing countries in training them and the curb on development resulting from the outflow of such personnel. The preamble also refers to Resolution 2320 (XXII) of 15 December 1967 of the United Nations General Assembly calling for a study by the specialised agencies of this outflow and, echoing the report of the Secretary-General of the United Nations to the 43rd Session of the Economic and Social Council of the United Nations, stresses the importance of solving the problem posed by the phenomenon. Lastly it calls attention to the topicality of this problem for the ILO, which is reflected in the “Conclusions on Industrialisation”, adopted by the International Labour Conference at its 51st (1967) Session.

14. The operative part of the resolution invites the Governing Body to request the Director-General to undertake forthwith studies inter alia of the extent and causes of the outflow, of its consequences for developing countries, of preventive measures having regard to the human rights of the individuals concerned, and of ways of assisting developing countries with regard to further studies of this question and in training skilled personnel, particularly on the spot. The Director-General is also to be requested to submit the conclusions of these studies to the Governing Body not later than at its 175th Session with recommendations regarding desirable action by the ILO in co-operation with the United Nations and the specialised agencies and by the countries concerned, and to communicate to the Secretary-General of the United Nations any information which the Office may possess on the problem.

15. The problem of the outflow of trained and skilled personnel arouses widespread concern in developing countries and international organisations and several countries which are recipients of this outflow. Some aspects listed in the resolution have already been the subject of studies by the United Nations and the specialised agencies, intergovernmental organisations, private international bodies and national institutions. These studies have shown the serious inadequacy of existing data for measuring the extent, causes and consequences of the outflow.

16. The main activities of the United Nations and the specialised agencies in relation to this problem were recently described as follows in a report submitted by the Secretary-General of the United Nations to the Economic and Social Council at its 45th Session.

(1) The Secretary-General of the United Nations is preparing, in collaboration with the United Nations Institute for Training and Research, a report for the 23rd Session of the General Assembly based upon confidential information on various aspects of the outflow received from governments, the specialised agencies, the International Atomic Energy Agency, the Advisory Committee on the Application of Science and Technology to Development, and other organisations in the United Nations system.

(2) The Secretary-General of the United Nations will also include a consideration of the problem in his report to the 23rd Session of the General Assembly on the role of the United Nations in training national technical personnel for accelerated industrialisation of developing countries.

(3) The General Assembly of the United Nations had decided, in Resolution 2320 (XXII) referred to in the preamble, to include in the provisional agenda of its 23rd Session a separate item on the outflow of trained professional and technical personnel at all levels from developing to developed countries, its causes, its consequences and practical remedies for the problems resulting from it.

(4) The United Nations Institute for Training and Research is doing research on the problem, but does not consider that an effective comprehensive study of the quantitatively and qualitatively the outflow is feasible at the present

2 See United Nations, Economic and Social Council, Official Records, 43rd Session: Resolutions, Appendices (XLI1I) VIII.
time, since no country possesses satisfactory statistics, broken down by occupation, on the inflow and outflow of trained personnel or on the duration of stay abroad for individuals and categories of occupations. In the meantime it is assembling and reviewing all available material and studies and preparing, on the basis of these, as comprehensive a paper as possible on the problems involved, the measures being taken to combat them, the effectiveness of these measures and some of the possible options for attenuating adverse effects on development. It has also sent a questionnaire to all developing countries asking for data on the number of students who have gone abroad for studies since 1955, where they went and how many of them have returned, what records are kept of students or trainees abroad, how they are selected and what policies have been introduced to encourage and assist them to return. It also intends to study the motivations behind this outflow through field investigations to be carried out in key countries by a multinational research team. It is also considering ways of improving official statistics on the outflow so that data will be comparable from one country to another.

The United Nations Educational, Scientific and Cultural Organisation has submitted to the Advisory Committee on the Application of Science and Technology to Development an interim report on the emigration of scientists and technologists dealing with its effects on the countries concerned and on international scientific co-operation, which the Committee will give rise to possible measures for limiting it, and gaps in present knowledge about it. The report notes the increasing number of studies of the subject and the lack of an agreed approach.

The World Health Organisation has under way a number of case studies relating to the outflow of health personnel and has already published the first case study, which relates to Latin America.

The ILO has initiated two studies in consultation with the United Nations Educational, Scientific and Cultural Organisation and the United Nations Institute for Training and Research. One is designed to determine the size of the outflow of trained and highly qualified personnel and its repercussions on economic development in developing regions, to describe the measures that have been or could be taken to reduce the outflow by removing some of its causes and to explore the possibility of developing a system for compensating countries of origin for their outlay in educating and training such qualified emigrants. The other, which is being carried out in Latin America within the framework of the regional employment plan, will devote particular attention to countries and categories of occupations in which the outflow is causing special concern. Available statistics permit an assessment of the nature and magnitude of the problem. One objective of the study will be to determine which problem areas or countries, or both, require research in greater depth by means of case studies.

The Governing Body will recall that this subject was discussed by the Advisory Committee on Salaried Employees and Professional Workers in December 1967 and has already published the first case study, which relates to Latin America.

The ILO has initiated two studies in consultation with the United Nations Educational, Scientific and Cultural Organisation and the United Nations Institute for Training and Research. One is designed to determine the size of the outflow of trained and highly qualified personnel and its repercussions on economic development in developing regions, to describe the measures that have been or could be taken to reduce the outflow by removing some of its causes and to explore the possibility of developing a system for compensating countries of origin for their outlay in educating and training such qualified emigrants. The other, which is being carried out in Latin America within the framework of the regional employment plan, will devote particular attention to countries and categories of occupations in which the outflow is causing special concern. Available statistics permit an assessment of the nature and magnitude of the problem. One objective of the study will be to determine which problem areas or countries, or both, require research in greater depth by means of case studies.

The Governing Body will recall that this subject was discussed by the Advisory Committee on Salaried Employees and Professional Workers in December 1967 and that certain measures to mitigate the harmful effects of the brain drain were proposed.1

With reference to subclause (a) (iv) of the operative part of the resolution, the Office would be ready to consider any requests from developing countries for assistance in conducting further studies of the question. So far only one country has requested such assistance. In regard to the training of skilled personnel, the ILO's technical co-operation programmes have always laid stress on training whenever possible in the country concerned. Moreover, the Office has no evidence of any significant problem of "brain drain" affecting personnel trained under its operational programmes.

The Governing Body may wish:

(a) to authorise the Director-General to communicate the resolution to the governments of member States, and through them to employers' and workers' organisations, and to the international organisations concerned;

(b) to request the Director-General to pursue the current studies of the outflow of trained and highly qualified personnel from the developing countries and to consider, in co-operation with the United Nations and the other specialised agencies, what further studies it might be appropriate for the Office to undertake;

(c) to request the Director-General to bring to the notice of governments of developing countries the possibility of requesting technical co-operation in carrying out national studies of this subject;

(d) to request the Director-General to communicate to the Secretary-General of the United Nations any information at the disposal of the ILO on the problem;

(e) to request the Director-General to submit to it not later than at its 175th Session proposals on the basis of these studies regarding further measures which the ILO should take within its field of competence to deal with this problem.

Resolution concerning Promotion of Adequate National Institutional Arrangements, Particularly the Association of Workers' and Employers' Organisations, in relation to Technical Co-operation Activities of the International Labour Organisation at National, Regional and International Levels

21. The Conference invited the Governing Body of the International Labour Office to request the Director-General to continue to examine and to implement practical measures designed to encourage the close association of workers' and employers' organisations with technical co-operation activities of the International Labour Organisation and to take a number of other measures set out in the resolution. The Governing Body will no doubt wish to have the advice of its Committee on Operational Programmes on this question, and the resolution is therefore being submitted to the Committee in the first instance.1

Resolution concerning Disabled Workers

22. The preamble to this resolution, which was adopted unanimously by the Conference, emphasises the difficulties which many disabled workers face in obtaining or retaining suitable employment, as a result of illness, accident, old age, occupational disease and other factors. It notes that several countries have succeeded in introducing measures and procedures to widen employment opportunities for disabled persons, which could well set an example to others, and stresses the value of successful rehabilitation not only to the disabled worker himself but also as a contribution to his country's economic well-being.

23. The resolution makes reference to the need for education and information on this subject so as to abolish all discrimination in practice which might hamper the employment of rehabilitated disabled workers.

24. The resolution recalls that the ILO has given attention to this subject on previous occasions. It makes reference to the Vocational Rehabilitation (Disabled) Recommendation, 1055 (No. 99), adopted by the Conference at its 38th Session, and to the resolutions concerning war-disabled persons, older workers and vocational rehabilitation of disabled persons which were adopted by the Conference at its 38th, 45th and 49th Sessions respectively.

25. The final part of the preamble points out that national policies aimed at rehabilitating disabled workers and widening employment opportunities for them are fully consistent with economic and social developments and help to promote social justice.

26. In the operative part of the resolution, the Conference invites the Governing Body to request the Director-General to carry out appropriate studies, aimed


2 See Appendix XXIII, para. 2.
at providing information under the following six headings, on the basis of which the Governing Body could consider the question of the possible revision of the Vocational Rehabilitation (Disabled) Recommendation, 1955 (No. 99), as an agenda item for a future session of the Conference or the possible adoption of a new international instrument:

(a) the right of disabled workers to rehabilitation;
(b) the adaptation of employment policies of member States in consultation with employers' and workers' organisations so as to provide the widest possible employment opportunities for such workers;
(c) co-operation between employers' and workers' organisations for the adaptation to the extent possible of jobs in undertakings, including measures which might enable the retention of such workers in employment;
(d) the development of specific vocational rehabilitation facilities;
(e) the grant of assistance for vocational rehabilitation and of guaranteed means of subsistence;

(f) the establishment of general conditions, including in particular information and education, to ensure that disabled workers when rehabilitated should not be discriminated against by reason of their former disability.

27. The Governing Body may wish:
(a) to authorise the Director-General to communicate the resolution to the governments of member States, and through them to employers' and workers' organisations, and to international and non-governmental organisations concerned with rehabilitation of disabled persons;
(b) to request the Director-General to carry out appropriate studies on the various aspects of vocational rehabilitation of the disabled which are specified in the resolution and to consider on the basis of the information so obtained the desirability of submitting in due course to the Governing Body proposals to place on the agenda of a future session of the Conference the possible revision of Recommendation No. 99 or the possible adoption of a new international instrument.

Introduction

1. It will be recalled that the International Labour Conference, at its 51st (1967) Session, unanimously adopted a resolution concerning the influence of rapid population growth on opportunities for training and employment and on welfare of workers. The operative paragraphs of this resolution invited the Governing Body to request the Director-General:

(a) to undertake a comprehensive study on the influence and consequences of rapid population growth on opportunities for training and employment and on welfare of workers, with particular reference to developing countries, and to co-operate closely towards this aim with the United Nations and with other competent international organisations, taking into account the various studies already undertaken in this field by national, regional and international institutions;

(b) to submit, in the light of such a study, proposals to the Governing Body on the further action that might be taken by the International Labour Organisation within its field of competence and in close co-operation with the United Nations and other competent national, regional or international organisations.

2. The Governing Body, at its 170th Session (November 1967), authorised the Director-General to communicate this resolution to governments of member States, and through them to employers' and workers' organisations as well as to the United Nations and other interested international and regional organisations. The Governing Body further requested the Director-General to pursue as a matter of urgency the preparatory work on the study asked for in the resolution and to enlist the co-operation of other interested international organisations to that end.

3. A preliminary draft of the study on the influence of rapid population growth on opportunities for training and employment and on welfare of workers, undertaken in accordance with subparagraph (a) of the operative paragraph of the resolution and prepared in active co-operation with the United Nations and other interested international organisations, is appended.

4. The present paper submits, for consideration by the Governing Body, preliminary proposals on the possible scope and lines of action that the ILO might take in the population field in the light of the study, in conformity with subparagraph (b) of the operative paragraph of the resolution and in response to the urgent preoccupations in this matter expressed by members of the Governing Body.

5. The attention of the Governing Body is also drawn to the resolution concerning the Asian Manpower Plan and population policy, which was adopted (with 54 votes in favour, none against and 25 abstentions) by the Sixth Asian Regional Conference (Tokyo, 2-13 September 1968).

and which the Governing Body will be considering under the seventh item on its agenda. The text of the operative paragraphs of this resolution is reproduced below for convenience of reference.

[The Conference]

1. Urges Asian countries—

(a) to adopt population policies suited to national conditions, concurrently with national action under the Asian Manpower Plan to develop and utilise human resources;

(b) to consider, where appropriate, the provision of adequate information, practical education, and health and advisory services in the field of family planning to workers and their families;

(c) to enlist the full co-operation of employers and workers and their organisations in planning and carrying out these activities.

2. Requests the Governing Body of the International Labour Office to authorise the Director-General to assist developing Asian countries, on request, and as a complement to the Asian Manpower Plan, in dealing with population problems in the fields of ILO competence and in full co-operation with the other agencies of the United Nations system.

United Nations System and Population Questions

6. As the resolution under reference adopted by the International Labour Conference clearly emphasised, ILO activities in the field of population in its own sphere of responsibilities should be developed as part of the over-all programme of the United Nations system in this matter. To this end, the ILO has been participating fully in the machinery for inter-agency consultations and co-ordination. In view of the growing importance of work in the field of population, the Administrative Committee on Co-ordination decided in the spring of 1968 to set up the Subcommittee on Population as a standing body. The first meeting of this subcommittee is being held in Geneva (from 16 to 18 October 1968) and the ILO will be duly represented at the meeting. A brief account of the mandates of the United Nations and the agencies principally concerned is provided below to set the possible scope of ILO action in the matter in its proper perspective.

7. The Population Commission, as a functional commission reporting to the United Nations Economic and Social Council, has been active since 1946. It was, however, not until 1962 that a note of increasing concern with population problems in the context of economic and social development was struck by the United Nations General Assembly (resolution 1838 (XVII)). Since then, the question of population has been in the forefront of preoccupations of various United Nations bodies, notably the Economic and Social Council, and the activities of the United Nations in the population field have gradually expanded in scope and scale. Some important aspects of the latest General Assembly resolution (resolution 2211}
(XLI), unanimously adopted in December 1966 on the subject were: its recognition of the sovereignty of nations in formulating their own population policies, and the right of individual families to have free choice regarding size; its recognition of the need for study of the implications of population growth for economic and social development; and the recommendation that the United Nations and the specialised agencies assist, when requested, in developing and strengthening national and regional facilities for training, research, information and advisory services in the field of population, and that these activities be adjusted according to the need of individual countries and regions. The latest Economic and Social Council resolution on the subject (resolution 1347 (XLV), adopted unanimously in July 1968) reiterated certain of these points and recommended that special attention should be given to developing the teaching of population in the population field which are of direct benefit to the developing countries, especially advice and technical cooperation on request. Furthermore, the United Nations Conference on Human Rights (Teheran, April-May 1968) unanimously adopted the Teheran Proclamation, which states in particular "that couples have a basic human right to decide freely and responsibly the number and spacing of their children." It should also be noted that a United Nations Trust Fund for population activities has been established at the UN in order to mobilise the resources to be obtained from the regular budget and the United Nations Development Programme (UNDP).

8. The relevant programmes of other international organisations with a major responsibility in population questions are also gradually developing in accordance with the directives of their respective policy-making organs. In particular, the activities of the World Health Organisation (WHO) related to population may be classified into four main areas: health services, health statistics, human reproduction and epidemiological field research. The WHO has now been authorised to assist governments, at their request, regarding the organisation of family planning programmes in the country, particularly their maternal and child health components. The United Nations International Children's Emergency Fund (UNICEF), in its sphere of responsibilities, has received a similar mandate, subject to the technical approval of the WHO in each case, to work in the field of family planning. The current mandate of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) covers promotion of demography as a scientific discipline and education and training of demographers at the university level; the teaching in adult education programmes; and the use of the media of mass communications to explain population problems to the public at large. UNESCO has contributed to the development of the concept of responsible behaviour in the field of human fertility and to the successful implementation of such national population programmes as may be adopted.

9. The President of the World Bank Group, in his last annual address to its Board of Governors (Washington, 30 September 1968), highlighted the influence of high population growth on development in the developing world and the action envisaged by the World Bank in the population field and, in so doing, raised issues closely related to the subject now under consideration by the Governing Body.

10. The relevant passage in his address was as follows: 4

I do not need before this audience to deal with the terrifying statistics of population growth as a whole which show that, although world population totalled only one-quarter billion in the first century A.D. and required 1,650 years to add another quarter billion, it added one billion in the next 200 years; a second billion in the following century; a third billion in the following 11/2 centuries and is now expected to add three more billion by the end of the century. By then, at present rates, it will be increasing one billion each eight years. Nor do I need to deal with the personal tragedies to which the dangers to health of unwanted births, though these were suddenly illuminated for me by an item in a newspaper last month which recorded that in the two largest cities of one European country live births were outnumbered by illegal abortions which imperilled the life of each unhappy mother.

As a development planner, I wish to deal only with the basic facts of population increase and the implications of recent studies show the crippling effect of a high rate of population increase on economic growth in any developing country. For example, take two typical developing countries with similar standards of living and assume that the birth rate is one thousand (this is the actual rate in India and Mexico) and estimate what would happen if the birth rate in one of those countries, in a period of 25 years, were to be halved to 20 per thousand, a rate still well above that in most developed countries. The country which lowered its population growth would raise its standard of living 40 per cent above the other country in a single generation.

In terms of the gap between rich countries and poor, these studies show that more than anything else it is the population explosion which, by bringing each additional family, the poor, is blowing apart the rich and the poor and widening the already dangerous gap between them.

Furthermore these economic studies show that this drag of excessive population growth is the independent density of the population. This is something that needs emphasizing in view of the fact that many policy makers in the developing countries attach only minor importance to reducing population growth. It is a false claim that some countries need more population to fill their land or accelerate their economic growth. There are no vacant lands equipped with roads, schools, houses, and the tools of agricultural or industrial employment. Therefore, the people who are to fill those lands, before they can live at even the lowest standard of living, must first eat up a portion of the present scarce supply of capital—it is this burden which defeats a nation's efforts to raise its standard of living by increasing its population.

I am sure that anyone would wish to reintroduce pestilence—or any other of the four horsemen of the apocalypse—as a "natural" solution to the population problem. The answer lies in understanding the nature of the population explosion. It is not caused by an increase in the birth rate, but by a dramatic drop in the death rate due mainly to medical advances. It is this death control which created the present emergency, and I do not believe that anyone would wish to reintroduce pestilence—or any other of the four horsemen of the apocalypse—as a "natural" solution to the population problem.

We are therefore faced with the question of what action we at the Bank, as a development agency, should take to lift this burden from the backs of many of our members. I propose the following three courses:

First: to let the developing nations know the extent to which rapid population growth slows down their potential development, and that, in consequence, the optimum employment of the world's scarce development funds requires attention to this problem.

Second: to seek opportunities to finance facilities required by our member countries to carry out family planning programmes.

Third: to join with others in programmes of research to determine the most effective methods of family planning and of national administration of population control programmes.

With these three proposals for immediate action, I hope we may contribute to the success of the UN system which is already working in this field, and to the well-being of the developing nations.

The International Labour Organisation and the Population Challenge

11. The discussion in the appended study brings out clearly that, especially in countries where the population is already pressing heavily on the land, rapid population growth is aggravating and complicating the problems of development and is slowing down, if not altogether wiping out, the progress flowing from strenuous development efforts. These implications take diverse forms such as, for example, the absorption of productive
resources for supporting large increments in population at existing standards of living; preservation of attitudes and institutions inhibiting growth; persistence of inadequacies in nutritional standards; and the recognised deficiencies in the quality and coverage of education and health services and the delays in achieving adequate standards by the date set for target dates. The attached study demonstrates in particular how current and prospective population trends are frustrating the efforts towards the attainment of the basic objectives in the ILO's own sphere of responsibilities—creating fuller and more productive employment, raising the skill levels of the labour force, improving the levels of living and welfare of workers through higher wages and better social security, and generally promoting wider social justice.

12. These problems, formulated above in global or national terms, have implications of real, even vital significance for the quality of life and the fulfilment of hopes and aspirations of individuals and families. As members or units of the society, the latter naturally share in its fortunes, including the difficulties posed in the path of development by excessive population growth for the society as a whole. But, in addition, the size of the family may have an immediate and direct bearing on the health and well-being of its members, especially mothers and young children, and the impact is even more far-reaching. Fewer and better-spaced children in the family can permit greater concentration of efforts and resources on each one of them, and can thus open up greater opportunities for their future advancement in life. They are less of a burden both physically and economically and, in contrast, can more easily provide something for the less-off sections of society, which often tend to have relatively large families. A more rational family-building pattern may thus help indirectly to break the vicious circle of poverty and lack of opportunities for moving up in the social structure. Families from themselves about which special form of parties have been caught from generation to generation in the developing countries. This social context needs to be borne in mind in considering population problems in regard to development.

13. Population problems and measures to deal with these problems are complex and may vary according to national needs and conditions, cultural patterns and religious convictions.

14. In conformity with the terms of the resolution of the International Labour Conference on this subject, the study and the proposals for ILO action are directed primarily towards the situation in the developing countries which are at present in the forefront of the world community and of the ILO. But in the solution of these problems advanced nations have an important contribution to make—through bilateral and multilateral aid programmes, trade policies, information and research, and in many other ways.

15. Two approaches can be adopted, singly or in combination, for redressing the imbalance between rapidly expanding population and lagging growth of other productive sectors. One consists of arresting the increase in population and restraining population growth (by helping those who wish to limit the size of their families to do so). Through the long ages, when man's progress proceeded at such a slow pace as to be hardly perceptible, nature had its own slow way of redressing the balance periodically through famine, pestilence and war. This type of solution is clearly unacceptable, even unthinkable, in our enlightened age. In consequence, until very recently, full and almost exclusive reliance was being placed on all sides, including the United Nations family, on accelerating development through a wide range of activities in the economic and social field, such as industrialisation, rural development, health, education and training programmes. The development performance has, however, generally not matched earlier expectations. While the performance can and should be improved by greater, more determined and better-oriented effort, the recognition is growing that the challenge of rapid population growth which constantly erodes development gains has been usually underestimated. This is leading to a reappraisal of development strategy, and a powerful trend of thinking, often translated into action programmes, is emerging in more and more developing countries as well as in a number of developed nations that measures to moderate fertility, including family planning programmes, should form an integral part of development policy.

16. This evolution is reflected in the recent deliberations and decisions of several member organisations of the United Nations system under which activities relating to information, research, training and technical co-operation (available to requesting countries) in the various population fields are being intensified and to which reference has been made earlier. The scope for ILO action in the population fields, which should be set in this perspective, is discussed below: first, its contribution towards accelerating development and, second, its possible contribution towards influencing population growth.

ILO Action to Accelerate Development

The World Employment Programme.

17. The biggest challenge posed by rapid population growth in the ILO's sphere of responsibilities for development is that of creating enough productive employment opportunities to keep up with the expanding population of working age, especially with the large and rising influx of young people entering working life. This concerns essentially the task of developing and utilising human resources more effectively through manpower planning, employment promotion, skill formation and related activities which are already at the centre of the ILO's development efforts in recent years, and to which current and prospective population trends lend added urgency. The World Employment Programme, which is to be launched in 1969 and is expected to be the major ILO contribution to the proposed United Nations Second Development Decade, will be an important milestone in these efforts since the Programme can provide fresh impetus, new guidelines and a framework for national, regional and international co-operation. The employment plans for the three developing regions—the Ottawa Plan of Human Resources Development adopted by the Eighth Conference of American States Members of the ILO in 1966 and the proposed Jobs and Skills Programme for Africa, which is to be examined by the forthcoming Third Asian Regional Conference (1969)—will constitute the regional components of the World Employment Programme and should permit due account to be taken of significant regional differences, in particular as regards the incidence of population problems on employment and training needs and policies.

18. The fact that the goals of the World Employment Programme are couched primarily in economic terms should not be allowed to obscure their social import—a matter of constant concern to the ILO. This is reflected, in particular, in the resolution of the International Labour Conference in its directive to study the implications of population growth on the welfare of workers. The provision of productive work for those who need it is one of the most important and most practical ways of increasing their income and welfare and improving their conditions of life. Another aspect of this matter also needs to be borne in mind. It is true that the primary beneficiary of fuller and more productive employment would be the
worker who previously was or would have been unemployed or underemployed. But a net gain and an improvement in welfare would also accrue to others who would otherwise have supported that worker as a family member orkinsman. Finally, employment promotion can lend substance to the enjoyment of the individual's right to work and to acquire needed skills; the essential key to the fuller life on which the enjoyment of a wide range of other economic and social rights rest.

19. The employment problem in many countries is, however, unlikely to be solved without a reduction in the rate of population growth through positive measures to restrain fertility. For instance, action during the United Nations Second Development Decade (1970-80) under the World Employment Programme would be directed to a large extent towards meeting the employment and training problems of children born during 1955-65 as they progressively reach the threshold of working life. But the time of reckoning from the employment standpoint for children born during 1965-75 will come only during the decade of the nineteen eighties. In the longer-term perspective, therefore, the adoption and effective application of appropriate population policies constitute an essential complement of the World Employment Programme.

Migration.

20. Rural exodus to urban areas is a major concomitant of rapid population growth coupled with rural stagnation and is partly responsible for the problems of unemployment, poverty and squallor which afflict urban society. While these phenomena are universal throughout the developing world, they are especially critical in certain parts and call for urgent action with a view to integrating rural migrants and urban " fringe groups " into the mainstream of industrial and civic life. The World Employment Programme, through its activities relating to rural development and youth employment and training programmes, is designed to help countries alleviate these problems, but complementary action also needs to be intensified in fields such as industrial housing and welfare, social security and the like affording scope for the participation of employers and trade unions as well as public authorities.

21. Historically, emigration has served as a safety valve for communities in which population growth outran resource development and has at the same time contributed to the development of the lands of immigration. In principle, even at present international migration—either between developing countries (e.g. from densely to sparsely populated countries) or from the developing to the developed world—can be of mutual benefit by allocating available labour and skills where they are most needed. Moreover, if returns are high enough, the remittances and economic gains can be shared in an equitable and acceptable manner. In fact, the Declaration of Philadelphia recognises the obligation of the ILO to further among the nations of the world programmes which will achieve, inter alia, the provision of facilities for " the transfer of labour, including migration for employment and settlement ". However, international migration at present encounters powerful barriers—political, sociological, institutional and others—and the practical achievement of such migration of a permanent nature, i.e. as distinct from seasonal migration, likely to benefit developing countries on a significant scale are extremely limited except for certain categories of highly trained personnel whose skills enjoy an open world labour market. Nevertheless, the ILO should persevere in its efforts to seek equality of treatment for migrants in such fields within its competence as employment, social security and freedom of association in respect of such international migration as does or may take place.

Raising Living Standards.

22. The attached study draws attention to the fact that in many developing countries rapid population growth is generally retarding the improvement, in some cases even entailing stagnation, in the workers' living levels and welfare. Any realistic measures to advance the latter, however, need to be guided by the recognition of the complex and interlocking relationships between economic development and social progress. In particular, conditions of life and work should be adjusted appropriately, according to the requirements of social progress as economic development proceeds, and due regard should be paid to the contribution that well-conceived social programmes can make towards economic development. These principles guide and should continue to guide the activities of the ILO in its fields of competence. It will be recalled in this connection that existing international labour standards in the fields of social security and minimum wages are being revised and updated.

Supporting Technical Work.

23. The ILO carries out a variety of information, research and technical activities relating to population matters in support of its substantive work geared to the furtherance of its major programme objectives in fields such as employment, wages and social security. These activities include the following: methodology, collection and publication of labour force statistics and labour force projections, and analysis of supply and demand of labour; research and collection and analysis of certain types of data relating to mortality, morbidity, fertility and family composition. These activities would be adjusted from time to time in line with changing programme needs.

Conclusion.

24. The Governing Body is invited to note and discuss the appended preliminary draft of a study on the influence of rapid population growth in the fields of employment, training and welfare, prepared in accordance with its earlier decision indicated in paragraphs 2 and 3 above. It may wish to decide that the study be revised in the light of its discussion and be published. The Governing Body may further wish to review the ILO's activities to accelerate economic and social development discussed in paragraphs 47-23 above in the context of population problems.

Possible Lines of ILO Action to Moderate the Rate of Population Growth

Basic Approach.

25. The preceding discussion has been focused on the lines of ILO action to reinforce economic and social development in view of the population challenge in many developing countries. In the following paragraphs the question of the possible scope for ILO action in support of appropriate national and international efforts to moderate population growth is explored in a preliminary manner.

26. At the very outset, it must be stressed that moderation of population growth does not fall directly within the ILO's mandate; other agencies in the United Nations system have a primary responsibility in this field. But, as noted earlier, continuing high fertility is frustrating the furtherance of development objectives in the ILO's fields of employment, training and welfare, prepared in accordance with its earlier decision indicated in paragraphs 2 and 3 above. It may wish to decide that the study be revised in the light of its discussion and be published. The Governing Body may further wish to review the ILO's activities to accelerate economic and social development discussed in paragraphs 47-23 above in the context of population problems.

27. It may perhaps be worth reaffirming that the ILO's approach to this question is governed by certain elementary but cardinal principles. Action to moderate fertility, including family planning programmes, is not meant to be a substitute for but an accelerator of development efforts. It is of course for each nation to formulate and promote its own population policy. There should be recognition of the right of each parent to decide freely and
responsibly on the number and spacing of his children and of the need to create proper conditions for the effective enjoyment of that right. Finally, any ILO action in this matter should truly form part of concerted action within the United Nations system.

28. The ILO’s responsibilities and its achievements under established programmes in certain fields would seem to provide a firm basis for it to initiate and develop appropriate action in the population field. Special mention may be made of the workers’ education programmes and certain social services which have been promoted by the ILO, notably industrial medical care and welfare facilities and the prenatal and maternity clinics of social security schemes which afford opportunities for forging substantive links with key areas of action under population programmes. Furthermore, the ILO has an important asset in carrying out its tasks in the population field as in other fields—the direct participation in its work of employers’ and workers’ organisations and its close contact with co-operatives and social institutions—since these bodies are directly concerned with the operations of the educational and health services in question.

29. It will be readily agreed that any ILO action in this field should further, and in no case hinder, the fundamental purposes of the ILO. However, the practical application of its principle may require a degree of pragmatic judgment. For instance, it has been sometimes suggested in influential circles that, as a disincentive to large families, consideration might be given to restricting the entitlements of working women to maternity leave and to exempting unduly large families from contributions to reduce the duration of maternity leave or to reduce other benefit entitlements or to restrict the right of return to her job of a working mother after the birth of, say, the third child, since this would weaken maternity protection of a working woman, would constitute a health hazard (due to overwork) and would, therefore, seriously limit her right to decide freely on the number of her children. On the other hand, encouraging wider practical access to information, education and services relating to family welfare, including family planning, in appropriate conditions may be considered contributing to the effective enjoyment of the individual’s right to pursue his “material well-being” and to promote “equal opportunity” for himself and his family.

30. Possible ILO action towards moderating fertility may be classified under three headings, viz.:

(a) information and education;
(b) policy-oriented research; and
(c) promotion of participation by medical services concerned, principally those sponsored by social security institutions, in family planning activities.

Information and Education.

31. Three possible streams of information and education activities may be distinguished. The first stream may be oriented towards the general informed public, with a view to promoting greater awareness and understanding of the problems and potentialities of population growth in the attainment of development goals in fields of ILO concern, mainly employment, training and workers’ living standards. The second stream may be more specifically directed towards the ILO constituents and contacts, i.e. trade union and co-operative leaders, employers and government circles concerned, with a view to developing an awareness and promoting greater understanding of population problems both as they affect economic and social development in general and in relation to specific topics of ILO concern such as employment, training, wages and social security in particular.

Finally, the information and educational action should flow down to the grass roots, i.e. rank-and-file workers, members of co-operatives and so on, largely by means of efforts directed through the second stream, as a result of which better-informed, better-equipped and better-motivated leadership groups would be in a position to exert a multiplier effect on the major topics of population here on the welfare of the individual family, and general non-technical information and education on population questions and family planning as well as practical guidance regarding the sources where professional information and advisory and other services may be available might be furnished. As regards the first stream, i.e. dissemination of information for the benefit of the general public, it is the Director-General’s policy that ILO studies of questions such as employment, training and social security, in connection with which demographic factors are important, should give those factors all due attention.

32. Under the ILO’s workers’ education programme, the relationship of population policies to social progress and family well-being might be included as a topic on the agenda of seminars in certain regions and certain countries, especially those intended to prepare trade union leaders for participation in development planning, or in courses organised by ILO regional experts. Secondly, assistance might be furnished in this field to workers’ education institutions on request. Thirdly, a workers’ education component might be provided for in large-scale national or regional projects, for instance under the UNDP or the United Nations Trust Fund for Population Activities, to mobilise the support of workers’ organisations in information and education campaigns. In each of these possible cases, no action would be taken without due regard for regional and national conditions and the wishes of the union members themselves. In fact, the main characteristic of any ILO action, in this field as in others, should be to help those workers’ organisations interested in helping themselves. Finally, the ILO might deal with population matters through its workers’ education publications, e.g. articles in the Bulletin, guides, etc., and make available suitable audio-visual materials for loan purposes.

33. The ILO’s activities designed to develop personnel management in developing countries can also make a useful contribution in this regard. In view of the special handicaps from which workers suffer in developing countries, social counselling needs to be promoted as a function of personnel departments, partly within the framework of employee services and partly as an enlargement of the normal procedure for inducting new workers. Action to help workers who wish to do so to limit the size of their families is known to have been taken with success by some employers in India and Japan, for example. Social counselling might be an important instrument of both trade union and employers in family planning as in other areas of social welfare work such as family budgeting or nutrition. This objective can be pursued by the ILO through its activities in the field of personnel management, through the training and advisory work of its field experts and through seminars, publications and working materials of various kinds.1

34. In developing countries the scope of co-operative action usually extends beyond its specific functions to the provision of information, education and assistance in promoting the larger welfare of co-operative members and their families. The co-operative movement also often acts as an instrument of national policies. With due regard to national conditions and the wishes of their members, the co-operatives can provide for the dissemination of information and education on population questions. In appropriate cases, they can also serve as

1 There is, of course, wide scope for initiative and autonomous action by workers and employers who may wish to encourage family planning measures, whether by personal contact or through other channels. For instance, employers might, as some are reported to be already doing, grant leave with pay to employees for absences motivated by family planning purposes, or place facilities such as premises, personnel and equipment for welfare or medical care at workplaces at the disposal of public or voluntary agencies engaged in the promotion of family planning action.
channels for the distribution of family planning supplies at reasonable prices to their members. The ILO can promote the involvement of co-operatives in population questions through its action programme in the field of co-operatives, including the training and advisory work of its field experts, seminars and other means of action.

35. Under some of the integrated rural development projects which the ILO may lead or be associated with, there would also seem to be scope for provision of information and advice on family planning, including maternal health and nutrition. This may be introduced through appropriate categories of field workers such as rural health personnel, home economists or even the general social promoters.

36. In the activities promoted by the ILO for the dissemination of information and education relating to population questions, the fullest use should be made of pamphlets, guides, instructional materials, audio-visual educational means and mass communication aids prepared by the United Nations, the WHO, UNESCO and other organisations.

Research.

37. The importance of research should not be underestimated, since many aspects of the whole subject dealt with in this paper need clarification by careful work in order to provide a basis for future action. There are important gaps in knowledge about such matters as investment needs to provide adequate employment and training for labour force additions, and the precise relationships between population growth, employment expansion and earnings. ILO national manpower planning experts might, for instance, present data showing the amount of investment needed to ensure full employment or adequate vocational training in, say, a twenty-year perspective, under alternative assumptions about fertility rates in the years ahead. But this type of work requires research methods and models yet to be developed.

38. Recent discussions on the influence of social policies on fertility behaviour—for instance, unemployment, prevailing social conditions, the basis of wage fixing, and specific benefit provisions, e.g., benefit levels and limitations as to the number of children eligible, as well as fertility patterns of comparable population groups not receiving such benefits. Going even further, family allowances might under appropriate conditions constitute a rational complement to family planning. Evidently, policy-oriented questions of this type merit examination in depth.

Stimulating Action by Occupational and Other Medical Services.

39. As regards the participation of medical services provided for employees in family planning activities in developing countries, the services operated under social security schemes are usually the largest and readily accessible to the ILO. However, in a number of countries large employers still provide substantial medical care facilities while in a few cases those provided by the trade unions are not negligible. The ILO might be able to lend assistance in this regard or at least encourage demands that employers and trade unions should concern themselves with family planning questions, through its activities in the fields of personnel management and workers' education (see paragraphs 32 and 33 above) as well as of occupational safety and health.

40. Any ILO action in regard to health or medical aspects of family planning should, of course, consist primarily of urging full compliance in activities promoted or assisted by the ILO with the medical standards set by the WHO in regard to such matters as the training of staff and methods of fertility regulation. Any such activities should be undertaken with the fullest co-operation of the WHO.

41. Social security institutions are eminently well placed to extend family planning services to workers' families protected by them in conformity with the workers' wishes and national conditions. It is true that in most developing countries industrial workers' families—the population group typically covered under social security—constitute only a fraction of the total population. But the burden of supporting a large family presses particularly heavily on the industrial worker who generally lives in a wage economy in an urban setting. At the same time, his daily contact with modern technology and social organisation makes him much more open to influences fostering rational attitudes and behaviour than, say, the peasant or the small trader. The social security institutions, as part of their educational duties, endeavour to develop a provident attitude among their clientele in order to promote a better understanding of the purpose of social security. In developing countries, social security institutions are often active in health education, particularly in connection with mother and child care. As they provide preventive and curative medical care, including maternity and child health and welfare services, they are in close and continuing touch with workers' families, whose confidence they usually succeed in winning over a period of time. Therefore, social security institutions can become highly effective and acceptable channels for family planning information, education, advice and services, and can safeguard the protected workers against the dangers of high costs, commercial speculation and undue moral pressure in this matter. In countries which have launched or may launch large-scale national programmes in the field of family planning, social security institutions are being or may be called upon to make their due contribution.

42. In what ways can the ILO further this objective? A direct contribution of a practical nature could be made through the ILO's field programme in social security—including advisory and training expert missions, fellowships and seminars—which might be supported by headquarters activities covering research, other technical work and publications. In appropriate large-scale family planning or other population projects, for instance, financed by the UN or the WHO, the ILO might, in co-operation with the various population activities, be in a position to provide the technical support to ILO social security activities has been of great value, might also be sought.

Expert Meeting.

43. The foregoing discussion on the possible lines of ILO action to help to moderate the rate of population growth in appropriate cases has been necessarily confined to principles and broad orientation of programmes. Practical and compulsory issues cannot be left to the statement and resolution in advance, if possible, problems of application of agreed principles in the formulation of specific projects. As in other fields of endeavour, it can be hoped that the ILO's actions relating to population will gain in effectiveness as experience in this matter accumulates.

44. There is, however, one possible area of action where more specific and detailed guidelines at an early stage might be highly desirable. This is the complex and delicate issue of the contribution that industrial medical and welfare services and medical care institutions of social security systems can make, as appropriate, to action in the population field, notably the provision of family planning education, information, advice and services. For this purpose studies in depth, taking full account of
the varying conditions in the different developing countries and regions, may be carried out with the help of Office specialists and selected outside consultants. Furthermore, it seems advisable to convene a meeting of carefully selected experts with authoritative knowledge and experience in these fields, to whom the studies and other relevant materials may be submitted. It is believed that such an expert meeting would provide specific guidelines of a practical nature so that the relevant ILO activities can be organised and developed on a sound basis, providing as much support as possible to the action of the WHO and the United Nations in these spheres. If the Governing Body agrees that it is desirable to explore the usefulness of such a meeting, the first step would be for the Director-General to examine the matter with the WHO, the United Nations and the ISSA; in view of the close interdependence of their respective areas of responsibility, the question of organising the meeting jointly with one or more of these agencies would be explored.

Conclusion.

45. The Governing Body is invited to consider and endorse the lines of possible ILO action to moderate the rate of population growth in developing countries in appropriate cases discussed in paragraphs 25-44 above and, in particular, to request the Director-General to carry out a preliminary examination of the advisability of the expert meeting referred to in paragraph 44 above.

ANNEX

STUDY ON THE INFLUENCE OF DEMOGRAPHIC FACTORS IN THE FIELDS OF EMPLOYMENT, TRAINING AND WELFARE OF WORKERS

Introduction

1. Recent developments in the social sciences will make for an advance in human knowledge of population movements and will promote understanding of the problems posed by a changing world as well as more effective human control over the effects of demographic factors. Demographic changes, both present and future, can no longer be ignored by governments in formulating national economic and social development policies, and should be treated by them as a basic factor in assessing problems and setting goals.

2. The unanimous adoption by the International Labour Conference on 29 June 1967 of the resolution concerning the influence of rapid population growth on opportunities for training and employment and on welfare of workers reflects a growing awareness of the influence of demographic factors on development.

3. The importance of demographic factors had already been assessed by the Conference in the Employment Policy Recommendation adopted at its 48th (1964) Session, which calls upon countries in which the population is increasing rapidly, and especially those in which it already presses heavily on the economy, to study the economic, social and demographic factors affecting population growth with a view to adopting economic and social policies that make for a better balance between the growth of employment opportunities and the growth of the labour force. The Asian Advisory Committee at its 13th Session (1966) stated in its conclusions relating to human resources development that rapid population growth in many Asian countries is seriously depressing the level of income and welfare of most families and aggravating the already acute employment problems and that countries should consider the adoption of a population policy suited to national considerations which might be designed to reduce the rate of population growth by means of family planning.

4. The 1967 resolution is important, above all, as the first recognition by the Conference of the basic effect of demographic changes on development, economic and social problems throughout the world. Industrialisation has not only led to new production methods and introduced hitherto unknown products to the market; other welcome results have been a high standard of medical research and the creation of facilities for disseminating its results. The developing countries, like the industrialised countries and with their help, have made great efforts to reduce the death rate, particularly among children. In the absence, however, of a corresponding drop in the fertility rate, there has been a considerable rise in the rate of demographic growth, resulting in the present population explosion. Thus in Mauritius, whereas the birth rate fell from 46.2 in 1950-54 to 35.3 in 1966, the child death rate diminished from 149.7 in 1920-24 to 83.1 in 1950-54 and 64.2 in 1966. In Jamaica the gross birth rate rose from 34.8 in 1950-54 to 38.8 in 1966, while the child death rate fell during the same period from 78.9 to 35.4 (as against 175.5 in 1920-24). Similar figures may be quoted for many countries. Thus the developing countries generally have experienced considerable population growth due to the combination of a constant birth rate and a falling death rate, especially among children.

5. As a result, world population grew by about 11 per cent in each decade between 1920 and 1950 and has grown by 19 per cent since 1950. It may be expected to increase by about 20 per cent between 1960 and 1970. These are only average figures, however, and the rates for the developing countries are much higher, as is shown in the table below.


<table>
<thead>
<tr>
<th>Region</th>
<th>Gross birth rate</th>
<th>Gross mortality rate</th>
<th>Percentage rate of growth per decade</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960-1969</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The world as a whole</td>
<td>33</td>
<td>15</td>
<td>20</td>
</tr>
<tr>
<td>Advanced regions</td>
<td>19</td>
<td>9</td>
<td>11</td>
</tr>
<tr>
<td>Developing regions</td>
<td>40</td>
<td>18</td>
<td>24</td>
</tr>
<tr>
<td>1970-1979</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The world as a whole</td>
<td>32</td>
<td>13</td>
<td>21</td>
</tr>
<tr>
<td>Advanced regions</td>
<td>19</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Developing regions</td>
<td>37</td>
<td>15</td>
<td>25</td>
</tr>
<tr>
<td>1980-1989</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The world as a whole</td>
<td>29</td>
<td>11</td>
<td>20</td>
</tr>
<tr>
<td>Advanced regions</td>
<td>19</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Developing regions</td>
<td>33</td>
<td>12</td>
<td>23</td>
</tr>
<tr>
<td>1990-2000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The world as a whole</td>
<td>26</td>
<td>10</td>
<td>18</td>
</tr>
<tr>
<td>Advanced regions</td>
<td>18</td>
<td>10</td>
<td>9</td>
</tr>
<tr>
<td>Developing regions</td>
<td>29</td>
<td>10</td>
<td>21</td>
</tr>
</tbody>
</table>

According to the average figures forecast by the United Nations for world population growth, while the increase over the 1965 total in the advanced countries will be 16 per cent by 1980 and 40 per cent by the year 2000, the corresponding figures are estimated at 39 and 108 per cent in the developing countries.


2. Number of live births per thousand inhabitants.

3. Number of deaths of children under one year of age per thousand live births.

6. As the resolution points out, the foremost responsibility in tackling problems due to the population explosion falls upon governments, trade unions and employers’ organisations; but they must receive assistance from the International Labour Organisation. The conference therefore invited the Governing Body to request the Director-General:

(a) to undertake a comprehensive study on the influence and consequences of rapid population growth on opportunities for training and employment and on welfare of workers, with particular reference to developing countries, and to co-operate closely towards this aim with the United Nations and with other competent international organisations, taking into account the various studies already undertaken in this field by national, regional and international institutions;

(b) to submit, in the light of such a study, proposals to the Governing Body on the further action that might be taken by the International Labour Organisation with respect to its field of competence and in close cooperation with the United Nations and other competent national, regional or international organisations.

At its 170th Session the Governing Body stressed the urgent need to continue along the lines suggested by the resolution 1, and the present study is intended to meet that proposal. Its outline is patterned after the operative part of the resolution. In the first chapter an account is given of the most serious obstacles to the achievement of satisfactory standards of employment, vocational training and welfare.

A second chapter suggests broad lines of action designed to deal with the problems under study. In accordance with the terms of the Conference resolution, the study has been prepared in close consultation with the United Nations and other specialised agencies concerned with demographic problems. This useful co-operation has made it possible to avoid duplicating the considerable amount of research already done in this field. At the same time, an attempt has been made to pave the way for an original ILO approach to a difficult problem, based on its experience within its own field of competence.

CHAPTER I

Obstacles to Change

7. The transition from a subsistence economy based on agriculture and handicrafts to an economy increasingly dependent on industry and trade generates forces which hinder that very transition and give rise to new technical and human problems. Instead of forming a well-integrated whole, the structures of the developing country tend to diverge into two separate sectors. Employment in each of these sectors calls for different technical skills and personal qualities, with the paradoxical result that as the economy develops the traditional sector absorbs less and less able to absorb manpower increases.

8. Since such increases are becoming steadily larger because of population growth, the structural changes required to modernise the economy are becoming ever more imperative and more difficult to carry out.

Section I — The Influence of Demographic Factors in Developing Countries 2

I. Necessary Changes in Conditions of Employment

9. On the basis of the average rates forecast by the United Nations, it may be assumed that in the developing countries the part of the total population consisting of children up to the age of 14 will remain at the present level of about 35 per cent, with no sign of a decline over the next 35 years. When in due course these young people enter the employment market, new jobs will have to be provided for them. Such job opportunities have to be productive, moreover, if the gross national product is to be increased, wealth to be distributed more fairly, and living standards to be raised. Jobs may be provided by developing hitherto unexploited natural resources or industrial resources created by means of new investment, or else by enlarging the service sector or organising it more efficiently. If none of this is done, the inevitable result will be unemployment or underemployment.

A. Agriculture

10. The largest part of the population in developing countries lives in the rural areas, which are economically unable to meet the pressing demand for jobs and indeed will probably be less and less able to do so in the absence of early reforms, bold and far-reaching. In some regions large estates engaged in extensive cultivation constitute the predominant type of agricultural unit. It has been estimated that 65 per cent of all farm land in Latin America is cultivated by 1.5 per cent of the farming population. In other regions excessively small parcels of land are cultivated. In a paper submitted to the World Population Conference held in Belgrade, S.C. Hsieh and T.H. Lee 3 set the average ratio of family members in relation to land occupied at 8.3 for every 0.46 hectare. Although this may be an extreme example of a high agricultural output and low underemployment, and although it cannot be expected in these or in similar circumstances, several speakers at the Population Conference attempted to apply to Latin America the agricultural policies they had used in their own countries by calculating, close statistical comparison is not possible, a general picture did emerge. Underemployment ranges from 12.5 per cent in the Philippines to 50 per cent in Pakistan. It is estimated that in India between 15 and 18 million agricultural workers are underemployed, and it is forecast that by 1976 agriculture alone may have to absorb at least 120 million farmers. It is estimated that was often observed, such figures mean low productivity. Failure to produce enough food leads to undernourishment, a problem aggravated by unfair distribution of wealth.4

II. Migration

While the term “migrant” may be generally defined as referring to a worker who leaves home in the hope of finding employment elsewhere, such migration can really be regarded as the answer to employment problems in rural areas, for experience has shown that its scope is limited, especially in countries where the high population density. 5


3. In Latin America, for example, it is estimated that 16 per cent of the population consumes 50 per cent of the food produced.

4. The reason for migration to the cities is that rural areas are no longer isolated. Better communications are making young people in the villages more aware of the advantages of city life, which they have heard about at school.

5. When in due course these young people enter the employment market, new jobs will have to be provided for them. Such job opportunities have to be productive, moreover, if the gross national product is to be increased, wealth to be distributed more fairly, and living standards to be raised. Jobs may be provided by developing hitherto unexploited natural resources or industrial resources created by means of new investment, or else by enlarging the service sector or organising it more efficiently.
1961 only 2 per cent of the male population of India moved from rural to urban employment. \(^1\) Temporary migration, on the other hand, is quite considerable in some regions. For example, several population groups of the Andean highlands in Bolivia supply labour to the plantations in corrugated Province in Argentina. The Mossis of Upper Volta migrate to Guinea and the Ivory Coast. Such migrants, who maintain links with their families, enjoy both an income in the form of remittances and other benefits of the nuclear family structures. It is estimated that 2.5 million workers each year in Africa. \(^2\) Several studies carried out in the industrial sector have been unable to find enough evidence of seasonal migration and on its value to the economy of the host country. According to the 1960 census 45 per cent of the 522,000 workers born outside Ghana had found employment in the country's highly capital-intensive branches of activity. They were not absorbed by the economy at a time when the many Ghanaian workers wholly or partly unemployed refused to work at the extremely low wages offered. \(^3\)

12. Migration has rarely played an important part in the development of the countries of all Asian countries, including Japan and India. In Central America most migration has been to Puerto Rico and Mexico. Seasonal and permanent migration together make up a considerable part of the excess rural population and quite a considerable source of income. Migration from the British West Indies to the United Kingdom and from Paraguay to Argentina and Uruguay has probably benefited some of the territories of origin, although for want of statistical data no comprehensive study of African migration has yet been carried out. According to the International Development Association (IDA) has estimated that between 1948 and 1961 only 2 per cent of the male population of India moved from rural to urban employment. \(^4\) The proportion of people employed in industry rose, on an annual average basis, 5.6 per cent a year on the average, industrial employment has increased by only 2.1 per cent. During the same period industrial production in the developing world grew faster than in Africa. \(^5\) The average figure; the situation was particularly bad in Latin America where, although the urban population rose by 5.6 per cent a year, industrial employment increased by only 2.1 per cent. During the same period industrial production in the developing world grew faster than in Africa. According to the International Development Association (IDA), \(^6\) the average annual rate of growth in industrial production was 114 per cent faster than industrial employment, and manufacturing production 91 per cent faster than manufacturing employment. The gap was widest in Latin America, where industrial production increased 176 per cent faster than industrial employment, and manufacturing production 189 per cent faster than manufacturing employment.

15. Why have increases in production not been matched by increases in employment? The answer to this would explain one of the structural obstacles to full employment and so also to harmonious development. It can, of course, be argued that the failure of industry, as it develops, to absorb all potential labour is due to lack of capital, which has prevented it from growing sufficiently. Thus in Brazil the annual rate of growth in industrial employment was only 9.2 per cent between 1950 and 1960, whereas a rate of 12 per cent would have been required to absorb new labour. \(^7\) Another question is whether the process of industrialisation in most of these countries has consisted in adoption of capital-intensive production methods and rapid expansion of the most capital-intensive branches of activity. Between 1948 and 1964 the greatest strides in production were achieved through methods calling for heavy capital investment, for example, the production of steel and the conversion of metallic minerals and basic metals. Progress has also occurred, of course, in other branches of activity. One example is the building industry, although sweeping changes are taking place there the transition of employment from the traditional methods of constriction to modern methods requiring a smaller workforce.

16. The reasons for adopting these modern methods are many:

(a) Having been tested in the highly industrialised countries, they can, in the developing countries, lead to tangible results with a minimum of adaptation, at easily estimated cost and without being affected by local conditions. The reason lies in often overvalued exchange rates and in the grant of facilities of many kinds to large undertakings. They underwrite and the governments may obtain funds in the international market to purchase the modern productive equipment at interest rates lower than on the local market. Monetary policy, too, benefits the largest companies, which can obtain credit on terms not available to local firms. Because of the poor linkage between the organised and the unorganised money and capital markets in underdeveloped countries, cheap money policies do not generally result in lower interest rates for farmers and small firms. This situation is aggravated by the fact that large companies demand tax advantages, so that the local firms are even less competitive.

(b) The wage structure has had a similar effect. The huge differences between urban and rural wages are a strong enticement to move from rural to urban employment in areas where the productive employment tends to fall in the cities owing to the introduction of modern production methods for which the migrants are not trained. The gap between the organised and the unorganised money and capital markets in underdeveloped countries, cheap money policies do not generally result in lower interest rates for farmers and small firms. Because of the poor linkage between the organised and the unorganised money and capital markets in underdeveloped countries, cheap money policies do not generally result in lower interest rates for farmers and small firms. This situation is aggravated by the fact that large companies demand tax advantages, so that the local firms are even less competitive.


2. DATA, op. cit., p. 3.

3. Extensive migration, usually of a temporary nature, has occurred in Europe from the poorer regions to the industrial centres. This helps to explain the flow of capital to regions which need it and thus to raise living standards.


5. DZIADEK, op. cit., p. 8; T-SHAW WAI: “Interest Rates Outside the Organised Money Markets of Underdeveloped Countries”, in IMF Staff Papers, Nov. 1957, p. 94.

tional Financial Analysts and Economists, p. 3.


tional Financial Analysts and Economists, p. 3.

9. It is generally assumed that real wages in industry are two or three times higher than in agriculture. Moreover, they have grown faster than productivity: in Latin America by 4-5 per cent a year, as compared with 2.5 per cent in Africa; in Africa and Asia the corresponding figures were 4.5 and 2.5 per cent respectively against 1 per cent (1950-60). See also H. A. Turner: Wage Trends, Wage Policies and Collective Bargaining: The Problems of Underdeveloped Countries (Cambridge, University Press, 1965), p. 13.
their replacement by more advanced machinery. Since only a small percentage of the available manpower is taken up by these firms, wage levels are determined in the light of living conditions in the region. The total payroll per employee in 1950 does not arouse severe domestic demand to encourage the establishment of a national sector of industrial production.1

17. In conclusion, the question arises whether underemployment is not the price of progress, in that large industrial profits will be reinvested in the country and so add to the capital input vital to general growth. Though research on this subject has been at best patchy, as a rule those most prone to reinvest profits in the country seem to have been the national firms, whose capital is far less than that of large international firms.

18. Since industry can absorb only a small part of the urban workforce and since it is practically impossible for migrant workers from rural areas to find jobs in the most modern branches of activity, can such workers find employment in the service sector? The answer, at first sight, would appear to be in the affirmative. United Nations statistics show a large increase in employment in the service sector. In Latin America (with the exception of construction and the public services) that increase amounted to 4.1 per cent a year between 1950 and 1965, as against 1.2 per cent in agriculture and 2.8 per cent in industry. During the same period the percentage of the total workforce employed in the service sector rose from 30 to 43. Is there any link between these increases and production increases in the service sector? According to the same source production per worker fell by 0.3 per cent a year on the average between 1950 and 1965. It must therefore be concluded that there was also a marked increase in underemployment in this sector.

Conclusion.

19. From a study of employment in the developing countries certain conclusions may be drawn which will be confirmed below in the section dealing with vocational training and welfare opportunities for workers:

(a) The serious situation in these countries is due to their current rapid transition to a modern industrial economy.

(b) This transition is necessary by the population surplus brought about by progress in medicine and health.

(c) The process of economic modernisation now under way has not made it possible to solve outstanding problems. The failure to adapt rural structures and to make agriculture sufficiently productive, and the form of industrialisation being introduced, have led to the total or partial unemployment of many workers.

(d) This situation is deteriorating. The workforce will steadily increase in the next twenty years and no plan has been prepared to cope with the resulting employment demand.

II. Necessary Changes in Vocational Training.

20. The spread of education is vital if the economies of the underdeveloped countries are to achieve self-sustaining growth. There are a few educational opportunities in those countries and the standard of teaching is often low—particularly difficult to raise because many children are living in precarious conditions.1 In Guatemala, for example, only 50 per cent of children attend primary school and 7 per cent secondary school, while only 1 per cent continue higher education (from the age of 16 to 23); only 9.4 per cent of all workers have completed their primary education.1 In a paper submitted to the World Population Conference, B. A. Liu divided 116 countries, broken down by region, into three groups according to school enrolment rates—under 50 per cent, 50 to 79 per cent; 80 per cent and over. In nearly one-half of the most populous countries of the world less than 50 per cent of the children attend school. In the same countries birth rates are typically high, the gross reproduction rates being 6 or more per thousand and against under 30 in countries with the lowest rates.

GROUPING BY REGION OF 116 COUNTRIES WITH 1 MILLION INHABITANTS OR MORE ACCORDING TO THE SCHOOL ENROLMENT RATE, 1960

<table>
<thead>
<tr>
<th>Region</th>
<th>Number of countries</th>
<th>School enrolment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Under 50 %</td>
<td>50-79 %</td>
</tr>
<tr>
<td>Northern Africa</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td>Tropical and Southern Africa</td>
<td>27</td>
<td>24</td>
</tr>
<tr>
<td>North America</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Central America</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>South-West Asia</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>South Asia</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>South-East Asia</td>
<td>9</td>
<td>4</td>
</tr>
<tr>
<td>Eastern Asia</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>USSR</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Northern and Western Europe</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>Central Europe</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>Southern Europe</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Oceania</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Total for the world</td>
<td>116</td>
<td>53</td>
</tr>
</tbody>
</table>


21. In interpreting these figures it must be borne in mind that they concern only children of school age. Training is even more seriously lacking for adults. Over eighty per cent of men and women in Asia and Latin America have not received formal education. This raises serious difficulties for industry and the service sector in finding the necessary skilled workers among the unemployed or underemployed. The cumulative effects of several factors help to prolong and even aggravate this situation. Faced with difficulties in recruiting on the spot workers with both the technical education and personal qualities necessary for industrial employment, large firms are driven still further to use capital-intensive methods calling for a small workforce. If the resulting profits are not reinvested in the country—accused of being used to gain their children an advanced education. In turn these children swell the ranks of those who are both excluded from the traditional sector and unable to find employment in the modern sector of the economy.

22. Future economic development is thus put in jeopardy. There is a certain level in the process of industrial development beyond which skills and experience are increasingly required. These skills are lacking in the industrialising countries because economic and educational planning is seldom co-ordinated. Education programmes in the industrialised countries are exerting so strong an influence that they are simply ignoring the developing countries, and accentuating the nature of teaching and hence an increase in the number of those who break off their school education. Moreover, those anxious to receive post-school and vocational training are not well enough educated to receive it.

1. RAMIREZ ARIAS: "Educational Aspects of the Labour Force in Relation to the Economic and Social Development of Central America", in Records of the World Population Conference, op. cit., Vol. I, p. 169, and P. J. ENSUND: "Demographic Aspects of Educational Development", ibid., Vol. I, p. 206. These low school enrolment rates are often accompanied by a low standard of teaching and hence an increase in the number of those who break off their school education. Moreover, those anxious to receive post-school and vocational training are not well enough educated to receive it.


23. Widespread underemployment and the lack of suffi-
cient educational opportunities both for young people and for adults are affecting the rate of population growth.

(1) A link is generally admitted to exist between educa-
tion and a fall in the birth rate, although hardly an auto-
matic and direct one. In many countries the lower the standard of education the greater the number of births. Other factors are the concept of the family, the composition of the female population by age group, urbanisation, income per head of population, and industrialisation. According to a regional survey a rise in the level of education in India was accompanied by a fall in the birth rate. This tendency is not uniform, however, and is more pronounced when the husband or both have completed their secondary education. If it is to affect the birth rate educa-
tion must cover social problems; mere literacy and vocational training in the strict meaning of the term have no effect.

(2) Only if certain conditions are fulfilled is there any link between education and the birth rate. Because of urbanisation, industrialisation, the employment of women, the need for lengthy vocational training, and the resulting desire for social improvement, the husband and wife of today find themselves in a new cultural environment in which they are encouraged to control their fertility. In an urban area as opposed to a village environment a child often tends to be a burden or at least a hindrance in achieving social inte-
gration. In the transition to modern society the average birth of a child holds promise of an additional worker from whom only manual labour and the application of basic experience will be expected.

Conclusion.

24. As mentioned above, employment problems are inseparable from economic change and are to some extent ag-
grated by the population explosion. The same may be said of vocational training problems. Because neither the quality nor the extent of education is satisfactory, young people are unable to play their part in development, although it is impossible without their help, and progress itself becomes more difficult. Too often the educational system gives instruction only to the needs of the modern sector of the economy. The result is concentration on modern production methods which enable more to be pro-
duced with a smaller workforce. This swells unemployment, which in turn affects the birth rate. More-
over, the upkeep of these idle workers places a burden on the community and diverts part of the output from useful economic investment. Discontent among the young is a factor of social instability which turns many of them into delinquents or social misfits—a problem complicated still further by living conditions in the developing countries.

III. Necessary Changes in the Living Conditions of Workers.

25. As in the case of employment and vocational training, the problems of transition from a traditional to a modern economy are aggravated by the effects of population pressure on the workers' welfare.

26. Living standards may be measured in many different ways. Something has already been said of opportunities for employment and vocational training. A few basic comments may now be made on nutrition, housing and social services.

A. Nutrition.

27. It is generally accepted that the average man requires 2,500 calories a day. This figure has been determined with due attention to the variety of diet which the human body requires. How far this latter condition is fulfilled cannot be determined through statistical analysis; thus, useful though it may be, national statistics fail to reveal the full extent of the problem of hunger. According to several world food surveys carried out by the FAO, countries may be divided into two groups: (1) India (1,700); Peru (1,920); North Africa (1,920); Tanga-
nya (1,980); Mexico (2,050); Ceylon (1,970); Brazil (3,350); (2) Italy (2,350); USSR (3,020); France (2,850); United States (3,130); Argentina (3,190); Australia (3,160); Argentina (3,190).

28. During the next 10 to 20 years the problems due to urban concentration may be expected to become more serious. Poverty among people not integrated in society is so widespread that a final solution to the housing problem cannot originate with them. It is estimated that 20 Latin American countries needed 17 million more housing units in 1951. If this and further needs which will arise by 1975 are to be met, 37 million housing units will have to be built. These figures are no cause for surprise, considering that the population of the large cities of Latin America increases by 5 per cent a year. If this rate continues, their population may be expected to double every 14 years. Thus, Mexico City would have a population of 15 million in 20 years' time. The population growth, moreover, produces a de facto segregation of the poorest sections. The wealthy ruling classes move to the suburban residential areas where they can afford to buy land and to build houses which can enjoy the advantages of a prohibi-
tious municipal government. Thus rich and fashionable suburbs spring up, provided with adequate public facilities and connected to the centre by fast roads. The young generation grows up with the result that the new generation grows up without any real opportunities for earning their livelihood, and the needs of the rural population, moreover, produces a de facto segregation of the wealthiest sections of the population from the rest. The result is concentration on modern production methods which enable more to be produced with a smaller workforce. This swells unemployment, which in turn affects the birth rate.

29. Problems of medical care, accidents, occupational diseases, incapacity and old age are of great importance for the workers, since the achievement of security depends on their solution. In modern cities, the need for medical care and social centres of all kinds are vital in integrating the worker's family in society and in safeguarding its interests. There has, of course, been an increasing demand for medical care and education and without the incentives provided by urban society. Under such circumstances marriage occurs at an early age, new families grow up, more and more land is occupied, birth rates are high, and a hard-core population group by-passed by progress develops.

C. Social Security and Social Services.

30. Problems of medical care, accidents, occupational diseases, incapacity and old age are of great importance for the workers, since the achievement of security depends on their solution. In modern cities, the need for medical care and social centres of all kinds are vital in integrating the worker's family in society and in safeguarding its interests. There has, of course, been an increasing demand for medical care and education and without the incentives provided by urban society. Under such circumstances marriage occurs at an early age, new families grow up, more and more land is occupied, birth rates are high, and a hard-core population group by-passed by progress develops.
of those set up in rural areas, which of course cannot look after the interests of city dwellers. Moreover, the breakdown of traditional society and its failure to meet new needs mean that governments must seek ways of extending social security systems. The urgency of the task is enhanced by low wage levels, unemployment and underemployment.

30. Aware of these problems, many authorities have sought or are seeking to set up social security schemes. It is a difficult task. They have to take into account the current demographic situation, its forecasting, and development as well as the effect of proposed measures on the composition of the labour force and the structure of the family unit. Changes in the demographic situation affect the development of social security. Social security schemes must thus take account of demographic factors, as well as of the needs and possibil­ities in various fields. Thus the retirement age and the criteria for defining means and the minimum pension rights are altered to keep pace with changes in the age structure of the population and manpower needs. The emphasis of social security may also vary among industrialised countries, family allowances, old-age allowances, employment injury benefits, or old-age pensions—according to changes in the population structure. Changes in the family structure alter the needs and scope for social security pro­tection—for example the tendency for workers in cities to have fewer children, and in the developing countries the transition from the large family unit to the family in the strict sense of the term. Finally, an inflow of migrant labour may alter the population structure of a country as to require changes in its social security system. Social security measures themselves affect birth rates and life expectancy and hence the population structure. Some family allowance schemes have been designed deliberately to encourage births. In other cases the measures adopted may, in combination with others, help in raising the working standard of living, and this in turn may often lead to a fall in the birth rate. Family allowances are not the only social security measures which can help to raise living standards, particularly in the case of urban workers and their families. Protection against such risks as illness, accident, and death of the breadwinner and the provision of medical care also increase employment stability and the welfare of the worker and his family.

31. In the immediate future the poorest of the developing countries will be quite unable to introduce social security schemes. The low level of income per head of population rules out the possibility of finding within the countries themselves enough savings to cope with these social evils. The fact that communities faced with this problem are suffering from a population explosion makes it all the more vital to solve current problems. A study of the distribution of gains from economic development shows that population growth alone absorbs from 30 to 70 per cent of the increase in resources of the developing countries, as against 10 to 25 per cent in the industrialised countries. Most developing countries, moreover, are quick to set up the administrative and military structure in order to consider vital demographic issues. The industrialised countries, however great the burdens of population growth, and the share of the national product left over for investment and for stimulating consumption will often seem ludicrously small in comparison. The proportion of the increase in national income set aside for investment is 18 per cent in Jamaica, 8.8 per cent in Honduras and 2.8 per cent in Colombia, however great the burdens of population growth, and the share of the national product left over for investment and for stimulating consumption will often seem ludicrously low in comparison. The proportion of the increase in national income set aside for investment is 18 per cent in Jamaica, 8.8 per cent in Honduras and 2.8 per cent in Colombia, whereas about 30 per cent of the increase in the industrialised countries. In many countries the huge growth in popu­lation absorbs most of the increase in production. In three countries—Chile, Congo (Kinshasa) and Paraguay—such growth goes beyond merely absorbing the increase in national income and has actually brought on a drop in income per head of population. Apart from these exceptional cases, in 12 countries the demand by each person for more than 50 per cent of the national income is needed to meet the demands resulting from population growth.

Conclusion.

32. There is little hope that the people of the de­veloping countries can escape from the vicious circle of poverty or emerge from their present state of stagnation as long as population growth places such a burden on their economies.

33. A bold, comprehensive and radical policy is therefore required, thanks to which demographic factors will ultimately become a positive element in the campaign for economic and social growth and a reliable tool for emancipating the developing countries from poverty.

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Section II—The Influence of Demographic Factors in Industrialised Countries

I. Population Development.

33. Demographic factors are often examined only from the point of view of the developing countries. They raise problems, however, also for the industrialised countries, both from the point of view of sustaining their expansion rate and as regards distribution of the gains of growth among all sections of the population. They may therefore be taken into account in the following.

In the advanced countries, since 1920, crude death rates have continued to decline and the inter-country differences have narrowed considerably; such differences as do exist can be largely attributed to the age structure of the population. Whereas in 1920-24 the rates varied from 9 per thousand inhabitants in New Zealand to 24 in Rumania, they are now confined to a range of 6 in Iceland and Byelo­nesia to 11 in Israel. In Eastern Germany, where crude birth rates have fallen to low levels, the rates of decline, once more at a satisfactory level of about 21 per thousand inhabitants as against a world average rate of 34 per thousand. The trends in birth rates in the advanced regions are shown in the following table.

**BIRTH RATES IN EUROPE AND MAJOR ADVANCED COUNTRIES OUTSIDE EUROPE, 1925-24**

<table>
<thead>
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<tr>
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<td>37.0</td>
<td>—</td>
<td>26.4</td>
<td>25.3</td>
<td>22.4</td>
</tr>
<tr>
<td><strong>Japan</strong></td>
<td>34.0</td>
<td>29.2</td>
<td>30.2</td>
<td>23.7</td>
<td>18.2</td>
<td>17.2</td>
</tr>
</tbody>
</table>


35. The general trend towards a lower birth rate is not uniform among all sections of the population. In a paper submitted to the World Population Conference (Belgrade, 1955) C. R. Kiser sought to identify the underlying factors—the place of residence, employment, education and religion. His comments were corroborated with regard to the countries of Eastern Europe at the International Symposium on Population held in November 1962 at the Hungarian Academy of Sciences in Budapest. In a paper submitted to the symposium, A. M. Vostrikova observed that fertility rates in the USSR were lower in urban than in rural areas, among working women in the cities than among housewives, and among urban families with medium or high incomes than among those with small incomes. It may be concluded from the foregoing that in the industrialised countries a link generally exists between the birth rate and the social level. Two further points should be made.

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2 This leaves out of account West Berlin, with a high rate of 18, which stems mainly from its population structure which is heavily weighted towards the older age groups.
3 Demographic Yearbook, op. cit., p. 1. Though appearing somewhat later, the fall in the birth rate in the Eastern European countries has been more pronounced. They now stand at about the same level as in the USSR (14.3 in 1968).
5 A. M. Vostrikova: "Examination of Fertility, Marriages and the Family in the USSR," in Sashaya, Studies on Fertility and Social Mobility (Dag Hammarskjold, 1961), p. 22. These two factors (the social level and the birth rate) are never in fact found in isolation and others may invalidate the correlation in a particular instance.

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The least well integrated sections of the population seem to be the most fertile. They may consist of farm workers occupying and cultivating their land by traditional methods not yet affected by modernisation, or migrants to the cities whose colour, lack of occupational skills or inability to fit into modern life excludes them from the economic life of the country.

On the other hand, the greater the desire to become integrated and succeed in economic life, the lower the fertility rate. Thus in almost all the advanced countries—except perhaps in the United States and Japan—it is evident that the lowest birth rates are to be found in those sections of the population—both individuals and families—most concerned with improving their social position and with maintaining their living standards but also to rise in the social scale, they cannot afford to produce a large family in the modern economic and social environment. A large family is an obstacle in achieving greater comfort or prestige, and simply in maintaining social level. The studies carried out by the Institut d’Études Démographiques in Paris confirm that though the likelihood of childlessness has not yet been carried out, however, into the question whether the desire and need for a higher social position are the cause of the lowest fertility rate or whether families with fewer children become more mobile socially for indirect reasons.

II. Resulting Problems.

38. This development takes the form of a low birth rate among sections of the community integrated into industrial life and a high birth rate among non-integrated sectors. Two kinds of problem arise.

A. The Aging of the Population.

39. The problem arising from a fall in births in almost all sectors of the population (see table at right) calls for examination of the age structure. As a result of the fall in the death and birth rates the composition of populations is changing and will continue to change in the years ahead. It has been estimated that the proportion of people over the age of 65 in the total population of the advanced countries, which was 8.3 per thousand in 1900, will rise to 12 per thousand in 1980 and that the number of old people will then equal 20 per cent of the total population of working age. The proportion of young people to adults will also fall. What consequences?

(1) The resulting burden on the economy will not be entirely due to the rise in the number of people past retirement age. The economy will suffer a general loss because of failure to use the services of a section of the population—most concerned with improving their living standards but also to rise in the social scale, they cannot afford to produce a large family in the modern economic and social environment. A large family is an obstacle in achieving greater comfort or prestige, and simply in maintaining social level. The studies carried out by the Institut d’Etudes Démographiques in Paris confirm that though the likelihood of childlessness has not yet been carried out, however, into the question whether the desire and need for a higher social position are the cause of the lowest fertility rate or whether families with fewer children become more mobile socially for indirect reasons.

(2) The social burden will be increased because of the rise in the number of people past retirement age. The economy will suffer a general loss because of failure to use the services of a section of the population—most concerned with improving their living standards but also to rise in the social scale, they cannot afford to produce a large family in the modern economic and social environment. A large family is an obstacle in achieving greater comfort or prestige, and simply in maintaining social level. The studies carried out by the Institut d’Etudes Démographiques in Paris confirm that though the likelihood of childlessness has not yet been carried out, however, into the question whether the desire and need for a higher social position are the cause of the lowest fertility rate or whether families with fewer children become more mobile socially for indirect reasons.

B. Non-Integrated Groups.

40. Economic development tends to exclude some sections of the population from a share in progress—racial minorities, agricultural workers and the victims of industrial change. A high birth rate is common among such groups and is an added obstacle to their social integration. Such situations, where they exist, breed injustice, tension and even violence.

(1) Racial minorities are from the outset not integrated in industrial society and they show a high birth rate. Statistics reveal much higher unemployment rates among these minorities than in the rest of the population and lower school attendance than the average. The general want of education leads in turn to lack of jobs and chronic social instability which affects the composition of families. These non-integrated groups tend to develop within their own segregated cultural environment. In a recent study of this problem the American sociologist Charles Meyers, while noting that it varied in nature, observed that social barriers to advancement were more advanced qualifications which require proper investment in education. A growing economy acquires not only new resources but also new burdens owing to increases in the unproductive section of the population and in the cost of training the productive worker of the next generation.

CRUDE LIVE-BIRTH RATES IN ADVANCED COUNTRIES

<table>
<thead>
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<th>Country</th>
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<th>1955-59</th>
<th>1960</th>
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<tr>
<td>USSR</td>
<td>24.8</td>
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5 1950-55 * 1955-59

(3) It might be thought that this increasing burden is offset by the elimination of certain costs due to the fall in the numbers of the young. It seems, however, that those costs are in fact merely reduced. Among the features of an industrialised economy are a higher school-leaving age and increasingly specialised study. Advanced levels call for more advanced qualifications which require proper investment in education. A growing economy acquires not only new resources but also new burdens owing to increases in the unproductive section of the population and in the cost of training the productive worker of the next generation.

4 This is referred to by Amrè DE MONT in Dépopulation et civilisation (1890), p. VI, as "social capillary attraction" ("capillarité sociale") whereby each person tends to move up from one social level to the next (p. 106). He draws a distinction between "horizontal" capillary attraction towards the most highly civilised city centres and "vertical" capillary attraction upwards on the social hierarchy. Modern demographers have adopted this theory, including P. C. BELTRAO: População e projecção da morfia familiar (Brasília, 1957) and L. LIVY: "Sur la mesure de la mobilité sociale", in Population (Paris), Jan.–Mar. 1950. See also V. PARETO: Tratatul sociologie générale, Buch II, 1931.


7 Simon S. Kuznets: "Introduction to the discussion on the demographic character of economic growth", in ibid., Vol. I, p. 290. It should however, be noted that this trend may be offset by an increase in productivity, especially in the advanced countries.

8 See T. TAKAHASHI: "Population in the United States", in Population, Bk. II, p. 53. "The close link between aging and voluntary sterility is of great sociological importance. Whether warranted or not, the refusal to produce children has reduced the vitality of populations" (ibid., p. 50.)

to families in rural areas in the centre, west and south-west of France and in southern Italy, and to the Lapps in Norway.  

A. Measures to Influence Demographic Factors.

43. A reduction in the death rate is regarded as a vital aim of any social policy, even though it tends to aggravate population pressure. The rate tends to fall not only with the spread of medical progress, particularly when measures are taken for better industrial protection of the young, but also when contraceptive aid is available to small children, but also with improvements in living conditions. There was striking agreement on this point among the papers submitted to the World Population Conference. It appears that a certain degree of progress has been made in raising the standard of living of a population, that is, in economic and social development. Occupational safety and health measures in industry are invaluable.

B. Measures to Influence the Birth Rate.

44. The implementation of national policies in this field is fairly recent. In 1952 India was the first country to take action by including birth control in its first national development plan (1951-56). In 1955 Pakistan also made birth control an aim of its national plan and from 1960 onwards it earmarked 6 per cent of its total health budget for this purpose. Other countries have followed suit, since following the conference. The extent of this trend is suggested by the fact that the population of the 14 countries which by 1965 had officially adopted a birth control policy in one form or another increased at an average annual growth rate amounted to 4.2 per cent of the total population of the developing countries. With the inclusion of mainland China the figure rises to 7.2 per cent. These figures may be misleading, however: only a fairly small part of the female population of child-bearing age is affected by such programmes and agrees to co-operate with them.

45. The aims of birth control policy seem sometimes too ambitious. In the Republic of China it is hoped to reduce the crude birth rate from 36.2 per thousand in 1963 to 24.1 in 1973; this would mean a drop in the natural growth rate from about 3 to 1.9 per cent. South Korea and Hong Kong have set a similar target for 1971.

46. Hopes have been placed in the widespread adoption of new birth control methods as a means of reducing the birth rate, and indeed their low price and their permanent and reversible nature are undoubtedly facilitating their adoption by larger numbers of people.

47. The effect of such policies on population growth, though undeniable, is hard to assess. One difficulty is that policies have been in force for only a short period. Statistics are also vague and difficult to compare, especially those used in the Philippines. The earliest assessments seem to have been achieved so far, however, in small than in large countries and in urban than in rural areas. The case of Japan is instructive. This illustrates the problems of a large country which has succeeded in some ten years in reversing demographic development in both urban and rural areas. The crude birth rate, which was 34.3 per thousand in 1947, had fallen to 20 per thousand by 1954.
of the document as if you were reading it naturally:

and to 17.2 by 1957.1 Surveys have shown that the chief motive for birth control was a desire to give children a better education, followed by economic considerations and a desire to protect the mother's health.2 However, only people having achieved a certain degree of maturity can be expected to be influenced by such considerations, as is shown by the greater reluctance of rural populations living in a traditional environment to co-operate with birth control policy. This view was expressed in general terms in the World Population Conference in Belgrade by the responsible for these questions, who said: 'A programme of this kind could only be started by a certain section of the population interested in the future of its offspring, who are already in a position to influence the birth rate."

2. Indirect Measures.

48. In order to induce citizens to act in a manner conducive to the attainment of national population targets, governments take various measures which lead indirectly to a fall or rise in the birth rate.

49. First, mention should be made of the use of mass communication media to bring home to people the link between living standards and demographic trends. Information on this matter should reach every citizen. It can be presented to the public in various ways: parents may be given information as to the size of the family, housing policy, etc. In all these fields it is possible to penalise those who produce a certain type of family.

50. To make this campaign more effective, governments may take concrete measures whose advantages and disadvantages for the citizen induce him to act in the desired manner. These measures may be based on the assumption that certain characteristics, according to the size of the family, housing policy, etc. In all these fields it is possible to penalise those who produce a certain type of family.

51. Special mention should be made of the raising of the marriage age as a means of lowering the birth rate. Although it is often difficult to check the source of information on this matter, highland China is believed to have taken this course. In India the minimum marriage age for girls has been raised to 14 years. Two of the most highly populated countries in the world have thus taken similar measures. In a study of the influence of the marriage age on the birth rate, A. J. Coale and C. I. Tye state that the raising of the marriage age can make a major contribution towards reducing the birth rate and the population growth rate. Their calculations show that in the interval between births would alone achieve the desired result.3

52. Organised international migration was for a long time considered a normal means of controlling population size in one region or another as appropriate. The importance attributed today to freedom of settlement and freedom of movement makes it necessary to consider the demographic effects of migration in a new light.

1. Immigration.

53. The current importance of immigration cannot be underestimated, although its contribution to population growth in the migration source countries has decreased deforma-

tion1 concerning Argentina, Australia, Canada, New Zealand and Siberia shows that during the present century immigration has become a relatively less important factor in the demographic growth of those countries, even though the absolute number of migrants has increased. Migration, however, has been specially important in countries with a low rate of natural increase, where migrant workers offset insufficient natural growth.1 The settlement of foreigners made it possible to maintain population growth at a minimum level. Immigration does not merely bring about more or less important changes in population size and structure in the receiving country: it can also influence the birth rate, especially when settlement is permanent. The birth rate is likely to rise since the migrants are young. They are not legally compelled to follow the traditional favours a high birth rate; moreover, to found a family gives a feeling of security and facilitates integration in the adopted country.

II. Measures to Influence Non-Demographic Factors

54. Conversely, the exodus of men who are usually young has the opposite effect on the birth rate and population growth rate of the emigration country and consequently, sooner or later, on the size of the economically active population. It is clear, for example, that in Puerto Rico, where the annual growth rate of the population fell from more than 3 per cent in 1947 to 0.6 per cent on average from 1950 to 1960, emigration played a decisive role, since in 1953 it reached a peak of 31.7 per thousand.4 In some cases, migration has attained such proportions that it has led to a decrease in population, as in Ireland.

A. Demographic Effects of Measures relating to Employment.

56. Economic growth invariably creates employment problems which are often aggravated by population trends. Could this situation not be remedied by modifying employment prospects? Such a course might face governments with two types of problem: that of modifying the composition of the economically active population or increasing its size; and that of creating jobs in order to wipe unemployment. Partly and underemployment. In the same period the contribution by immigrants to the increase in the population fell from more than 3 per cent in 1947 to 0.6 per cent on average from 1950 to 1960, emigration played a decisive role, since in 1953 it reached a peak of 31.7 per thousand. In some cases, migration has attained such proportions that it has led to a decrease in population, as in Ireland.

1. Owing to the termination of hostilities this rate is higher than the average rate for the period 1931-37, which was 11.2 per thousand (see United Nations: Demographic Yearbook, 1948).


4. For example, in 1930 as in 1950, the United States accepted 300,000 immigrants. However, in 1925 that influx represented 3.6 per thousand of population, whereas in 1920 the proportion had dropped to 1;8; in the same lapse of time the contribution by immigrants to the increase in the population fell from more than 3 per cent in 1947 to 0.6 per cent on average from 1950 to 1960, emigration played a decisive role, since in 1953 it reached a peak of 31.7 per thousand. In some cases, migration has attained such proportions that it has led to a decrease in population, as in Ireland.

5. The size of the 15-44 age group is said to have decreased by 34 per cent during the 1940-60 period. S. L. Frielander: Labor Migrations and Economic Growth — A Case Study of Puerto Rico (The MIT Press, 1965), PP. 47-57.

6. For example, in 1920 as in 1950, the United States accepted 300,000 immigrants. However, in 1925 that influx represented 3.6 per thousand of population, whereas in 1920 the proportion had dropped to 1.8; in the same lapse of time the contribution by immigrants to the increase in the population fell from more than 3 per cent in 1947 to 0.6 per cent on average from 1950 to 1960, emigration played a decisive role, since in 1953 it reached a peak of 31.7 per thousand. In some cases, migration has attained such proportions that it has led to a decrease in population, as in Ireland.

longer interval between births or, more generally, a fall in the birth rate.

58. An explanation is needed here. It is not a question of finding work for the women of developing countries as thereupon they had nothing to do, but rather of changing those female occupations which are part and parcel of a traditional society and promoting participation in the normal activities of a modernised rural society. Such a change in behaviour would not only increase the country’s productive capacity but also in order to give women greater awareness of their personality. Many observers consider, moreover, that there is a correlation between the inferior position of women in the underdeveloped countries and the high birth rates found there. As long ago as 1860, N. D. Chernyshyeva noted that the rise in women’s status would lead to a decline in the birth rate, since it would enable women to indulge in pursuits more congenial than having a large number of children.  

59. Lastly, underemployment and unemployment are due largely to the rural structure of the economy. A development programme should therefore be accompanied by measures to improve economic and social conditions. If rural underemployment is due to the organisation of agricultural production, it can be remedied only by reforms in the system of land tenure and the introduction of modern agricultural techniques. If industrialisation takes place without the necessary co-operation between the reformed economic structure and the new enterprises, these will not provide the stimulus expected of them, and these two extremes of development will therefore have to be properly co-ordinated. If underemployment is due to the population in underdeveloped countries being absorbed, the existing standard of living irrespective of population groups in industrialised countries cannot be assimilated by the economy, then the type of growth those countries are experiencing is not in accordance with standards of justice.

60. The success of employment programmes will depend on the attention given to trade and investment problems.


2 Mentioned by LIVIA, op. cit., p. 301.

3 FURTADO, op. cit., p. 127.

4 It is difficult to estimate the extent of the developing countries’ capital requirements, particularly since this calculation must not be too accurate. It is not enough to decide that after a given number of years a given stage of development correspond to a given amount of capital: it should have been inherent to calculate the investment requirements on that basis. Account must also be taken of the changes in the needs of the population that will take place throughout that period, the employment possibilities, the amount of capital which will be absorbed, the existing standard of living irrespective of the level of output.  

5 Capital Requirements of Developing Countries: A Compendium of Experiences of E. TABAK: “Capital Requirements of Developing Countries”, in Records of the World Population Conference, op. cit., Vol. IV, p. 112. It is due largely to the complexity of this problem that the six estimates made over the period 1951 to 1961 vary, for the United Nations, from $13,900 million (including, it must be said, mainland China) to $7,000 million for the 1961-66 period (ROSENSTEIN-RODAN).

6 Chart prepared for work that, even if there were sufficient jobs, they could not fill them because they have not been given training adapted to the needs of the community. This training systems. This affects the population factor in various ways: raising the educational level can result in lowering the birth rate; the training given can help to promote full employment and thus to integrate workers in a modern economy; and it is primarily the young people who are affected by vocational training.

1. Education and the Birth Rate.

62. Recent demographic studies stress the importance of the education factor as regards population. Whereas at the World Population Conference held in Rome in 1954 only a few papers dealt with this subject—and they were relegated under the heading “Demographic aspects of economic and social development”—at the Belgrade Conference in 1965 a special session was devoted to this problem of education, and 18 papers were submitted for discussion. The World Population Conference held in 1965 stated in its conclusions that there was an important relationship between population trends and the spread and level of education. This relationship, however, is not a simple one. While a longer school attendance period, more students attending higher education courses, and more intensive schooling for women are usually accompanied by voluntary limitation of the birth rate, there is a need for more knowledge of the motivations underlying this fact. An education policy based on demographic considerations could then be put into effect, not only at the elementary-school level but also for other types of education. These differential effects of educative development show that the birth rate is not achieved by just any type of education system; education must reach a certain level to secure the considered support of the population.

2. Relationship between Vocational Training and Employment.

63. The education system in a given country also has an influence on the employment structure.

(a) It seems that in any given population group the least educated are the least mobile, taking into account both internal and external migration. The departure of some workers to other places of employment not only relaxes population pressure but also diverts the labour force away from economically underdeveloped areas—drains away possibly the very people best equipped to help in developing those areas.

(b) Education has a special influence on population growth because of its effects on the composition of the labour force. It is therefore an important factor in any human resources development policy.

64. Education is therefore the means of implementing a demographic policy integrated in an over-all growth plan; it enables the government to evaluate what the future needs of the economy will be and educate young people with the necessary skills to begin implementing the plan. A great deal of organisation is needed to achieve this aim. The government plan must stipulate the number, location and type of educational institutions; the subjects to be taught and the number of pupils to be admitted; arrangements for the appointment of the teaching staff; and how the institutions are to be financed.

3. Youth Problems.

65. Many governments have had to take measures designed specifically for young people owing to the lack of time or financial resources for organising their education on a rational basis. Some of these additional bases were prepared for work that, even if there were sufficient jobs, they could not fill them because they have not been given training adapted to the needs of the community. This


2 Daniel O. PRICE: “Effects of Out-Migration on Educational Level of Negro Males in the United States”.

3 For an analysis of the number, location, and type of educational institutions; the subjects to be taught and the number of pupils to be admitted; arrangements for the appointment of the teaching staff; and how the institutions are to be financed.


4 E. G. JACOBY: “An Index of Educational Growth Used as a Means for Estimating and Planning Education”, ibid., Vol. IV, in which the author studies a method for estimating how the allocation of educational resources can influence the development of social justice. See also H. M. PHILLIPS: “Demographic Factors in the Integrated Planning of Education”, which shows how the education system affects population distribution by regions and jobs.
problem has been approached from two angles: the training of senior management personnel and the training of young people for participation in economic and social development. There are many ways of organising such programmes since they fit the needs and traditions of each country. All are designed to overcome rural underemployment. In Morocco, for instance, it was possible, between 1961 and 1964, to absorb 25 per cent of the underemployed.1 Persons organised into educational groups in the village—indeed any education system—must consider, in the light of future economic needs, the importance to be attached to small-scale industries in rural areas, the medium level of training to be reached, the skills required on the basis of various assumptions, the vocational training centres to be set up, the number of trainees to be admitted and how to attract young people to training courses.2

66. Regardless of the means used by a government to bring its training schemes into line with the needs of its young and adult population and of the economy, the problem will arise of reconciling the needs of society with those of the individual. If each citizen is free to choose the type of training he wants to receive, national projections may become inaccurate. There is thus a need for social institutions which, in the tradition of the Declaration of Philadelphia, would unite workers’ and employers’ organisations and other interested organisations in a common purpose of preparing a development plan, disseminating information on its objectives and offering methods, means and establishing competitive selection systems which would help to create a good spirit among the best pupils in the schools.3


67. The effects of the national education and vocational training policy on the various population factors will be felt only gradually. The same applies to economic growth. The sacrifices made by one generation towards educating its “human capital” will benefit only the following generation. However, vocational training and retraining of adults can narrow the gap. In deciding on an education planning policy, account must be taken of the various aspects outlined above.

C. Demographic Effects of Measures Relating to Workers’ Welfare

1. Income Distribution.

68. The concept of income may be considered from two angles: the first, which is objective, relates to amounts received by each member of a community or rather by its component families since the family is the consumer unit; the second, which is subjective, relates to the individual’s attitude to what he receives or, to put it another way, whether he considers that his income allows him to buy the capital goods he wants to have.

69. A correlation has been established between income levels and fertility and death rates but, in this case as in that of education, there is no relationship between cause and effect. The correlation merely shows that at a given time those who draw the least are workers whose conditions are inferior and who have a high fertility rate. In fact, family allowances were at first intended to provide a family wage in a liberal capitalist economy in which wages took into account only the personal needs of the worker; however, they have now become an integral part of a policy aimed at preventing an excessive decrease in births. On the other hand, in Egypt—where population pressure (in 1963 the birth rate was 41.6, representing the highest in the world)—the granting of family allowances to a limited number of children should, in the opinion of the political leaders, encourage families to adapt their reproductive urge to the needs and development possibilities of the country.4

70. If each citizen is free to choose the type of training he wants to receive, national projections may become inaccurate. There is thus a need for social institutions which, in the tradition of the Declaration of Philadelphia, would unite workers’ and employers’ organisations and other interested organisations in a common purpose of preparing a development plan, disseminating information on its objectives and offering methods, means and establishing competitive selection systems which would help to create a good spirit among the best pupils in the schools.

71. The interaction of these motivations will affect economic growth. On the one hand, this will be encouraged because more children will be able to reach a high level of education and individual living standards will be raised; on the other hand, economic growth may be hampered by increased expenditure on schools, teachers and all kinds of social and educational services. In the advanced countries, efforts made to achieve higher living standards may be such that, after a certain lapse of time, the falling birth rate may in itself be harmful to economic growth.

2. Social Security and Social Services.

72. Social security provides an example of the complex phenomenon which causes population and economic growth to become either an obstacle or a stimulant to the well-being of a community, which is jeopardised whenever the 0-14 age group is too large or too small.

73. Social security is an important means of redistributing incomes and therefore a powerful instrument of national population policy. To take only one example—family allowances—it can be said that the amount of such allowances and the conditions governing entitlement to them may serve either to stimulate or to check the birth rate. On the one hand, family allowances were at first intended to provide a family wage in a liberal capitalist economy in which wages took into account only the personal needs of the worker; however, they have now become an integral part of a policy aimed at preventing an excessive decrease in births. On the other hand, in Egypt—where population pressure (in 1963 the birth rate was 41.6, representing the highest in the world)—the granting of family allowances to a limited number of children should, in the opinion of the political leaders, encourage families to adapt their reproductive urge to the needs and development possibilities of the country.

74. In establishing social security systems, account has to be taken of the foreseeable resources and expenses. At a given time those who draw the least are workers whose contributions are used for the benefit of non-productive categories made up of the 0-14 and over 60 or over 65 age groups. The Social Security and Social Services. Statistics show that this can become a very heavy burden on the workers and can seriously hamper economic growth, both in industrialised countries with a falling birth rate and in rapidly increasing countries with an old-age pension system and in developing countries with a high birth rate and a consequently growing number of dependent children.

75. It is therefore obvious that the social security system can be counted as part of the mechanism used in a population policy because of its influence both on the birth rate and on overall economic development, provided it is looked upon as the means of safeguarding a large share of the investment in people, i.e. of devoting the necessary share of national income to stabilising the standard of living of the existing population.

76. In traditional rural communities, what industrialised societies call “social services” were unknown. The functions performed by such services were not neglected but they were carried out by relatives and members of the same community, generally the tribe. This spontaneous brotherhood was impressive; it had such a deep influence on the members of the group that it coloured their outlook on the world. By no means a lesser problem in developing societies, particularly those in Africa, is that of reconciling their values with the requirements of an urban and industrial civilisation in which incomes are either individual or at least belong to the family

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1 See “Manpower Mobility, Emigration and Development”, in International Labour Review, Vol. 93, No. 1, Jan. 1966 (special number); J. P. Arbrel: “Manpower and Development”, in International Labour Review, Vol. 95, No. 4, April 1967 (special number).


77. The services coming under this heading can be very diverse. They include welfare centres for medical care, day nurseries, kindergartens, recreational and holiday facilities and so on. Responsibility for these services rests on the State and regional communities, on industrial undertakings, or on employers' and workers' organisations.

78. Social services have an undeniable influence on population factors. In advanced and developing countries alike there is a large-scale migration due to the flight from the land and the need for manpower mobility in a modern economy. Social assistance can help towards integrating displaced workers and preventing them from drifting into marginalisation. Socialisation groups which usually have a high birth rate and are so ill adapted to society that they are unable to play a proper role in collective development activities. Those who, in the various services, are called upon to deal with the difficulties of displaced workers can draw attention to the opportunities offered by the new environment and give advice on the solution of individual problems. Their ability to do so will depend largely on how far they can change attitudes in regard to such matters as food, sex and education.

Conclusion

79. Only economic growth can ensure the increase in product per head and the equality of opportunity to which all contemporary societies aspire. That is the problem facing governments.

80. Undoubtedly, the demographic factor makes the solution of this problem infinitely more complex. Whether their aim is employment expansion, organisation of a satisfactory vocational training system or the establishment of the social services required by modern society, governments feel that the population increase, which often outpaces economic growth, makes their task impossible of fulfilment.

81. Governments must therefore set goals which, according to conditions in each country, will be expressed not so much in terms of numbers but rather in terms of what is possible and viable within a general development framework. In considering the action to be taken, they should decide whether, in their country, population trends are a major obstacle to the desirable objectives of economic growth. "Is the acceleration of population increase in developing countries the major obstacle to an adequate rate of increase in per capita product in the proximate future?", writes Kuznets, "as distinct from the much longer run that would permit a postponement of active policy consideration?" His reply is: "Obviously, the answer would not only be difficult, but it would differ from one developing country to another." 1

82. Summing up the discussions which took place on the subject of demographic aspects of economic growth at the World Population Conference held in Belgrade in 1965, the Rapporteur, Mr. Djamchid Behnam, pointed out that a difference of opinion had arisen among the participants, some giving preference to the theory that demographic factors have an influence on economic factors and product per head, while economic experts considered that: "Economic development is always determined by economic and social conditions and rapid economic expansion can go hand in hand with population growth." 2 In a study carried out in 1958 J. Mayone Stycos had noted the clash of views that might arise and had recommended taking the different viewpoints as two facets of an over-all policy. 3

83. The fact that man is directly affected by the measures adopted in the concept of economic growth and that society is closely linked with the decisions taken means that population policies will be mainly the outcome of the philosophical and ideological beliefs held by a community. They have a hope of success unless psychological, social and cultural factors and particular problems are taken into consideration. 4 A population policy designed to lower the birth rate among "minority" groups must ensure their free co-operation, since they might otherwise view it as a means of depriving them of development opportunities and responsibility and keeping them in a more or less dependent condition. Such a psychological reaction would have the opposite effect to that which is sought since it would amount to an inducement to raise the birth rate.

84. In conclusion, it seems, therefore, that each country must determine its own national policy. This must take due account of the dynamism of the people and define the measures needed for the achievement of national goals.

85. As the implementation of many of these measures requires the co-operation of the international community, the United Nations and the specialised agencies should combine their efforts to assist in the achievement of these goals. ILO activities would naturally come within that framework.

Summary of Main Conclusions of the Study

86. In many developing countries the process of modernisation gives rise to new social problems and in particular divides the economy into the modern and traditional sectors. Progressively larger increments of population flowing from accelerated population growth are a problem of much greater importance than before, since such expansion seems to be accompanied by a downward trend in productivity. The deteriorating employment situation is characterised by an upsurge in unemployment in urban areas and underemployment among the self-employed, especially in peasant agriculture, and their chief victims are the young.

87. In the field of employment, the capacity of agriculture to provide fresh opportunities for productive employment is diminishing, while modern industry, owing to its capital-intensive nature, is not leading to significant employment gains, although in the longer run it may create many jobs elsewhere in the economy. The contribution of the service sector in employment expansion might become more apparent than real, since such expansion seems to be accompanied by a downward trend in productivity. The deteriorating employment situation is characterised by an upsurge in unemployment in urban areas and unemployability among the self-employed, especially in peasant agriculture, and their chief victims are the young.

88. The level and composition of demand and the nature of the production technology are major determinants of skill requirements and training needs; demographic variables influence the latter only indirectly (except possibly in such matters as providing personnel required for minimum schooling and public health measures). In developing countries, where training needs for basic preparation for the rather limited number of skilled workers required in modern industries and services are widely understood, the less specific but generally useful needs to raise the quality and the types of training of very large numbers of workers in traditional operations, e.g. present farming crafts, are often overlooked. The latter is, however, essential for the success of employment promotion measures, especially since selective methods are often more competitive. But the cost of training even for modern private industry tends to be borne largely by the public budget where population growth inflates competing claims for allocation in such fields as education and public health. As a result there is usually inadequate provision for training even for skilled trades, while the resources are too negligible or spread too thinly for the numerous new and existing workers in unskilled jobs or in the traditional sector. From the standpoint of the individual family, the capacity to bear the cost and inducements other things being equal, occupation tends to diminish as the family size increases. As family size tends to increase with a lower level of education and income of the family and the acquisition of skill carries pride of place in the traditional values of society, social mobility across generations might be inhibited.

89. Population growth absorbs a large part of development gains, owing to the needs of current consumption and "demographic investment" for the increment to the population. The fertility rate, as it slows down, affects other things, and rapid changes in the social structure are likely to result in the vicious circle of poverty as long as population growth places such a heavy burden on their economies.

90. The above situation in developing countries contrasts with that in many advanced countries where the birth rate has been low and which, experiencing manpower shortages, have had recourse to immigrant labour. The problem area

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in a number of advanced countries is that a minority of the population is not socially integrated, lacks employment and education and has a high birth rate. There is now a growing recognition of the need to take appropriate measures of social policy to deal with this problem.

91. How can developing countries tackle the serious problems posed by rapid population growth to their goals of economic and social development? Clearly a many-sided effort is called for to accelerate the process of development. Bold and vigorous action is needed to develop and utilise more effectively their human resources so that people become assets rather than liabilities. A population policy fully integrated into the total development policy may also be needed. This should take account of all the factors, including important social and cultural traditions and objectives and differing national conditions and needs.

92. A population policy consists of multiple elements influencing demographic variables directly and indirectly, and their relationship with economic and social factors. In a number of developing countries a leading role has recently been assigned to family planning programmes under which the relevant information, education, advisory and health services are being provided as a direct means of moderating fertility. The difficulties of motivation, communication and organisation in this regard under conditions of poverty and illiteracy should, however, be borne in mind. Family building patterns can also be influenced by other indirect means such as raising the marriage age, taxation provisions, housing policy, etc. Development measures such as spread of education, promotion of cultural activities, and action to raise the status of women also contribute in the longer run to responsible behaviour in family building. Finally, the policies adopted and the progress achieved in the fields of employment and training as well as in social security and other social services likewise impinge on demographic variables, including fertility, although such influence is largely of an indirect and long-range nature.
Fifth Item on the Agenda: Study Group to Examine the Labour and Trade Union Situation in Spain

First Report of the Study Group

1. Following the discussions which took place at the 52nd (June 1968) Session of the International Labour Conference, decisions previously taken by the Governing Body at its 169th Session (June 1967) and a statement made by the Director-General of the International Labour Office to the Governing Body on 31 May 1968, the Governing Body, at its meeting held on 26 June 1968 (172nd Session), authorised its Officers to appoint, on the proposal of the Director-General, a study group composed of three independent persons to examine the labour and trade union situation in Spain.  

2. On the proposal of the Director-General, the Study Group was appointed on 14 October 1968 by the Officers of the Governing Body. Its composition is as follows:

Chairman: Mr. Paul Ruegger, member of the Permanent Court of Arbitration, member of the Institute of International Law, member of the ILO Committee of Experts on the Application of Conventions and Recommendations.

Members: Mr. J. A. Barboza-Carneiro, former Chairman of the Governing Body of the International Labour Office;  
Mr. P. P. Spinelli, former Director-General of the United Nations Office at Geneva.

3. The Study Group held its first meeting in Geneva from 21 to 29 October 1968. In the course of the meeting, each member of the Group, in the presence of the Director-General of the ILO, solemnly declared: "I will honourably, faithfully, impartially and conscientiously perform my duties and exercise my powers as a member of the Study Group to Examine the Labour and Trade Union Situation in Spain."

4. The Study Group took note of the matters before it and considered the organisation and further conduct of its work, especially as regards its forthcoming meetings and its visit to Spain. It requested the International Labour Office to prepare for its consideration such documentation as the Study Group deemed necessary for the accomplishment of the task entrusted to it by the Governing Body.

5. The Study Group will submit a further report on its work to the Governing Body at its next session (March 1969).

Paul Ruegger,  
Chairman.

J. A. Barboza-Carneiro.

P. P. Spinelli.
Sixth Item on the Agenda: Complaints concerning the Observance by Greece
of the Freedom of Association and Protection of the Right
to Organise Convention, 1948 (No. 87), and of the Right to Organise
and Collective Bargaining Convention, 1949 (No. 98), Made By a Number of Delegates
to the 52nd Session of the International Labour Conference under Article 26
of the Constitution of the ILO.

Report of the Officers of the Governing Body

1. On 25 June 1968, during the 52nd Session of the International Labour Conference, the Director-General
received from Messers. H. Beermann, J. Morris, S. B. Vognbjergh and O. Sunde, Workers' delegates to the 52nd Session of the International Labour Conference, a communication filing a complaint, under article 26 of the Constitution of the ILO, indicating that they were not satisfied that the Government of Greece was securing the effective observance of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87). The text of this communication is reproduced in Annex A to this report.

2. On 25 June 1968, during the 52nd Session of the International Labour Conference, the Director-General also received a communication from Mr. Joseph Hlavicka, Workers' delegate of Czechoslovakia to the 52nd Session of the International Labour Conference, filing a complaint, under article 26 of the Constitution of the ILO, indicating that he was not satisfied that the Government of Greece was securing the effective observance of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). By a letter of 26 June 1968 Mr. Hlavicka also addressed to the Director-General a note containing more detailed information supporting his complaint. The text of these two communications is reproduced in Annex B to this report.

3. Article 26 of the Constitution of the International Labour Organisation, which is referred to in the communications of the complainants, provides as follows:

1. Any of the Members shall have the right to file a complaint with the International Labour Office if it is not satisfied that any other Member is securing the effective observance of any Convention which both have ratified in accordance with the foregoing articles.

2. The Governing Body may, if it thinks fit, before referring such a complaint to a Commission of Inquiry, as hereinafter provided for, communicate with the government in question in the manner described in article 24.

3. If the Governing Body does not think it necessary to communicate the complaint to the government in question, or if, when it has made such communication, no statement in reply has been received within a reasonable time which the Governing Body considers to be satisfactory, the Governing Body may appoint a Commission of Inquiry to consider and report thereon.

4. The Governing Body may adopt the same procedure either of its own motion or on receipt of a complaint from a delegate to the Conference.

5. When any matter arising out of article 25 or 26 is being considered by the Governing Body, the government in question shall, if not already represented thereon, be entitled to send a representative to take part in the proceedings of the Governing Body while the matter is under consideration. Adequate notice of the date on which the matter will be considered shall be given to the government in question.

4. The Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), were ratified by Greece on 30 March 1962 and have therefore been in force for Greece since 30 March 1963. Messrs. Beermann, Morris, Vognbjergh and Sunde, on the one hand, and Mr. Hlavicka, on the other, were Workers' delegates of their countries to the 52nd Session of the International Labour Conference on the date of filing their respective complaints, namely on 25 June 1968. Their credentials had been regularly deposited and no objections had been made to them. They accordingly had the right, under article 26, paragraph 4, of the Constitution, to file a complaint if they were not satisfied that Greece was securing the effective observance of the two Conventions.

5. The four Workers' delegates mentioned first in paragraph 4 above have requested that, in view of the information supplied by the representatives of Greece to the International Labour Conference at its 52nd Session, the Governing Body refer their complaint immediately to the Commission of Inquiry "without invoking first the procedure referred to in subparagraph 5 of article 26 of the ILO Constitution according to which a complaint could first be communicated to the government in question". The complainants wished no doubt to refer to the provisions in fact contained in article 26, paragraph 2, of the Constitution.

6. It is for the Governing Body to decide on this preliminary request. During the 52nd Session of the International Labour Conference, the Government delegate of Greece had the opportunity to give information on the trade union situation in Greece before the Commission on Freedom of Association.

7. The information thereby furnished by the Greek Government was, however, not supplied within the framework of the examination of reports on ratified Conventions by the Committee of Experts on the Application of Conventions and Recommendations or in connection with the procedure concerning complaints for infringement of freedom of association before the Committee on Freedom of Association of the Governing Body or the procedure of the Fact-Finding and Conciliation Commission on Freedom of Association.

1 See fourth sitting.

2 Ibid., pp. 502-503.

8. In these circumstances, the Officers of the Governing Body felt that the Governing Body would no doubt wish to adopt in this instance a procedure similar to that which was approved for the examination of the complaint filed by Ghana against Portugal, on the one hand, and of the complaint filed by Portugal against Liberia, on the other.

9. Accordingly, as in the above-mentioned cases, no discussion on the merits of the complaint is admissible at the present stage. It would indeed be inconsistent with the judicial nature of the procedure provided for in article 26 and following articles of the Constitution that there should be any discussion in the Governing Body on the merits of a complaint until the Governing Body has before it the contentions of the government against which the complaint is filed, together with an objective evaluation of these contentions by an impartial body. Nor would such discussion be appropriate while a proposal to refer the complaint to a Commission of Inquiry is pending before the Governing Body. For while the complaint is sub judice before a Commission of Inquiry, if there is to be a Commission of Inquiry—which it is for the Governing Body to decide under article 26, paragraph 4, of the Constitution—it is when the Commission of Inquiry has reported on the merits of the complaints that the Governing Body may be called upon to take action in the matter.

10. It is now for the Governing Body to take the procedural decisions necessary to permit of the complaint being examined promptly and in an orderly manner. The Officers therefore recommend the Governing Body to take the following decisions at its present session:

(a) The Government of Greece, as the government against which the complaints have been filed, should be requested by the Director-General to communicate to him its objections to the 52nd Session of the International Labour Conference—file hereafter, in accordance with article 26 of the Constitution of the International Labour Organisation, a complaint with the International Labour Office concerning the non-observance of Convention No. 87 by the Government of Greece concerning the observance by Portugal of the Abolition of Forced Labour Convention, 1957, and of the complaint filed by the Government of Portugal concerning the observance by Liberia of the Forced Labour Convention, 1930. They would serve as individuals in their personal capacities, would be chosen for their impartiality, integrity and standing, and would undertake by a solemn declaration to perform their duties and exercise their powers as members of the Commission impartially, faithfully, conscientiously. A solemn declaration in these terms would correspond to that made by judges of the International Court of Justice. The Officers will make proposals concerning the other necessary arrangements at the appropriate stage.

11. The Officers envisage that, in the event of a Commission of Inquiry being appointed, the members of the Commission would be designated in accordance with the same criteria, and would serve under the same conditions, as the members of the Commission appointed to examine the complaint filed by the Government of Ghana concerning the observance by Portugal of the Abolition of Forced Labour Convention, 1957, and of the Commission appointed to examine the complaint filed by the Government of Portugal concerning the observance by Liberia of the Forced Labour Convention, 1930. They would serve as individuals in their personal capacities, would be chosen for their impartiality, integrity and standing, and would undertake by a solemn declaration to perform their duties and exercise their powers as members of the Commission impartially, faithfully, conscientiously. A solemn declaration in these terms would correspond to that made by judges of the International Court of Justice. The Officers will make proposals concerning the other necessary arrangements at the appropriate stage.

12. It should be added that subsequently to the filing of the above-mentioned complaints the Director-General received two Communications from the Minister of Labour of Greece dated 14 August and 11 October 1968, requesting that ILO technical assistance be afforded to the Greek Government in respect of the possible amendment of a recent enactment codifying the law on occupational organisations, in respect of the financing of occupational organisations of workers without interference by the Ministry of Labour, and in respect of trade union education. The Director-General replied that since the whole question of the application of the Conventions on freedom of association in Greece was the subject of a complaint under article 26 of the Constitution of the ILO that was before referred to the Governing Body at its 52nd Session, he could not see his way to expressing a view on the feasibility of technical assistance being granted at the same time by the Office in fields so directly related to the matters complained of.

13. The Officers of the Governing Body have taken note of this exchange of correspondence and consider that so long as constitutional complaint procedures are pending in the field of freedom of association it would not be appropriate for the International Labour Office to furnish technical assistance in the fields directly related to the matters complained of.

14. The Officers of the Governing Body recommend the Governing Body to endorse the conclusion set out in the foregoing paragraph.

ANNEX A

Complaint concerning the Non-Observance of Convention No. 87 by the Government of Greece, in accordance with Article 26 of the Constitution of the International Labour Organisation

Text of a communication dated 24 June 1968 from Messrs. H. Beermann, J. Morris, S. B. Vognbjerg and O. Sundel to the Director-General of the ILO.

The following Workers' delegates to the 52nd (1968) Session of the International Labour Conference, file here-with, in accordance with article 26 of the Constitution of the International Labour Organisation, a complaint with the International Labour Office concerning the non-observance of Convention No. 87 by the Government of Greece:

H. Beermann (Federal Republic of Germany),
J. Morris (Canada),
S. B. Vognbjerg (Denmark),
O. Sundel (Norway).

The complaint is based on the following facts:

1. The military dictatorship which usurped power on 21 April 1967 by overthrowing the democratically constituted Government of Greece has suspended a number of important clauses of the Greek Constitution safeguarding basic democratic liberties and human rights.

2. As a consequence—as officially confirmed by Ambassador Tzairas, Government delegate of Greece to the 52nd International Labour Conference to the Credentials Committee of the Conference—"... In June 1967, 280 organisations of various kinds had been dissolved by administrative decision; 146 of these organisations were trade unions. ... The funds of the dissolved trade unions were minimal and their property consisted mainly of office furniture and equipment. These assets were impounded by administrative authority and their attribution is to be effected under the procedure provided for by Decree No. 434 of 29 May 1968. ... 122 trade unionists are now in detention for alleged offences unrelated to their trade union activities, some for political offences. Trade unionists were denied the right to meet freely in accordance with article 91 of the 1952 Greek Constitution, which article deals with a state of emergency. Articles 5, 6, 8, 12, 14, 95 and 97 of the 1952 Constitution are still suspended. The suspension of article 10 regarding freedom of assembly and of article 11 regarding freedom of association was lifted by virtue of Decree No. 369 of 29 May 1968."

3. In view of the fact that important articles of the Greek Constitution safeguarding basic human and democratic rights remain suspended, it is evident that the principles laid down in Convention No. 87 cannot really be
Complaint concerning the Non-observance of Convention No. 87

The undersigned delegates to the 52nd Session of the International Labour Conference, file under article 26 of the ILO Constitution a complaint with the International Labour Conference at its 52nd Session, the undersigned make an invitation to a Commission of Inquiry to consider the above violations.

The Government of Greece has ratified the following ILO Conventions: the Convention concerning Freedom of Association and Protection of the Rights to Organise (No. 87); and the Convention concerning the Application of the Principles of the Right to Organise and to Bargain Collectively (No. 98).

The provisions of these two Conventions have been and are still being violated in a flagrant and permanent manner.

Following the military coup d'état of 21 April 1967, all individual guarantees secured by the Constitution and all democratic freedoms and trade union rights were suppressed.

Indeed the suppression of articles 5, 6, 8, 12, 14, 95 and 97 of the Constitution, as well as the publication of Royal Decree No. 280 of 21 April 1967, of the communiqué of the General Staff of 25 April 1967 and the decision of the same organ of 4 May 1967 authorised the military government to take the following measures: to arrest and incarcerate any person with the sole formality of an indefinite time the preventive detention of persons arrested and to prohibit bail; to withdraw arrested persons from the ordinary judges and to bring civilians before special tribunals (courts-martial); to prohibit any assembly or meeting within premises or in public places, with the possibility of dissolving them by armed force; to search dwelling places during the day or at night, to inhibit the communication and publication of information, to censure correspondence, etc.

As regards trade union organisations in particular, the suppression of articles 11 and 12 of the Constitution and the other provisions decreed by the Government had the following consequences: the dissolution of 280 associations and organisations among which were some 150 workers' centres of trade union organisations of the first and second degrees, and the possibility of seizing their goods, archives, deposits and funds, and the prohibition of a corporation with trade union aims; the absolute prohibition of strikes; the obligation to request prior authorisation for the holding of trade union meetings, the presence of the police at such meetings, and the censure of the documents adopted.

These events have provoked a wave of action and protest on the part of trade union and democratic organisations in Greece and throughout the world.

For understandable reasons, the Greek Government announced on 29 May 1968 the promulgation of a royal decree, just before the 52nd Session of the International Labour Conference, which opened in Geneva on 5 June 1968. By virtue of this decree, articles 10 and 11 of the Constitution concerning freedom of association and to other fundamental human rights

This isolated measure, the practical application of which is more than doubtful, has no significance from the point of view of the obligations laid down by Conventions Nos. 87 and 98. Indeed, the abrogation of the other articles of the Constitution of Greece, especially of articles 5, 6, 8, 12, 14, 95 and 98, still remains in effect.

We can only conclude that the re-establishment of articles 10 and 11 is only a manoeuvre of the Greek Government to deceive public opinion in the country and abroad and to prepare more favourable ground, in the view of the Government, for the recent 52nd Session of the International Labour Conference.

In this regard, I refer to the Fifth Report of the Credentials Committee, where the Committee had to note, inter alia:

"The members of the Committee nevertheless continue to be deeply concerned about the present situation in Greece and particularly as regards the following facts:

(a) trade unions have been dissolved or suspended by administrative authority;
(b) trade union funds and property have been impounded;
(c) trade unions were denied the right freely to meet."
Accordingly, the Committee came to the following conclusion:

"The Committee has... serious doubts as to whether the Greek Government has conformed fully with the spirit of the ILO Constitution since the Committee considers that it is not sufficient for a government merely to comply with formalities concerning the nomination of the Workers' delegation."

In addition, I would point out that the report of the Committee on the Application of Conventions and Recommendations mentioned that Greece was among the countries in which there were very serious breaches in the application of Convention No. 87. I would refer to the conclusions of the Committee on Freedom of Association of the Governing Body of the ILO on case No. 526, where it is stated:

"503. With regard to the case as a whole, the Committee recommends the Governing Body:

(a) to draw the particular attention of the Government to the importance that should be attached to the principle of the independence of the trade union movement and especially:

(i) to the principle that trade unions shall not be liable to be dissolved or suspended by administrative authority, a principle embodied in Article 4 of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), which has been ratified by Greece;

(ii) to the principle that the property of trade unions should enjoy adequate protection;

(iii) to the principle that freedom of expression, in particular through the press, is an essential aspect of freedom of association;

(b) to draw the attention of the Committee of Experts on the Application of Conventions and Recommendations to the foregoing conclusions;

(c) to request the Government to be good enough to indicate whether the measures taken by virtue of Royal Decree No. 280 of 21 April 1967 are still in force and to be good enough to indicate precisely the rules that govern, in law and in practice, military tribunal procedure, the right of workers to form organisations of their own choosing and the right to strike;

(d) to draw the attention of the Government to the importance which should be attached to the principle that, when trade unionists are detained for reasons which the Government states to be unconnected with their trade union activities, these trade unionists, in the same way as all other persons, should be judged promptly by an impartial and independent judicial authority under a procedure which has all the guarantees of normal judicial procedure;

(e) to request the Government to be good enough to present its observations urgently on the allegations mentioned in paragraph 502 above and referred to in paragraphs 487 to 495;

(f) to take note of the present interim report, on the understanding that the Committee will report again when it is in possession of the additional information specified in subparagraphs (c) an (e) above."

It is to be noted that these recommendations were made following several complaints filed by the World Federation of Trade Unions, the International Confederation of Free Trade Unions and the International Federation of Christian Trade Unions.

Serious violations of trade union rights in Greece led, at the 52nd Session of the International Labour Conference, to the submission of a draft resolution concerning freedom of association of the Greek workers and their right to organise. Unfortunately, due to lack of time, this draft resolution was not discussed at the Conference. It asserted, in particular:

"Considering that the Government of Greece has not taken any such measures as would comply with the observations of the Committee on the Application of Conventions and Recommendations and the Committee on Freedom of Association, but that, on the contrary, the vital provisions in the Greek Constitution safeguarding democratic and trade union rights remain suspended; that a great number of trade unionists are still arbitrarily imprisoned; that a great many trade unions have been dissolved by order of the public authorities; that trade union officials have been revoked on the recommendation of military authorities and that the composition of the governing organs of trade unions have been altered in the same way; that workers have been dismissed from their employment on account of their continued adherence to the principles of free trade unionism and the protection of workers' rights; that the trade union press, including the trade union press, has been abolished.

Considering that in these circumstances Greece the independence of trade unions and the right of workers to form and join trade unions of their own choosing and their right to strike are non-existent;

1. Insists that the Government of Greece fully discharge its obligations as a member State of the International Labour Organisation, in particular in respect of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), which Greece has ratified.

2. Urgently requests the Government of Greece to take immediate steps:

(a) for the effective implementation of the fundamental principles of freedom of association and the right to organise, guaranteeing the right of workers to form and join trade union organisations of their own choosing, free and independent from government control and interference;

(b) for repealing all measures infringing these rights and other basic human freedoms;

(c) for the immediate release of all persons imprisoned for their activities in support of freedom of association, the right to organise and other basic human rights."

I submit below further information on the concrete facts and events which fully confirm the assertions.

The very night of the coup d'etat, the headquarters of the Democratic Trade Union Movement and those of other trade union organisations in Piraeus and elsewhere were completely destroyed. More than 1,500 trade unionists were deported to the concentration camps of Yura without any bill of indictment being drawn up against them.

The dissolution of 279 trade union organisations and the seizure of their property and archives were decreed on 4 May 1967, on the basis of an ordinance of the Chief of Staff. Pursuant to a police ordinance of 30 May 1967, the headquarters of 45 organisations were sealed. During the summer of 1967, 40 other trade union organisations were dissolved.

The property of the trade union organisations which was seized amounted to some tens of millions of drachmas.

During the following months other measures were taken which amounted to the systematic destruction of the trade unions. In particular the obligation of the administrative councils of trade unions to inform the police beforehand of meetings envisaged, indicating the names of the members of the council, the questions on the agenda, and the time and place of the meeting.

In addition, in hundreds of workplaces where trade union organisations were dissolved, the police "solicited" the creation of new "nationalist" organisations, the charters of which must be drawn up by Mr. Fotiadis, legal adviser of the Greek General Confederation of Labour. Many trade union leaders have been dismissed from office, including the General Secretary and five members of the leadership of the Federation of Bank Employees, the General Secretary of the Federation of Seamen, Stewards, Electricians, and others who were also removed from office.

The prohibition of the establishment of new trade union organisations and of the payment of dues since the first day of the coup d'etat still remains in effect.

As regards organisations which are still functioning, the police and the leadership of the Greek General Confederation of Labour have not made any attempt to oblige the legally elected leadership to resign.

The prior approval of the police or the military authorities is required for recruitment in these "organisations". However, the workers refuse to join such organisations.

Since the month of June 1967, the police have undertaken massive arrests of trade union cadres for their active participation in the struggle against the dictatorial régime.
and against the present leadership of the Greek General Confederation of Labour.

Tens of thousands of workers from various factories in the country have been dismissed with the complicity of the Government and of the present leadership of the Greek General Confederation of Labour. In order to facilitate dismissal by employers, the Government abrogated Act No. 2112 which had provided since 1920 for an indemnity for dismissed persons.

Under Act No. 516, the Government dismissed employees of banks and public services "guilty" of carrying out trade union activity, and all those who were not considered to sympathise with the dictatorial régime.

In order further to paralyse trade union activity, the Government took possession of the insurance funds of the bank, electricity and telecommunications employees.

In these conditions, the Greek workers have created the "Workers' Front against the Dictatorship" in whose ranks all the progressive workers and employees, who oppose the policy of repression, are united.

The opposition to the Government is manifested also among the Greek workers who, for various reasons, are outside of the country. Thus, on 3 April 1968, the "Foundation of the Greek Trade Union Movement United against the Dictatorship" was created in Rome. This event confirms once again that the present "trade union organisations" in Greece are not considered as authentic representatives of the Greek workers.

I draw the attention of the ILO to the organisation in Geneva, on 29 and 30 June, of a Conference of solidarity with the Greek workers, and I will try to submit at a later date to the ILO the documents and decisions adopted by this Conference.

I also reserve the right to submit any other necessary information in due time.

Conclusions and Proposals.

Considering that the fundamental human rights, democratic freedoms and trade union rights have been abolished in Greece following the coup d'etat of 21 April 1967, in flagrant violation of the obligations of Greece as a State Member of the ILO;

Noting that Greece has ratified Conventions Nos. 87 and 98;

Affirming that the provisions of these two Conventions are violated in a flagrant, permanent and systematic manner in Greece, I

Propose

under article 26, paragraph 4, of the ILO Constitution, that the Governing Body of the ILO appoint a Commission of Inquiry to examine the trade union situation in Greece and submit to the competent bodies of the ILO, including the forthcoming 53rd Session of the International Labour Conference in 1969, a report with its recommendations.

Josef Hlavička.
Seventh Item on the Agenda: Record of the Sixth Asian Regional Conference

1. The Sixth Asian Regional Conference of the ILO was held in Tokyo from 2 to 13 September 1968 in accordance with the decision taken by the Governing Body at its 165th Session, when it gratefully accepted the offer of the Japanese Government to act as host to the Conference. The Governing Body will doubtless wish on this occasion to express its renewed gratitude to the Government for its generous and gracious invitation, as well as to the participants and the fine facilities placed at the Conference’s disposal.

2. Taking part were 169 delegates and advisers from the following 21 countries: Afghanistan, Australia, Burma, Ceylon, China, France, Hong Kong, India, Indonesia, Iran, Japan, Malaysia, Mongolia, Nepal, New Zealand, the Philippines, Pakistan, India, Ceylon, China, France, Hong Kong, Indonesia, and Viet-Nam. These included 42 Government delegates, 19 Employers’ delegates and 19 Workers’ delegates, accompanied by 58 Government advisers, 13 Employers’ advisers and 18 Workers’ advisers. The Conference was attended by the Minister for Labour and National Service of Australia, the Union Minister of Labour and Rehabilitation of India, the Minister of Manpower of Indonesia, the Minister of Labour of Japan, the Minister of Labour of Malaysia, the Chairman of the State Committee for Labour and Wages of the Council of Ministers of the Mongolian People’s Republic, the Minister of Labour, Immigration, Mines and Electricity of New Zealand, the Secretary of Labour of the Philippines, the Chairman of the State Committee for Labour and Wages Questions of the USSR Council of Ministers, and the Minister of Labour of Viet-Nam. Also attending were observers from Canada, Israel, Pakistan, Portugal and the United Kingdom and representatives of the United Nations Economic Commission for Asia and the Far East, the United Nations Development Programme, the United Nations Educational, Scientific and Cultural Organization, the Asian Productivity Organisation and the Colombo Plan Bureau. The following non-governmental international organisations were also represented: the International Confederation of Free Trade Unions, the International Co-operative Alliance, the International Social Security Association, the Public Service International and the World Young Women’s Christian Association.

3. The Governing Body was represented by a delegation consisting of its Chairman, Mr. Weaver, and of Mr. Amede for the Government group, Mr. Nasr and Mr. Neilan for the Employers’ group, and Mr. Mouri and Mr. Morris for the Workers’ group. Mr. Oviedo and Mr. Beermann, who had both been appointed as members of the delegation, for the Government and Workers’ groups respectively, were unable to attend; Mr. Beermann was replaced by Mr. Mouri.

Opening of the Conference

4. After the Conference had been declared open by the Chairman of the Governing Body, Mr. Toshio Kimura, Minister of State, Director of the Cabinet Secretariat, conveyed to the Conference a message from Mr. Eisaku Sato, Prime Minister of Japan. In his message the Prime Minister, after extending a warm welcome to all participants, stressed his own Ministry, the Conference could make towards achieving peace and stability in Asia, without which, he observed, there could be neither peace nor stability in the world at large, and affirmed his nation’s solidarity with its Asian brethren in their striving for a better life. Noting that fifteen years after the holding, also in Tokyo, of the Third Asian Regional Conference the problems remained largely unsolved, he welcomed the present Conference as a timely reminder of their urgency and seriousness; but the Conference was also timely in that encouraging results of regional co-operation among Asian countries were now increasingly in evidence. In concluding, the Prime Minister expressed his earnest hope that the Conference would mark yet another milestone in the struggle of Asian peoples to achieve their common goal.

5. The Conference was then addressed by Mr. Heiji Ogawa, Minister of Labour of Japan. After welcoming the participants, Mr. Ogawa observed that the year 1968, which was celebrated as the International Year for Human Rights and marked the end of the ILO’s Fiftieth Anniversary, also coincided with the centenary of the Meiji Restoration to which Japan owed its present position as a modern industrialised nation, which in its twenty-one years of existence had developed an integrated labour administration system and sponsored a series of labour laws reflecting the spirit of ILO instruments, was inspired by a sincere desire to meet successfully the challenges posed by economic and social development. The task which the present Conference was called upon to perform at the Asian level was a similar one. Its success would help Asian peoples to develop fully the potential of talent and ability inherited from their ancestors and to build their own modern industrialised nation on the solid foundation of self-help and mutual co-operation.

6. The Chairman of the Governing Body, in his opening speech, paid a warm tribute to the Government of Japan, whose very special efforts had made the holding of the Conference possible. All would remember the difficulties encountered in finding a site for the Conference and the circumstances in which the Governing Body, then under the chairmanship of a distinguished son of Japan, and one of her foremost diplomats, H. E. Ambassador Aoki, had received the Japanese Government’s welcome invitation to hold the Conference in Tokyo. On behalf of the Governing Body, he expressed deep appreciation to the Government for its generous gesture.

7. Mr. Weaver observed that the basic theme underlying the work of the Conference was the development of human resources. That theme had been recommended by the Asian Advisory Committee at its 13th Session, in recognition of the need for countries of the Asian region to introduce a comprehensive system of manpower utilisation supplemented by a population policy keyed to family planning. It would be recalled that a World Employment Programme was to be launched in 1969 on the occasion of the Fiftieth Anniversary of the ILO. Its main objective was to involve the entire population in the development process by associating with it those sectors of the population formerly bypassed. The proposed Asian Manpower Plan, together with the Ottawa Plan for Human Resources Development and a similar plan for Africa, would form the main elements of the World Programme.
8. The problems to be overcome were admittedly enormous, and their solutions would require no less than a concerted effort by the ILO, other international organisations, bilateral agencies and national governments. The path, however, was not completely uncharted. In addition to projects already initiated within each country, there was a vast array of bilateral and multilateral technical and financial resources within the region, which, if effectively utilised could yield valuable results. These resources required, however, to be further developed. There was in particular a need for a strong organisation of Asian labour ministers to give due weight to the labour component in development planning. A useful precedent for such a concerted approach could be found in the efforts of the labour ministers of Latin American countries to promote the development of the Ottawa Plan.

9. Taken in the aggregate—Mr. Weaver went on—the Conference agenda, which in addition to the Asian Manpower Plan included the Director-General’s Report and items on social security and management development, was a reflection of the same abiding concern with the labour aspects of development planning. The Director-General’s Report, with its emphasis on such matters as vocational training and the role of the labour movement in national development, afforded scope for objective and constructive discussion of these issues. The social security item was admittedly concerned with conditions of work and life; but the contribution that social security could make to economic development, particularly in terms of capital formation and labour productivity, must not be overlooked. Finally, efficient management and sound personnel policies meant better utilisation of scarce resources and better performance by the workers both individually and collectively.

10. The ILO’s traditional concern was with the whole worklife of people, not merely with finding jobs for them or training them. Its aim was to contribute not only to a fuller life for workers, including an adequate and guaranteed income, safe and healthy working conditions, and a right to bargain freely with their employers regarding their terms of employment. These human factors, which were all the more important at a time of sharply rising expectations, must never be lost sight of in development planning; for while institutions and plans were the means, people were the ends, and progress was real only as it could be measured in human terms.

11. Following the address by the Chairman of the Governing Body, the Conference unanimously elected Mr. Heiji Ogawa, Minister of Labour of Japan, as its Honorary President and Dr. Ichiro Nakayama, President of the Japan Institute of Labour and Government delegation, as its President.

12. After Mr. Ogawa had thanked the Conference for the honour done him through his election as Honorary President, Dr. Nakayama delivered his opening address as President of the Conference. After expressing his appreciation to the delegates for the honour they had conferred both on him personally and on his country and extending a warm welcome to all participants, he stressed the significance of the Conference, which was being held at a time when the whole of Asia was standing at the threshold of a new era and his own country was being pressed on all sides to assume a more positive role as a responsible member of the community of nations.

13. Overshadowing present political and social stresses and disturbances in Asia was the fact of industrialisation which, regardless of any moods of exaggerated pessimism or optimism, now provided a sound basis for a powerful economic ”take-off” while at the same time enhancing the importance of labour problems in the modern sense. This meant that the ILO faced a new challenge in Asia; for while the topics on the agenda—the significance of which had been excellently highlighted by Mr. Weaver—were not new ones and had in fact been extensively discussed at past ILO meetings, they must now be studied in the light of a new situation, unique perhaps in the history of the Asian region, which defined the framework within which solutions must be sought. The Director-General’s Report to the Conference provided an excellent basis for such a study.

Organisation of the Conference

14. The Conference then unanimously elected Mr. Azimi, Government delegate of Iran, Mr. Tata, Employers’ delegate of India, and Mr. Monk, Workers’ delegate of Australia, as its Vice-Presidents.

15. The first item on the agenda—Report of the Director-General—was discussed in plenary sitting. Committees were set up to deal with the second and third items, viz. “social security: trends and problems” and “management development, with special reference to personnel policies and practices”. The fourth item—“review of the Asian Manpower Plan”—was referred to the Selection Committee, as were two resolutions on topics not included in the Conference agenda submitted under article 13 of the Rules concerning the Powers, Functions and Procedure of Regional Conferences.

16. The Selection Committee was composed of the President of the Conference, three members of the Governing Body delegation—Mr. Amede, Mr. Neilan and Mr. Morris—as ex officio members under article 9 of the Rules concerning the Powers, Functions and Procedure of Regional Conferences, and eight members from each group. Its Chairman was Mr. Mathew, Government delegate of India, and its Vice-Chairman Mr. Ghayour, Employers’ delegate of Iran, and Mr. Haraguchi, Workers’ delegate of Japan. The Reporter for the item concerning the Asian Manpower Plan was Mr. Cook, Government delegate of Australia.

17. The Committee on Social Security was composed of 14 Government, 5 Employer and 12 Worker members under the chairmanship of U. Sen, Government delegate of Burma. The Vice-Chairmen were Mr. Aiers, Employers’ delegate of Hong Kong, and Mr. Skinner, Workers’ delegate of New Zealand, and the Reporter was Mr. Morgan, Government delegate of Hong Kong.

18. The Committee on Management Development was composed of 17 Government, 13 Employer and 9 Worker members. The Chairman was Mr. Cassim, Government delegate of Malaysia, the Vice-Chairmen Mr. Ferrier, Employers’ delegate of Australia, and Mr. Teng, Workers’ delegate of China, and the Reporter Mr. Pang, Government delegate of Singapore.

19. The Conference further appointed a Credentials Committee consisting of Mr. Tabibii, Government delegate of Afghanistan, Mr. Rattakul, Employers’ delegate of Thailand, and Mr. Hernandez, Workers’ delegate of the Philippines. The Chairman was Mr. Tabibii.

20. The groups elected their officers as follows:

**Government group:**
- **Chairman:** Mr. Woods, delegate, New Zealand.
- **Vice-Chairmen:** Mrs. Lhamsuren, delegate, Mongolia. Mr. Chandravithun, delegate, Thailand.
- **Secretary:** Mr. Bhandari, delegate, Nepal.

**Employers’ group:**
- **Chairman:** Mr. Tashiro, delegate, Japan.
- **Vice-Chairman:** Mr. Jayamane, delegate, Ceylon.
- **Secretary:** Mr. Lagasse, International Organisation of Employers, assisted by Mr. Chandrasekharan.

**Workers’ group:**
- **Chairman:** Mr. Abid Ali, delegate, India.
- **Vice-Chairmen:** Mr. Thondaman, delegate, Ceylon. Mr. Shoji, adviser, Japan.
- **Secretary:** Mr. Mathur, International Confederation of Free Trade Unions.

Report IV, Sixth Asian Regional Conference, Tokyo,
resources in fields of ILO concern—employment promo­
Asian countries in regard to the development of human

t: Objectives, Problems and Policies, 
of purpose and provide greatly improved guideposts in the
Asian nations in developing and utilising the vast human

Particular stress
in the retarded growth of Asian countries, where vast
natural resources remained unexploited. Particular stress
was laid on two general factors aggravating the employ­
ment problems of Asian countries. First, rapid population
growth impeded development and contributed to serious
unemployment and underemployment. Secondly, in­
stability of basic commodity prices in the export markets
and the inadequacies and uncertainties of aid made
rational planning difficult, while the growing industries
of the region were unable to make their due contribution to foreign exchange earnings and employment expansion in the absence of effective inter­
national arrangements for freer access of semi-manu­
factured and manufactured products to the markets of industrialised countries.

The discussion highlighted several lines of action to promote more productive employment. In the first
place, employment promotion must be made a major
development objective if it was to be effectively translated
into general development policies, in particular investment
and fiscal policies. In the second place, greatly intensified
rural development programmes were needed, since the
bulk of the new employment opportunities would have
to be provided in agriculture, handicrafts and small indus­
tries. Thirdly, there was a need for vigorous programmes
for youth employment and training since the most acute
employment problem was that affecting young entrants
to the labour force. Fourthly, a vocational bias needed to
be imparted to education and the educational system
should be made more responsive to manpower require­
ments. Finally, it was necessary to enlist the fullest
possible degree of popular participation, including the

genuine involvement of trade unions and employers’
organisations in the tasks of development.

Most delegates welcomed the initiative taken by
the Asian Advisory Committee at its 13th Session in
putting forward proposals for an Asian Manpower Plan.3
While the primacy of national action was emphasised, it
was recognised that the Plan would stimulate and support
such action in the field of employment. The Plan would
furthermore provide a meaningful framework for pooling
of regional experience and resources.

In his reply to the discussion, the Director-General
drew attention to the magnitude of the challenge facing
Asian nations in developing and utilizing the vast human
resources of the Continent. He considered that the Con­
ference, by endorsing the concept of an Asian Manpower
Plan, had responded to the challenge in an earnest spirit.
While employment promotion was by no means a new
objective for several Asian countries, he was confident
that the action under the Plan would infuse a new sense
of purpose and provide greatly improved guidelines in the
pursuit of that objective. The full text of the Director­
General's reply will be found in the annex to this paper.

1 See ILO: Report of the Director-General — Human Resources Develop­
ment: Objectives, Problems and Policies, Report I, Sixth Asian Regional
2 Idem, Proposals for the Formulation and Implementation of an Asian
Manpower Plan, Report IV, Sixth Asian Regional Conference, Tokyo,
3 See Minutes of the 26th Session of the Governing Body, Appendix IV,
Annex, Appendix A, paras. 20-23, pp. 82-83.

26. The resolutions adopted by the Conference are
appende. The Governing Body may wish to authorise
the Director-General to transmit these texts—
(a) to the governments concerned and, through them, to
employers' and workers' organisations; and
(b) to the appropriate international organisations.

Social Security.

27. The resolution concerning social security develop­
ment in Asia was adopted unanimously by the Committee
on Social Security and then adopted without change, also
unanimously, by the Conference in plenary sitting.

28. Its operative part is divided into two sections.
The first of these contains recommendations addressed
to Asian countries. The second invites the Governing
Body to consider a series of suggestions, listed in para­
graphs 22-35 of the resolution, concerning ILO activities
in the field of social security in Asia.

29. The Governing Body may wish to request the
Director-General—

(a) in communicating the resolution to governments, to
draw the special attention of Asian governments to the
recommendations contained in its operative section I;
and
(b) to take account of the suggestions contained in operative
section II of the resolution in developing the future
programme of work of the Office and in submitting pro­
grame proposals to the Governing Body.

Management Development.

30. The Committee on Management Development, and
subsequently the Conference, unanimously adopted the
resolution on management development, with special
reference to personnel policies and practices.

31. The operative part of the resolution consists of a
set of principles and recommendations divided into three
sections. The first is general in scope, the second
is concerned more specifically with management develop­
ment and the third deals with personnel policies and
practices.

32. The recommendations which refer specifically to
ILO action are contained in paragraph 6, which stresses
the role of the Organisation as the appropriate agency to
take the initiative at the regional level and to supply
assistance at the national level in connection with the
establishment of "centralised points of information and
guidance’’; paragraph 13, which urges that special
attention be given by the Office to undertakings of small
and medium size in planning management activities;
paragraph 17, which calls upon the ILO to provide
technical assistance for programmes concerned with
specialised aspects of management training; paragraph 26,
which, after asking Asian countries to consider the
advisability of an expert meeting on a tripartite basis to
examine problems of personnel management training in
an Asian context, suggests that the Office might be
requested to organise such a meeting; and paragraph 27,
which calls upon the ILO, in collaboration with other
international organisations, to develop proposals for
linking academic studies in personnel management with
the practical aspects of industrial activity.

33. The Governing Body may wish to request the
Director-General—

(a) to bear in mind the principles and recommendations set
out in the resolution in all Office activities related to
management development; and

1 Not reproduced here. See Official Bulletin (Geneva, ILO), Vol. LI, 1969,
No. 1, pp. 62-72.
(b) to take account of those recommendations contained in the resolution which refer specifically to ILO action in developing the future programme of work of the Office and in submitting programme proposals to the Governing Body.

The Asian Manpower Plan.

34. The Selection Committee, after discussing the proposals on the Asian Manpower Plan which the Director-General had submitted to the Conference, unanimously adopted and submitted to the latter for adoption the resolution concerning the Asian Manpower Plan. This text was unanimously adopted by the Conference in plenary sitting.

35. In its preamble the resolution, after drawing attention to the seriousness of employment problems in Asia, invoking the principles and objectives of the ILO in the employment field as embodied in the Preamble to the Constitution, the Declaration of Philadelphia and the 1964 Employment Policy Convention and Recommendation, and referring to the recommendations made by the Asian Advisory Committee at its 13th Session, affirms the urgent need for "immediately initiating concerted and effective action by the countries of the region to attain the highest possible level of productive employment in Asia".

36. The operative part of the resolution consists of five sections. In section I the Conference endorses and adopts the concept of an Asian Manpower Plan as a framework for national, regional and international action concerning employment and manpower policies and programmes so as to provide a means of stimulating such action and to co-ordinate, facilitate and harmonise the flow and efficient utilisation of multilateral and bilateral development assistance to the region in this field.

37. Operative sections II and III of the resolution contain appeals addressed respectively to the developing countries of the region and the more highly developed countries of the world. These sections urge the countries concerned to adopt certain measures of national policy designed to further the objectives of the Plan.

38. Section IV calls on all countries of the region to make effective arrangements for participation in the formulation and implementation of the Asian Manpower Plan, and establishes by the ILO and a team of experts which will arrange for the collection and exchange of information relevant to the Asian Manpower Plan and assist countries in the formulation of national manpower policies within this framework and in the evaluation of results achieved. It also invites them to seek financial support from the United Nations Development Programme (UNDP) for the establishment and functioning of this team.

39. Finally, section V invites the Governing Body—

(a) to provide adequate resources enabling the Organisation to discharge effectively its responsibilities in the formulation and implementation of the Asian Manpower Plan;

(b) to take action to speed up implementation of the Resolution adopted by the InternationalLabour Conference at its 52nd Session concerning the outflow of trained and highly qualified personnel from developing countries; and

(c) to instruct the Director-General to make the necessary arrangements for the formulation, adoption and implementation of the Asian Manpower Plan in the framework of the World Employment Programme, and to seek the closest co-operation in the Asian Manpower Plan of other international organisations, including the United Nations Educational, Scientific and Cultural Organisation, the Asian Institute for Economic Development and Planning, the Asian Development Bank, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation, the United Nations International Children's Emergency Fund, the United Nations Industrial Development Organisation, the World Health Organisation and the Colombo Plan, and of bilateral and other programmes of aid to Asian countries.

40. The Governing Body may accordingly wish—

(a) to endorse the concept of an Asian Manpower Plan with the objectives and content outlined in the resolution;

(b) to request the Director-General, when transmitting the resolution concerning the Asian Manpower Plan to the various governments, to draw their special attention to operative sections II, III and IV of the resolution, and particular attention to those provisions of the resolution which concern them more directly; and

(c) to request the Director-General to take full account of the provisions of operative section V of the resolution in developing the Office programme of work, in particular when submitting programme and budget proposals to the Governing Body within the framework of the World Employment Programme.

41. In addition to the resolution concerning the Asian Manpower Plan, the Selection Committee was called upon to consider a second resolution concerning population policy in relation to the Asian Manpower Plan submitted by Mr. Tata, Employers' delegate of India. Following discussion, the draft was adopted without change by the Committee, with two Government members abstaining, and was finally adopted as a Conference resolution, again without change, by 54 votes to nil, with 15 abstentions.

42. The operative part of this resolution consists of two paragraphs. Paragraph 1 urges Asian countries to adopt suitable population policies concurrently with national action under the Asian Manpower Plan and makes various recommendations in that connection. Paragraph 2 requests the Governing Body to authorise the Director-General to assist developing Asian countries, on request, and as a complement to the Asian Manpower Plan, in dealing with population problems in the fields of ILO competence and in full co-operation with the other agencies of the United Nations system. It may be noted that the Governing Body is called upon to examine, under the fourth item on the agenda of its present session, a paper outlining in a general way the possible scope for action by the ILO, within its sphere of competence, in regard to population problems.

43. The Governing Body will no doubt wish to authorise the Director-General to take account of operative paragraph 2 of the resolution concerning the Asian Manpower Plan and population policy in formulating the programme of work of the Office in connection with the formulation and implementation of the Asian Manpower Plan.

Resolutions concerning Questions Not Included in the Agenda.

44. As mentioned above, the Conference had before it two resolutions concerning questions not included in the Conference agenda submitted in accordance with article 13 of the Rules concerning the Powers, Functions and Procedure of Regional Conferences, which it referred to the Selection Committee for consideration. Both of these resolutions were submitted jointly by Mr. Abid Ali, Workers' delegate of India, and Mr. Thondaman, Workers' delegate of Ceylon. They dealt respectively with freedom of association in Asia and the promotion of industrial relations in Asia.

45. Following discussion, a revised text of the original draft resolution on freedom of association was agreed upon in the Committee and submitted to the Conference, which adopted it unanimously in plenary sitting.

46. The preamble of this resolution emphasises the importance of strong, responsible and democratic organisations of employers and workers as a basic condition for
the establishment of good systems of labour-management relations and, in so doing, lays particular stress on the free exercise of trade union rights by workers of public industrial undertakings and refers in this connection to the convention adopted by the Asian Advisory Committee at its 13th session. After noting the unsatisfactory situation in several Asian countries as regards the application of the Conventions and Freedom of Association, the resolution commends the decision of the Governing Body to establish a Joint Committee on the Public Service and expresses the hope that it will be convened as soon as possible.

47. In this latter connection, the Director-General intends to include in his 1970-71 programme and budget proposals provision for a first meeting of the Joint Committee and is submitting to the Governing Body at its present session, in another paper, proposals concerning the agenda for such a meeting.

48. In its operative paragraph, the resolution appeals to member States in Asia to ratify the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), and to undertake such measures as may be necessary for their effective implementation both in the private and in the public sector.

49. The Governing Body may wish to request the Director-General, in communicating the resolution concerning freedom of association in Asia to governments, to draw their special attention to the appeal contained in the operative paragraph of the resolution.

50. As regards the draft resolution concerning the promotion of industrial relations in Asia, the Selection Committee was informed that a resolution on similar lines had been submitted to the International Labour Conference in 1968 but had not been considered for lack of time. In these circumstances the Committee decided not to consider the matter further and to recommend the Governing Body to consider the whole subject at an early session. The Conference in plenary sitting endorsed that recommendation.

Closing Speeches

51. At the final sitting of the Conference Mr. Nasr and Mr. Morris, speaking as members of the Governing Body delegation, and the three Vice-Presidents of the Conference made speeches in which they expressed deep appreciation of the splendid hospitality extended to all participants by the host government and the warm welcome they had received in Japanese employers' and workers' circles. They paid tribute to the earnest, co-operative and constructive spirit which had prevailed throughout the Conference's deliberations under the exceptionally able guidance of its President, Dr. Nakayama. The Director-General, speaking as Secretary-General of the Conference, thanked the officers of the committees and the secretariat staff for the manner in which they had performed their task. He addressed special thanks to Mr. Ogawa, Minister of Labour of Japan and Honorary President of the Conference, for all that he had done to ensure the efficient running of the Conference and to create a climate of co-operation that made it possible for us to hold the Conference in Tokyo. More recently, in 1965, the ILO's Asian Maritime Conference was held in the same building. The ILO therefore feels very much at home in Tokyo. And Japan, for her part, has more than demonstrated her willingness to provide the Japanese Government, the helpfulness and willingness of the Japanese officials who have been associated with my staff and with the Officers of the Conference, not to mention the warm welcome extended to all participants by the Japanese authorities, as well as by the employers' and workers' organisations here, I have every reason to believe in the efficiency of the running of the Conference and to create a climate of co-operation that makes it possible for us to hold our work to a successful conclusion.

This is not, of course, the first time that Japan has played host to an ILO Conference in Asia. Already in 1953, when Japan was still engaged in the process of reconstruction following the devastations of the Second World War, she held an historic position in the development of the ILO. This has meant, in particular, that technical co-operation has tended to become a major instrument at the disposal of the ILO. Successfully resisting the pressures of political tensions, the Conference had concentrated on the urgent problems facing Asia and, in particular, in its efforts towards achieving world peace on the basis of justice and equality. The exceptionally warm and friendly atmosphere which had prevailed throughout augured well for the future of a region whose peoples had now learned from bitter experience how to manage their affairs themselves.

ANNEX

Reply of the Director-General to the Discussion on His Report to the Sixth Asian Regional Conference

In the six years that have passed since the last Asian Regional Conference, Asia has made progress in the establishment of good industrial relations and, in so doing, lays particular stress on the free exercise of trade union rights by workers of public industrial undertakings and refers in this connection to the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), and to their special attention to the appeal contained in the operative paragraph of the resolution.

52. The President thanked the preceding speakers for their kind remarks and, in turn, thanked all participants for their willing and efficient co-operation. The work of the Conference has been characterised by a spirit of tolerance and cordiality worthy of the best traditions of the ILO. Successfully resisting the pressures of political tensions, the Conference had concentrated on the urgent problems facing Asia and, in particular, in its efforts towards achieving world peace on the basis of justice and equality. The exceptionally warm and friendly atmosphere which had prevailed throughout augured well for the future of a region whose peoples had now learned from bitter experience how to manage their affairs themselves.

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the present United Nations Development Decade when it
to accomplish. The development and fuller utilisation
that economic development achieves its
the struggle of Asian countries for greatly improved stan­
the resources that they have in greatest abundance—their
the failure of Asian countries to use to the full
history—namely the development and utilisation of human
the ILO human resources are not
" human resources " means men and women. For us the aim
merely inputs in the production process. For us the term
Poverty, backwardness and inequality of opportunity that
resources. The failure of Asian countries to use to the full
the least fortunate
the same time, for us in the ILO human resources are not
existence of a skilled, literate, industrious labour force can
the involvement and commitment not only of Ministers of
labour and also of national planning authorities and of all
development policies will all need to be examined and re-examined
However, the decisions that you have just taken in this matter,
because, after all, I must feel myself very much bound not
by the letter but by the spirit in which it has been taken.
the governments have given it,
employment objectives of the Plan.
From the ILO in furthering social progress.
their less developed neighbours.
for training and a sharing of experience in tackling the
as well as production. Investment and dis­
that the Plan has been
more widespread, while standards of
and shelter and health for the vast majority of Asia's
the past thirty years.
These facts of contemporary life in Asia only serve to
undertaken in the different regions of the world, it will make.
regional components of the World Employment Programme
impossible. But Asian countries will be bound together by
At the very least, there will have to be a sharing of facilities
among Asian countries than has yet been the case.
For us the aim of the Plan will fall. By deciding to move forward with
the light of their potential contribution to employment
centric and skill forming.
new developments in this field are most encouraging. Undernourishment
areas at an extremely low level, although recent develop­
on which two-thirds of Asia's population depend for their
adverse terms of trade have all but cancelled out the benefits
at the same rate. That is natural. The great economic and
will not be able to follow identical policies or to move forward
new strategy for
the Plan will also make new
domestic and public sector employment and the
involvement and commitment not only of Ministers of
the ILO in Asia—or, in truth, by the ILO
steps to ensure the achievement of the Plan, after the reflection that
governments have given to it, governments have committed themselves to reorienting their policies for development towards the highest possible levels of employment that are economically and socially feasible at any point of time. This does not, of course, mean that employment has to be bought at the cost of lower productivity, since this would be self-defeating. But it does mean, as I understand it, that the test of development policies will have to be their results in respect of employment as well as production. In individual countries, these development policies will all need to be examined and re-examined
in the light of their potential contribution to employment
centric and skill forming.

The Asian Manpower Plan involves a further important commitment for governments—a commitment to co-ordinate and harmonise their policies and efforts to increase employment. It is not in order to pay lip service to the principle of co-ordination that governments have given the name of Asian Manpower Plan. The Plan implies a truly collective effort among all Asian countries to develop and employ more human resources and to make a far greater effort of collective action and pooling of resources among Asian countries than has yet been the case.
At the very least, there will have to be a sharing of facilities for training and a sharing of information and know-how.
it possible to develop a truly inter-regional, world-wide approach to the problem and to pool the experience and resources of the whole world in an attempt to provide more employment and so to raise living standards everywhere.

The ILO has a special responsibility in putting this Plan into operation; but it is important to remember, too, that the employers and workers of Asia have also committed themselves to this Plan at this Conference. In his most interesting statement in the plenary sitting, Mr. Shand, the Minister of Labour of New Zealand, rightly stressed the importance of the active participation of employers and workers in implementing the Plan. As the Plan becomes operative, he said, not just when targets have been set, but when individuals start out confidently to meet these targets. To a certain extent it is for governments to create the right environment. But at the same time it must be the responsibility of the world as a whole. To realise that greater employment opportunities will lead to greater opportunities for advancement and betterment, but that, at the same time, there is a need for greater discipline and application to work. Thus trade unions and employers’ organisations have a vital role to play in co-operating in good faith in the elaboration and implementation of employment policies.

For the ILO, too, the challenge is immense. The Plan represents a radical new departure in our action in this regard. It represents an innovation in the method of thinking and attitudes. We have, of course, acquired considerable experience in manpower planning and vocational training programmes over the years; but for the ILO Plan presents challenging new opportunities for action. We shall now have to organise our means of action differently; our staff work and trips and expert meetings will have to be organised for the purposes of defining and determining what can and should be achieved in a given period of time. We shall have to be in a position to match the will and the capacity of countries. We are especially, the technical expertise necessary to devise and implement new types of policies. But, above all, the ILO will have to serve as an effective vehicle for co-operation and concerted action by its Asian member States, and in this respect it will have to help to draw up a common approach to employment and training policies; provide facilities for the pooling of knowledge and resources among Asian countries to implement these policies; facilitate and Encourage exchanges of experience, particularly between the richer and the less developed countries of the region; stimulate national action to achieve the targets which each country will have set for itself; enable countries of the region to assess the progress achieved in working towards these targets; and suggest corrective action to overcome the obstacles that will certainly arise. And by placing the Asian Manpower Plan in the framework of a world-wide employment programme we can make the attainment of employment goals in Asia and other developing regions the business and responsibility of the world as a whole.

While the ILO will have a central responsibility among international organisations in assisting its member States in this way, it will, as has been rightly stressed both in this debate and during the discussions in the Selection Committee, have to rely heavily on the active support and participation of many other agencies and organisations. We have to attempt, and should not attempt, under the Asian Manpower Plan or the World Employment Programme, to co-ordinate action in isolation from other economic and social development, a point which was extremely well made in the interventions this morning. What we must attempt to do at every level—at the national, regional and international—before we undertake the manpower employment dimension is being elaborated by the United Nations for the Second Development Decade, lies squarely with governments. A truly worldwide co-operative effort is needed to ensure that the ILO plan and the World Employment Programme are closely linked and combined with similar ventures of the United Nations Economic Commission for Asia and the Far East, the Colombo Plan and the Asian Productivity Organisation—should all be united in one all-embracing campaign for a new and concerted drive towards world-wide peace and prosperity, is only possible if governments are prepared to co-operate; if they are prepared to undertake the necessary national measures and reforms in their own countries; and if they are willing to place more substantial measure of confidence in the United Nations family of organisations as a means of bringing about the changes they need in the struggle for higher living standards for all men.

It is important, I think, to see this Asian Manpower Plan that you have just adopted in this broad context. The Plan is not an empty slogan dreamed up by some international bureaucrats, as some people think or have thought. The Plan is part and parcel of a new universal drive for more rapid development and greater prosperity for all. We must not forget the proposals that I placed before this Conference, and which you adopted just a few months ago, were prepared in response to specific and urgent requests made by many agencies, such as the ILO. Asian States, employers and by Asian workers, first at the Fifth Asian Regional Conference held in Melbourne in 1962 and, more specifically, at the 13th Session of the Asian Advisory Commission held in Singapore in 1963. It is also clear that by proposing a plan we have found a panacea to Asia’s problems. We have so far merely decided to take a first step, a new and concerted drive towards world-wide peace and prosperity. We have thereby taken a very painstaking hard work of a very practical nature is required of the ILO, of Asian governments, of workers and employers before the Plan begins to have any visible impact on the standards of living of Asian people. It would obviously be premature at this stage to forecast in detail what this will consist of and how the objectives of the Plan will be achieved. But what I can say is that the recent visit to Asian countries, which the Asian peasant, who is generally supposed to resist any form of change, is becoming increasingly receptive to new methods of production. It is generally supposed to resist any form of change, is becoming increasingly receptive to new methods of production. It is important, I think, to see this Asian Manpower Plan that you have just adopted in this broad context. The Plan is not an empty slogan dreamed up by some international bureaucrats, as some people think or have thought. The Plan is part and parcel of a new universal drive for more rapid development and greater prosperity for all. We must not forget the proposals that I placed before this Conference, and which you adopted just a few months ago, were prepared in response to specific and urgent requests made by many agencies, such as the ILO. Asian States, employers and by Asian workers, first at the Fifth Asian Regional Conference held in Melbourne in 1962 and, more specifically, at the 13th Session of the Asian Advisory Commission held in Singapore in 1963. It is also clear that by proposing a plan we have found a panacea to Asia’s problems. We have so far merely decided to take a first step, a new and concerted drive towards world-wide peace and prosperity. We have thereby taken a very
rural dwellers into the mainstream of modern economic life. It is for this reason that rural development will figure very prominently in the Asian Manpower Plan and that we shall rely very much on development. In this connexion, the Food and Agriculture Organisation of the United Nations in promoting the Plan.

This does not, of course, mean that the possibilities of high-cost, significant production in industrial areas should be neglected in any employment policy. In this connection, there is a danger that governmentsler and entrepreneurs will be reluctant to take a further step, to make employment the basis of intensive production techniques simply to keep down labour costs. This, as stated by Mr. Mathur, the representative of the International Confederation of Free Trade Unions in his statement of 7th of August, will be a danger if industrialisation, since it would both dissociate industrial development from social progress and continue to restrict the process of industrialisation, as we are doing in the post-war period. For any industry will be able to absorb directly only a limited amount of manpower, and its indirect employment-creating effects in other sectors will only become fully apparent over a relatively long time-span. Therefore, and I am glad to see that the Conference feels the same way, that industrialisation, while of vital importance for economic development, needs to be accompanied in Asia probably more in any other region, by a determined policy of rural development.

A second major emphasis of the Asian Manpower Plan will be on education, training, and employment of youth. Here, too, I have taken note of the vigorous statements made on this question by many delegates, including especially Mr. Tabibi, the Government delegate of Afghanistan, and Mr. Tata, the Employers' delegate of India. I agree with both of them that the unemployed youth—especially the educated unemployed—constitute one of the biggest threats to social progress and social development. It was to approach my colleague, the Director-General of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) on this question before I came to Asia, and I am encouraged that UNESCO, once we adopt the Plan here, which we have done, will participate with us in our work on the Asian Manpower Plan. I think this will be of great use to us. I know that Mr. Mathur is correct when he says that a large part of the youth problem in Asia is caused by the absence of a "vocational bias" in the educational system, and I think that this is a point of balance in educational policy which must be driven home at every possible opportunity. However, I think Mr. Tata and others would agree with me if I say that the problem is not only one of young people whose formal education has been wrongly oriented. There is also the even more serious problem of the increasing number of young people who are entering the labour market today with little or no formal education; action is required here, too. The problem we have to face is how to harness the energies and the vitality of these different categories of young people to constructive tasks of national development. The Plan is designed to carry forward, that part of our responsibility under this Plan.

Thirdly, several speakers have referred to the use of labour-intensive public works programmes as a short-term means of giving employment to large numbers of unemployed. This will clearly be an essential ingredient of our Plan wherever such programmes can serve a clearly useful economic or social purpose--such as land clearance or irrigation in rural areas, or in the construction of low-cost housing. As a first step in the examination of this question, the ILO is convening in a few weeks' time a technical meeting on different categories of young people to constructive tasks of modernisation to a small sector of the economy. But in the Asian countries, there is, I believe, a growing recognition of the need to pool their resources and their experience, and to take a more positive and co-operative approach to the problem, for all Asian peoples. The ILO is your instrument, and I would like this point to be underscored and understood, the ILO is your instrument for such co-operation in matters of education and action. I am encouraged that the Conference will be aware that in the next few years the presence of the ILO will be greatly strengthened by the decentralisation to Asia of many of the functions now being performed by headquarters in Geneva. In response to your request, I will strengthen the ILO's technical staff in this region, so that technical services can be made directly and immediately available to Asian countries, more especially to develop countries. I hope that this process of decentralisation will make it possible for the ILO to make a more direct and positive contribution to improving existing facilities and to helping the establishment of new ones, to co-ordinating its activities with international and regional organisations working in the region, and to promoting collective action by Asian countries in their struggle for the greater prosperity of the region as a whole.

Mr. President, this Conference, I believe, has sown new seeds of hope for a brighter future for Asia. It has added new dimensions to the work of the ILO and to the tasks facing the Asian countries both collectively and individually. It is now for each one of us to ensure that the work we have been doing will bear the fruits of the hopes we have aroused will not be frustrated or disappointed.

As we return to our homes to carry out this task I hope that we shall be able to report some progress, to the country which has been our host for the past two weeks. During my stay in Japan I have been fortunate enough to visit Nara, the centre of Japan's ancient and still flourishing civilisation. I learned there, only the day before yesterday, the philosophy of Prince Shotoku, as expressed in his Code of Moral Discipline drawn up more than 1,300 years ago and which, I understand, still inspires the behaviour and daily life of Japanese people. In particular, I commend the reading of these principles to this Conference. I would particularly emphasise the precept which I found in the foremost place among the precepts of Prince Shotoku. I think this is the first principle and this is what Prince Shotoku said: "If the Government can bring the people together in a friendly and businesslike approach. It has, moreover, shown that the Asian countries appreciate more and more the importance of co-operation among themselves, of concerted and purposeful action at the regional rather than at the purely national level in tackling their problems. In spite of all the political, cultural, and ideological differences between States, there is, I believe, a growing recognition of the need to pool their resources and their experience, and to take a more positive and co-operative approach to the problem, for all Asian peoples. The ILO is your instrument, and I would like this point to be underscored and understood, the ILO is your instrument for such co-operation in matters of education and action. I am encouraged that the Conference will be aware that in the next few years the presence of the ILO will be greatly strengthened by the decentralisation to Asia of many of the functions now being performed by headquarters in Geneva. In response to your request, I will strengthen the ILO's technical staff in this region, so that technical services can be made directly and immediately available to Asian countries, more especially to develop countries. I hope that this process of decentralisation will make it possible for the ILO to make a more direct and positive contribution to improving existing facilities and to helping the establishment of new ones, to co-ordinating its activities with international and regional organisations working in the region, and to promoting collective action by Asian countries in their struggle for the greater prosperity of the region as a whole.

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APPENDIX VIII

Eighth Item on the Agenda: Report of the Technical Meeting of Experts on the Organisation and Planning of Vocational Training

1. In accordance with decisions taken by the Governing Body at its 167th, 168th and 169th Sessions, a Technical Meeting of Experts on the Organisation and Planning of Vocational Training was held in Geneva from 20 November to 1 December 1967. The experts' report is appended.3

2. It is proposed, subject to the approval of the Governing Body, to submit the conclusions reached by the experts to a series of regional seminars financed with United Nations Development Programme funds. This would make it possible to test the validity of the conclusions and to elaborate them further.

3. The Governing Body may wish:

(a) to take note of the report of the Technical Meeting of Experts on the Organisation and Planning of Vocational Training;

(b) to authorise the Director-General to communicate the experts' report to the governments of member States, and through them to Trade Unions and workers' organisations, and to submit the experts' conclusions to such regional meetings as may be organised for the purpose of testing their validity and elaborating them further.

First supplementary note

STATEMENT BY THE OBSERVER REPRESENTING THE WORLD FEDERATION OF TRADE UNIONS

The following statement by the observer representing the World Federation of Trade Unions (WFTU) is circulated with the permission of the Officers of the Governing Body:

(Translation)

Item 5 of the Agenda: Report of the Technical Meeting of Experts on the Organisation and Planning of Vocational Training

The World Federation of Trade Unions has taken cognisance with interest of the report of the experts and the proposals for ILO activities contained in the Office paper. Everyone now realises the importance of vocational training, and the opinions contained in the report are certainly a contribution to the study of the methodology of vocational training. They will doubtless be useful for the activities envisaged in paragraph 3 (b) of the paper before the Governing Body.

With regard to the problem of the organisation of vocational training as a whole and the attitude of the trade union organisations, the World Federation of Trade Unions has available for members of the Governing Body the "Vocational Training Charter" adopted by the World Conference of Trade Unions on 4 February 1968 in Turin (Italy).

The WFTU desires, however, to put forward some proposals in connection with what is said in paragraphs 189 to 196 of the experts' report.

The WFTU is of the opinion that legislative and operational measures should be taken by the International Labour Organisation and the International Labour Office.

The World Conference of Trade Unions on vocational training, which was attended by representatives of 64 countries belonging to more than 90 national and international trade union organisations, requested the ILO to adopt the "Vocational Training Charter" on the right of all workers to vocational training and ongoing vocational education, to retraining and to advanced technical training without distinction of nationality, race, sex or social origin, this right being one of the essential elements in the achievement of the right to work. The WFTU proposes that the ILO should proceed to meet:

1. an analysis on the observance of the rights and the participation of trade union organisations in the formulation and implementation of programmes of vocational education, guidance and training;

2. a CIRF law and practice report on vocational training and on the status of the members of the WFTU;

3. specialised study for the possibilities of and facilities for vocational training for migrant workers (Europe, Africa, Latin America, Asia), both in the emigration and in the immigration countries;

4. an extension and intensification of its operational activities in order to meet the numerous vocational training requirements in the developing countries.

On the occasion of missions by technical co-operation and assistance provided by ILO and the other specialised agencies, and in order to relate national and international training institutions more closely to the countries' economic and social development requirements.

The ILO should make greater use of trade union experts on vocational training, who should be consulted for among the trade union organisations without discrimination of any kind.

The ILO should take the initiative in co-ordinating its technical co-operation activities with those of the other specialised agencies of the United Nations having an interest in vocational training, training and retraining and in advancing technical training (e.g. the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the United Nations Industrial Development Organisation (UNIDO), the United Nations Conference on Trade and Development (UNCTAD) and the Food and Agriculture Organisation of the United Nations (FAO)), both at the inter-organisational level and at the national level, in accordance with national development demands, plans and programmes.

Co-ordination and concentration of the efforts of the specialised agencies may help to make good the gaps and in the lack of experience at the national level. Co-ordination might even result in an inter-organisational agreement on a single authority to manage the United Nations vocational training effort. The ILO and UNESCO, within the framework of technical co-operation, should seek ways and means of co-ordinating their efforts to combat illiteracy.

A particularly important role falls to the ILO International Centre for Advanced Technical and Vocational Training, in the management of which competent representatives of the trade unions should be given a hand, without any discrimination. The Centre ought in addition to become a meeting place for trade union experts in vocational training and advanced technical training, particularly for the exchange of experience on a continental basis.

1. Sixth sitting.


Second supplementary note
COMMUNICATION ADDRESSED TO THE DIRECTOR-GENERAL
BY THE EMPLOYER VICE-CHAIRMAN
OF THE GOVERNING BODY

1. The Director-General has received a letter from Mr. Waline, Employer Vice-Chairman of the Governing Body, referring to the statement which he made on behalf of the Employers' group at the last session, when the report of the Technical Meeting of Experts on the Organisation and Planning of Vocational Training was before the Governing Body for consideration. Following that statement the discussion was, at Mr. Mori's request, adjourned to the present session. Mr. Waline accordingly asks that the record of his remarks as it appears in the draft minutes of the 172nd Session should now be circulated to the Governing Body in order to avoid the need for a restatement of the Employers' views at the present session while at the same time reminding the Governing Body of what those views were, it being understood that individual Employer members might still wish to elaborate on them further during the debate at the current session.

2. The relevant extract from the draft minutes of the 172nd Session is accordingly appended to this note.¹

¹ Not reproduced here. See Minutes of the 172nd Session of the Governing Body, first sitting, p. 9.
APPENDIX IX

Ninth Item on the Agenda: Report of the Technical Meeting on the Problems of Nomadism in the Sahelian Region of Africa

1. The Technical Meeting on the Problems of Nomadism in the Sahelian Region of Africa was held in Niamey from 9 to 20 September 1968. Its agenda was as follows:

I. Integration and sedentarisation of nomads in the Sahelian region.
II. Study of international programmes relating to integration and sedentarisation of nomads.

2. The meeting was attended by twelve experts appointed in an individual capacity by the Governments of Chad, Ethiopia, Mali, Mauritania, Niger, Somalia and Sudan and by representatives of the United Nations, the United Nations Development Programme, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation and the World Health Organisation.

3. The views and conclusions of the experts on the matters on the agenda of the meeting are set out in the appended report. It will be seen from paragraph 59 that there was general agreement on the need to examine, in the light of the provisions of the Indigenous and Tribal Populations Recommendation, 1957 (No. 104), the possibility of organising with ILO assistance an intergovernmental conference at the ministerial level, with a view to reaching a formal agreement between the Sahelian countries on the promotion of the economic and social development of the semi-nomadic groups whose traditional territories lie across the frontiers between those countries. The Director-General will examine at the appropriate time, in collaboration with the other international organisations and the governments concerned, the possibility of organising such a meeting.

4. The Governing Body may wish:
   (a) to request the Director-General to convey its thanks to the Government of Niger for its generous invitation to the International Labour Office to hold this meeting in Niamey and for the various facilities provided;
   (b) to take note of the report of the Technical Meeting on the Problems of Nomadism in the Sahelian Region of Africa;
   (c) to authorise the Director-General to communicate the report to the governments of member States, to the Secretary-General of the United Nations and to the international organisations concerned;
   (d) to request the Director-General to examine, in collaboration with the international and regional organisations concerned and with the governments of the countries of the Sahelian region, the possibility of organising an intergovernmental conference at the ministerial level as proposed in paragraph 3.

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1 See fourth sitting.
Tenth Item on the Agenda: Report of the Meeting of Experts on Programming of Pre-Vocational Training Schemes

[At its fourth sitting the Governing Body decided, without discussion, to postpone consideration of the report of the Meeting of Experts on Programming of Pre-Vocational Training Schemes until its 174th Session. The report is accordingly not reproduced here.]


Eleventh Item on the Agenda: Report of the Meeting of Experts on Statistics of Wages and Employee Income

[At its fourth sitting the Governing Body decided, without discussion, to postpone consideration of the report of the Meeting of Experts on Statistics of Wages and Employee Income until its 174th Session. The report is accordingly not reproduced here.]

APPENDIX XII

Twelfth Item on the Agenda: Report of the Meeting on Conditions of Work in the Inland Water Transport Industry

[At its fourth sitting the Governing Body decided, without discussion, to postpone consideration of the report of the Meeting on Conditions of Work in the Inland Water Transport Industry until its 174th Session. The report is accordingly not reproduced here.¹]


APPENDIX XIII

Thirteenth Item on the Agenda: Report of the Meeting of Experts on Co-operation

[At its fourth sitting the Governing Body decided, without discussion, to postpone consideration of the report of the Meeting of Experts on Co-operation until its 174th Session. The report is accordingly not reproduced here.¹]

APPENDIX XIV

Fourteenth Item on the Agenda: ILO Programme on Automation

1. At the 170th Session of the Governing Body (November 1967) the report of the Meeting of Experts on Programmes of Adjustment to Automation and Advanced Technological Change was reviewed and the Director-General was authorised to communicate the report to the governments of States Members of the Organisation. During the review of the report, members of the Governing Body expressed their views on the experts' recommendations concerning ILO action in this field. In the light of the divergence of views, the Governing Body requested the Director-General "to submit as soon as possible a programme of action based on the recommendations of the experts". This paper is submitted in response to that request.

2. It will be recalled that the recommendations of the experts concerning ILO activities were summarised as follows in the paper considered by the Governing Body at the 170th Session:

(a) the conclusions and recommendations of the meeting should be widely circulated to appropriate government agencies, employers' and workers' organisations, and the general public;
(b) consideration should be given to the establishment of a permanent advisory body in the field of manpower adjustment programmes;
(c) the ILO can assist research in the field by collecting necessary statistics, by carrying out research projects, by stimulating and assisting research undertaken by outside groups, and by organising and financing projects undertaken by independent bodies;
(d) the collection and dissemination of material such as bibliographies, literature surveys, reports on research in progress and abstracts of important publications are useful activities;
(e) seminars and symposia may provide a useful technique for exploring the problems of technological change and ensuring an exchange of information among countries;
(f) the ILO might undertake to provide technical assistance concerning manpower adjustment techniques when requested;
(g) consideration might be given by the Governing Body to a discussion at the International Labour Conference of a co-ordinated set of guidelines concerning manpower adjustment programmes.

3. This paper proposes a programme of action for the ILO in the field of automation which takes account of the experts' recommendations and the over-all orientation of ILO activities and is based on a reasonable expectation of the resources likely to be available.

4. The word "automation" is used to convey a variety of meanings. It is most properly applied to a small group of sophisticated machines (such as computers and numerically controlled machine tools). Its meaning may reasonably be extended, as it often is in common usage, to include other types of advanced technology. It would be an error, however, to make the word synonymous with all kinds of technological change. For the purposes of the ILO programme in this field, "automation" should be taken to include all types of advanced technology, whether they fall within a strict definition of the word or not.

5. There are often advantages to automation (or "advanced technological change"). For example, some activities which would not otherwise be possible can now be undertaken. Some new occupations and even new industries have been created. In addition, the economic advantages of lower unit costs of production, better quality, speedier results, etc., generally bring benefits to society.

6. At the same time, automation has other effects which create difficulties in the social field. In the light of the ILO's objective of helping to overcome problems affecting wage and salary earners, it is to these issues that most attention is directed.

7. The first aim of an automation programme must be to secure a better understanding of the effects and implications of this new technology. The impact of the latter is visible primarily at the plant level, and the major emphasis of the ILO programme should be directed to such issues. However, automation has also had a limited impact at other levels, and consideration of this impact and of its implications for the future must also form part of the programme. This would involve consideration of the implications of automation for particular industries, for the entire economy and on an international basis. The effects of automation must be considered also from a third point of view, i.e. in terms of the implications for institutions (employers' organisations, workers' organisations, labour-management relations systems, etc.).

8. Closely tied to an examination of effects is the need to study programmes which can serve to mitigate or even avoid the negative impact of automation. It is not adequate to suggest that hardships which may arise from new technology represent a price which must be paid in order to secure its advantages. As the experts stated 1:

"It is urged that the benefits of advanced technology including automation be widely shared by all members of society rather than accruing only to workers and employers directly involved. At the same time, the hardships resulting from technological change should not fall heavily on a few but should be costs shared by the community as a whole." Thus the second objective of ILO efforts in the field of automation must relate to ameliorative measures, i.e. to adjustment programmes.

9. Some persons have argued that if adjustment costs are too high automation becomes uneconomic and progress is stopped or slowed down. However, it is clear, on the other hand, that opposition to change also entails heavy costs because workers and managers do not cooperate in utilising the new technology to the full. An adequate adjustment programme can be expected to reduce opposition to change and consequently to increase the pace of technological advance.

10. Some of the problems associated with advanced technology are similar to those arising from other types of technological change. For the purposes of the ILO programme in this field, "automation" should be taken to include all types of advanced technology, whether they fall within a strict definition of the word or not.

1. See fourth sitting.
4. Ibid, fourth sitting, p. 27.
5. Ibid, fourth sitting, p. 27.
6. With respect to developing countries, questions concerning the choice of appropriate technology in order to maximise economic growth while minimising adverse social consequence are of concern within the framework of the World Employment Programme.
of change; other problems appear to be specific to automatica.

It is accordingly essential that persons responsible for making decisions on economic and social questions should have up-to-date information, in order that they may meet the demands which will arise during the coming decades as the new technology becomes more widespread and is applied in additional industries. Thus government officials, management personnel, and others will benefit from the international experience which the ILO can make available as regards both the implications of automation and programmes to meet its impact. It is towards this objective that the ILO's automation activities are directed, and which are most appropriately be directed.

11. The introduction of advanced technology in industrialised countries often involves the modernisation of existing facilities; sometimes, however, the new technology is intended for use in new establishments. In developing countries, while advanced technology is more likely to be introduced in new establishments, there are instances of its introduction in existing establishments. There are therefore similarities between the problems which arise in different types of economies, and the experience gained in industrialised countries is applicable, with appropriate modifications, to the problems of developing countries. Certain aspects of particular problems may differ in importance in various countries, according to their stage of development, political structure, cultural background, etc., and these differences must be recognised because of their effect on the development of problems and on the types of programmes which are appropriate. ILO activities will normally be directed to particular problem areas and as a consequence will relate, as required, to both industrialised and developing countries.

12. As regards specific types of ILO action, the experts' recommendations, as summarised in paragraph 2 above, will be reviewed seriatim.

13. The conclusions and recommendations of the meeting have already been communicated to the State Members, in the form of a resolution, with the request that they be transmitted to employers' and workers' organisations, and to institutions concerned with automation. Furthermore, the report of the meeting will be used in connection with sessions of Industrial Commissions and will form the basis of seminars and workers' education programmes as occasion demands. In consideration of the broad scope of these conclusions and recommendations, and in the light of increasing interest in manpower adjustment programmes, it is highly desirable that the report should receive widespread circulation. In this connexion, the symposia and seminars mentioned in paragraph 17 provide a technique for bringing the experts' work to the attention of appropriate persons in different countries.

14. The proposal for a permanent advisory body in the field of manpower adjustment programmes would permit a continued effort to be made of the effects of technological developments and would provide a mechanism whereby modifications could be proposed to the adjustment programmes recommended by the 1967 Meeting of Experts. However, in bringing together persons with different backgrounds and with expert competence in different types of adjustment programmes (unemployment insurance, training, collective bargaining arrangements, etc.) there is the likelihood that particular subjects could not be examined in depth. Furthermore, greater flexibility is available under the present practice of organising expert meetings as required, since this permits a meeting to be held on a technical subject or on a more general topic in accordance with particular needs. For these reasons a permanent advisory body in the field of manpower adjustment programmes is not recommended at this time.

15. The ILO has a clear responsibility in the field of research. All the techniques suggested by the experts are essential in this broader framework, and different methods of carrying out research (by ILO staff, by outside groups, etc.) will be utilised according to requirements. As stated in paragraphs 7 and 8, the ILO programme can most appropriately focus on the effects and implications of automation and programmes to meet its impact. Research will necessarily relate to these broad areas, and it can be expected that such research will increasingly be directed to developing countries. The Office will continue its programme of collecting available statistics on the questions which are basic in this field.

16. The role of the ILO in the collection and dissemination of information has long been recognised. An international bibliography of the social aspects of automation was published in 1963 and revised in 1966; it will shortly undergo a second revision. It is suggested that this bibliography be continued. The abstracts of important books and articles dealing with this question which are published at six-monthly intervals in the International Labour Review will also be continued. It is proposed to carry out literature surveys and to provide reports on research in progress on relevant questions. Furthermore, the bulletin series entitled Labour and Automatica is expected to be continued for several years at least, in order to provide a medium for the publication of significant studies on automation issues.

17. The utilisation of seminars and symposia as a means of exploring problems of technological change and providing information to policy makers holds substantial promise. Such meetings would not seek to draw up commonly accepted proposals or recommendations but would serve rather as educational meetings designed to help the participants to develop a broader and deeper understanding of the issues relating to current rapid technological change throughout the world. The meetings could bring together persons with a similar background (the meeting might be organised by the Workers' Education Branch) or persons with a common interest in a specific topic (such as collective bargaining). Such meetings could explore questions in depth in order to assist in the development of programmes to meet the consequences of advanced technology.

18. Although no requests for technical assistance relating to manpower adjustment techniques have been implemented to date, it is inconceivable that such requests may not be received in the future. In this connexion requests may be received in the future. It would be necessary to examine each request in the light of its urgency, what might be accomplished and the financial implications. Within these general limitations, however, it is suggested that the Office look with favour on requests for assistance which may be made in this field. It is not possible at this time to go into sufficiently concrete terms to permit the development of a project with a clearly defined objective.

19. The experts suggested that consideration might be given to a discussion by the International Labour Conference of a co-ordinated set of guidelines concerning manpower adjustment programmes. Such a discussion could be undertaken in connection with the adoption of a formal instrument or within some other framework. It should be noted that the proposals of the experts regarding such adjustment programmes encompass topics which have already been the subject of Conference action (for example through the Employment Policy Recommendation, 1964, the International Convention on Employment Policy Recommendation, 1963, and the Vocational Training Recommendation, 1962) as well as topics which have not been dealt with in official instruments (for example issues arising at plant level from the introduction of new technology). It will be recalled also that at its 30th (1956) Session the International Labour Conference adopted a resolution on automation and that, in response to the Report of the Director-General to the 40th (1957) Session of the Conference, which dealt with the labour and social implications of automation, there was an extensive debate on the subject.
at that session. Furthermore, "Social consequences of technological progress at the level of the undertaking" was among the subjects considered for the agenda of the 48th (1964) and 49th (1965) Sessions of the International Labour Conference. However, this subject was not retained for Conference action for a variety of reasons, one of which was the new impetus then being given to ILO action in the field of automation.

20. "Manpower adjustment programmes"—the topic suggested by the experts—obviously covers a broader field than "Social consequences of technological progress at the level of the undertaking" since it also includes programmes relating to a particular industry and national programmes. Many of these broader issues will be reviewed at the Second European Regional Conference this year. In view of these diverse considerations, no recommendation is being made at this time concerning the advisability of a discussion of manpower adjustment programmes at the International Labour Conference.

21. The Governing Body is invited to consider and take note of the proposed programme of ILO action in the field of automation outlined above.

1 Minutes of the 153rd Session of the Governing Body, first sitting, pp. 14-17, second sitting, pp. 18-19, and Appendix II, paras. 35-52, pp. 70-72, and Minutes of the 155th Session of the Governing Body, second sitting, pp. 10-12, and Appendix II, paras. 7-20, pp. 32-34.

1 At its first sitting the Governing Body decided to postpone the Second European Regional Conference.
APPENDIX XV

Fifteenth Item on the Agenda: Implementation of the Recommendation concerning the Status of Teachers: First Meeting of the Joint ILO-UNESCO Committee of Experts

1. At its 170th Session (November 1967) the Governing Body decided to establish a Joint ILO-UNESCO Committee of Experts, consisting of six members appointed by the ILO and six members appointed by UNESCO, to examine reports received from governments of member States on the application of the Recommendation concerning the Status of Teachers adopted in October 1966 by a special intergovernmental conference.\(^1\)

2. At its 172nd Session (May-June 1968) the Governing Body appointed the persons nominated by the Director-General to serve on the Committee and approved the procedure proposed for the submission of first reports by governments.\(^2\)

3. The Joint Committee held its first meeting at the International Labour Office in Geneva from 16 to 20 September 1968. After electing its officers and considering its working methods, the Committee proceeded to discuss and approve the questions to be included in the questionnaire to be sent to member States under the approved procedure. The report of the meeting is appended.\(^3\)

4. The Governing Body may wish to take note of the report of the first meeting of the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers and the appended questionnaire.

5. It is proposed in future to refer any questions which may arise in this connection to the Committee on Standing Orders and the Application of Conventions and Recommendations in the first instance.

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APPENDIX XVI

Sixteenth Item on the Agenda: Publication of a Code of Practice relating to Safety and Health in Forestry Work

1. Over the past fifteen years the Office has published a number of codes of practice on safety and health in various fields of activity, such as coal and uranium mines, dock work and agriculture. It has been felt that a code of practice dealing specifically with forestry work might be particularly useful to governments, industry and workers' organisations concerned with the establishment of relevant rules, standards, guidelines and directives.

2. At its Second Session (Geneva, September 1957) the Joint FAO-ECE-ILO Committee on Forest Working Techniques and Training of Forest Workers recommended the Office to prepare either a code of practice or a manual describing experience gained in the most advanced countries.\(^2\) The recommendation was supported in a resolution\(^3\) adopted by the ILO Tripartite Technical Meeting on the Timber Industry (Geneva, December 1958).

3. A draft code of practice relating to safety and health in forestry work was prepared by the Office with the help of six technical consultants from the following countries, where the forestry industry is especially developed: Austria, Canada, India, Nigeria, Poland and Sweden. It is appended to this paper.\(^1\)

4. Pursuant to a request\(^2\) made by the Study Group on Vocational Training and Prevention of Accidents in Forest Work of the Joint FAO-ECE-ILO Committee on Forest Working Techniques and Training of Forest Workers at its Seventh Session (Geneva, January 1967), the draft code of practice was sent to each of the members of the Study Group to enable them to communicate their observations, if any, to the representatives of their countries on the ILO Governing Body.

5. Subject to any observations which its members may wish to present, the Governing Body is invited to authorise the publication of the appended code of practice relating to safety and health in forestry work.

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\(^{1}\) See sixth sitting.
\(^{2}\) See document FAO/ECE/LOG/23, VII r.


\(^{3}\) The draft code of practice (mimeographed document CPF/1966/D. 1) is not reproduced here.
Seventeenth Item on the Agenda: Reports of the Committee on Freedom of Association

[At its sixth sitting the Governing Body dealt with the 107th and 108th reports of the Committee on Freedom of Association. It decided at the same sitting to postpone consideration of the 109th report to its 174th Session. The texts of these reports will be found in the Official Bulletin (Geneva, ILO), Vol. LII, 1969, No. 1, Supplement, and Vol. LII, 1969, No. 2, Supplement.]
Eighteenth Item on the Agenda: Report of the Committee on Industrial Committees

The Committee on Industrial Committees met on 4 and 5 November 1968 under the chairmanship of Mr. Knolle (Federal Republic of Germany).

The Chairman, speaking for himself and for all members of the Committee, expressed the Committee's heartfelt sympathy with the Italian people in their suffering caused by the serious floods in the Piedmont region. The Italian Government member thanked the Chairman and said that he was deeply moved by this expression of solidarity.

Statement by the Principal Deputy Director-General

The Principal Deputy Director-General stated that he had been requested by the Director-General to make a suggestion to the Committee concerning its agenda. The second item of the agenda related to the effect to be given to the conclusions of the Eighth Session of the Building, Civil Engineering and Public Works Committee. As members of the Committee were aware, that session had not been held, and there were accordingly no conclusions of the session for consideration by the Committee. At an appropriate time, and after consultation with the Officers of the Governing Body, the Director-General would make proposals regarding the Eighth Session of the Building, Civil Engineering and Public Works Committee. In these circumstances the Committee might not feel that the matter could usefully be discussed at the present juncture.

The Principal Deputy Director-General referred to the fact that the proposals which the Director-General had made for meetings of Industrial and analogous Committees in 1970 and 1971 included proposals relating to the Ninth Session of the Building, Civil Engineering and Public Works Committee. As it would be inappropriate to consider matters relating to the Ninth Session before the Eighth Session had been held, the Director-General now wished to withdraw the proposals which he had made concerning the Ninth Session.

Mr. De Bock, on behalf of the Worker members, said he had no desire to commence a discussion at this stage concerning the Eighth Session of the Building, Civil Engineering and Public Works Committee. The Worker members were, however, anxious that the Eighth Session should be held as soon as possible. He inquired whether the provision which had been made for the session within the 1968 budget would now be lost.

In reply, the Principal Deputy Director-General stated that in accordance with the normal financial practice the credit which had been provided within the 1968 budget for the holding of the Eighth Session of the Building, Civil Engineering and Public Works Committee would cease to be available at the end of the year. The financial provision to be made for the meeting when held would need consideration at the appropriate time by the Financial and Administrative Committee. This was one of the topics which the Director-General intended to discuss with the Officers of the Governing Body.

I. Textiles Committee: Effect Given to the Conclusions of the Eighth Session

The Committee had before it the note on the Proceedings of the Eighth Session of the Textiles Committee, which was held in Geneva from 29 April to 10 May 1968 under the chairmanship of Mr. Jitsuo Okabe (Japan), and the Director-General’s proposals concerning the effect to be given to the conclusions of the session.

General Discussion.

8. Mr. De Bock referred in appreciative terms to the excellent way in which Mr. Okabe had conducted the proceedings of the session.

9. He pointed out that the Director-General’s proposals to recommend to the Governing Body that governments should be informed of the views expressed by the Textiles Committee did not always specify that those views should also be communicated to the employers’ and workers’ organisations concerned. He thought that this was an omission and that the views of the Textiles Committee should also be communicated through governments to the employers’ and workers’ organisations concerned.

Texts Adopted at the Eighth Session of the Committee.

10. At its Eighth Session the Textiles Committee adopted the following reports, conclusions and resolutions:

1. the report of the Subcommittee on Labour Problems in the Textile Industry in Developing Countries and the conclusions (No. 55) on the same subject;
2. the report of the Subcommittee on Structural and Technological Changes in the Textile Industry and the conclusions (No. 56) on the same subject;
3. the report of the Working Party on the Effect Given to the Conclusions and Resolutions adopted by the Textiles Committee at its Previous Sessions;
4. the resolution (No. 57) concerning the use of the Spanish language in sessions of the Textiles Committee;
5. the resolution (No. 58) concerning the increase in the incidence of byssinosis;
6. the resolution (No. 59) concerning freedom of association in the textile industries;
7. the resolution (No. 60) concerning the future work of the Textiles Committee;
8. the resolution (No. 61) concerning the elimination of child labour in the textile industry;
9. the resolution (No. 62) concerning the frequency of the sessions of the Textiles Committee;
10. the resolution (No. 63) concerning the wages of women employed in the textile industry;
11. the resolution (No. 64) concerning paid educational leave to enable workers in the textile industry to raise their standard of education and to facilitate their training and vocational readjustment.

11. The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to communicate to governments the reports, conclusions and resolutions adopted by the Textiles Committee at its Eighth Session, drawing their special attention to the report and conclusions (No. 55) concerning labour problems in the

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1 See seventh sitting.
Labour Problems in the Textile Industry in Developing Countries.

Facilities for the Training of Technicians and Supervisory and Managerial Personnel from the Textile Industry in Developing Countries.

12. In paragraph 17 of conclusions No. 55, which were adopted unanimously, the Committee requested the competent international organisations to give or to continue to give facilities and, where possible, to increase existing facilities for the training of technicians and supervisory and managerial personnel from the textile industry in developing countries.

13. In regard to the effect to be given to the above request, the Director-General had pointed out that the ILO continued to give, within the framework of its activities, facilities for the training of technicians and of supervisory and managerial personnel from developing countries in particular industries, including the textile industry, and had described in brief the nature of these facilities. He had also pointed out that in the formulation and implementation of technical co-operation programmes under which training was given the ILO acted in close consultation and co-operation with the United Nations Industrial Development Organisation (UNIDO) and UNESCO, among others, in fields which came within their competence. In addition, the International Centre for Advanced Technical and Vocational Training in Turin arranged regular courses for fellows from developing countries which were open to technicians and to supervisory and managerial personnel belonging to the textile industry. The Director-General proposed to take into account the wishes expressed by the Textiles Committee in the future work of the ILO in that field.

The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to give effect to the wishes expressed by the Textiles Committee in accordance with the policy indicated above.

Economic and Social Advancement of Women Workers in the Textile Industry.

15. In paragraph 40 of conclusions No. 55, the Committee requested the ILO to continue its action in relation to economic and social advancement of women in developing countries.

16. The Committee on Industrial Committees recommends the Governing Body to request the Director-General to take into account, in the future programme of ILO activities, the wishes expressed by the Textiles Committee in regard to the economic and social advancement of women in developing countries.

Technical Assistance to the Textile Industry.

17. In paragraph 59 of conclusions No. 55, the Committee invited the Governing Body to request the Director-General to provide within the framework of the ILO's technical co-operation programmes, on request from governments, technical assistance to the textile industry, including its small-scale sector, in dealing with labour problems in developing countries in a number of fields specified in the paragraph. A similar suggestion was also made in paragraph 32 of conclusions No. 56, in which the Committee invited the ILO to grant technical assistance to the developing countries at their request with regard to problems arising in connection with structural and technological changes in the textile industry.

18. The Committee on Industrial Committees recommends the Governing Body to request the Director-General to take account of the wishes expressed by the Textiles Committee in developing the work programme of the Office in the field of technical co-operation activities.

Structural and Technological Changes in the Textile Industry.

Night Work of Women Textile Workers.

19. In paragraph 14 of conclusions No. 56, which were adopted unanimously, the Committee invited the Governing Body to consider the possibility of revising international standards relating to the night work of women, in the light of structural and technological changes in the textile industry. The same suggestion was made by the Committee in paragraph 43 of conclusions No. 55.

20. The Director-General proposed that the suggestion made by the Textiles Committee as indicated above be brought to the attention of the Governing Body so that it was kept in mind when the Governing Body established the agenda of future sessions of the Conference or asked governments to supply reports under article 19 of the Constitution.

The Committee on Industrial Committees recommends the Governing Body to take note of the views expressed by the Textiles Committee concerning the possibility of revising the existing international standards which relate to night work of women workers.

Research into Material Working Conditions.

22. In paragraph 17 of conclusions No. 56, the Committee requested the Director-General to co-operate fully with the competent bodies which were conducting research into material working conditions in the textile industry in the various countries and to examine how the Office might usefully contribute to the co-ordination of such research and to the publication of its results.

23. In paragraph 20 of the same conclusions the Committee invited the Governing Body to consider the possibility of setting up a working party and of holding seminars for the purpose of studying the measures to be taken to combat noise in the textile industry and its effects, and of examining how the Office could contribute to the co-ordination of medical research in this field and the publication of its results.

Measures to Deal with Redundancy Problems and the Techniques for Forecasting the Development of Employment in the Textile Industry.

24. The Committee on Industrial Committees recommends the Governing Body to request the Director-General to take into account the suggestions made in paragraphs 17 and 20 of conclusions No. 56 in drawing up the work programme of the Office in the field of occupational safety and health.

25. In paragraph 32 of conclusions No. 56 the Committee invited the Governing Body to instruct the Director-General to assemble full information on the measures taken in different countries to deal with redundancy problems and on the techniques followed in certain countries for forecasting the development of employment in the textile industry.

26. The Committee on Industrial Committees recommends the Governing Body to request the Director-General to take account of the wishes expressed by the Textiles Committee in paragraph 32 of conclusions No. 56.

Vocational Training and Retraining of Textile Workers.

27. In paragraph 42 of conclusions No. 56 the Committee requested the ILO to strengthen its activities with regard to vocational training and retraining of textile workers. The Committee also reiterated the views it had expressed in conclusions No. 47 (adopted at its Seventh Session), concerning the holding of a technical meeting of experts to study vocational training problems in the textile industry, on the basis of an inquiry carried out by
the ILO. Further, the Committee suggested that the ILO should regularly co-ordinate the collection and publication of information concerning new vocational training methods and practices followed in the textile industry in the different countries.

28. In regard to the effect to be given to the above-mentioned suggestions, the Director-General had stated that he would examine the steps to be taken in the light of the overall recommendations made by the Working Party of the Governing Body on the Programme and Structure of the ILO in the field of human resources. Further, he had mentioned that he had included as a reserve project in the programme the undertaking of inquiries on the nature of job qualifications required in the various industries in the light of changes taking place in these industries and that he proposed also to cover the textile industry in this project in due course.

29. The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to take account of the wishes expressed by the Textiles Committee in accordance with the policy outlined in the above paragraph.

Effect Given to the Conclusions and Resolutions Adopted by the Textiles Committee at Its Previous Sessions.

30. The Textiles Committee, when considering the reports of its Working Party on the Effect Given to the Conclusions and Resolutions Adopted at Previous Sessions, established a classification in which section I, group C, enumerated the conclusions and resolutions on which further information from governments was considered desirable, and section II, group B, the conclusions and resolutions which should continue to receive the attention of the Office.

31. The Committee on Industrial Committees recommends the Governing Body to request the Director-General:

(i) to draw attention of governments and, through them, of the employers' and workers' organisations concerned to the conclusions and resolutions mentioned in section I, group C, of the classification adopted by the Textiles Committee; and

(ii) to continue to give attention to the conclusions and resolutions enumerated in section II, group B, of that classification, with a view to giving effect, within the programme of work of the Office, to the requests addressed thereto to the Office.

Resolutions Adopted by the Committee.

The Use of the Spanish Language in Sessions of the Textiles Committee.

32. In resolution No. 57, which was adopted unanimously, the Committee expressed again to the Governing Body of the International Labour Office the desire of the Spanish-speaking countries of the Committee that all the reports and documents concerning the Committee be issued also in the Spanish language.

33. The Committee on Industrial Committees had before it, in connection with item 7 of its agenda, a separate paper, which dealt with the problem of language facilities in general and took also into account the wishes expressed by the Textiles Committee. The Committee decided to bear in mind the views expressed by the Textiles Committee when examining this subject again.

Study of the Prevalence of Byssinosis.

34. In resolution No. 58, which was adopted unanimously, the Committee invited the Governing Body to request the Director-General to undertake a special study of the prevalence of byssinosis among textile workers in the various countries.

35. The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to take into account the views expressed by the Textiles Committee in resolution No. 58 when drawing up the programme of work of the Office in the field of occupational safety and health.


36. In resolution No. 59, which was adopted unanimously, the Textiles Committee invited the Governing Body of the International Labour Office to request the Director-General:

(a) to take intensified measures to secure the implementation of the standards and principles of the International Labour Organisation dealing with freedom of association in the textile industries on a worldwide basis;

(b) to urge the governments and the employers' and workers' organisations concerned to denounce all cases where the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), are not effectively respected and implemented as regards the textile industry.

37. In regard to the effect to be given to the above resolution, the Director-General had pointed out that the ILO had always attached considerable importance to the observance in practice of the principles and guarantees of freedom of association. According to the regular procedure applying to the examination of reports on the application of ratified Conventions, the reports of governments on the matter are made by the Committee of Experts and the Conference Committee on the Application of Conventions and Recommendations, including the Conventions referred to in the resolution. Moreover, the Governing Body Committee on Freedom of Association examines complaints concerning the infringement of freedom of association even as regards countries which have not ratified the relevant Conventions. If considered necessary, complaints can be referred, in principle with the consent of the government concerned, to the Conciliation Commission on Freedom of Association.

Finally, under article 26 of the Constitution of the ILO, any Member has the right to file a complaint if it is not satisfied that any other Member is securing the effective observance of any Convention which both have ratified, and the same procedure can be adopted by the Governing Body, either on its own motion or on receipt of a complaint from a delegate at the Conference. Moreover, in the resolution concerning action by the International Labour Organisation in the field of human rights and in particular with respect to freedom of association adopted by the Conference at its 52nd Session (June 1968) the Governing Body was invited to study further the question of strengthening the machinery of the ILO for the protection of human rights and, in particular, freedom of association. The Governing Body will consider the action to be taken on this resolution at its present session under the third item of the agenda.¹

38. The Director-General had proposed that the Committee recommend the Governing Body to authorise him to inform governments of ILO member States of the views expressed by the Textiles Committee in paragraph (i) of resolution No. 59 referred to above.

39. Mr. De Bock referred to the suggestion he had already made that the views of the Textiles Committee expressed in some resolutions should be communicated not only to governments but also through governments to the employers' and workers' organisations concerned and pointed out that his suggestion applied to the resolution (No. 59) under discussion.

40. Lord Collison supported the proposal made by Mr. De Bock and emphasised the importance which the workers' organisations attached to freedom of association and pointed out that the ILO should do all that was possible to bring the views expressed by the Textiles Committee to the

¹ See Appendix III, paras. 1-8.
notice of the employers' and workers' organisations concerned and mentioned the possibility of communicating them to the organisations directly. In this connection he also pointed out that, while information on action taken on Conventions was normally communicated through governments to employers' and workers' organisations, in some cases, where governments were affected, this might not happen. He expressed the view that such communication to the organisations concerned should not depend on the goodwill of governments.

41. The Government member for the United States stated that the reports, conclusions and resolutions adopted by the Textiles Committee would be communicated to the employers' and workers' organisations concerned by governments and that it was up to these organisations to take the action envisaged in paragraph (b) of resolution No. 59 after they had received them.

42. The representative of the Director-General recalled that the recommendation made by the Committee 4 with regard to the transmittal of the reports, conclusions and resolutions already stipulated that governments should be requested to communicate all these documents to the employers' and workers' organisations concerned. This point could, however, be made again with respect to each of the relevant resolutions.

43. The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to inform governments of ILO member States, and through them the employers' and workers' organisations concerned, of the views expressed by the Textiles Committee in paragraph (b) of resolution No. 59.

Future Work of the Textiles Committee.

44. In resolution No. 60, which was adopted unanimously, the Textiles Committee invited the Governing Body to give consideration to a number of subjects specified in the resolution concerning the agenda of the Ninth Session of the Committee and to take such other appropriate steps, including the convening of tripartite regional meetings, as might be deemed necessary to undertake studies and inquiries relating to the subjects.

45. The Committee on Industrial Committees deferred to a later session its consideration of the agenda of the Ninth Session of the Textiles Committee.

46. The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to bear in mind the wishes expressed by the Textiles Committee concerning studies, inquiries and the various other steps referred to in resolution No. 60 when drawing up the future programme of work of the Office.

Elimination of Child Labour in the Textile Industry.

47. In resolution No. 61, which was adopted unanimously, the Textiles Committee invited the Governing Body to request the Director-General to urge member States to ratify and to apply the Minimum Age (Industry) Convention, 1919 (No. 5), and to attain as rapidly as possible the higher level of protection afforded in the Minimum Age (Industry) Convention (Revised), 1937 (No. 59).

48. The Committee on Industrial Committees recommends the Governing Body to urge the Director-General to communicate to the governments of ILO member States and, through them, the employers' and workers' organisations concerned, the views expressed by the Textiles Committee in resolution No. 62.

Frequency of the Sessions of the Textiles Committee.

49. In resolution No. 62, which was adopted unanimously, the Textiles Committee requested the Governing Body as a matter of urgency to convene the next session of the Textiles Committee as soon as possible and in any case not later than 1971.

50. The Committee on Industrial Committees discussed the question of the frequency of meetings of Industrial and analogous Committees as one of its agenda items and also made recommendations as to the Industrial Committee type meetings to be held in 1970 and 1971. The Committee had kept in mind the wishes expressed by the Textiles Committee when discussing these subjects.

Wages of Women Employed in the Textile Industry.

51. In resolution No. 63, which was adopted unanimously, the Textiles Committee invited the Governing Body to request the Director-General to draw the attention of ILO member States to the advisability of eliminating unjustifiable differences between men's and women's wages, in accordance with memorandum No. 37 adopted by the Committee at its Fourth Session in 1953.

52. The Committee on Industrial Committees recommends the Governing Body to authorise the Director-General to inform the governments of ILO member States, and through them, the employers' and workers' organisations concerned, of the views expressed by the Textiles Committee in resolution No. 63.

Paid Educational Leave.

53. In resolution No. 64, which the Committee adopted by 84 votes in favour and 26 against, with 36 abstentions, the Textiles Committee:

(a) called on the governments of all State Members of the International Labour Organisation as well as on the employers' organisations and trade unions to take the steps mentioned in the resolution concerning paid educational leave adopted by the International Labour Conference at its 49th Session in 1965, applying them to workers in the textile industry;

(b) invited the Governing Body to take the necessary action outlined in the same resolution concerning paid educational leave and, in particular, to instruct the Director-General to undertake research within the textile industry, the results of which should be made available to the International Labour Conference but which should also be brought to the attention of the Textiles Committee at its Ninth Session.

54. Mr. Erdmann said that the employers' position in this matter was well known. The Employer members of the Committee were against the recommendation proposed by the Director-General on the effect to be given to resolution No. 64.

55. Subject to the opposition of the Employer members, the Committee on Industrial Committees recommends that the Governing Body authorise the Director-General:

(i) to inform governments and, through them, the employers' and workers' organisations concerned, of the views expressed by the Textiles Committee in paragraph (a) of resolution No. 64; and

(ii) to bear in mind the wishes expressed by the Committee in paragraph (b) of the same resolution in drawing up the programme of work of the Office.

II. Chemical Industries Committee: Invitation of Non-Governmental Organisations to the Seventh Session.

56. The Committee had before it the Director-General's proposals concerning the non-governmental international organisations which, besides the non-governmental organisations that have consultative status with the ILO, might be invited to be represented by observers at the Seventh Session of the Chemical Industries Committee.

57. The Committee recommends that the Governing Body authorise the Director-General to invite the following non-

1 See para. 11.
2 For the text of the memorandum see Official Bulletin (Geneva, ILO), Vol. XXXVI, No. 1, 1 June 1953, pp. 3-5.
3 For the text of the resolution see ibid., Vol. XLVIII, No. 3, July 1965, Supplement 1, pp. 19-20.
governmental organisations to be represented by observers at the Seventh Session of the Chemical Industries Committee:

- International Federation of Chemical and General Workers’ Unions.
- International Confederation of Executive Staffs in the Chemical and Allied Industries.
- International Federation of Petroleum and Chemical Workers.
- Trade Unions International of Chemical, Oil and Allied Workers.

III. Reports of the Working Party of the Committee on Industrial Committees Set Up to Examine the Problems Connected with Industrial Committees and Other Industrial Meetings of Various Kinds

58. Members of the Governing Body will recall that at its Fourth Session (February-March 1966) the Working Party on the Programme and Structure of the ILO considered matters relating to the role, composition and procedures of Industrial and analogous Committees. It submitted a report to the Governing Body at the latter’s 164th Session (February-March 1966). The report was approved at that session and communicated to the International Labour Conference at its 50th (1966) Session.1

59. The report contained the conclusions and final remarks of the Working Party on several matters relating to the Industrial and analogous Committees, viz. their composition, place of meetings, method of appointment of the chairmen of their subsidiary bodies, participation in their work, co-ordination of their work with the United Nations programme and preparation of their meetings.

60. In addition, the Working Party suggested to the Governing Body that the following matters should be referred to the Committee on Industrial Committees for further consideration: functions and scope; co-ordination with the ILO programme; choice of agendas; follow-up of meetings; frequency of meetings; other methods of dealing with industrial problems; extent of future activities.

61. At its 164th Session (February-March 1966) the Governing Body adopted this suggestion.2 However, in May 1966 the Committee on Industrial Committees reached the conclusion that these complex matters should first be studied by an ad hoc working party. On the basis of the Committee’s report the Governing Body, at its 165th Session (May 1966) established a working party to examine the problems which the Committee on Industrial Committees had been requested to consider and to report thereon to that Committee.3

62. The Working Party considered the problems mentioned in paragraph 60 above in the order listed and submitted two reports to the Committee on Industrial Committees, at the 170th and 171st Sessions of the Governing Body (November 1967 and February-March 1968) respectively. After a preliminary exchange of views at the 171st Session, the Committee examined these two reports at its present session.

63. The Chairman pointed out that in the first of its two reports the Working Party had submitted to the Committee conclusions on the first four topics of the report in the light of the second report (notably paragraphs 51 to 65) the Committee was asked to resume consideration of the last three matters referred to the Working Party.

64. Turning to the first of the Working Party’s two reports, the Chairman noted that the Committee unanimously approved the Working Party’s conclusions. The Committee accordingly adopted the conclusions and made the recommendations set out below.

- Minutes of the 164th Session of the Governing Body, seventh sitting, p. 42.
- Minutes of the 164th Session of the Governing Body, second sitting, p. 15, and Appendix IX, p. 54.

Functions and Scope of Industrial Committees and Analogous Committees and Meetings.

65. The Committee concluded that the definition of the functions and scope of these bodies contained in the existing texts was still satisfactory and that those responsible for guiding the work of each meeting, especially the chairman and the steering committee, should merely be encouraged to make full use of the powers conferred on them by those texts.

66. The Working Party on Programme and Structure had drawn particular attention to two specific questions, viz. the contribution of Industrial Committees to the technical co-operation activities of the ILO and the rationalisation of the work of Industrial Committees. These questions were taken up by the Working Party of the Committee on Industrial Committees and by the Committee itself.

67. With respect to the contribution of Industrial Committees to the technical co-operation activities of the ILO, the Committee on Industrial Committees concluded that:

(a) ILO experts and all bodies engaged in technical co-operation should continue to be fully informed of the relevant conclusions of Industrial Committees, and when recruiting experts the Office should make use of the information which the Working Party had submitted to Industrial Committee sessions and by the occupational organisations to which they belonged;

(b) the Office should continue to keep Industrial Committees informed of developments with respect to technical co-operation in their particular field and should invite the participants in each meeting to exchange experience and to indicate which aspects of their industry might most appropriately be the subject of technical co-operation activities in future years, a trial debate of this kind being held as soon as possible.

68. As regards the rationalisation of the work of Industrial Committees, the Committee considered that the general discussion which took place at each meeting of an Industrial Committee on the basis of a general report submitted by the Office yielded useful information but that, without making the existing rules more stringent, the chairman, the officers and the steering committee of each meeting should ensure effective guidance of the debate.

69. Furthermore, the Committee concluded that the possibility of submitting to meetings of the Industrial Committee type resolutions of a general character relating to the purposes and functions of Industrial and analogous Committees did not require any change and that the practice hitherto followed by the Director-General, the Committee on Industrial Committees and the Governing Body itself ensured effective co-ordination of the work of the Industrial Committees with the over-all activities of the ILO.

Co-ordination of the Work of Industrial Committees with the Over-all ILO Programme.

70. The Committee concluded that the rules laid down in paragraphs 13 to 15 of the document relating to the purposes and functions of Industrial and analogous Committees was satisfactory and that full
account should be taken of the four sources of information mentioned in subparagraphs (a), (b), (c) and (d) of paragraph 15 of that document.

Follow-up of Meetings.

72. Under this heading, the Working Party considered separately the action to be taken by governments, the action to be taken by employers' and workers' organisations, the reports from governments on the effect given to the conclusions and resolutions of Industrial Committees, the consideration of reports from governments by each Industrial Committee, the interim reports by the Office and the communication of conclusions of Industrial Committees to governments and international organisations.

73. As regards action to be taken by governments, the Committee concluded that paragraph 22 of the document relating to the purposes and functions of Industrial and analogous Committees should be maintained.

74. With respect to action to be taken by national employers' and workers' organisations, the Committee likewise concluded that the flexible wording of paragraph 23 of the document relating to the purposes and functions of Industrial and analogous Committees should be maintained.

75. As to reports from governments on the effect given to the conclusions and resolutions of Industrial Committees, the Committee on Industrial Committees agreed that it was most important that governments should send to the Committee clear, accurate and complete reports, drawn up after consultation with the employers' and workers' organisations concerned, on the effect given in each country to the conclusions and resolutions communicated to them by the Director-General nine months before each Committee session.

76. With respect to the consideration by each Industrial Committee of reports from governments on the effect given to the Committee's conclusions and resolutions, the Committee on Industrial Committees concluded that paragraph 25 of the document relating to the purposes and functions of Industrial and analogous Committees should remain unchanged.

77. As regards the interim reports which the Office submits to the Committee on Industrial Committees, two years after the Governing Body has considered the most recent conclusions of a Committee, on the effect given by the Governing Body and the Office to the requests made by that Committee which concern the Office, the Committee on Industrial Committees concluded that the present procedure required no change. It unanimously agreed that the Office must have sufficient staff to keep under continuing review the social problems arising out of economic and other developments in the major industries, to disseminate information collected in the process and to meet its commitments in regard to the preparation and follow-up of Industrial Committee meetings.

78. Lastly, with regard to the communication of conclusions of Industrial Committees to governments and international organisations, the Committee on Industrial Committees concluded that, in keeping with the spirit of paragraph 26 of the document relating to the purposes and functions of Industrial and analogous Committees, the Governing Body is entitled, when it considers it appropriate, either to refuse to communicate certain conclusions and resolutions of Industrial Committees to governments or to other international organisations concerned or to communicate them with its own comments. However, the Committee on Industrial Committees considers that the Governing Body should exercise this right only in exceptional circumstances.

90. The Committee recommends that the Governing Body approve the conclusions set out in paragraphs 63 to 76 above.

Frequency of Meetings. Other Methods of Dealing with Industrial Problems.

80. The Committee on Industrial Committees then considered the Working Party's second report, which related to the three above-mentioned questions.

81. The Chairman, referring to paragraph 51 of the report, pointed out that the members of the Working Party had been on the point of formulating a conclusion providing for the establishment of an "ILO programme for industrial activities". In order to ensure the execution of this programme, the Working Party would have recommended, first, that sufficient staff should be assigned to its implementation and, second, that the full appropriation for the programme should include resources equivalent to the average cost of four Industrial Committee type meetings, it being understood that three such meetings would in any event be convened each year, plus, alternating each year, either:

(a) a further full Industrial Committee type meeting, or
(b) a number of other tripartite meetings on a smaller scale at an equivalent cost.

82. The Chairman further explained that the members of the Working Party had been unable to reach agreement on the precise meaning of the term "Industrial Committee type meeting". The question which remained to be settled was whether the thoughts, governmental and those of the Joint Maritime Commission should be included in the list of meetings of the Industrial Committee type, in addition to the ten standing Industrial Committees and ad hoc tripartite technical meetings.

83. Mr. Erdmann, on behalf of the Employer members of the Committee, said that the Committee's debates could not be restricted to the finalising of the draft recommendation partially adopted by the Working Party to which the Chairman had referred. All members of the Committee were entitled to restate their views and were not bound by the terms of a recommendation the full text of which had not been accepted by the Working Party.

84. Some Government members of the Committee made general statements regarding the frequency of Industrial Committee type meetings.

85. The United States Government member referred to the "four major meetings" system introduced by the Governing Body at its 140th Session (November 1958) and expressed the view that any recommendation which would change this system should first be submitted to the General and Agricultural Committee and the Joint Maritime Commission, in keeping with the spirit of the Governing Body's action in 1958 therefore applied to the Governing Body's action in 1958. In conclusion, it would be preferable to refuse to communicate certain conclusions and resolutions of Industrial Committees to governments and to other international organisations concerned or to communicate them with its own comments. However, the Committee on Industrial Committees considered that the Governing Body should exercise this right only in exceptional circumstances.

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(a) a further full Industrial Committee type meeting, or
(b) a number of other tripartite meetings on a smaller scale at an equivalent cost.

92. The Chairman further explained that the members of the Working Party had been unable to reach agreement on the precise meaning of the term "Industrial Committee type meeting". The question which remained to be settled was whether the thoughts, governmental and those of the Joint Maritime Commission should be included in the list of meetings of the Industrial Committee type, in addition to the ten standing Industrial Committees and ad hoc tripartite technical meetings.

93. Mr. Erdmann, on behalf of the Employer members of the Committee, said that the Committee's debates could not be restricted to the finalising of the draft recommendation partially adopted by the Working Party to which the Chairman had referred. All members of the Committee were entitled to restate their views and were not bound by the terms of a recommendation the full text of which had not been accepted by the Working Party.

94. Some Government members of the Committee made general statements regarding the frequency of Industrial Committee type meetings.

95. The Chairman, referring to paragraph 51 of the report, pointed out that the members of the Working Party had been on the point of formulating a conclusion providing for the establishment of an "ILO programme for industrial activities". In order to ensure the execution of this programme, the Working Party would have recommended, first, that sufficient staff should be assigned to its implementation and, second, that the full appropriation for the programme should include resources equivalent to the average cost of four Industrial Committee type meetings, it being understood that three such meetings would in any event be convened each year, plus, alternating each year, either:

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(b) a number of other tripartite meetings on a smaller scale at an equivalent cost.

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(a) a further full Industrial Committee type meeting, or
(b) a number of other tripartite meetings on a smaller scale at an equivalent cost.

1 Minutes of the 140th Session of the Governing Body, Appendix III, para. 26, p. 75.
The United Kingdom Government member, concurring, urged that there should be greater flexibility in the use of the limited resources available for industrial activities and that a Committee should be convened only when the industry with which it dealt faced urgent problems. It would also be advisable to have fewer items on the agenda of such meetings; that would make it possible for the number of meetings by both parties to ensure greater economy in the use of the resources available for Industrial Committee type meetings generally.

The Government member for the Federal Republic of Germany expressed his Government's willingness to accept the solution proposed by the Working Party in paragraph 57 of its second report.

The Swedish Government member stated that his Government wished to see the industrial activities of the ILO strengthened. The Working Party had made proposals for that purpose, which his Government supported. In carrying out the programme, industrial activities should be adapted to meet needs as they arose and the best methods should be selected to ensure consideration of problems peculiar to a given industry or region. It would also be highly advisable for common problems to be discussed at meetings covering more branches of economic activity. The ILO's industrial activities should be better integrated with its technical assistance work and with the work of other international organisations. Finally, the ILO should reorient its industrial activities in a way as to help in the industrialisation of developing countries.

As regards the steps to be taken to carry out an ILO programme for industrial activities, Mr. Erdmann restated in broad outline the views of the Employer members. They considered that the question at issue was not so much the frequency of meetings as the economical and effective implementation of an over-all programme to deal with problems of individual industries. Industrial Committees would always be its backbone, such a programme should be flexible; the best methods should be selected to ensure that aim. While the Employer members would not insist on proposing seminars, sessions of Industrial Committees should be supplemented by other meetings within an over-all programme. The implementation of such a programme would be facilitated in future by the biennial budget system. In the first place, the Office should have qualified officials on its staff who were thoroughly familiar with the problems of each industry. While Industrial Committees would always be its backbone, such a programme implemented by a tripartite method might be realized by a number of special tripartite meetings on a smaller scale. Such small-scale meetings would report to each Industrial Committee on activities carried out between sessions in regard to the industry with which it was concerned. The Employer members agreed with the United States Government member that economical use should be made of credits for such meetings and that the aim should not be to hold sessions with mechanical regularity, but rather to ensure the continuity of the industrial activities programme. With this aim in view, the Employer members had made several generous concessions in the Working Party to meet the wishes of the Workers and to ensure such continuity. The Employer members held to their proposal in the Working Party that an annual budgetary credit should be allocated equivalent to the average cost of four Industrial Committee type meetings, on the understanding that three such meetings would be held each year (the list of meetings from which a choice would be made to include the Permanent Agricultural Committee and the Joint Maritime Commission). As regards the credit for a fourth meeting, however, the Employer members must withdraw the concession they had considered making in the Working Party and were opposed to appropriation of that credit for the second year, i.e. the Fourth Industrial Committee type meeting. The credit should be allocated annually for a number of other tripartite meetings on a smaller scale at an equivalent cost. Although such a programme would entail greater expenditure than at present on Industrial Committee type meetings and other industrial meetings, the Employer members were prepared to recommend its adoption.

Mr. De Bock, speaking on behalf of the Worker members, pointed out that in 1958 they had agreed to the four major meetings system after long discussions. The Government had since reached the conclusion that throughout the world and among international employers' and workers' organisations that system gave rise to serious difficulties. They were not alone in supporting an increase in the number of full-scale Industrial Committee type meetings to four a year. A request for such an increase had been addressed by the central trade union organisations to the Governments of Austria, Brazil, Denmark, Italy, the Netherlands and Turkey. In recent years several Industrial Committees, usually with the unanimous agreement of Government, Employer and Worker delegates, had asked that they should be convened more frequently by the Governing Body. The ILO, which had been set up to ensure better protection for workers, should agree to such an increase in activity. Other industrial meetings were less effective than Industrial Committees. The Worker members could not agree to the mere holding of seminars, and even committees of experts were not satisfactory since the interpretation of their conclusions was often too difficult to permit their practical application. Therefore agreement had been reached in the Working Party that the Permanent Committees, on the other hand, provided an opportunity for discussions between employers' representatives and trade union leaders from a given industry. The ILO should therefore increase the frequency of sessions and broaden the terms of reference so as to enable them to discuss such topical problems as the social consequences of mergers, amalgamations and regional combinations, since otherwise these real and urgent problems would have to be examined outside the ILO. In fact only slight disagreement had been expressed on the need for an annual meeting of Employer and Worker members. The question to decide was whether or not to add the Permanent Agricultural Committee and the Joint Maritime Commission to the ten permanent Industrial Committees in establishing the list of Industrial Committee type meetings from which a choice was to be made each year. Mr. De Bock appealed to the Employers' spirit of compromise to resolve disagreement on this point.

Lord Collison, also stressing that this was the only point on which the Employer and Worker members had failed to reach agreement in the Working Party, expressed surprise that Mr. Erdmann should now oppose the idea of holding in alternate years four full-scale Industrial Committee type meeting and a number of other tripartite meetings on a smaller scale. He agreed, of course, with the United States Government member on the need for flexibility in carrying out the programme. But flexibility should be accompanied by the advantage of holding in alternates years. The Working Party on Programme and Structure, in the report adopted at its Fourth Session (February-March 1966), had highlighted the importance of the contribution to be made by Industrial Committees to ILO activities. It was therefore necessary to hold them more frequently than before, heed their own requests, and ensure the continuity of their work by taking into account current developments in the different industries—as the Director-General had done in proposing the programme of tripartite meetings for 1970 and 1971. In addition, basic industries were undergoing rapid change and consequent problems of disruption. These problems could be solved only if an attempt was made to settle disputes by means of consultation. Important though the Permanent Agricultural Committee and the Joint Maritime Commission might be, they could hardly be assimilated for budget purposes to full-scale Industrial Committee type meetings. In a desire to enable the Working Party to reach a conclusion the Worker members had made far-reaching concessions and they had reached the conclusion that the Committee had reached on the classification of the Permanent Agricultural Committee and the Joint Maritime Commission so that the Committee could work out an over-all solution.

The USSR Government member recalled that during the often difficult discussions in the Working Party several serious attempts had been made to reach a compromise. The USSR Government must be counted...
among those governments which would like to see at least four major meetings of Industrial Committee type meetings held each year. It had expressed that wish with considerable emphasis in the Working Party and elsewhere. It considered Industrial Committees and all industrial activities of the ILO to be of crucial importance. As shown in the Working Party's second report, a compromise had almost been reached on the formation of a Joint Maritime Commission and the Permanent Agricultural Committee. The United States Government member had deeply regretted the collapse of that compromise at the last minute owing to the stand taken by the Employer members with regard to the Permanent Agricultural Committee and the Joint Maritime Commission. Mr. Erdmann had at that point made the mistaken claim that the Employer members had taken this stand from the outset of the Working Party's discussions. Yet anyone who read the Working Party's two reports gained quite a different impression. The list of "major meetings" drawn up by the Governing Body in 1958 placed the Joint Maritime Commission and the Permanent Agricultural Committee in a separate category. Moreover, in the draft conclusions originally proposed by the Employer members (paragraph 12 of the Working Party's second report) it was at no point suggested that those two bodies should be regarded as Industrial Committees. Finally, Mr. Miller and Mr. Erdmann, in reply to a question by the USSR Government member, had stated in the Working Party that the expression "Industrial Committee type meeting" referred to the holding of separate meetings of national delegations of six delegates (paragraph 50 of the Working Party's second report), and it was well known that neither the Joint Maritime Commission nor the Permanent Agricultural Committee was thus composed. As was to be seen from the first report of the Working Party (paragraph 2 of the outset of the Working Party's discussions Mr. Erdmann had pointed out, in the course of a discussion on the Working Party's terms of reference, that the Joint Maritime Commission was not responsible to the Committee of Industrial Committees, and he failed to see how the Employer members would now withdraw their request, which had prevented adoption of the compromise which had seemed already accepted.

93. Mr. Erdmann explained that, with regard to the last three items on the agenda, he himself had expressed the view in the Working Party from the outset of the discussions, as stated in paragraph 9 of the second report, that the Working Party was not called upon to revise the four major meetings system. Its terms of reference were simply to reconsider the frequency of Industrial Committee meetings. Within that context, it could make recommendations whose adoption by the Governing Body might affect the four major meetings system. Thus the Employers had been ready to propose that regional conferences should not in future be taken into account in determining the number of Industrial Committees and similar bodies to be convened within a given period. They had no, however, added that they proposed that for the same purpose the Permanent Agricultural Committee and the Joint Maritime Commission should not in future be taken into account. They had therefore clearly shown their views concerning those two committees from the outset, and not just at the last minute. The point had apparently not occurred to the Worker members, but the Employer members could not be accused of having failed to play an open hand. They had in fact offered two solutions: (a) any meeting of the Permanent Agricultural Committee would be financed from the credit for the fourth or supplementary Industrial Committee type meeting provided for in alternate years, on the understanding that the balance of the credit would continue to be available for industrial activities programme; (b) the Joint Maritime Commission would be classified with the other, smaller meetings, which would be financed each year at a cost equivalent to the average cost of an Industrial Committee type meeting.

94. The United States Government member observed that, although the question of possible revision of the four major meetings system was not technically before the Committee, it had already been pointed out that its recommendations concerning the frequency of Industrial Committee sessions would affect that system. If Committee members could agree to recommend that Industrial Committee type meetings be held only for the purpose of dealing with problems of top priority, the United States Government member would agree to inviting the Governing Body to decide whether or not to retain the four major meetings system. While reserving his position in the Governing Body, he expressed a preference for another solution, referred to in paragraph 12 of the Working Party's second report. That solution, originally proposed by the Employer members of the Working Party, provided for the holding each year, under an ILO programme for industrial activities, of three Industrial Committee type meetings (one of which might be replaced by two smaller meetings whose agenda would be limited to a single item) and of a number of other meetings for a specific branch of economic activity. That solution, which closely resembled the one finally considered by the Working Party, ensured maximum flexibility, and that was what mattered. It also did away with any substantial distinction between Industrial Committees and the two agricultural and maritime committees. All these bodies had industrial meetings, and would be retained while the former fell within the immediate competence of the Committee on Industrial Committees, the holding and the agenda of the latter were decided upon by the Governing Body without a recommendation from any of its committees.

95. Mr. De Bock, in an attempt to find a solution acceptable to all members, proposed the following compromise: (a) any meeting of the Permanent Agricultural Committee would be financed from the credit for the fourth or supplementary Industrial Committee type meeting provided for in alternate years, on the understanding that the balance of the credit would continue to be available for the industrial activities programme; (b) any meeting of the Joint Maritime Commission would be classified with the other, smaller meetings, which would be financed each year at a cost equivalent to the average cost of an Industrial Committee type meeting.

96. Mr. Erdmann observed that Mr. De Bock's proposal failed to recognise the importance of the agricultural and maritime committees, and he proposed the following alternative:

(a) any meeting of the Permanent Agricultural Committee would replace the fourth Industrial Committee type meeting;
(b) meetings of the Joint Maritime Commission would be financed from the credit for the fourth or supplementary Industrial Committee type meeting provided for in alternate years.

97. Mr. De Bock expressed the Workers' agreement to this proposal. The United States Government member expressed reluctance to stand in the way of this solution, but asked that his abstention should be recorded.

98. The USSR Government member observed that many compromises had been made in the Working Party, mainly to meet the wishes of the Employer members. The Committee was once again being compelled to give way to the Employer members. In his view, the Permanent Agricultural Committee and the Joint Maritime Commission fell outside the competence of the Committee on Industrial Committees, and he failed to see how the Committee could make a recommendation to the Governing Body concerning those two bodies. The four major meetings system had been introduced by the Governing Body in 1955, not on a recommendation by the Committee on Industrial Committees, but on the basis of a report by a special committee. This proved quite clearly that revision of the system did not fall within the competence of the Committee on Industrial Committees, even in an advisory capacity. He accordingly recorded his
reservations with regard to the two bodies in question having been considered in the recommendations which the Committee on Industrial Committees intended making to the Governing Body.

99. The Committee on Industrial Committees recommends that the Governing Body to decide that the industrial activities of the ILO should be continued and strengthened in order to be able to deal effectively with the social problems of specific branches of economic activity in all parts of the world; for that purpose all ILO activities for specific branches of economic activity should be integrated in a general programme which would be called "the ILO Programme for Industrial Activities".

100. In order to carry out effectively the ILO Programme for Industrial Activities the Committee on Industrial Committees further recommends the Governing Body to decide—

(1) that sufficient staff should be allocated to keep under continuing study and disseminate information concerning social problems arising out of economic and other developments in major industries and sectors of employment; and

(2) that an annual budget credit should be provided for the ILO Programme for Industrial Activities and that this credit should include resources equivalent to the average cost of an Industrial Committee type meeting. These resources should be used in the following way—three meetings of the Industrial Committee type each year, which would normally be standing committees; plus, alternating each year, either:

(a) a further full Industrial Committee type meeting, or

(b) a number of other meetings on a smaller scale at equivalent cost.

101. The Committee on Industrial Committees realises that in making this recommendation it is suggesting that the Governing Body should introduce changes in the method of application of the decision reached at its 140th Session (November 1958) concerning budgetary appropriations for the holding each year of four major meetings as decided by the Governing Body at that session. The Committee proposes that the Governing Body should decide that in financing the ILO Programme for Industrial Activities the Permanent Agricultural Committee should be regarded as one of the further full Industrial Committee type meetings. This proposal should be used in the following way—three meetings of the Industrial Committee type each year, which would normally be standing committees; plus, alternating each year, either:

(a) a further full Industrial Committee type meeting, or

(b) a number of other meetings on a smaller scale at equivalent cost.

IV. Meetings of Industrial and Analogous Committees in 1970 and 1971

102. The Committee was invited to make recommendations concerning the convening of sessions of Industrial and analogous Committees and ad hoc meetings for particular industries. Since the Conference at its 52nd (1968) Session decided upon the adoption of a biennial programme and budget as from 1970, these recommendations were to cover the two-year period 1970-71. In this connection, the Committee had before it a paper which had been submitted by the Director-General. Appended to this document was a copy of the paper which contained the Director-General's proposals in the matter, and which had been submitted to the Committee at its 172nd Session (July-August 1968). The Committee had also before it a resolution concerning the ILO and civil aviation, which had been adopted by the International Federation of Civil Aviation Workers' Federations at its congress held in Wiesbaden in July-August 1968.

103. The Director-General's proposals concerned the following meetings:

Standing Committees:
- Metal Trades Committee (Ninth Session).
- Coal Mines Committee (Ninth Session).
- Committee on Work on Plantations (Sixth Session).
- Inland Transport Committee (Ninth Session).
- Petroleum Committee (Eighth Session).

Ad Hoc Tripartite Technical Meetings:
- Second Tripartite Technical Meeting for the Timber Industry.
- Tripartite Technical Meeting for the Tobacco-Processing Industry.

104. The representative of the Director-General referred to the fact that the proposals which had been made by the Office regarding Industrial Committee type meetings in 1970 and 1971 had been based on the assumption that a session of the Permanent Agricultural Committee type meeting would be held in 1970. The situation had, however, changed since those proposals had been made: it was now envisaged that the Permanent Agricultural Committee would meet in 1971. Accordingly, there would be room for not more than four of the Industrial Committee type in 1970 and for not more than two meetings of that type in the 1971 programme.

105. The representative of the Director-General referred to the recommendation which had been made by the Committee concerning the number of Industrial Committee type meetings which should be held in alternate years in the future. Although the Governing Body had yet had an opportunity of considering that recommendation, the Committee might wish to make recommendations concerning the programme of meetings for the 1970-71 period, which could be implemented on the assumption that the number of Industrial Committee type meetings to be held during these years would be determined in accordance with the formula which had applied heretofore, or that the Governing Body would adopt the new formula which was now being recommended by the Committee. The Committee was therefore invited to propose three Industrial Committee type meetings for 1970 in any event, and to envisage for 1971 the possibility of holding three meetings, in the event that the proposed new formula was adopted. It would therefore be helpful if the Committee would indicate an order of priority for six meetings, it being understood that its proposals for 1970 would be firm while those for 1971 would be purely provisional and subject to confirmation in 1969. The Director-General hoped to be in a position to submit to the Committee at its meeting in the spring of 1969 his proposals concerning the smaller tripartite meetings to be convened in 1970 under the new arrangements now recommended by the Committee.

106. Mr. Erdmann referred to the fact that the Committee was now being invited to select six out of the seven meetings which were proposed by the Office. On behalf of the Employer members, he expressed the strongest dissatisfaction with such a procedure: the Governing Body should be given a very much wider choice in the fixing of the programme of meetings. Its choice with regard to agenda items was even more restricted: in some instances it was offered no choice whatever, and in others was confined to selecting two out of three items put forward. The Employers' members had on a previous occasion called for a wider choice to be given to the Committee in these matters, but it was now necessary for their views on the subject to be reiterated with emphasis. In the circumstances, they reserved their right to reopen this question in the Governing Body.

107. The representative of the Director-General stressed that the Office was only too anxious to offer a wider choice. With regard to the programme of meetings: in the past, the Director-General had always endeavoured to propose a number of meetings at least one-third in excess of the number which would ultimately be included in the programme. The achievement of that ideal had,

It was generally understood that the Committee would rather achieve a shortening of the intervals between successive sessions of the Industrial Committee, and even increase the proportion of ad hoc meetings in the programme. The Director-General was, moreover, anxious to ensure the topicality of agenda items, and some degree of flexibility in the fixing of agendas was therefore desirable. It was indeed for this reason that the Office had recommended that such proposals as the Committee might make with regard to the programme of meetings in 1971 should be purely tentative at this stage. On the other hand, the programme of work of the Office for the years 1970 and 1971 would now have to be fixed in the spring of 1969, and this considerably reduced the scope for flexibility on the part of the Office.

Choice of Meetings.

The Worker members proposed that the following meetings should be held in 1970: (1) Coal Mines Committee; (2) Metal Trades Committee; and (3) Committee on Work on Plantations. They proposed the following meetings for 1971: (1) Petroleum Committee; (2) Inland Transport Committee; and (3) a tripartite technical meeting on civil aviation.

The Employer members felt that the programme of meetings might be affected by whatever decision would ultimately be taken with regard to the holding of the postponed Eighth Session of the Building, Civil Engineering and Public Works Committee. They supported the proposals which had been made by the Worker members for the programme of meetings in 1970 and for the first two meetings to be held in 1971. For the third meeting to be held that year, however, they proposed the Second Tripartite Technical Meeting for the Timber Industry.

The Government member for the Federal Republic of Germany endorsed the proposal which had been made by the Employer members and supported by the Employer members with regard to the programme for 1970. For 1971, however, his preferences were: (1) Petroleum Committee; (2) Tripartite Technical Meeting for the Tobacco-Processing Industry; and (3) the Second Tripartite Technical Meeting for the Timber Industry. But as this would result in two ad hoc meetings being held during the same year, one of these two meetings might be held instead of a session of one of the Standing Industrial Committees proposed for 1970, the session thus displaced to be held in 1971.

The Government member for the USSR indicated his preference for meetings to be held in 1970 as: (1) Coal Mines Committee; (2) Tripartite Technical Meeting for the Tobacco-Processing Industry. As the Committee on Work on Plantations had met as recently as 1966, its next session should rank lowest in priority.

The United States Government member concurred with the proposals of the Worker members, supported by the Employer members, with regard to the programme for 1970. His provisional preferences for 1971 were: (1) Petroleum Committee; (2) Inland Transport Committee; and (3) Tripartite Technical Meeting for the Tobacco-Processing Industry. Since this provisional order of preference had been drawn up, mention had been made of the problems existing in the civil aviation industry, and it might therefore be desirable to examine at a later stage the question of meetings to be held during 1971.

The Government member for Italy also agreed with the proposals which had been put forward by the Worker members with regard to the meetings to be held during 1970. As for 1971, sessions of the Petroleum Committee and of the Inland Transport Committee and a tripartite technical meeting for one of the industries which had been proposed by the Director-General—perhaps for civil aviation—would be appropriate.


The Government member for Venezuela supported the proposals which had been made by the Worker members, except for the fact that he preferred the Second Tripartite Technical Meeting for the Timber Industry to a tripartite technical meeting for the tobacco-processing industry for 1971.

The Indian Government member urged that the Inland Transport Committee should meet in 1971.

The Committee on Industrial Committees recommends that the Governing Body decide that the programme of meetings for 1970 should include the following meetings, listed in order of priority: (1) Coal Mines Committee (Ninth Session); (2) Metal Trades Committee (Ninth Session); and (3) Committee on Work on Plantations (Sixth Session).

The Committee on Industrial Committees recommends the Governing Body to note that the Committee provisionally selected the following meetings—which are listed in order of priority—for the programme of Industrial Committee type meetings for 1971: (1) Petroleum Committee (Eighth Session); (2) Inland Transport Committee (Ninth Session); and (3) a tripartite technical meeting for one of the following industries: civil aviation, timber or tobacco-processing.

It was understood that the selection of meetings indicated in the preceding paragraph for the 1971 programme was purely provisional, and that the Committee at this stage was expressing no preference whatever as between the three industries in respect of one of which it would, at a later date, recommend the holding of a tripartite technical meeting. The Committee proposes to give further consideration to the programme for 1971 and will, at a later stage, submit firm recommendations to the Governing Body.

Choice of Agenda Items.

The Director-General had proposed the following agenda for this meeting:

2. Recruitment, vocational training and retraining of coal miners in the light of recent developments in the coal-mining industry.
3. Migration of workers in the coal-mining industry and the social problems to which it gives rise.
4. The Australian Government member proposed that the third item should be devoted to conditions of work or to methods of improving the utilisation of machinery in coal mines.
The Government member for India commented that both of the technical items which had been proposed by the Director-General were primarily of interest to industrialised countries. The third item should be worded as follows: "Mechanisation in coal mines and its social consequences in developing countries". It was indeed an established tradition that one of the technical items on the agenda of Industrial Committee sessions should be devoted to a topic of major interest to developing countries.

Mr. De Bock, on behalf of the Worker members, said that the third item which had been proposed by the Director-General was no longer topical for many countries: employment in coal mining had decreased very considerably and recourse was no longer being had to immigrant manpower. In all the circumstances, the subjects which had been proposed by the Director-General for the second and third items of the agenda should be dropped, and the technical items should deal with two of the following topics: (i) problems of employment security and social and working conditions for persons employed in the coal-mining industry in periods of recession in that industry; (ii) social security, and (iii) working hours.

Mr. Erdmann, on behalf of the Employer members, stated that if the first of the items which had just been proposed by the Worker members was intended to provide an opportunity for discussion of the problems of providing retraining and alternative employment for redundant miners it should be supported. In reply, Mr. De Bock confirmed that, in the view of the Worker members, the concept of employment security did not exclude the laying-off of workers: what was important was to ensure that any workers who became redundant would be adequately retrained and otherwise assisted to enable them to take up new employment.

Arising out of the second of the three proposals which had been made by the Worker members, Mr. Erdmann pointed out that systems of social security for miners differed widely from country to country. He inquired whether, in view of this fact, the Office could provide a useful report on the subject.

In reply, the representative of the Director-General referred to the fact that the Office had already indicated its reservations concerning an item on social security in the coal-mining industry. Past experience in this matter had not been happy: for the Fifth Session of the Coal Mines Committee the Office had prepared a report on miners' pensions, but the persons who attended the meeting had not discussed this matter because they did not possess the expert knowledge required. In the light of that experience, the Office had since preferred to limit its presentation of this subject to a section within the General Report. If, however, an item concerning social security were to be put on the agenda of the Coal Mines Committee, it might be desirable for governments to be requested to ensure that national delegations to the session included persons competent to discuss the highly technical aspects of social security. It was, moreover, relevant to note that special social security systems for miners existed in a limited number of countries only, while in other countries miners were covered by the general system. In the several countries in which there had been a recession in the coal-mining industry, difficulties had arisen in the operation of special systems of social security for miners: the number of pensioned miners receiving payments out of the funds in question had increased, while the number of persons contributing to those funds had decreased. Accordingly, there was a tendency for such special systems to be wound up and for the social security of miners to be integrated into the general social security system.

Mr. Erdmann, on behalf of the Employer members, commented that in the light of the statement which had been made by the representative of the Director-General social security did not constitute a suitable topic for an agenda item. In these circumstances the Employer members preferred the third item in the form in which it had been proposed by the Director-General. This view was shared by the Government member for the Federal Republic of Germany.

The USSR Government member supported the proposal which had been made by the Worker members with regard to the third item on the agenda.

After a further exchange of views, the Committee agreed that the third item should be worded as follows: "Mechanisation in the coal-mining industry and its social consequences". It was understood that the report which would be prepared on this item would deal with the situation both in industrialised and in developing countries.

The Committee on Industrial Committees recommends the Governing Body to fix the agenda of the Ninth Session of the Coal Mines Committee as follows:

2. Problems of employment security and social and working conditions for persons employed in the coal-mining industry in periods of recession in that industry.
3. Mechanisation in the coal-mining industry and its social consequences.

Metal Trades Committee (Ninth Session).

The Director-General had proposed the following agenda for this meeting:

2. Problems of adjustment and income maintenance arising from structural change and economic fluctuations in the metal trades.
3. Problems of training at different levels in the metal trades, with particular reference to developing countries.

Mr. De Bock, on behalf of the Worker members, proposed that the second and third items on the agenda should be worded as follows:

"2. The social consequences of structural changes and economic fluctuations in the metal trades, particularly on employment and workers' income, including changes in the structure of the occupational groups in these trades, in relation to the application of skills and to the training of workers in general, and in particular of older and physically handicapped workers"; and

"3. The betterment of the working and living conditions of workers in the metal trades, taking into account the increasing extent of international operations in these trades."

These items were those which the Metal Trades Committee had itself proposed at its Eighth Session, in its resolution No. 70.

Mr. Erdmann, on behalf of the Employer members, pointed out that the resolution to which reference had just been made had been adopted by 84 votes to 0—but with 55 abstentions. The Employer members supported the proposals which had been made by the Director-General. Mr. Miller commented that the Director-General's proposal for item 2 was a simplified version of the proposal made by the Metal Trades Committee at its Eighth Session.

The USSR Government member supported the proposals of the Worker members.

Mr. De Bock said that, in the light of the views which had been expressed, the Worker members would now be prepared to agree to the Director-General's proposals, subject to item 2 being amended so as to read as follows:

2. Problems of adjustment and income maintenance arising from structural change—and particularly from the national and international concentration of undertakings—as well as from economic fluctuations in the metal trades.

It was essential that serious attention should be given to the far-reaching repercussions which mergers and takeovers were having on workers.

138. Mr. Erdmann said it was understood that the report which would be prepared by the Office on item 2 would, as a matter of course, refer to the consequences of the concentration of undertakings in the metal trades, but it would be wrong to overemphasise that topic. The wording of the item as proposed by the Director-General should be adopted.

139. Mr. Miller pointed out that the metal trades comprised a number of sectors, of which the engineering industry was the only one in which mergers and takeovers had occurred to any significant extent. Moreover, it should not be forgotten that there were several kinds of structural change.

140. The Committee on Industrial Committees recommends the Governing Body to fix the agenda of the Ninth Session of the Metal Trades Committee as follows:

2. Problems of adjustment and income maintenance arising from structural change and economic fluctuations in the metal trades.
3. Problems of training at different levels in the metal trades, with particular reference to developing countries.

Committee on Work on Plantations (Sixth Session).

141. The Director-General had proposed that the agenda of this meeting should be as follows:

2. Social consequences of technological development on plantations.
3. Conditions of work of women and young workers on plantations.

or
Trade union rights and collective bargaining on plantations.

142. The Committee on Industrial Committees recommends the Governing Body to fix the agenda of the Sixth Session of the Committee on Work on Plantations as follows:

2. Social consequences of technological development on plantations.
3. Conditions of work of women and young workers on plantations.

Petroleum Committee (Eighth Session).

143. The Director-General had proposed the following agenda for this meeting:

2. Problems of contract, subcontract and casual labour in the petroleum industry.
3. Occupational safety and health in the petroleum industry in the light of technical change.

144. Mr. Oechslin pointed out that the two technical items proposed by the Office were based on resolution No. 64, which had been adopted by the Petroleum Committee at its Seventh Session. The theme of item 3, as proposed by the Director-General, had, however, been extensively discussed by the Petroleum Committee at its Fifth Session, and the proposal that this item should be placed on the agenda of the Eighth Session had not been adopted unanimously, but only by 60 votes to 33, with 10 abstentions. There had, on the other hand, been unanimity within the Petroleum Committee in favour of the three other items which were referred to in resolution No. 64, and it would have been preferable for the two items proposed for the agenda of the Eighth Session to have been selected from among these three items. In all the circumstances, however, it might be best to defer a decision concerning the agenda.

145. Mr. De Bock, on behalf of the Worker members, agreed to the agenda as proposed by the Director-General, but considered it essential that the General Report should deal with the problem of trade union representation of all categories of workers and employees in the petroleum industry.

146. Mr. Erdmann, on behalf of the Employer members, declared that he was opposed to item 2 as proposed by the Director-General.

147. The Committee decided to defer making a recommendation concerning the agenda of the Eighth Session of the Petroleum Committee.

Inland Transport Committee (Ninth Session).

148. The Director-General had proposed the following agenda for this meeting:

2. Working conditions of persons employed in road transport, including safety provisions for drivers.
3. Problems relating to vocational training and workers’ training for promotion in road transport, with particular reference to conditions in developing countries.

149. Mr. Erdmann, on behalf of the Employer members, welcomed the fact that the proposals of the Director-General for the technical items were limited to a single sector of inland transport—namely road transport. In this connection, it would be desirable for the General Report likewise to be limited in scope and not to include material relating, for instance, to civil aviation.

150. Mr. De Bock, on behalf of the Worker members, agreed to the Director-General’s proposals and also to the suggestion which had just been made to the effect that problems arising in civil aviation should be excluded from the General Report for the Inland Transport Committee. He hoped that the labour problems in civil aviation would, however, be borne in mind when the Committee would be considering smaller meetings, the holding of which was provided for under the Committee’s proposed new arrangements.

151. The Government member for the Federal Republic of Germany felt that, for a number of countries, the topic which was proposed as item 2 of the agenda could more appropriately be discussed under auspices other than those of the ILO. He was, however, prepared to accept the Director-General’s proposals. Questions particularly relating to dock workers might also be excluded from the General Report.

152. The Committee decided to defer making a recommendation concerning the agenda of the Ninth Session of the Inland Transport Committee.

153. The Committee also decided to defer consideration of the agenda of the sixth meeting which might be convened during the 1970-71 period.

V. Provision of Fuller Language Facilities at Sessions of Industrial and Analogous Committees

154. In recent years various Industrial Committees have called for expanded language facilities. At the 172nd Session of the Governing Body (May-June 1968),
in a report on the effect given by the Office to requests made by one of the Industrial Committees, namely the Metal Trades Committee at its Eighth Session, the Director-General submitted information to the Committee on Industrial Committees on the possibility of improving language facilities. The Committee postponed consideration of this section of the paper to the present session; the material was brought up to date and submitted to it in a new paper. Since, however, the Committee did not have enough time to examine the question fully it decided to postpone its consideration to an early Governing Body session.

VI. Periodic Reports on the Effect Given by the Office to Requests of Industrial Committees

(a) Tripartite Technical Meeting for Hotels, Restaurants and Similar Establishments.

155. The Committee on Industrial Committees had before it a paper containing a periodic report on the effect given by the Office to requests made by the Tripartite Technical Meeting for Hotels, Restaurants and Similar Establishments (Geneva, October 1965). That report was submitted in accordance with the decision taken by the Governing Body at its 160th Session (November 1964) to the effect that the Director-General should submit to the Committee on Industrial Committees, two years after consideration by the Governing Body of the most recent conclusions of an Industrial or analogous Committee, a report on the action taken on the recommendations of the Committee which concerned the Office.

156. Mr. De Bock felt that the report should have given more information on action taken in Europe, focusing particular attention on the part played by the ILO. Furthermore, it would have been useful to give examples of concrete accomplishments of ILO experts working in the field.

157. The Committee on Industrial Committees took note of the periodic report on the effect given by the Office to requests made by the Tripartite Technical Meeting for Hotels, Restaurants and Similar Establishments.

(b) Fifth Session of the Committee on Work on Plantations.

158. In accordance with the same decision of the Governing Body, the Committee also had before it a paper containing a periodic report on the effect given by the Office to requests made by the Committee on Work on Plantations at its Fifth Session (Geneva, May 1966).

159. Lord Collison stated on behalf of the Worker members, with regard to paragraph 5 of the report, that while it was of interest to promote good labour-management relations on plantations, unfortunately in the last two years neither workers nor employers had asked the Office for technical assistance in this field. There seemed to be a lack of awareness in national circles of the fact that the ILO was ready to provide such assistance. He wondered what steps could be taken to ensure that the Office had a real opportunity for action in this field. As regards the training of inspectors, he hoped that the need for inspection on plantations and in agriculture would be properly highlighted. It would be necessary to invite trade union representatives to take part in seminars and training courses; this would keep governments well informed of the views of trade unions concerning the training of inspectors. Activities to promote the co-operative movement should also be extended, with the help of the governments concerned, to cover small farmers in Latin America.

160. Trade unions should be consulted in such a way as to ensure their full participation in activities. It was also desirable for trade unions to be associated in regional action by the ILO. Finally, as regards conditions of work on plantations in Asia, information should be provided on contacts made by ILO experts with workers through the trade unions. Lord Collison concluded by saying that although he had made these few remarks he found the periodic report excellent.

161. The representative of the Director-General stated that the Office would not fail to give effect to Lord Collison's observations and would discuss them with him.

162. The Committee took note of the periodic report on the effect given by the Office to the requests made by the Committee on Work on Plantations at its Fifth Session.

H. KNOLLE,
Chairman.
Nineteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met on 5 and 8 November 1966 under the chairmanship of Mr. Borsikov, Government member, USSR, in connection with the 173rd Session of the Governing Body.

1. Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

Action by the General Assembly.

2. On 14 December 1960 the General Assembly of the United Nations, in the course of its 15th Session, adopted a Declaration on the Granting of Independence to Colonial Countries and Peoples. This Declaration, embodied in General Assembly resolution 1514 (XV), adopted on 14 December 1960 by 81 votes in favour and none against, with 9 abstentions, that the subjection of peoples to alien subjugation, domination and exploitation constituted a denial of fundamental human rights, was contrary to the Charter of the United Nations and was an impediment to the promotion of world peace and co-operation. After recognising the right to self-determination of all peoples, it provided that immediate steps should be taken in trust and non-self-governing territories or all other territories which have not yet attained independence to transfer all powers to the peoples of those territories without any conditions or reservations, in accordance with their freely expressed will and desire, without any distinction as to race, creed or colour, in order to enable them to enjoy complete independence and freedom.

3. Two further resolutions concerning the implementation of this Declaration were adopted by the General Assembly in 1967, namely resolution 2326 (XXII), adopted by 86 votes in favour, 6 against, with 17 abstentions, and resolution 2311 (XXII), adopted by 81 votes in favour with 2 against and 18 abstentions. These resolutions were discussed by the International Organisations Committee at its 171st Session of the Governing Body (February-March 1968).

4. Resolution 2326 (XXII) concerning the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, after noting with satisfaction the work accomplished by the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, commonly known as the Committee of Twenty-four, and approving the programme of work envisaged by the Special Committee for 1968, reaffirmed the Assembly's recognition of the legitimacy of the struggle of colonial peoples to exercise their right to self-determination and independence and noted with satisfaction the progress made in colonial territories by the national liberation movements. In its operative paragraph 7, the resolution expressed appreciation to the United Nations High Commissioner for Refugees, the specialised agencies concerned, and other international relief organisations for the help they had so far given, and requested them to increase their economic, social and humanitarian assistance to the refugees from the territories under colonial domination. In paragraph 8, the resolution further requested all States, directly and through action in international institutions of which they were members, including the specialised agencies, to withhold assistance of any kind from the Governments of Portugal and South Africa and the régime of Southern Rhodesia "until they renounce their policy of colonial domination and racial discrimination".

5. Resolution 2311 (XXII) concerning the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialised agencies and the international institutions associated with the United Nations dealt with the implementation of the Declaration by and through the specialised agencies. It reads as follows:

The General Assembly,

Having considered the item entitled "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples",

Having examined the relevant reports of the Secretary General and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples,

Recalling the Declaration on the Granting of Independence to Colonial Countries and Peoples contained in General Assembly Resolution 1514 (XV) of 14 December 1960 and, in particular, paragraph 1 of the Declaration and the fifth preambular paragraph of the resolution,

Considering that, by virtue of the Charter of the United Nations and in conformity with the agreements between the United Nations and the specialised agencies and the International Atomic Energy Agency, the United Nations shall make recommendations for the co-ordination of the policies and activities of the specialised agencies,

Recalling further its Resolution 2105 (XX) of 20 December 1965, 2107 (XX) of 21 December 1965, 2151 (XXI) of 17 November 1966, 2184 (XXII) of 12 December 1966 and 2180 (XXI) of 17 December 1966, requesting the United Nations High Commissioner for Refugees and the specialised agencies concerned to increase the economic, social and humanitarian assistance to the refugees from colonial territories,

Taking note of the fact that the national liberation movements in some colonial territories of Africa have asked the specialised agencies for urgent assistance in various social fields, particularly education, and health and nutrition,

1. Recognises that the specialised agencies, the International Atomic Energy Agency and the international institutions associated with the United Nations should extend their full co-operation to the United Nations in achieving the objectives of General Assembly Resolution 1514 (XV);

2. Expresses its appreciation to the Office of the United Nations High Commissioner for Refugees and to the specialised agencies which have co-operated with the United Nations in seeking to implement the relevant resolutions of the General Assembly;

3. Recommends the specialised agencies and international institutions concerned to take urgent and effective measures to assist the peoples struggling for their liberation from colonial rule and in particular to extend, within the scope of their respective activities, all necessary aid to the oppressed peoples of Southern Rhodesia and the territories under Portuguese domination and to work out, in co-operation with the Organisation of African Unity and through it with the national liberation movements, concrete programmes to this end.

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2 A/6705.
4. Also recommends the specialised agencies and international institutions not to grant any assistance to the Republic of South Africa and Portugal until they renounce their policy of racial discrimination and colonial domination;

5. Requests all States, directly and through action in the specialised agencies and international institutions of which they are members, to facilitate the implementation of the relevant resolutions of the General Assembly;

6. Requests the Economic and Social Council to consider, in consultation with the Special Committee on the Question of Colonialism, the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, appropriate measures for the co-ordination of the policies and activities of the specialised agencies in implementing the relevant resolutions of the General Assembly;

7. Requests the Secretary-General to assist the specialised agencies and the international institutions concerned in working out appropriate measures to implement the relevant resolutions and to report thereon to the General Assembly at its 23rd Session;

8. Requests the Special Committee to examine this question and to report to the General Assembly at its 23rd Session.

Consideration of General Assembly Action by the ILO.

6. The Governing Body will recall that the above-mentioned resolutions of the General Assembly were considered at its 71st Session, as they were dealt with in the report of the International Organisations Committee which was before it 1, and that, in connection with the submission by the Government delegates of Bulgaria and the United Arab Republic of a resolution on the subject the examination of which the Conference did not complete, the Conference at its 72nd Session unanimously agreed to remit the matter to the Governing Body, which unanimously decided at its 72nd Session, immediately after the Conference, to request its International Organisations Committee to examine this matter on the occasion of the 73rd Session of the Governing Body on the basis of a report to be submitted by the Director-General. 2 A full account of the debates which led to these decisions is to be found in the paper which the Director-General submitted in response to this request.

7. This paper likewise contained a summary of the debates on the implementation of General Assembly resolution 2511 (XXII) at the joint meetings of the Committee for Programme and Coordination and the ACC held at Bucharest from 3 to 5 July 1968, and of the subsequent debate at the 45th Session of the Economic and Social Council (Geneva, July-August 1968), which decided that, in view of the need to obtain further information on this question, it would continue its study of the item at its resumed session to be held during the 23rd Session of the General Assembly, which is now scheduled for 19-20 November 1968.

Report of the Director-General.

8. At its present meeting, the International Organisations Committee had before it the report which the Governing Body had requested the Director-General to prepare. The report, which was continued, included a brief account of the question, an analysis of the present position and proposals for action submitted for consideration, the relevant sections of which were as follows:

Obligations of the ILO in Respect of United Nations Decisions

25. The obligations of the International Labour Organisation in respect of the United Nations decision relating to this matter are defined in Articles IV, VI and VIII of the Agreement between the United Nations and the International Labour Organisation, which are in the following terms:

ARTICLE IV

1. The International Labour Organisation, having regard to the obligation of the United Nations to promote the objectives set forth in Article 55 of the Charter and the functions and powers of Article 55 of the Charter, to make or initiate studies and reports with respect to international, economic, social, cultural, educational, health and related matters and to make recommendations concerning these matters to the specialised agencies concerned, and having regard also to the responsibility of the United Nations, under Articles 58 and 61 of the Charter, to make recommendations for the co-ordination of the policies and activities of such specialised agencies, agrees to arrange for the submission, as soon as possible, to the Governing Body, the Conference or such other organ of the International Labour Organisation, as may be appropriate, of all formal recommendations which the General Assembly or the Council may make to it.

2. The International Labour Organisation agrees to enter into consultation with the United Nations upon request, with respect to such recommendations, and in due course to report to the United Nations on the action taken, by the Organisation or by its Members, to give effect to such recommendations, or on the other results of their consideration.

ARTICLE VI

Assistance to the Security Council

The International Labour Organisation agrees to co-operate with the Economic and Social Council in furnishing such information and rendering such assistance to the Security Council as that Council may request including assistance in carrying out decisions of the Security Council for the maintenance or restoration of international peace and security.

ARTICLE VIII

Non-Self-Governing Territories

The International Labour Organisation agrees to co-operate with the United Nations in giving effect to the principles and obligations set forth in Chapter XI of the Charter with regard to matters affecting the well-being and development of the peoples of non-self-governing territories.

26. It is clear from these provisions that the International Labour Organisation has an obligation to comply with any request which it may receive from the Security Council.

27. In the case of recommendations by the General Assembly and the Economic and Social Council, the obligation of the ILO is to consider, to enter into consultation upon request, and to report.

28. In respect of non-self-governing territories there is a further obligation to co-operate in giving effect to the principles and obligations set forth in Chapter XI of the Charter which does not confer any specific powers on the General Assembly or the Security Council but places certain obligations on the Members of the United Nations. These obligations relate to the political, economic, social and educational advancement of the peoples concerned, their just treatment, their protection against abuses, assistance to them in the progressive development of their free political institutions and suchlike matters.

29. It is in the light of these provisions of the Agreement between the United Nations and the International Labour Organisation that the recommendations of the General Assembly and the Economic and Social Council relating to this whole question must be considered.

Suggestions for Action by the Governing Body

30. In the light of all of the discussions which have taken place the Director-General now submits for the consideration of the International Organisations Committee the following suggestions concerning the action which it might recommend to the Governing Body.

31. It may be convenient to consider separately three elements of the problem:
32. As regards the first point the Committee may wish to recommend the Governing Body to inform the General Assembly and the Economic and Social Council that the International Labour Organisation will continue to co-operate fully, within the limits of its competence and by its established procedures, in ensuring general respect for the principles of equal rights and self-determination of peoples as essential human rights.

33. As regards the second point (the grant of assistance (for this purpose) the Committee may wish to recommend the Governing Body to inform the General Assembly and the Economic and Social Council that assistance under ILO technical co-operation programmes is available, in the spirit of the Universal Declaration of Human Rights, "without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status " and that the only conditions or limitations governing the grant of such assistance are:

(a) that the assistance is requested by the governments of the States in which the persons concerned are living or to which the request or proposal will further the aims and purposes of the ILO, or by the United Nations High Commissioner for Refugees or the Organisation of African Unity, or any other regional organisation recognised as such by the International Labour Organisation, in respect of persons sponsored by them;

(b) that the content of the assistance requested is within the normal sphere of ILO technical co-operation activities;

(c) that the assistance is subject to the normal supervision and control that the ILO exercises over all its technical co-operation programmes in the interest of all its Members; and

(d) that the resources necessary to give the assistance requested are available from ILO sources, from the United Nations Development Programme, from other United Nations sources, or from the State requesting the assistance in respect of persons sponsored by it or the United Nations High Commissioner for Refugees or the Organisation of African Unity or other regional organisation, in respect of persons sponsored by them."

34. As regards the third point (the withholding of aid or co-operation in certain cases), the problem takes different forms in the case of South Africa, Southern Rhodesia and Portugal.

35. South Africa is no longer a Member of the ILO and the question therefore does not arise.

36. As regards Southern Rhodesia, the Governing Body, on 19 November 1955, requested the Secretary-General of the United Nations that the International Labour Organisation will do everything in its power to contribute in its own sphere to such action as may be decided upon by the Security Council and "to refrain from having official or unofficial contacts, direct or indirect, with the illegal régime in Southern Rhodesia." The United Nations was so informed at the time and no such contact has taken place or is envisaged. In this case also, accordingly, no question arises.

37. Portugal, unlike South Africa and Rhodesia, is a Member of the International Labour Organisation with the right and the privilege of Members of the Organisation under the Constitution of the Organisation. The question of withholding aid or co-operation from Portugal must therefore be considered as part of the wider question of the constitutional propriety and political wisdom of withholding aid or co-operation from Members of the International Labour Organisation on political or ideological grounds. Proposals to withhold aid or co-operation from a particular Member on political or ideological grounds are made not infrequently, in particular when a violation of freedom of association by the government concerned has been alleged. In the present case it is therefore necessary to have regard to its possible wider implications.

38. The greater part of the technical co-operation available from the ILO is financed by the United Nations Development Programme. No Member of the Organisation is entitled by virtue of its membership of the Organisation to the benefit of the programme, which was not foreseen when the constitutional rights and obligations of Members were defined by the Constitution, and the ILO is bound in respect of activities financed from that programme by the decisions of the General Assembly. It follows that no aid or co-operation can be given to the ILO in virtue of the programme until the Governing Council of the United Nations Development Programme is satisfied that the conditions set forth in the relevant resolutions have been fulfilled. It may be necessary to reach this result, but it may be desirable that the United Nations should be informed that the Governing Body fully recognises that this is the position.

39. It is in respect of the regular programme of the ILO that the possible implications of the apartheid régime in South Africa have been fully taken into consideration in the present case need consideration. Hitherto the policy followed has been to take decisions concerning requests or proposals for aid or co-operation on the basis of the extent to which the request or proposal will further the aims and purposes of the ILO and in particular the central aim defined in the Declaration of Philadelphia that "all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity". It would seem important to maintain this principle and to inform the United Nations that ILO policy will continue to be based upon it.

40. In the specific case of Portugal no aid or co-operation has been granted at any time in respect of territory outside Europe and no such aid or co-operation has been granted in Europe since January 1966. The question therefore does not arise at the present time.

41. In the event of the Director-General receiving any request or proposal for aid to or co-operation with any Member in respect of which the Governing Body has recommended the suspension of such aid or co-operation, he will, before taking any action in the matter, consult the Governing Body concerning the appropriate manner in which to fulfil the aims and purposes of the ILO with due regard to all relevant factors, including the obligations of the ILO towards its Members under the Constitution of the Organisation and the United Nations Charter, and the decisions of the General Assembly in relation to the decisions of the General Assembly...
the International Labour Organisation, in pursuance of the decision taken by the Governing Body on 19 November 1965, will continue to do everything within its power to achieve its own aims and objectives in conditions for the discussion of the resolution proposed by the Conference was not before the Committee, there was no obstacle to such a course of action should the Committee wish to follow it, but the question at issue appeared to be whether it was incumbent upon the Committee to take such a course because it lacked competence to consider the matter. This view might well have been advanced in the Conference itself, but, after a full discussion, the Conference had unanimously in the Governing Body. The Governing Body had unanimously decided to place the question on its agenda and directed the International Organisations Committee to consider it. The matter had been further discussed in the Economic and Social Council and, since it was under consideration in the Governing Body and in the appropriate bodies of some of the other specialised agencies, the Council had postponed the conclusion of its debate, which would be resumed on 19 November and lead to a report to the General Assembly at its current session. Under the agree­

in the course of the ensuing discussion on the procedure to be followed, it was stressed that the question of competence had to be disposed of before debating the substance of the matter, which the Worker members as well as the Member in respect of which the General Assembly has recommended the suspension of such aid or co-operation, he will, before taking any action in the matter, consult the Governing Body concerning the appropriate manner in which to fulfil the aims and purposes of the ILO with due regard to all relevant factors, including the obligations of the ILO towards its Members under the Constitution of the Organisation and towards the United Nations in relation to the decisions of the General Assembly.

Consideration of the Director-General’s Report.

tion of the United Nations Development Programme would be in any way relevant or referred to the Conference. The Conference was not before the Committee, there was no obstacle to such a course of action should the Committee wish to follow it, but the question at issue appeared to be whether it was incumbent upon the Committee to take such a course because it lacked competence to consider the matter. This view might well have been advanced in the Conference itself, but, after a full discussion, the Conference had unanimously in the Governing Body. The Governing Body had unanimously decided to place the question on its agenda and directed the International Organisations Committee to consider it. The matter had been further discussed in the Economic and Social Council and, since it was under consideration in the Governing Body and in the appropriate bodies of some of the other specialised agencies, the Council had postponed the conclusion of its debate, which would be resumed on 19 November and lead to a report to the General Assembly at its current session. Under the agree­

In the course of this discussion, the USSR Government member, while joining other members in supporting the view that the Committee should discuss the substance of the matter, the necessary in the Governing Body to take no action in the matter, but that the Governing Body, if it endorsed that recom­

12. In the course of this discussion, the USSR Government member, while joining other members in supporting the view that the Committee should discuss the substance of the matter, the necessary
beneficial. Referring to the statement by the spokesman of the Employers as to the attitude towards colonialism, foreign subjugation and exploitation, he pointed out that this statement could hardly be reconciled with the attempt to divert the discussion from the genuine issues of implementation of the declaration on the granting of independence to colonial countries and peoples, as well as with the ILO's own position. He noted that the other members agreed that the ILO should not content itself with waiting passively for the United Arab Republic, Yugoslavia and South Africa, or the Organisation of African Unity: the ILO should, on the contrary, take the initiative in developing proposals for action which should, moreover, fit into more general and well-conceived plans. It was, however, pointed out by a number of Government members that technical assistance should only be supplied on request, and that, without continuing operations, the ILO should meet individual requests. While disagreeing with the opinion of the representative of the Director-General according to which the resolution submitted to the Conference was dead he considered that the suggestions contained in the Report of the Director-General constituted an acceptable basis for discussion.

18. It was further suggested, notably by the Government members of the United Arab Republic, Yugoslavia and South Africa, and supported by the Worker members, that the ILO should not content itself with waiting passively for requests for assistance to individuals sponsored by the governments of the countries where they resided, by the United Nations High Commissioner for Refugees, or the Organisation of African Unity: the ILO should, on the contrary, take the initiative in developing proposals for action which should, moreover, fit into more general and well-conceived plans. It was, however, pointed out by a number of Government members that technical assistance should only be supplied on request, and that, without continuing operations, the ILO should meet individual requests. While disagreeing with the opinion of the representative of the Director-General according to which the resolution submitted to the Conference was dead he considered that the suggestions contained in the Report of the Director-General constituted an acceptable basis for discussion.

19. It was generally recognised that, as pointed out by the Director-General, no problem arose in connection with assistance to South Africa and Southern Rhodesia, but the Government members of India and Yugoslavia felt that the case of Portugal called for an even more clear-cut stand. On the other hand, a number of Government members, supported by the Worker members, felt that the conclusions of the Director-General fully met the requirements of the situation, that it would be unwise to take a stand without reference to the merits of particular and hypothetical situations, and that it was in the agreed general principles which would guide the action of the Governing Body already afforded full safeguards.

20. The International Organisations Committee, having reached a consensus on the nature of the proposals it should submit to the Governing Body, agreed that it should not attempt to draft the exact form of words in which they should be couched, on which further consultations could more usefully take place.

21. Before inviting him to address the Committee, the Chairman welcomed the presence of the Assistant Secretary-General of the United Nations for Inter-Agency Affairs and expressed the Committee's gratification that, on this important occasion, the United Nations had been represented by the senior United Nations official responsible for relations with the specialised agencies. The Assistant Secretary-General (Mr. Martin Hill), after stressing the importance which the United Nations and the Secretary-General attached to the deliberations of the International Organisations Committee, played a role of special significance in the development of relations between international organisations, stressed the particular importance which the United Nations attached to the question under discussion. He recalled that the Economic and Social Council would resume consideration of the question on 19 November 1968, and would devote special attention to the latest information concerning the position of the specialised agencies regarding the implementation of General Assembly resolution 2311 (XXII), which was also before the Council of FAO and the General Conference of UNESCO. The United Nations hoped that all the specialised agencies would find it possible to cooperate with the United Nations in a constructive manner to the request of the General Assembly, in accordance with the provisions of their individual constitutions and with the principle of self-determination for all peoples, to which all organisations in the United Nations were wedded. It would not be proper for the representative of the United Nations to discuss the substance of the action the Governing Body would be recommended to take, or to forecast the reaction of the appropriate bodies of the United Nations to the action envisaged, but he could not but be impressed by the consensus that was emerging in regard to constructive proposals, and the Secretary-General would feel particular satisfaction in laying before the Economic and Social Council and the General Assembly a unanimous Governing Body decision.
22. When the Committee resumed its meeting, on 8 November 1968, the Chairman indicated that following such further consultations a revised text was being submitted to the Committee which, he hoped, would meet to the greatest extent possible the various points made in the course of the previous debate, whereupon general agreement was reached on the Committee's recommendations to the Governing Body.

23. In the light of the discussion in the Conference, the Governing Body and the Committee, the International Organisations Committee recommends the Governing Body to inform the Economic and Social Council and the General Assembly that the International Labour Organisation recognises that the subjection of peoples to alien subjugation, domination and exploitation constitutes a denial of fundamental human rights, as expressed in the Charter of the United Nations, and is an impediment to the promotion of world peace and co-operation and that by virtue of the right of self-determination all peoples freely determine their political status and freely pursue their economic, social and cultural development. It will therefore continue to co-operate fully, within the limits of its competence and by its established procedures, in ensuring general respect for the principles of equal rights and self-determination of peoples as essential human rights and has taken the following decisions concerning the recommendations contained in General Assembly resolution 1514 (XV) of 14 December 1960 and 2311 (XXII) and 2326 (XXII) of 14 and 16 December 1967:

(a) assistance under ILO technical co-operation programmes is available, in the spirit of the Universal Declaration of Human Rights, "without distinction of any kind, such as race, colour, language, religion, political or other opinion, national or social origin, property, birth or other status," and the only conditions or limitations governing the grant of such assistance are:

(i) that the assistance is requested by the governments of the States in which the persons concerned are living or by the United Nations High Commissioner for Refugees or the Organisation of African Unity, or any other regional organisation recognised as such by the International Labour Organisation, in respect of persons sponsored by them;

(ii) that the content of the assistance requested is within the normal sphere of ILO technical co-operation activities;

(iii) that the assistance is subject to the normal supervision and control that the ILO exercises over all its technical co-operation programmes in the interest of its Members;

(iv) that the resources necessary to give the assistance requested are available from ILO sources, from the United Nations Development Programme, from other United Nations sources or from the State requesting assistance in respect of persons sponsored by it or the United Nations High Commissioner for Refugees or the Organisation of African Unity or other regional organisations in respect of persons sponsored by them;

(b) the Director-General of the International Labour Office will remain in close and continuous touch with the governments of the States in which the persons concerned are living, the United Nations High Commissioner for Refugees and the Organisation of African Unity with a view to meeting promptly and effectively any requests which they may make and, as circumstances require, make appropriate proposals to the Governing Body;

(c) South Africa is no longer a Member of the ILO and the ILO policy concerning apartheid continues to be governed by the declaration concerning the policy of apartheid of the Republic of South Africa adopted by the International Labour Conference on 8 July 1964;

(d) the International Labour Organisation, in pursuance of the decision taken by the Governing Body on 19 November 1965, will continue to do everything within its power to contribute in its own sphere to such action regarding Southern Rhodesia as may be decided upon by the Security Council and will continue "to refrain from having official or unofficial contacts, direct or indirect, with the illegal régime in Southern Rhodesia";

(e) the Governing Body recognises that no aid or co-operation is to be given to any State in virtue of the United Nations Development Programme until the Governing Council of the United-Nations Development Programme is satisfied that the conditions set forth in any relevant resolutions of the General Assembly have been fulfilled;

(f) it is the policy of the ILO to take decisions concerning requests for aid or co-operation with any Member State on the basis of the extent to which the request or proposal will further the aims and purposes of the ILO and in particular the central aim defined in the Declaration of Philadelphia that "all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity";

(g) in the specific case of Portugal no aid or co-operation has been granted at any time in respect of territory outside Europe and no such aid or co-operation has been granted in Europe since January 1966 and the question therefore does not arise at the present time;

(h) in the event of the Director-General receiving any request or proposal for aid to or co-operation with any Member in respect of which the General Assembly has recommended the suspension of such aid or co-operation, he will cease taking any action in the matter until the Governing Body concerning the appropriate manner in which to fulfil the aims and purposes of the ILO with due regard to all relevant factors, including the obligations of the ILO towards its Members under the Constitution of the Organisation and towards the United Nations in relation to the relevant decisions of the General Assembly;

24. The International Organisations Committee briefly considered a report on the 45th Session of the Economic and Social Council, held in Geneva from 8 July to 2 August 1968, which included an account of the general debate and of the debates devoted to the Second United Nations Development Decade, the Development and Utilisation of Human Resources, including youth and the outflow of trained personnel, population in relation to economic and social development, problems of human environment, the resources of the sea, external financing of economic development, and the International Education Year.

25. Several members expressed their appreciation of the speech which the Director-General had delivered to the Council on 9 July 1968.

26. The Worker members, supported by the Employer members, welcomed the fact that the United Nations were now attempting, within the framework of preparations for the Second United Nations Development Decade, to give effect to the ideas underlying the resolution concerning international co-operation for economic and social development adopted at the 51st Session of the International Labour Conference. The plans for a Second Decade were still in the preparatory stage, but it was to be hoped that the World Employment Programme

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would come to be one of the basic components of the
Decade, as suggested by the Director-General in his
address to the Council, especially since the need for
employment creation was, as yet, not sufficiently widely
understood. It would be undesirable to place exaggerated
emphasis on the creation of new industries, without
reality and in particular the creation of such machinery,
which would require a greater degree of understanding
between industrialised and developing countries, should not
tarnish progress in the implementation of the World
Employment Programme.

27. In connection with human resources, the Employer
members stressed the importance of the youth problem,
to the solution of which the ILO should make a distinctive
contribution in its field of competence, in co-operation
with the other organisations concerned.

28. Both the Worker and the Employer members felt
that the problem of the human environment, which
already seriously affected developed countries, would soon
affect the developing countries, as air and water pollution
were among the side-effects of the process of industrial-
isation and urbanisation already taking place in the de-
veloping countries. The matter was of special concern to
the ILO because pollution stemmed in large measure from
industry, and the ILO had an important contribution to
make to the control of the pollution of the working
environment, as pointed out by the ILO representative
in his address to the Council. The Committee recognised
the importance of the problem of the human environment,
which was likely to become one of the major concerns of
the international organisations and should be tackled in
a constructive and co-operative manner by all of those
organisations.

III. Thirty-fourth Report of the Administrative
Committee on Co-ordination

29. In accordance with established practice, the
International Organisations Committee had before it the
full text of the last report of the Administrative Committee
on Co-ordination which recorded the outcome of the
44th Session (New York, 28-19 October 1967) and the
45th Session (Geneva, 4-5 April 1968) of the Adminis-
trative Committee on Co-ordination, both of which had
been chaired by the Secretary-General of the United
Nations and in both of which the Director-General had
participated.

30. The two questions of most direct and urgent
concern to the ILO, which are referred to in the thirty-
fourth report of the ACC were brought separately to the
attention of the International Organisations Committee
at its May meeting, held during the 172nd Session of the
Governing Body. On that occasion, the Committee
considered the memorandum of guidelines for co-operation
between the ILO and UNIDO which is appended to the
report of the ACC and, on the recommendation of the
International Organisations Committee, was welcomed
by the Governing Body as evidence of significant progress
in the development of close co-operation between the
ILO and UNIDO. At that time the Committee also
considered the joint statement on agricultural education,
science and training which the Directors-General of the
ILO, FAO and UNESCO had signed in Rome shortly
after the ACC Session and which the Governing Body
likewise welcomed on the recommendation of the Inter-
national Organisations Committee.

31. In reply to questions from the Mexican Employer
member, the representative of the Director-General
explained that, as had been stated when a similar question
had been raised in the Economic and Social Council, the
ILO-UNIDO memorandum did not envisage the transfer
to UNIDO of parts of the responsibility or funds for
projects for which the ILO was executing agency, but
the addition by either organisation of new components
or the projects of the other organisation to enhance the
effectiveness of these projects. He added that, such a
process being one of importance and delicacy, the matter
had been kept under continuing attention since the
signature of the memorandum and that, while all prob-
lems could not as yet be regarded as completely
solved, co-operation between the ILO and UNIDO had
made considerable progress; the memorandum had
provided a helpful basis for achieving that progress.

32. The Committee noted that, in addition to indus-
trial development and agricultural education, science and
training, a number of other questions raised in the thirty-
fourth report of the ACC had in the meanwhile been
considered by the Economic and Social Council and
the Governing Body, as noted in the ACC report,
appended to the ACC report together with the Aide-
ment for co-operation between the ILO, FAO, UNESCO and the ILO in agricultural education,
science and training, which it is collectively responsible,
the International Organisations Committee agreed, in
accordance with the usual practice, to recommend the
Governing Body to take note of the thirty-fourth report of
the Administrative Committee on Co-ordination as a whole,
the text of which has already been made available to
the members of the Governing Body.

IV. International Conference on Ministers
Responsible for Social Welfare

33. The International Conference on Ministers
Responsible for Social Welfare convened by the United Nations
in response to Economic and Social Council resolution
1140 (XLI) was held in New York from 3 to 12 September
1968, and considered social welfare within the context of
national development, government responsibility for social
welfare, meeting manpower needs for social welfare, and
international co-operation in social welfare. The scope
and nature of the ILO's interest in social welfare was
outlined in an address delivered on 6 September 1968 by
Dr Abbas Ammar, Deputy Director-General, who headed
the ILO delegation.

34. Several members, who had earlier felt misgivings
over possible duplication between the Conference and
ILO activities, noted with satisfaction that, although
different approaches to social welfare had been advanced,
its definition as an organised activity aimed at helping
towards a mutual adjustment of individuals and their
social environment was generally adhered to, and that
the role of the ILO in the social field was fully recognised
and appreciated by the participants and by the United
Nations secretariat. The International Organisations
Committee therefore felt confident that full co-operation
would continue to prevail and that no problems would
arise. It was agreed that, since the outcome of the
Conference, which is embodied in a report 1 rather than
in resolutions, is to be considered by the General Assem-
by and later submitted to the Commission for Social
Development and the Economic and Social Council for
further consideration, whatever difficulties would be
brought to the attention of the International Organisations
Committee should the conclusions reached by these bodies,
and especially the Economic and Social Council, make
it desirable.

V. International Conference on
Human Rights

35. The International Conference on Human Rights
convened at the request of the General Assembly of
the United Nations met in Teheran from 22 April to 13 May
1968 to review the progress which had been made in the

field of human rights since the adoption of the Universal Declaration of Human Rights 20 years ago, to evaluate the effectiveness of the methods used by the United Nations in the field of human rights, especially with regard to the elimination of all forms of racial discrimination and the practice of the policy of apartheid, and to formulate and prepare a programme of further measures to be taken subsequent to the celebration of the International Year for Human Rights.

36. In view of the fact that the role of the ILO in the field of human rights had been fully discussed at the 52nd Session of the International Labour Conference, and would again be considered by the Governing Body in connection with the action to be taken in regard to the resolution adopted by the Conference, the International Organisations Committee did not discuss the substance of the questions dealt with at the Teheran Conference. A number of members expressed the hope that the resolutions adopted by the Conference would be effectively applied. It was understood that the International Organisations Committee would be informed of any question of concern to the ILO which might subsequently arise in connection with the consideration of the Final Act of the Teheran Conference by the General Assembly and the Economic and Social Council.

VI. International Symposium on Industrial Development

37. When the International Organisations Committee had first considered the outcome of the International Symposium on Industrial Development held at Athens in November-December 1967, at its meeting held in connection with the 171st Session of the Governing Body, the final report of the Symposium had not been available, and the Committee had wished to have a further opportunity to consider the position in the light of that report, which was made available to the members of the Committee at its present session. It was noted that the matter had since been considered by the Industrial Development Board, which was called upon to take such action as the report of the Symposium might call for. In particular, the Symposium had suggested that the ILO and UNIDO should work out medium-range plans for industrial manpower, and the Worker members inquired whether such plans were being developed. In reply, it was indicated that this, like the other suggestions made by the Symposium, was being considered by UNIDO, that the joint machinery provided for under the ILO-UNIDO memorandum would afford the means for pursuing the matter, and that the relationship which this undertaking might bear to the World Employment Programme would be carefully considered in the light of the concrete proposals which the joint ILO-UNIDO Working Party might put forward in this regard. It was agreed that any further question that might arise as an outcome of the Athens Symposium would be brought to the attention of the International Organisations Committee in connection with questions of co-operation between the ILO and UNIDO.

VII. United Nations Seminar on Freedom of Association

38. The Committee expressed its satisfaction that the United Nations, in co-operation with the Government of the United Kingdom, had organised, within the framework of the United Nations programme of advisory services in the field of human rights, a seminar on freedom of association, held in London from 18 June to 1 July 1968, to which the ILO had submitted a paper. The Committee further noted that arrangements had been made to concentrate discussion on freedom of association for purposes other than trade union rights, so that no duplication of work was involved, and instead the Seminar had made a valuable contribution to the appreciation of the wider aspects of freedom of association, which buttressed the effective enjoyment of freedom of association for trade union purposes. It was understood that the Committee would return to the question if, after studying the final report of the Seminar, which had now become available, this proved desirable.

VIII. United Nations Conference on the Exploration and Peaceful Uses of Outer Space

39. The Committee noted that the United Nations Conference on the Exploration and Peaceful Uses of Outer Space had taken place in Vienna from 13 to 27 August 1968. The Conference had not adopted specific resolutions or recommendations but its report, which is to be considered by the General Assembly at its current session, stresses the need for large-scale promotion of international co-operation on space questions and draws attention to the role of the United Nations and several of the specialised agencies in this field. It was noteworthy that, for the first time, the ILO had been represented at that Conference by the Turin Centre, which had submitted on behalf of the ILO a paper on training for space research dealing primarily with the needs of developing countries. This paper had been warmly welcomed, and while it was unlikely that at this stage the ILO would be significantly concerned with activities in outer space, the impact of such activities on daily life and on industry was growing and was therefore of concern to the ILO, whose efforts would be primarily bent towards the transfer of the benefits of space activities to the countries which did not directly engage in space activities. It was pointed out that co-ordination would be particularly important in this field, and the Committee was assured that the Turin Centre was already carrying out the necessary consultations with the other international organisations concerned to ensure the necessary co-operation and co-ordination.

V. BORISOV,
Chairman and Reporter.

APPENDIX XX

Twentieth Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

1. The Committee on Standing Orders and the Application of Conventions and Recommendations met on 7 November 1968 under the chairmanship of Mr. Banner-Menson (Employer member, Ghana).

Application of Conventions and Recommendations

Forms of Report (Article 22 of the Constitution) on the Fishermen’s Competency Certificates Convention, 1966 (No. 125), and the Accommodation of Crews (Fishermen) Convention, 1966 (No. 126).

2. In accordance with the usual procedure, the Committee considered and approved the draft form to be used as a basis for the reports which governments of ratifying States will be required to supply under article 22 of the Constitution on the application of the Fishermen’s Competency Certificates Convention, 1966 (No. 125), and the Accommodation of Crews (Fishermen) Convention, 1966 (No. 126).

3. The Committee recommends the Governing Body to approve the forms of report on the Fishermen’s Competency Certificates Convention, 1966 (No. 125), and the Accommodation of Crews (Fishermen) Convention, 1966 (No. 126), which constitute Appendices I and II to the present report.

Co-operation between the ILO and UNESCO for the Application of the Instruments relating to Discrimination Adopted by the Two Organisations.

4. The Committee was informed that arrangements had been envisaged, within the framework of the measures approved by the Governing Body with a view to ensuring the collaboration of the United Nations and other specialised agencies in the implementation of certain instruments concerning matters falling within the respective spheres of competence of those organisations, according to which UNESCO would be invited to send representatives to those sittings of the Committee of Experts on the Application of Conventions and Recommendations devoted to the examination of the effect given to the Convention (No. 111) and the Recommendation (No. 111) concerning Discrimination in respect of Employment and Occupation, 1958, and, in return, the ILO would be invited to be represented in a similar manner in the competent UNESCO organ charged with examining the application of the Convention and Recommendation against Discrimination in Education, adopted by that organisation in 1960. The Committee also noted that, as a first practical step in that direction, an ILO representative had already attended a meeting of the special organ of UNESCO responsible for the supervision of the application of the instruments against discrimination in education.

5. In reply to a question from the Worker members, the representative of the Director-General indicated that it was open to the United Nations, as well as any specialised agency, to be represented in the sittings of the Conference Committee on the Application of Conventions and Recommendations, which were public. In regard to the Committee of Experts on the Application of Conventions and Recommendations, whose sittings had a private character, those organisations were invited to be represented under special arrangements when Conventions dealing with questions falling also within their competence were considered, as in the case of the Indigenous and Tribal Populations Convention, 1957 (No. 107), and the Social Policy (Basic Aims and Standards) Convention, 1962 (No. 177); representatives of the United Nations and of the various specialised agencies concerned were invited to attend the sittings of the Committee of Experts devoted to the examination of these Conventions.

F. Banner-Menson, Chairman.
APPENDIX XXI

Twenty-first Item on the Agenda: Reports of the Financial and Administrative Committee

[The papers relating to this item, being of a confidential nature, are printed separately in accordance with the usual practice.]

1 See seventh sitting.

APPENDIX XXII

Twenty-second Item on the Agenda: Report of the Allocations Committee

[The paper relating to this item, being of a confidential nature, is printed separately in accordance with the usual practice.]

1 See seventh sitting.
Twenty-third Item on the Agenda: Report of the Committee on Operational Programmes

1. The Committee on Operational Programmes met on 7 and 8 November 1968. Its agenda was as follows:

1. Criteria to govern the ILO technical co-operation programme under the regular budget.
2. ILO technical co-operation programmes in 1967.
4. Review of the terms of reference of the Committee on Operational Programmes.
5. Other questions: Action to be taken on the resolution concerning the promotion of adequate national institutional arrangements, particularly the association of workers' and employers' organisations, in relation to technical co-operation activities of the ILO at the national, regional and international levels, adopted by the Conference at its 52nd (1968) Session.
6. In the absence of the Chairman, Mr. Nasr acted as Chairman at the first two sittings and Mr. Benazzedine at the other two. The Committee decided to defer discussion on item 5 until its November 1969 meeting.

Criteria to Govern the ILO Technical Co-operation Programme under the Regular Budget

3. During the discussion of this item, speakers from the three groups stated their general support for the revised criteria as presented in the Office paper, subject, however, to certain amendments of a substantive and drafting nature. The Committee had a full discussion on each point of the proposed revised criteria.

4. In the paragraphs below the general tenor of the discussion is recorded, giving an indication of the interpretation which the Committee wished to be given to the newly adopted criteria and guidelines in their practical application. The summary record of the more detailed observations made by members of the Committee during the debate is presented under the four headings of Appendix I of the Office paper setting forth proposed "Revised Criteria and Guidelines to Govern the ILO Technical Co-operation Programme under the Regular Budget". The final text of the criteria as adopted by the Committee is given in Annex A.

5. There was general agreement that ILO technical co-operation under all programmes, whether they related to human resources development, the building of social institutions or conditions of life and work, was aimed at raising the standard of living of peoples all over the world. There was a need for maintaining proper balance among these programmes, taking into account the levels of resources available under the different programmes from which they were financed. In this regard, the regular programme had a special role to play within its basic programme promotion function. Against this background, what mattered mainly was not that the criteria should achieve maximum precision which would lead to rigidity in application, but that they should allow scope for flexibility in their interpretation so that the technical assistance rendered by the ILO might be as effective as possible and correspond as nearly as possible to the real needs of recipient countries.

Eligibility of Requests for Technical Co-operation.

6. As regards paragraph 3 (b), Mr. Benazzedine questioned the usefulness of the words "where feasible and as appropriate" in the second line. As regards the words "to improve their efficiency", he wondered whose "efficiency" was meant. He suggested that both these expressions should be deleted. Mr. Gonzales Blanco and some Government members supported the suggestion. The Committee noted that, as pointed out by the Government member for Pakistan, the Office text followed the resolution adopted by the Conference but thought it better to modify the text in order that the spirit rather than the letter of the resolution should be retained.

7. Referring to paragraph 3 (c), the Swedish Government member placed emphasis on the importance of adequate project support from governments. He stressed, however, the need for selectivity based upon the ILO's ability to provide the assistance requested.

8. The USSR Government member considered that in paragraph 3 (c) the word "reasonable" was unnecessary and should be deleted. The Government members for the United States and Yugoslavia, on the other hand, considered it necessary, since, while governments could generally be expected to give a reasonable promise of their co-operation, they could not always give absolute guarantees. Several members, including Lord Collison and the United Kingdom Government member, suggested a redrafting of paragraph 3 to bring the English and French versions into line. After a further exchange of views the Committee accepted the suggestion of the Swedish Government member that the words "there is reasonable assurance" in paragraph 3 should be replaced by the words "it has been ascertained to the extent possible".

Selection of Requests and Types of Projects.

9. With reference to paragraph 5, Mr. Benazzedine and several other speakers, including Lord Collison, Mr. Oechslin and the French and USSR Government members, considered that the Office text could be strengthened. The Workers' and Employers' groups felt that instead of "special consideration" the word "priority" might be more appropriate. The French Government member requested clarification as to what was meant by the words "special consideration".

10. Mr. Benazzedine felt that clarification was necessary regarding the type of organisations to be consulted. Only the most representative organisations of workers and employers should be consulted. The precise definition of the meaning of the word "consulted" in the context of these criteria should also be made clear. As regards worker and employer participation in the formulation of requests, Lord Collison considered that the machinery set up for this purpose should be strengthened. Since the ILO was a tripartite body, it was important that its tripartite nature should be developed and maintained in the technical assistance field as elsewhere. He agreed that governments had primary responsibility for determining their own development programmes, but he insisted that this should always be done in consultation with the workers. While accepting the general tenor of

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1 See seventh and eighth sittings.
the proposed paragraph 5, the Government member for Pakistan pointed out that there were wide disparities between specific conditions in the various countries and wished to record his reservations in regard to the use of this particular wording.

11. Mr. Benazzedine, speaking on the question of maintenance of balance in the over-all ILO programme of technical co-operation, to which reference was made in paragraph 5, the criteria, stated that in the opinion of the Workers' group maintenance of the balance required that the conditions of work and life programme should be given special priority under the regular programme, considering that this was a field within the competence of the ILO which did not yet benefit from other financial resources available within the framework of the United Nations. This view was supported by the Yugoslav Government member, who observed, however, that the improvement of conditions of work and life was a basic objective of all three programmes, and by the USSR Government member, who mentioned vocational training as another area deserving priority in the selection of projects. On the same point, the United States Government member observed that balance must be maintained from the point of view of the over-all programme, bearing in mind that all the various elements in the programmes were, after all, directed towards improving conditions of work and life.

12. On the suggestion of the Chairman, it was agreed that the word "balance" should be interpreted with elasticity, taking into account the different programme sizes. On that understanding, members were agreed that paragraph 4 should be left unchanged.

13. The Government member for the United Kingdom proposed an addition to the criteria concerning paragraph 4 to cover the need for co-ordination with multilateral and bilateral aid-giving programmes.

14. The Government member for Sweden and several other members referred to paragraph 7 of the criteria. The meaning of subparagraph (c) as drafted was questioned, and it was suggested that a more explicit wording should be found.

15. An amendment to subparagraph (b) was suggested by Mr. Nasr, to provide for the setting up of new projects for which the need was known but could not be clearly identified because adequate data were lacking.

16. Mr. Benazzedine suggested the extension of the terms of paragraph 7 (d) to include employers' and workers' organisations among organisations eligible to receive assistance.

17. The Government member for Canada, speaking on the selection of requests for technical co-operation, referred to the World Employment Programme and urged that it should be kept in mind when selecting projects to be undertaken under the regular budget.

18. Referring to project selection in general, Lord Collison stated that many aspects of the criteria related to all activities of the ILO and should be applied to them, including those financed from funds of the United Nations Development Programme (UNDP). The Chairman proceeded to discount the discussion of criteria concerned with projects financed from the regular budget. The proposal might, however, be considered by the Committee when other items on the agenda were being discussed, in particular item 3.

Forms of Technical Assistance.

19. The use of the words "beneficiary governments" in the second line of subparagraph 9 (a) of the criteria was questioned by Mr. Benazzedine, who thought that the single word "beneficiaries" would be more appropriate, since this word would cover all types of beneficiaries under the ILO programme. He was supported in this view by Mr. Gonzales Blanco. The United States Government member remarked that the term "beneficiary governments" could be taken to include employers and workers.

20. Mr. Nasr and Mr. Oechslin expressed the hope that the provisions for evaluation activities and for refresher training for experts proposed in paragraph 9 (a) and (b) would in practice be kept on a modest scale.

21. Mr. Ghali drew attention to the difficulties experienced by the Office in the recruitment of experts and, once recruited, their assimilation in the country of assignment. He felt that these difficulties could be alleviated in large measure by the participation of governments in the selection of experts and suggested a new paragraph 9 (c) the terms of which would provide for consultation by the Office with the government and with the employers' and workers' organisations in the recipient country. The Chairman's opinion, however, was that the suggestion had no place in the criteria as it was concerned with the implementation aspects of technical co-operation. In this connection, the USSR Government member thought that Mr. Ghali's suggestion might be taken up on a suitable occasion in the framework of a general discussion of measures to improve the implementation of technical assistance projects.

Periodic Review of Technical Assistance Projects.

22. A number of speakers, including Mr. Benazzedine, Lord Collison and the Government members for Kenya, Sweden and the United States, expressed doubts about the reference to possible termination of projects as a result of the review procedure. They requested clarification of this point. The suggestion was also made that the abbreviation "i.e." should be replaced by "such as" in order not to give the impression that there were no other possibilities of action. In certain cases necessary adjustments of project objectives and operation methods might be indicated.

23. The representative of the Director-General, in his reply to the debate, began by observing that the Committee was in the process of shaping a document which would constitute a working tool by which future technical co-operation programmes carried out under the regular budget would be guided, with a view to bringing maximum benefit to recipient countries. What was required in such a document were well-defined principles, not rigid rules. It was understood that the revised criteria would serve as a guideline for future ILO action for a number of years to come, after which they could be reviewed again.

24. In order to facilitate the task of the Committee in reaching agreement on the proposed revised criteria, the representative of the Director-General proceeded to reply to certain questions which had been asked and to propose solutions to certain problems which had been raised. It was clear from the debate that in order not to give the impression that there were no other possibilities of action, in certain cases necessary adjustments of project objectives and operation methods might be indicated.

25. Replying in detail to questions which had been raised by the various speakers, the representative of the Director-General referred first of all to paragraphs 3 and 5, which in his view needed to be taken together. Both were concerned with a problem which was of direct concern to employers' and workers' organisations. Regarding paragraph 5, the Government member for France had asked certain questions in connection with the words "special consideration". The meaning of these words was that the Office would carefully examine any requests of the kind referred to in this particular paragraph. He went on to say that he agreed with the French Government member that for certain types of projects consultation with workers' and employers' organisations was necessary and indeed indispensable. Such projects lay more particularly in the field of productivity and management development. Concerning the word "consulted" as used in paragraph 5 of the Office text, the representative of the Director-General said that he had noted that there were "consulted" with a problem which was of direct concern to the underdeveloped countries. Obviously the meaning of the word in English and French was quite the same. He was in agreement, therefore,
that another wording should be sought which would be acceptable to all. A proposal to that effect would be included in the amended revised criteria.

26. Replying to the frequent references which had been made during the debate to the size of the part of the ILO technical co-operation programme in the conditions of work and life, the representative of the Director-General pointed out that such activities were not limited to the departmental programme bearing that title but were in fact an important element throughout the ILO programmes of technical co-operation, including in particular the rural programme. He also mentioned that in the over-all programme the share had increased and that it had been possible to transfer one important point from this field to the regular programme to the UNDP (Special Fund).

27. With reference to Mr. Nasr's suggestion that a new paragraph be included in part II of the report and that of Mr. Benazzedine, that paragraph 7 (a) should be extended to include workers' and employers' organisations, the representative of the Director-General pointed out that these points were possibly covered in other sections of the criteria.

28. The representative of the Director-General assured members that the new facilities set out in (a) and (b) under the head "Point of Technical Assistance" were not to be made use of with prudence and care. He suggested further the deletion of the word "termination" in paragraph 10 since paragraph 11 fully covered this particular point.

29. An amended text of the revised criteria was then prepared and circulated. It was considered by the Committee on the day following its first meeting and, subject to minor changes, adopted unanimously. It was understood of the Committee that the criteria and the record of the discussions in the Committee constituted a whole and should be read in conjunction with one another. The text of the revised criteria as adopted by the Committee is annexed to this report. It is submitted for consideration and approval by the Governing Body.

ILO Technical Co-operation Programmes in 1967

30. In opening the general debate on this item, the Chairman drew the attention of the Committee to the new form in which the Office paper was being presented this year and requested members of the Committee to give their views on the new presentation. The changes consisted of the removal of descriptions of projects operational in 1966 from the body of the text and their inclusion in an appendix, and the provision of additional statistical information on ILO technical co-operation activities, as well as descriptions of selected projects to be implemented by the ILO under the Special Fund sector of the UNDP, approved by the Governing Council of the UNDP during the period under review. The paper itself provided information on the main characteristics of the programmes (expenditure, experts, fellowships and equipment); regional action and trends; co-ordination; evaluation; participation of employers' and workers' organisations; main difficulties encountered in project implementation during the year; and concluding remarks.

31. Lord Collison and Mr. Nasr, on behalf of the Worker and Employer members respectively, as well as the Government members for the United States and the USSR, welcomed the new presentation. Lord Collison and Mr. Nasr felt that, although the paper was necessarily brief in some parts, it gave a clear picture of ILO technical co-operation activities. The Government member for the United States indicated that the information contained in the appendices was very useful and illustrated the main points brought out in the report. The USSR Government member, while agreeing with the other speakers, said that more specific information on the projects and the countries where difficulties were encountered and details of the type of obstacle faced in each case would make it possible for the Committee to find ways and means of solving these problems.

32. Comments were also made on the content of the paper. Both Lord Collison and Mr. Nasr referred with satisfaction to the more flexible attitude adopted by the UNDP towards financing projects under the Special Fund sector in social fields. However, Lord Collison felt that it was not enough for the Office, when injecting the social element into industrial projects, to concentrate essentially on labour-management relations. He felt that the economic relations were important, more emphasis should be placed on such matters as the improvement of safety and health, sick pay and pensions within industrial projects. Mr. Nasr suggested that because of the vast experience it had acquired in this field over the years the ILO should also try to undertake the implementation of social aspects included in large-scale industrial projects with which UNIDO might be entrusted.

33. The initiative taken by the Office in suggesting to governments that copies of final reports on ILO technical co-operation activities should be sent to employers' and workers' organisations in their respective countries was of the opinion that experts were not being recruited in sufficient numbers from developing countries, although there had been a slight improvement over the past few years.

34. References to other parts of the report were also made. Mr. Nasr was happy to note the information concerning the employment of regional advisers, as was Lord Collison regarding the assistance provided in the rural sector. Mr. Nasr also felt that assisting governments in the preparation of projects and in the protection of the assistance could then take the necessary steps to obtain positive results. The Government member for the United States agreed that enlisting the assistance of employers' and workers' organisations would certainly be one way of solving the problem.

35. Finally, Mr. Nasr suggested that members of the Committee should try to come to the meetings fully informed about the technical co-operation activities being carried out in their countries and, to the extent possible, to find out about those being carried out in neighboring countries and the region as a whole. They would thus be in a position to give a true picture of the actual implementation of projects and facilitate to a great extent the work of the Committee.

36. In his reply, the representative of the Director-General thanked the members of the Committee for their observations and the manner in which they had welcomed the new presentation of the document, which was aimed at meeting the wishes expressed by the Committee during previous sessions. Their views would be most useful for the preparation of future reports of this type, which would henceforth be presented in the new form.

37. Commenting on Lord Collison's observations concerning the inclusion of social elements in industrial projects, he said that the Office had to an increasing extent introduced, in projects dealing with vocational training, management development and productivity, factors that would contribute in one way or another to an improvement in the conditions of work and life of workers.

38. As regards the recruitment of experts from developing countries, he observed that the situation had greatly improved and that a larger number of experts from developing countries were now being recruited by the Office. At the same time, he pointed out that since
projects had become more complex and specialized; there was already a serious shortage of technically qualified counterparts in developing countries. While efforts would be made to step up the recruitment of experts from such countries, it would also be necessary to guard against depriving certain countries of key personnel.

39. The Committee took note of the paper submitted by the Office on this item.

Magnitude and Balance of the Programme of Operational Activities under the ILO Regular Budget for 1970

40. In introducing the third item on the agenda, the representative of the Director-General drew the Committee’s attention to the importance of the paper before it: as a change from past practice, the Committee would have to decide on the magnitude and balance of the programme of operational activities under the regular budget for 1970, but in the context of a biennial budget.

41. He was glad to be able to inform the Committee that, following the meeting of the Inter-Agency Consultative Board of the UNDP held in New York at the end of October 1968, the Director-General and he himself had had the assurance that twenty-five new Special Fund projects would be assigned to the ILO in January 1969—almost twice the greatest number of projects assigned to the ILO at earlier sessions of the Governing Council of the United Nations Development Programme. Implementation of a large number of projects would undoubtedly raise further serious problems. The Office in recruiting experts (who would total nearly 200), placing fellows and purchasing equipment. The twenty-five projects to be assigned to the ILO represented an investment from the United Nations Development Programme of nearly $16 million and the counterpart contribution from governments would amount to nearly $24 million. Thirteen of the projects concerned vocational training, three management development, two vocational training and management development, four rural sector and co-operative and one small-scale industries. One project relating to training and employment in Tunisia would lay stress on the training and employment of youth.

42. As regards geographical distribution, eight of the projects would be carried out in Asia, seven in Africa, six in America, three in the Middle East, and one in Cyprus. In addition to the twenty-five projects, the ILO would be associated in eight projects assigned to other international organisations, mainly UNIDO projects.

43. Mr. Benazzedine observed on behalf of the Workers’ group that the further information given by the representative of the Director-General was extremely encouraging. Since some of the projects concerned co-operatives. He was satisfied with the magnitude of the ILO’s programme of operational activities, although he regretted to note that the Workers’ views concerning the necessity and desirability of expanding the conditions of work and life programme within the framework of ILO activities had not won acceptance. The paper before the Committee indicated that in 1968 expenditure on the conditions of work and life programme had been 8 per cent of the expenditure under the United Nations Development Programme/Technical Assistance component (UNDP/TA), 1.2 per cent under the United Nations Development Programme/Special Final component (UNDP/SF) and 17.9 per cent under the regular programme. For 1969 the percentages were 11.1, 3.6 and 12.7 respectively. Although an attempt was being made to increase UNDP interest in the implementation of projects in the social field, the ILO itself was failing to set a good example.

44. The Workers’ group hoped that in preparing the budget for 1970-71 the Director-General would take into account the concern expressed by the group and by the Committee as a whole, which realised that economic development could not be associated in an end to end manner with expansion. One of the consequences for economic development. Mr. Benazzedine expressed satisfaction with the work carried out by the ILO. With respect to occupational health, he pointed out that it could have an effect on productivity and on economic and industrial development. In view of the number of days lost because of failure to take account of occupational health considerations in the underlying, there was cause for regret that only four projects were planned for 1970 in this field.

45. The Committee had recognised that experts might give priority to the training of national counterparts. A number of successfully completed projects suffered setbacks after the expert’s departure because there were no counterparts to take over. It was vital to pay special heed to the training of a national counterpart while the expert was still in the country receiving technical assistance.

46. With regard to co-operatives, the programmes relating to co-operative managers also provided for the training of workers. As regards the management and organisation of rural development, Mr. Benazzedine further suggested giving wider distribution to the workers’ education bulletins.

47. With regard to ILO participation in other programmes, he expressed the hope that seminars for young workers, organised by the ILO with the co-operation of certain countries, could be held not only up to 1970 but also thereafter.

48. As regards workers’ education, programmes carried out by the ILO in recent years had begun to bear fruit, and it was to be hoped that the manuals in preparation would deal with occupational diseases and their consequences for economic development. Mr. Benazzedine further suggested giving wider distribution to the workers’ education bulletins.

49. With regard to ILO participation in other programmes, he expressed the hope that seminars for young workers, organised by the ILO with the co-operation of certain countries, could be held not only up to 1970 but also thereafter.

50. Mr. Abid Ali emphasised that the programmes should have a rural bias. With regard to experts, he felt that whenever feasible they should be recruited from developing countries. He also mentioned that great care should be taken in the selection of experts. More emphasis should be put on the supply of equipment, which had lasting utility and was very much appreciated by the receiving countries.

51. Mr. Nasr, speaking on behalf of the Employers’ group, pointed out that the World Employment Programme was to be one of the major programmes assigned to the ILO and expressed the wish that it should be carried out in conjunction with other programmes. It was most important that it should gather strength from all the other programmes rather than develop into a separate one which would take out funds, experts and resources from other programmes and thus weaken them. Co-operation between the ILO and other agencies should be carefully planned so that multi-organisational programmes should not disintegrate into rivalry. He requested some information on the follow-up period of Special Fund projects mentioned in the paper under consideration. Difficulty had been encountered in retaining the counterparts, well trained in their own country or outside their country. That was one of the problems that faced the ILO and it was not the ILO’s responsibility alone: it was a collective responsibility, and he felt that he should draw the attention of the Office and the Committee to the problem. A suggestion was made that it might be possible, at the start of a project to establish a national committee which would take upon itself the running of a project after the termination of ILO assistance, and being a national body instead of a government authority it might have more flexibility and also enable it to provide better training of employment to national counterparts. With regard
to the Small Industry Services Institute in Bangkok, he wanted to know whether UNIDO was assisting in the establishment or the implementation of that project. He was not sure that it was proper to provide technical assistance to developing countries in specified industries, as in the case of the National Leather and Textiles Institute in Morocco. This was not simply because the United Nations had established UNIDO but because he felt that if the ILO had to enter into specific technical help in every type of industrial activity there would be a spreading out and a thinning of ILO activities.

52. Mr. Nasr noted with satisfaction that the ILO shared in the preparation of requests submitted by national governments through the Governing Council of the UNDP. He felt that the employers' and workers' organisations in countries preparing such requests should be closely connected with the preparation of those requests. Turning to the question of associate experts, he asked whether they were on loan to the ILO so that they could be sent to countries where there was a need for them or whether they were appointed by the donor country to a specific project in a given country. He wished to see the Swedish programmes, and in particular the programme for the development of vocational training opportunities for women and girls in Africa, extended to other countries where there would be a demand, that was of decisive importance for the ILO. He hoped that new technical projects would be approved in the near future, as they were needed very much to help achieve the ILO's objectives.

53. Speaking of the management development programme, he reminded the Committee that it had been started on the initiative of the Employers' side at the stage of the small-scale projects in Morocco. He was glad that the programme had spread to other parts of the world and was given to the ILO was a satisfactory result. However, there was one point that was constantly in his mind and that was that every new project would be a challenge to the secretariat of the ILO to expand the work of the ILO in that field. He mentioned that there was a discrepancy between the proposed figure of $2,431,000 for technical co-operation activities under the regular budget in 1969 and the approximate amount of $1,700,000 he had arrived at by adding up the various programmes mentioned in Appendix IV to the Office paper.

54. The Italian Government member said he was prepared to support the projects planned for the next few years, because they would give concrete and substantial assistance on the spot to the developing countries. He also expressed satisfaction with activities in the field of rural development, although he regretted to note a decline in activities in the field of conditions of work and life which had not been taken up. He wished the management development programme reoriented towards its original objective. He welcomed the production of the ILO of manuals which were practical, concise and quite useful. As far as the World Employment Programme and rural development were concerned, the Employers' organisations were conscious of the importance of rural development for the general welfare of the peoples of the world; perhaps the best way of achieving rural development would be by introducing small-scale industrial development in the rural sector.

55. The Government member for Sweden thought that the report under consideration had a horizontal theme which cut through much of its more vertically arranged material. The horizontal theme was the World Employment Programme emerging as a major co-ordinated and integrated effort of the Organisation which would call not only for thinking and planning but also for many-faceted action over many years to come. Human resources development within the framework of the World Employment Programme had a great deal to do with the conditions of work and life, particularly the conditions of life. If unemployment could be reduced by training people for all the jobs that needed to be done, such training being given within the skills for which there was a demand, that was of decisive importance for the way in which conditions of work and life could be dealt with. He was glad that the ILO had in the past given a lot of attention to the question of programming for the technical co-operation activities of the ILO he thought that the two-year cycle was a step forward and a welcome development because it would permit a longer-term perspective also in the assessment of the regular budget programme. Referring to the introductory remarks made by the representative of the Director-General with respect to the ILO's share within the Special Fund sector of the UNDP, he thought that the new was of course encouraging, but he wondered that such a sudden and substantial expansion was going to put very great and very heavy demands on the Office in terms of planning, administration and subsequently backstopping. Since he was informed that the Turin Centre and its affiliated research institutes, had not been established in one of the donor countries, he was wondering whether the experiment could be repeated in the future. He was prepared to endorse the general magnitude and orientation of the ILO regular programme of technical assistance as proposed in the document.
58. Lord Collison was satisfied that the sphere of activity of UNIDO and the ILO had now been clearly defined. The work of the field such as vocational training, occupational health and safety and, of course, the rural development of industry remained within the competence of the ILO. Referring to the workers' education programme, he said that he welcomed the new inclusion of the large number of unions in the plantation field outside his own country showed that the manuals issued by the ILO were of very great importance. They assisted unions with documentation which they found difficult to get from other quarters. He approved the preparation in 1969 of a new manual dealing with industrial hygiene in addition to one on vocational training and women's participation in trade union life. He pointed out that experience showed that industrial hygiene and industrial health went hand in hand and should be dealt with together. He said he would very much like to see a manual prepared which gave trade unionists some advice about some of the hazards which they met from day to day in industry. Turning to the rural development programme, he said that the ILO had a responsibility for developing some of the hazards which they met from day to day in industry. Turning to the rural development programme, he said that the ILO had a responsibility for developing village industries so that labour released from agriculture by the process of mechanisation might be absorbed.

59. The Government member for the United Kingdom referred to the World Employment Programme and said that in the rural sector the ILO had to co-operate with other agencies, including UNIDO; in the youth employment sector it was of great importance that it should make a contribution to the work of UNESCO and other organisations, particularly to the International Education Year to be held in 1970 and thought that it was through the World Employment Programme that the contribution of the ILO could be made to the International Education Year. In the programmes for youth participation it was important to determine what measures were needed to enable young people to participate more fully in their country's development and become integrated in its economic life. Educational programmes which were not fully usable and training which was not the right training could only lead to discontent, to uprooting, and to a drift to the towns.

60. The Government member for the United States thought that the ILO had a responsibly developed area for the Office's consideration. He thought that the existing distribution both as to programmes and geographical regions was about as good as could be expected, and as to the magnitude of the programme he supported the concluding paragraphs of the report.

61. The representative of the Director-General, in his reply to the discussion, informed Mr. Nasr that Turkey and Cyprus had been listed under the heading of Europe in the Programme because they had been included in the United Nations classification in which Turkey and Cyprus were included in Europe. He assured Mr. Benazzedine that the action relating to workers' education seminars which was mentioned in the paper under the heading of ILO participation in other programmes would continue in 1970 and 1971 and even after that. Referring to the magnitude and balance of the programme for 1970 and 1971, he observed that some members of the Committee had expressed uneasiness concerning the share of the budget devoted to programmes relating to conditions of work and life of workers and pointed out that, as indicated in Appendix III, the figures given represented only provisional estimates which would be reviewed at the end of the year. Moreover, if there had been a decrease, at least in the percentage of the programme devoted to these problems, there had been an increase in the percentage of expenditure on conditions of work and life, which had risen from 5.1 in 1968 to 6.4 in 1969. This decrease was due to the fact that the Office was no longer able to transfer certain activities previously financed from the regular budget to the United Nations Development Programme. In his view, there were no rigid demarcation lines between the human resources programme and the programmes relating to conditions of work and life and the development of social institutions.

62. Replying to Lord Collison, the representative of the Director-General stated that the list of requests received had been included in the initial budget which had not been included in the 1969 programme related to a period of about one year. This list fluctuated considerably; an appreciable number of requests for assistance under the regular budget had reached the Office since its preparation, and it had been possible to forward a number of requests from the list because the Office had found other sources of financing for them, including the United Nations Development Programme.

63. Referring to the remarks made by the USSR Government member regarding the apparent contradiction between paragraph 21 of the paper and Appendix IV, the representative of the Director-General pointed out that the Appendix included a number of projects of which work had begun in 1968 and would be continued in 1969. There was an appreciable reserve regarding which the ILO would have to take decisions with a view to adding a number of new projects to the list. As regards the expansion of ILO technical co-operation activities generally, to which Lord Collison had also drawn attention, it was true that this would raise relatively difficult problems which the ILO was preparing to face. The Office would try, as an experiment, to have a few projects carried out by means of subcontracting arrangements with consulting engineers, universities, etc.

64. The representative of the Director-General said that he was happy to inform members of the Committee that the United Nations Development Programme had agreed in principle to approve projects financed under the heading of what were called Special Fund type projects for the benefit of the Turin Centre. The ILO would remain the executing agency and the Turin Centre would be responsible for implementation of the projects under a subcontracting arrangement between the Centre and the ILO.

65. Replying to Mr. Nasr, the representative of the Director-General indicated that the Office was closely associated in the preparation of projects to be carried out under the regular budget or the United Nations Development Programme. In fact, throughout the whole stage of preparation of a project, the ILO was increasingly concerned to associate employers' and workers' organisations in such preparation and, subsequently, in the execution of the project. For example, for projects relating to the establishment of new centres and institutes; the arrangements made aimed at the inclusion of representatives of employers' and workers' organisations in the governing bodies of productivity centres and institutes.

66. Replying to the various speakers who had taken part in the discussion, the representative of the Director-General stressed the importance which the ILO attached to the World Employment Programme and agreed with Mr. Nasr that this programme should be considered not in isolation but, on the contrary, in close conjunction with other ILO activities. He assured the United Kingdom Government member that the ILO would continue to maintain close contact with other international organisations. Within the framework of the World Employment Programme, the youth programme would acquire special importance, and he was gratified to note that the twenty-two projects which were proposed to the Governing Council of the UNDP in January 1969 included a first youth project for the Tunisian Government. This project was concerned essentially with vocational training of young persons and with production; that explained its title: "Service Formation-Production".

67. Replying to the Chairman, who had expressed regret at the ILO's failure to receive the list of projects, the representative of the Director-General pointed out that 4 out of the 25 projects which he had mentioned in the Committee related to the rural sector; that represented a marked step forward by comparison with the not far distant past when the ILO had been unable to induce the UNDP to accept a single rural project.

...
68. He informed those members of the Committee who had referred to the relations between UNIDO and the ILO that these were less in the nature of a formal agreement than of a working arrangement whose terms were, however, precise. There were increasingly close relations between the two organisations. The ILO was to participate in a UNIDO project relating to Ghana and would also be involved in a UNIDO project concerning Iran, Pakistan and Tunisia.

69. In reply to a question from Mr. Nasr, who wished to know whether UNIDO was associated in the Morocco 23 project, the representative of the Director-General observed that work on the project had begun several years previously, before the establishment of UNIDO. The same applied to the Algeria 7 project, which had been initiated before the establishment of UNIDO. These projects had a precise aim, viz. management training and development, which UNIDO recognised as being within the competence of the ILO. If there were further developments under the projects which affected certain sectors of industry, the ILO would undertake consultations with UNIDO; that might also happen in the case of the Morocco 23 project.

70. The Committee was informed that the Chief of the Field Department and a senior official of UNIDO were co-chairmen of a small working group which reviewed semiannually at intervals of approximately two months, projects of concern to the two organisations.

71. Referring to the problem of management training and development for undertakings and to Mr. Nasr's remarks, the representative of the Director-General expressed the view that this programme tended generally to encourage training and development of managers of undertakings. However, the ILO had received and would, in future receive requests relating also to management training and development in the public sector. The Committee would presumably agree that the programme should be developed in such a way as to benefit all sectors in which there was a need for training and development.

72. Referring to the statement in paragraph 48 of the Office paper that the ILO contemplated undertaking new types of projects, especially with respect to co-operative management, the representative of the Director-General pointed out that governments would doubtless consider, in addition to its work under the co-operative programme, which was described elsewhere in the Office paper, the ILO should pay special attention to an increasingly serious problem affecting co-operatives and small industries, viz. the training of co-operative managers and managers of small undertakings; that did not mean that the training of co-operative staff, for example, or the training of workers, would be neglected.

73. As regards the counterpart problem, to which Mr. Nasr had referred, the representative of the Director-General regretted to inform the Committee that there had been no improvement; in fact the problem had become more serious. It was becoming increasingly difficult to find suitable and government undertakings selected the counterparts needed to co-operate with ILO experts in running the training centres of productivity institutes. This matter had recently been discussed at length by the Inter-Agency Consultative Board in New York. It was difficult to understand why, twenty years after the initiation of the programmes, the Government was still reluctant with regard to training of counterparts, far from improving, had deteriorated. Steps should be taken both by the international organisations and by governments, which did not always adopt the measures needed to retain counterparts. The related problem of finding experts was becoming less serious. Of the 710 experts employed by the ILO on 30 September, 151 came from about 30 of the so-called developing countries. As regards associate experts, the representative of the Director-General confirmed that the ILO would send associate experts wherever they were needed and that they were also attached to ILO regional offices, where they received training before undertaking more important tasks.

74. Lastly, the representative of the Director-General was glad to note the Committee's view that the ILO should develop its work on the preparation of management. Lord Collison's remarks concerning problems of industrial health and safety had also been noted. The ILO was determined to make every effort to develop its activities with respect both to industrial safety and to health in undertakings.

75. Lord Collison, referring to the detailed explanation given by the representative of the Director-General, said that the use of contractors was something quite new in the procedures of the ILO. He thought that the question arose as to how far contractors accepted, as the ILO now did, the need to consult employers and workers representative when undertaking a project for the ILO. The other question was the cost of the use of contractors. If the ILO was to pay the contractor for doing the job, the expense might quite considerably exceed the amount of the funds the ILO received from the UNDP. He thought that this ought to be looked at more closely in the future. He was also astonished to learn that governments in particular did not accept the need for providing counterparts. The governments were providing the funds both to the ILO and to the UNDP project and if they did not see the need to continue the work after the machinery was set up, that seemed an incomprehensibly short-sighted attitude.

76. Mr. Nasr reminded the Committee that at one time in the past the Employers' group had suggested the possibility of using the services of consultants, engineers or economic institutes and were happy to learn now that the Office was finding this suggestion useful. Referring to the remarks of the representative of the Director-General, he wanted to put on record his understanding that the management development programme was to extend to managers and sub-managers engaged in productive enterprises. He did not want to specify the private sector only. He felt that industry owned by the State should receive equal treatment with other industries but he would hesitate to accept the idea that the general administrative personnel in government departments should be covered by the management development programme.

77. The representative of the Director-General, referring to the concern expressed by Lord Collison regarding the counterpart programme, agreed that this was a serious problem which sprang from a whole series of factors and the need for efficiency varied according to the countries concerned. There were cases in which an expert had several counterparts; on the other hand, there were countries where it was increasingly difficult to select counterparts and retain their services. This was a twofold problem: there were the question of the occupational qualifications of counterparts, and that of their status and salary. The problem might be discussed by the Committee, just as it was to be discussed at the secretariat level because it affected several international organisations. In its final analysis, its solution would depend on the steps which governments were prepared to take.

78. Turning to the problem of subcontracting, the representative of the Director-General pointed out that the ILO had in the past made subcontracting arrangements for a very limited number of projects or experimental basis, the ILO faced with regard to training, of the manner in which these experiments were carried out and of their results. As regards the financial aspect, the representative of the Director-General assured Lord Collison and the other members of the Committee that if, on an experimental basis, the ILO made subcontracting arrangements, the United Nations Development Programme would cover any additional expenditure which that entailed.

79. The Committee adopted paragraph 118 of the Office paper.
Review of the Terms of Reference of the Committee on Operational Programmes

80. Most of the discussion under this item related to the timing and agenda of meetings as well as the possible revision of the Committee's terms of reference. As regards the frequency of the Committee's meetings, it was recalled that the Governing Body, in adopting the report of the Working Party on the Programme and Structure of the ILO, had left this question in abeyance until the Committee's own views in the matter could be ascertained.

81. Several members, including the Government member for the USSR and Lord Collison, felt that the functions and responsibilities of the Committee should be considered in the context of the evolution which had taken place in the Committee's work during the past seven years and should reflect the needs arising from the major characteristics and increasing dimensions of the ILO's operational activities, which should be explicitly linked with the aims and purposes of the Organisation. To that end, he suggested several drafting changes which, after discussion, were accepted by the Committee.

84. Accordingly, the Committee submits for consideration and approval by the Governing Body the revised terms of reference of the Committee on Operational Programmes as shown in Annex B to the present report.

85. As regards the frequency of meetings, Lord Collison and Mr. Fimenv said that, while the Worker members fully supported the efforts made by the Working Party on the Programme and Structure of the ILO to streamline the work of the Governing Body and its Committees, they nevertheless entertained some misgivings concerning the feasibility of the Committee meeting only once a year during the November cycle. The Government member for the USSR also doubted whether one meeting each year would suffice to deal with the many and varied technical co-operation questions on which the Committee would be expected to provide advice and guidance. He therefore suggested that the present practice of holding meetings twice a year during the autumn and spring sessions of the Governing Body should be continued.

86. Mr. Nasir said that the Employer members believed that in principle one meeting each year would be adequate, although there might be some advantage in scheduling an extra meeting in conjunction with the spring session of the Governing Body in a cycle could perhaps be held in January. On a question of principle, Lord Collison stated that, within the framework of the standard programme, meetings of the Committee on Operational Programmes or sectors of activity became clearer.

87. The representative of the Director-General said that, assuming that the Committee would in future discuss every second year a paper on the magnitude and balance of operational activities under the ILO regular budget during the next two years, and examine at each November session a paper covering ILO technical co-operation programmes during the preceding year, then a full meeting during the November cycle would probably be sufficient, on the understanding that in exceptional circumstances or if a particularly urgent or important problem arose a second meeting be scheduled during the February-March cycle.

88. In the light of the foregoing considerations, the Governing Body may wish to decide:

(a) that, within the framework of the standard programme of meetings as approved by the Governing Body at its 178th Session, meetings of the Committee on Operational Programmes shall take place once a year during the November cycle;

(b) in special circumstances, to arrange for an extra meeting of the Committee to be held during the February-March cycle should the Governing Body deem this necessary.
Future Work of the Committee

89. There was a discussion on the agenda of the future meetings of the Committee. The Government members for the USSR and the United States and Lord Collison, Mr. Abid Ali and Mr. Nasr said that a number of subjects which had been dealt with in the documents submitted by the Office could be examined in future meetings of the Committee, which would have a different composition as a result of the elections to the Governing Body by the Conference. It was explained by the representative of the Director-General that, following the decisions taken by the Committee, the first item on the agenda of the November 1969 meeting could be a review of the technical co-operation activities of the ILO in 1968, together with a forward look into 1969 and 1970. The next item could be the resolution concerning the promotion of adequate national institutional arrangements, particularly the association of workers’ and employers’ organisations, in relation to technical co-operation activities of the ILO at the national, regional and international levels, adopted by the Conference at its 32nd (1968) Session, which the Committee had not found it possible to examine for lack of time. The Office would probably have fuller information by the time the Committee met on a number of matters dealt with in that resolution.

90. The matter of evaluation of technical assistance activities had also been raised, particularly by the United States Government member. The ILO could produce a paper indicating the measures taken by the United Nations in respect of the evaluation missions to Iran and Ecuador. It could further give information to the Committee on the developments in respect of evaluation of technical assistance in the United Nations. It could also inform the Committee of the latest measures taken by the Office as regards evaluation of its own operational activities.

91. The Committee recommends to the Governing Body that the agenda for its next meeting should be as follows:

1. ILO technical co-operation programmes in 1968.
2. Action to be taken on the resolution concerning the promotion of adequate national institutional arrangements, particularly the association of workers’ and employers’ organisations, in relation to technical co-operation activities of the ILO at the national, regional and international levels, adopted by the Conference at its 32nd (1968) Session.
3. Evaluation of technical co-operation activities.
4. Other matters (at the request of the USSR Government member it was agreed that under this subject the Office would prepare a tentative outline of the Committee’s agenda for the next meetings).

M. NASR,
M. BENAZZEDINE,
for the Chairman (absent).

ANNEX A

CRITERIA AND GUIDELINES TO GOVERN THE ILO TECHNICAL CO-OPERATION PROGRAMME UNDER THE REGULAR BUDGET

(Text unanimously adopted by the Committee)

Eligibility of Requests for Technical Co-operation.

1. One basic principle to guide policy regarding operational activities carried out under the regular budget has been from its inception that these activities are one of the means of achieving the priority objectives which lie within the field of competence of the ILO.

2. It is one of the main functions of the regular programme to be able to act quickly, on an appropriate scale, and at a time when the assistance is most needed.

3. A request is eligible for financing under the ILO regular programme if:

(a) it falls within a field of activity of concern to the ILO under its constitutional mandate;
(b) it is submitted by a government or group of governments, or by workers’ or employers’ organisations in association with and through their governments for technical assistance or by a regional or intergovernmental organisation on a subject of ILO competence;
(c) it has been ascertained to the extent possible that the beneficiary government or organisation will make the financial, physical, and staff contributions necessary to the success of the project.

Selection of Requests and Types of Projects.

4. In the selection of requests for technical co-operation, consideration is given to maintaining a proper balance in the over-all programme of technical co-operation of the ILO both between major technical programmes and between regions. Account will be taken of other multilateral and bilateral programmes.

5. In the appraisal of requests, special consideration is given to those requests where there is an indication that the governments have obtained the views of workers’ and employers’ organisations concerned before submission.

6. Preference is given normally to projects of relatively short duration with well-defined objectives.

7. Special consideration is given to the following types of projects:

(a) exploratory, preparatory or follow-up missions;
(b) pilot or experimental projects essentially aimed at perfecting or trying out new methods or programmes specially adapted to the needs of countries at different levels of development;
(c) field studies and surveys and other action in support of field operations, including general project support (covering technical aids to be developed for use in field projects);
(d) technical assistance to regional or other intergovernmental organisations or for joint technical co-operation action with these organisations.

Forms of Technical Assistance.

3. Technical assistance under the regular programme takes the form of expert assignments both at national and regional level, group training courses including seminars and study tours, fellowships and equipment.

9. As a means of ensuring the maintenance and the continual improvement of the quality of the assistance provided by the ILO a part of the resources made available in the regular budget for technical co-operation is used to finance:

(a) selective evaluation activities with a view to improving the methods used by the beneficiary countries and by the ILO in the preparation and implementation of technical co-operation programmes;
(b) opportunities for experts who have been with the Organisation for some time, and whose services are expected to continue to become acquainted with the latest developments in their technical field.

Periodic Review of Technical Assistance Projects.

10. Continuing projects are to be reviewed periodically and various possibilities examined, such as transfer to the UNDP or extension under the regular programme if justified.

11. Consideration is given to the possibility of terminating a project when it is not receiving adequate support from the government or when it is evident that the objectives originally established can no longer be achieved because of environmental changes.

ANNEX B

REVISED TERMS OF REFERENCE OF THE COMMITTEE ON OPERATIONAL PROGRAMMES

The functions and responsibilities of the Committee on Operational Programmes shall be to:

(a) keep under continuous review all aspects of the technical co-operation activities of the ILO in whatever
technical field or fields they might be carried out and however they might be financed;

(b) participate in the elaboration of a vigorous over-all programme of technical co-operation, in order to maintain a proper balance both between major technical programmes and between regions;

(c) co-ordinate work done under the various technical co-operation programmes;

(d) consider problems arising in the field of technical co-operation, including questions such as the association of employers' and workers' organisations in the preparation, implementation and evaluation of programmes and projects;

(e) suggest priorities, including those pertaining to technical co-operation activities financed by the ordinary budget of the ILO, having regard to the aims and purposes of the ILO and its tripartite character, and taking into account the priorities adopted by other intergovernmental organs responsible for the allocation of extra-budgetary resources for technical co-operation programme activities;

(f) review and evaluate the results achieved in the light of the aims and purposes of the ILO and its tripartite character;

(g) examine the action to be taken on Conference decisions concerning technical co-operation matters.
APPENDIX XXIV

Twenty-fourth Item on the Agenda: Report of the Committee on Discrimination

1. The Committee on Discrimination met in Geneva on 8 November 1968 under the chairmanship of Mr. George L.-P. Weaver (United States).

2. The Committee had on its agenda three items relating, respectively, to: (a) the activities of the ILO to combat discrimination in employment and occupation; (b) the future programme in regard to discrimination; and (c) a seminar on equality of opportunity in employment to be held in 1969.

Activities of the ILO to Combat Discrimination in Employment and Occupation

3. The Committee was informed of recent ILO action against discrimination in employment and occupation. Since the last meeting of the Committee, the Fourth Special Report of the Director-General on the Application of the Declaration concerning the Policy of Apartheid of the Republic of South Africa had been submitted to the 52nd Session of the International Labour Conference, a study on cultural pluralism, equality of treatment and equality of opportunity in the Lebanon had been published in the September 1968 issue of the International Labour Review, an article on the subject of discrimination and equal opportunity had appeared in the September-October 1968 issue of ILO Panorama devoted to human rights, and a popular brochure entitled ILO's Action Against Discrimination in Employment had been issued in English and Spanish, and would shortly appear in French and other languages. In addition, it was intended in the near future to publish a similar public information brochure concerning the problem of apartheid, and to continue with the series of country studies in the International Labour Review. The Committee was further informed of the participation in July 1968 of an ILO representative in the meeting of the UNESCO Special Committee of the Executive Board on the Application of the Convention and Recommendation Against Discrimination in Education, in the United Nations Seminar on the Elimination of All Forms of Racial Discrimination which was held in New Delhi (27 August-9 September 1968), and in the recent session of the United Nations Subcommission on the Prevention of Discrimination and the Protection of Minorities (Geneva, 7-25 October 1968).

4. The Committee noted that two more member States had ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), thus bringing the present total to 66 ratifications.

5. The Committee took note with appreciation of the recent publications which had been issued on questions of discrimination and equal opportunity in employment and occupation. Since the education of public opinion is a vital factor in eliminating prejudice and discriminatory practices, it was felt that the ILO's publications in this field should receive the widest possible distribution among the general public in the ILO's member States, and should be circulated to governments and employers' and workers' organisations. In this connection, the Committee noted with interest that the above-mentioned popular brochure on discrimination was receiving exceptionally wide distribution and that the article published in the September-October 1968 issue of ILO Panorama had already been reproduced in an international trade union review published in Singapore.

6. In reply to a question from a Worker member, it was indicated to the Committee that the series of articles in the International Labour Review would be continued on the basis of the criteria laid down by the Meeting of Experts on Discrimination in Employment and Occupation in 1966, namely that the studies would be selected for their value as case studies (multi-racial societies, methods for eliminating discrimination, etc.) for comparable situations elsewhere, and that they would be undertaken in close collaboration with the countries concerned. The United States Government member suggested that follow-up studies might be undertaken in respect of countries, such as the United States, which had already been examined, in order to assess the degree of progress achieved since the earlier study had appeared.

7. As regards participation in meetings, the Committee welcomed the trend towards increasing inter-agency collaboration in action against discrimination. The Committee noted that considerable interest had been expressed at these meetings in the ILO's experience in implementing standards in the field of human rights, and felt that the ILO could, in collaborating with other organisations, make a valuable contribution to fighting discrimination on a wider front.

Future Programme in regard to Discrimination

8. The Committee had before it suggestions for the future ILO programme in regard to discrimination. It was recalled that the International Labour Conference had at its 52nd Session in June 1968 adopted a resolution concerning action by the ILO in the field of human rights, which, after referring inter alia to " the urgent need for eliminating discrimination made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin ", called for a significant concerted human rights programme of the ILO, to which the necessary additional financial resources should be allocated. In his reply to the discussion of his Report, the Director-General had stated his intention to propose to the Governing Body an intensified and more direct programme of action to combat discrimination and had suggested four main forms of action: expanding the exchange of experience between countries, in particular through meetings; undertaking an intensified educational programme; adding to the existing body of international Conventions and Recommendations in the field of discrimination; and promoting technical co-operation for the improvement of the economic and social situation of groups which had suffered from inequality of opportunities or treatment.

(a) Meetings.

9. It was recalled that the Committee had previously endorsed unanimously the recommendation made in 1966 by the Meeting of Experts on Discrimination in Employment and Occupation that regional meetings should be organised. The Committee agreed that the Office should prepare plans for further meetings in 1970 and 1971; the time, place and agenda of these meetings would be decided on the basis, among other things, of experience acquired from the seminar to be held in 1969. It also agreed that the proposed regional seminars might be supplemented by a meeting with participation on a more

1 See sixth sitting.

universal basis, which would enable a synthesis to be achieved of the main issues and the experiences which would have emerged from the regional seminars. In preparing the agenda of these meetings, attention should be drawn not only to the effects which discrimination had on the quality and standard of life of those discriminated against, but also to its irrationality in economic terms.

10. A Worker member suggested that, in organising the regional seminars, the European region should not be overlooked, since several problems, including in particular discrimination on the ground of sex and the problem of migrant workers, existed in that region.

11. Several members of the Committee, including the Worker members, expressed an interest in the possibility of convening also meetings on particular subjects on a world-wide basis and especially a meeting of leaders of major cities to examine the problems of intergroup relations in regard to labour and related matters in large urban centres, which had been mentioned by the Director-General in his reply to the discussion on his Report at the 52nd Session of the International Labour Conference. They felt that such a meeting could be useful in bringing together persons with positive experience in dealing with a whole range of interconnected problems (housing, employment and training opportunities, social inequalities, etc.), and considered that the Office should explore this possibility in greater detail.

(b) Educational Activities.

12. It was recalled that the ILO had in the past disseminated a substantial amount of information on, for instance, practical governmental and non-governmental action for the elimination of discrimination, through its various publications, brochures, etc. However, it appeared that supplementary measures should be taken to ensure that the information and documentation available were brought more systematically to the knowledge of a wide circle of interested readers.

13. The Committee agreed that the ILO should develop its functions as an international clearing-house for information and documentation on discrimination in employment and occupation. It was not a question of setting up any new special machinery for this purpose, but of making more effective and systematic use of the methods of action already at the disposal of the Office. The aim would be to provide a summary of events and developments (regarding legislation, jurisprudence, research, reports, new programmes, etc.) of interest from the point of view of the achievement of equal opportunity, so as to provide inspiration and promote action in different countries. Periodical summaries of such information might, for instance, be included as a special section in the International Labour Review.

14. Several members referred to the need to make fuller use of the contacts which the ILO had with governments, employers' and workers' organisations and other interested national circles in its member States with a view to disseminating information relating to action against discrimination in employment. A Government member suggested that the ILO should make its material more widely available to non-governmental organisations, which could play an important role in educating public opinion. A Worker member suggested that advantage might also be taken of the national committees which would be set up on the occasion of the fiftieth anniversary of the ILO in order to spread information about the ILO's activities in this field.

15. Among specific measures that might be envisaged as part of an intensified effort to mobilise public opinion against discrimination, the Committee felt that the following could be useful:

(i) the preparation of model lectures, with accompanying material, to be given in educational and training institutions at all levels, at trade union meetings, in cultural centres, etc.; the preparation of radio and television programmes, etc.;
(ii) the preparation of model lectures, with accompanying material, to be given in educational and training institutions at all levels, at trade union meetings, in cultural centres, etc.;
(iii) the organisation of competitions inviting students in various educational and training institutions to prepare essays on subjects relevant to the elimination of discrimination and the promotion of equal opportunity in employment and occupation.

(c) Standard-Setting and Related Activities.

16. It was recalled that the International Labour Conference had referred to the desirability of the adoption of a new instrument or instruments in the field of discrimination in the resolutions concerning human rights which it had adopted in 1966 and 1968.1 In a document submitted to the Governing Body at its 172nd Session (May-June 1969) the Director-General had suggested that such new standards might go more deeply into the problems posed by the elimination of discrimination and the promotion of equality of opportunity and treatment in fields within the competence of the ILO, by considering one by one the various grounds of distinction, beginning with race, sex and age, and other considerations. This question would, however, require further consideration before any firm proposals could be made.

17. The Committee agreed that, in order to provide a basis for such proposals, a series of studies should be undertaken by the Office for the purpose of defining and illustrating various practical means of promoting equality of opportunity. The studies should bring to light useful information, on the basis of which it should be possible to prepare a further instrument or instruments, specifying in greater detail, more clearly and in more comprehensive manner a number of positive measures which should be taken against discrimination. The results of these studies could be published as international surveys and in the form of codes of practice, guide books or similar publications. The studies could be carried out, for example, in the following fields:

(i) anti-discrimination policies and practices in public employment, through public contracts and collective agreements, as well as other measures designed to combat discrimination in labour recruitment;

(ii) the role of employment services, other government agencies, trade unions and employers' organisations in the promotion of equal opportunity as regards vocational guidance, vocational training, vocational rehabilitation and employment;

(iii) national procedures for hearing complaints, whether they involve a court of law, a labour court, an Ombudsman, a "Fair Employment Practices Commission" or any other body;

(iv) special programmes and measures for the training and employment of underprivileged groups with a view to their economic and social advancement.

18. It was recalled that the Discrimination Section of the ILO currently participated in briefing technical co-operation experts who were about to take up assignments in the field, in order to make them aware of the importance of promoting equality of opportunity and treatment in employment and of the possibilities existing in this connection. In his reply to the discussion of his Report, the Director-General had referred to the need for a large-scale effort to concentrate on the improvement of the economic and social situations of the groups which had suffered from discrimination or unequal opportunities.

19. The Committee felt that the World Employment Programme, which was to be launched in 1969, could serve as a valuable instrument for removing inequalities and widening employment and training opportunity for members of groups which had hitherto been economically and socially at a disadvantage. It therefore agreed that there should be the closest possible co-operation between the different services concerned in order to ensure that the promotion of equal opportunity was kept in mind as an important objective in the formulation and implementation of the ILO's technical co-operation projects, especially those coming within the framework of the World Employment Programme.

20. The Committee also agreed that it would be worth while examining the possibility of organising methods and technical co-operation more specifically to help member States wishing to undertake special measures to promote equality of opportunity and treatment for population groups which for some reason had not benefited, or had benefited insufficiently, from the over-all development of the country. Such measures, examples of which existed in several countries, could take different forms to suit different situations, but should in general involve a national programme of co-ordinated measures specially adapted to the needs of these groups (with due respect for their own cultural traditions) in the various fields relating to training, employment and economic advancement.

21. The Committee felt that the programme described above should be carried out effectively as one of the priority tasks of the ILO in view of the importance of the problems involved, and expressed the hope that the ILO would be provided with the necessary financial resources for this purpose.

22. The Committee decided to recommend to the Governing Body to authorise the Director-General to plan and to submit proposals for the future work programme of the ILO in the field of discrimination along the lines indicated in paragraphs 9 to 20 above.

Seminar on Equality of Opportunity in Employment to Be Held in 1969

23. The Committee had before it proposals concerning a regional seminar on equality of opportunity in employment, provision for which had been included in the Programme and Budget for 1969. It was recalled that at the last meeting of the Committee, the general view had been that it would be appropriate that this regional seminar be held in Asia, where the atmosphere might be conducive to a useful exchange of data, experience and ideas, in the light of the various examples of ethnic, cultural and social pluralism to be found in that region. At the same time, it had been agreed that there should be consultations with the various Asian governments concerned before the Governing Body took a final decision in this regard. Such consultations had been held during the 52nd Session of the International Labour Conference and had been followed up by letters to governments and by certain other contacts. In addition, the Government of the Philippines had offered to act as host to the seminar.

24. It was further indicated to the Committee that, after the document before the Committee had been issued, the Governments of Ceylon, Malaysia and Pakistan had expressed certain reservations concerning the holding of the seminar at the present stage, but that a great number of other Asian governments had indicated their acceptance of the proposal.

25. The Government member for India recalled that he had reserved the position of his Government on this proposal at the last meeting of the Committee on Discrimination. His Government still had serious doubts about the utility and desirability of holding this seminar in the Asian region at the present juncture, since it considered that there were more urgent problems which required to be dealt with by the ILO in Asia. This question had not figured at all during the discussions at the recently concluded Asian Regional Conference at Tokyo, and this, he felt, confirmed his Government's view that not much purpose would be served in persisting with the holding of the seminar in a region when the countries in that region did not attach such importance to the question as might be taken up again at a more opportune moment in the future. He therefore could not support the proposal before the Committee, and could not give any commitment on behalf of his Government to participate in the seminar if a decision were taken to hold it.

26. The Indian Worker member also questioned the advisability of holding the regional seminar in the Asian region.

27. All other members of the Committee considered that, in view of the fact that the overwhelming consensus of opinion of the Committee on Discrimination at its last meeting had been in favour of holding the seminar in Asia, that provision for this meeting was included in the 1969 Programme and Budget, and that an offer for the location of the seminar had been received from the Government of the Philippines, the ILO should proceed with the organisation of the seminar, it being understood that governments of the region would be free to decide whether they wished to participate in the seminar or not.

28. It was pointed out to the Committee that the theme of the proposed seminar reflected one of the most difficult and urgent issues of the present time; that such problems could not be eradicated merely by declarations, but required positive practical action to deal with them; and that countries which had acquired some experience in dealing with these problems should be enabled to communicate that experience to others. The object of the seminar was not to stir up controversy, but to examine these questions in a dispassionate, positive and scientific manner. When the Committee had approved the principle of the holding of regional seminars in the field of discrimination and equal opportunity in employment and occupation, it had been agreed that such seminars should be held in all the various regions in turn. A start had to be made in implementing this programme and, in the light of previous discussions in the Committee, it had appeared appropriate to commence with the Asian region. Since the necessary consultations in this connection had taken a whole year, it was too late at the present stage to consider the holding of the seminar in another region and the choice therefore lay between holding the seminar in Asia in 1969 or cancelling the meeting altogether.

29. Notwithstanding the reservations expressed in paragraphs 24, 25 and 26, the Committee felt that it was necessary to proceed with the organisation of the seminar in accordance with the proposals before it. The Committee therefore agreed that, subject to appropriate consultation with the host government and the participants, the seminar should be held in the Philippines in the autumn of 1969. Since the existing budget credit would cover a meeting of fifteen participants lasting two weeks (with the possibility, however, of increasing the number of participants by a reduction of the duration of the meeting), it would not be possible to ask the governments of all six countries in the Asian region to nominate participants, and it had therefore been suggested that consultations be held with the governments of five or six countries of the region with a view to the nomination of participants. In this connection, the USSR Government member indicated that, should there be a vacancy in the composition of the seminar, his Government would be prepared to nominate a participant from one of the central Asian republics of the USSR. In addition, it was also suggested that the Employers' and Workers' groups might consider the desirability of ensuring the widest geographical representation when nominating their participants, having regard to the nominations which would be made in consultation with governments. The list of participants would be submitted to the Governing Body in due course, in accordance with the normal practice.
30. As regards the agenda, the Committee had agreed at its last meeting that the theme of the seminar might relate to "the extent to which different population groups actually enjoy equality of opportunity in respect of training, employment and economic advancement". These population groups might be classified on the basis of ethnic, cultural or social differences. It was proposed that the above-mentioned theme might cover the examination of:

(i) questions relating to the evaluation of the situation of these groups in the fields considered (features of the situation, evaluation needs and methods, etc.);

(ii) factors influencing equality in the fields considered (causes which have contributed to equality of opportunity or restricted such equality); spiritual factors (educational, cultural, etc.); material factors (economic, geographic, etc.);

(iii) methods of ensuring and promoting equality (measures to influence feelings and attitudes; action relating to material means of economic and social advancement, etc.).

31. The Committee decided to recommend the Governing Body:

(a) to express its appreciation to the Government of the Philippines for its offer to act as host to the regional seminar on equality of opportunity in employment;

(b) to approve the holding of the regional seminar on equality of opportunity in employment in Asia in 1969 in accordance with the proposals contained in paragraphs 29 and 30 above;

(c) to authorise the Director-General to proceed with the necessary consultations with a view to the organisation of the seminar and the nomination of participants.

George L.-P. Weaver,
Chairman.
APPENDIX XXV

Twenty-fifth Item on the Agenda: Report of the Fiftieth Anniversary Committee

1. The Fiftieth Anniversary Committee met on 5 November 1968 under the chairmanship of Mr. Mori, in the absence of the Chairman, Mr. Parodi, to consider a progress report submitted by the Director-General on planned Anniversary activities on which the Office had received information up to 30 September 1968. At its meeting, the Committee heard a statement by the Fiftieth Anniversary Co-ordinator, acting as representative of the Director-General, who introduced the progress report and supplied further information.

2. The representative of the Director-General explained that further information on Anniversary activities had been received by the Office since the end of September. It was now clear that the Anniversary would be marked by a very substantial programme of activities throughout the world. By 1 November, 99 out of the 118 member States had either given specific information on national activities or had stated their intention of organising such activities. Fifty-five States were committed to a substantial programme of activities of different kinds. It was hoped that other governments would give the Office full information as soon as possible on the activities which they were planning.

3. Several intergovernmental organisations had undertaken to commemorate the Anniversary. The Director-General was to address the United Nations General Assembly in 1969, and the Secretary-General of the United Nations had referred in his report to the General Assembly at its last session to the desirability of celebrating the Anniversary. The United Nations Educational, Scientific and Cultural Organisation, the Inter-governmental Maritime Consultative Organisation, the World Health Organisation, the Organisation for Economic Co-operation and Development, the European Economic Community, the Council of Europe and perhaps other international organisations would be commemorating the Anniversary. All the international trade union organisations intended to publish booklets or special issues of their periodicals concerning the ILO. A positive response had also been received from the International Organisation of Employers as well as from national employers' organisations, many of which would be publishing special material. Promises of financial contributions to ILO projects and enterprises had also been made by several governments, for example the Government of Sweden. The Government of the Federal Republic of Germany had undertaken to make a substantial contribution to the Turin Centre, and other governments and some organisations had shown interest in the possibility of contributing to the Centre.

4. The Co-ordinator had recently visited Czechoslovakia, Poland, the USSR and the Federal Republic of Germany, and was gratified to note that commemorative programmes were planned in each of these countries. National committees were in the process of being set up in Czechoslovakia, Poland and the USSR, and co-operative organisations, distinguished personalities, institutes and universities were expected to make their contributions. Radio and television programmes were to be broadcast, and exhibitions organised at both national and regional levels. The Governments of Czechoslovakia, Poland, the USSR and the Federal Republic of Germany were also to consider the possibility of further ratifications, to be announced at the 53rd (1969) Session of the Conference.

5. In Liberia a national committee had suggested that commemorative activities should begin at the end of October 1968 with radio and television programmes, newspaper articles and publicity by means of posters, and in schools. A commemorative postage stamp was to be issued in October 1969. An ILO Schools Week was to be held, with talks, concerts and an essay competition. Art contests were to be organised for adults. A second Indus-trial Relations Conference was planned for October 1969. An invitation rally would be addressed by the President and followed by a reception. Both Malta and Venezuela had set up national committees. A special ceremony would be held in Venezuela on 29 October 1969 and attended by the Head of State. Articles in newspapers, debates in workers' education centres, and radio and television publicity were also planned. Venezuelan universities would be encouraged to organise seminars and courses on the ILO. An art exhibition would be set up. The Ministry of Labour was preparing a study on relations between Venezuela and the ILO, analysing the influence of ILO instruments on national legislation and reviewing the possibility of ratifying Conventions. In Viet-Nam workers' housing sites were to be inaugurated in 1969 and certain ILO Conventions were to be submitted to the competent authorities for ratification. The Organisation for Economic Co-operation and Development proposed to devote the April 1969 number of the OECD Observer to the subject of ILO/OECD co-operation in fields of common competence. A resolution concerning the Anniversary had been adopted in Hong Kong in September by the International Society for Rehabilitation of the Disabled, and the World Alliance of Young Men's Christian Associations had supplied information on activities it planned in order to commemorate the Anniversary.

6. The Secretary-General of the United Nations and the President of the International Court of Justice had agreed to address the Conference at its special commemorative sitting on 18 June 1969.

7. The governments of about eighty countries had undertaken to issue commemorative postage stamps. A group of philatelists within the ILO staff had volunteered to handle distribution of these stamps at the Conference, at no cost to the Office. An agreement was about to be concluded with the Union Bank of Switzerland for the production of gold and silver Anniversary medals, on the sale of which a small commission would be paid to the ILO. The possibility of producing a bronze medal of different design was also being studied.

8. On the basis of written reports submitted to the Office there was evidence of considerable interest in Anniversary activities on the part of the trade unions and employers' organisations. As a matter of fact these activities had already started in a number of countries with special commemorative ceremonies at national conventions of trade unions, publications in trade union journals, and decisions or pledges of support and interest of most of the international organisations of employers and workers. A special programme was also being encouraged within the framework of the Office's workers' education activities. The responses so far received had been most positive.

9. The history of the ILO referred to in paragraph 47 of the progress report was to be published in New York and London and possibly in other countries as well, and in languages other than English. Publication would not

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1 See sixth sitting.
involve the ILO in any expense beyond the purchase of a limited number of copies. A book of selections from speeches by the Director-General was to be published in New York, again at no cost to the ILO. A pictorial album with accompanying text was being prepared for distribution at the Conference in 1969. A booklet on the ILO and the non-governmental organisations was being prepared and paid for by a gift of $3,000 made in memory of Albert Thomas. The list of books to be published in many countries on the ILO and its work was growing and should lead to a critical analysis of relations between the ILO and those countries. Preparation of a series of articles to appear in the *International Labour Review* was well advanced and should be completed by February 1969. Offprints were to be distributed to national universities and institutes with a view to reproduction in their national periodicals. Arrangements had been concluded with television companies in Japan, the Netherlands, Czechoslovakia and the Federal Republic of Germany for the production of films on the ILO to meet the growing demand for such films from employers' and workers' organisations, United Nations associations and other bodies.

10. The representative of the Director-General stressed that a great deal had yet to be done to ensure effective commemoration of the Anniversary. Greater radio and television publicity must be obtained, so that information on the ILO could reach the public at large. Interest in the ILO's work should be encouraged in universities and research institutes with a view to reproduction in the future. Field staff and ILO experts must also be allowed to make a larger contribution to celebration of the Anniversary, since the Co-ordinator himself could not hope to keep in touch with all countries.

11. The Chairman, welcoming the Co-ordinator's encouraging oral report to the Committee, observed that the table appended to the progress report omitted some information, for example, radio and television programmes were planned in Switzerland. Activities organised by the ILO itself were the most important. The Office should now consider distributing press notices for publication in national newspapers.

12. Mr. Waline, expressing satisfaction with the report, regretted that the major book on the ILO would only be published at the beginning of 1970. He expressed the wish for more generous continuous contributions on the part of governments to the Organisation. He hoped that many countries would find it possible to ratify ILO Conventions and would fully respect the requirements of any Conventions which they did ratify.

13. Mr. Sánchez Madariaga, congratulating the representative of the Director-General on his most promising oral report, felt that the best way to celebrate the Anniversary would be to encourage respect for the cardinal principles of the Organisation, further ratifications of Conventions, and fuller implementation of Conventions already ratified. The main emphasis of Anniversary activities should be on publicising the past achievements and the principles of the ILO.

14. Mr. Ghayour felt that the time had come for more intensive planning of Anniversary activities. The ILO would be well known throughout the world, and the Anniversary could provide an excellent opportunity, especially for recently independent countries, to publicise its role and work. Detailed information might be circulated on the number and work of ILO experts assigned to projects in different countries. He also indicated that Iran would participate in the Anniversary activities.

15. Mr. Abid Ali informed the Committee that the Indian Government had decided to issue a commemorative postage stamp and that a debate on the ILO would be held in both Houses of Parliament. The ILO should give assistance in translating publications and film commentaries into local languages, since governments could not undertake all of that work. The ILO should seek to encourage application of the tripartite principle throughout the world. Governments should consider further ratifications of Conventions, which should be fully applied. Above all, an effort must be made to spread awareness of the ILO's contribution to progress. The Office might enlist the help of employers' and workers' organisations in ensuring publication of information on the ILO in national newspapers and periodicals.

16. Mr. Benazzedine regretted that the history of the ILO referred to in paragraph 47 of the progress report was not to be published until 1970. Employers' and workers' organisations in Tunisia were planning activities to celebrate the Anniversary. Despite budgetary limitations, the Fiftieth Anniversary Co-ordinator should try to visit more countries, especially developing countries, since the Anniversary provided an excellent opportunity for discussing the ILO's role in such countries. Finally, the Director-General should consider ways of associating the Office staff in the celebrations.

17. Mr. Villanes Ramo said that the staff should be associated in the celebrations. Consideration might also be given to publication in 1970 of a new edition of the *International Labour Code*, which would make an important contribution towards promoting desirable social trends.

18. The United States Government representative said that his Government was soon to discuss possible commemorative activities with workers' and employers' organisations. A booklet on the ILO would appear late in 1968 or early in January 1969. The National Advisory Citizens Committee would soon be considering the question of the issue of a commemorative postage stamp.

19. The Government representative of France advocated the widest possible participation in commemorative activities by research institutes and universities. He hoped that the history of the ILO would be published as soon as possible, and in languages other than English. Paragraph 9 of the progress report did not give information on all the activities planned by the French Government. A national committee was being set up; an exhibition would be held; there would be press, radio and television coverage; a special number of the journal of the Ministry of Social Affairs was being prepared; a postage stamp would be issued; and Parliament would review the possibility of ratifying Conventions and hold discussions.

20. The Indian Government representative said that commemorative activities in India had been launched by the Director-General's visit of August 1968, when he had given a radio broadcast.

21. The United Kingdom Government representative found the progress report extremely encouraging. Television and press coverage was most important since, although employers' and workers' organisations were already familiar with the ILO's work, publicity must reach a wider public. There was a great deal of interest in the operational activities of the ILO, and he hoped that British ILO experts would give talks on their practical work in developing countries. The booklet to be published on the ILO would contain some original material and would be distributed free to the press for review. Schools were being encouraged to ask for information on the ILO, and the Organisation and its work were being suggested as subjects suitable for special study in schools in 1969.

22. The USSR Government representative welcomed the visit paid by the Co-ordinator to his country, where he had met union officials, government representatives and directors of undertakings. The *International Labour Code* had recently been published in Russian and had aroused widespread interest. A second impression was being considered. The possibility of ratifying further Conventions would be examined. It was hoped that a commemorative postage stamp would be issued before the next session of the Conference. Articles on the ILO were planned in various publications, newspapers, trade union periodicals and books. The ILO had already been
published in Russian in the USSR. It was hoped that further progress would be made in encouraging cooperation within the Organisation.

23. The Government representative of Yugoslavia, while welcoming the publication of a history of the ILO, felt that more extensive publicity should be given to the ILO’s future programmes. Those programmes could perhaps be discussed by the Governing Body in February 1969. A thorough study should be carried out of possible subjects for international labour instruments, social and economic problems in developing countries, and the ILO’s role in helping to solve them in the second United Nations Development Decade.

24. The representative of the Director-General explained that the author of the history of the ILO referred to in paragraph 47 of the progress report was not expected to complete work in time to permit the publication of the history in 1969. The date of publication—1970—had been set by the publishers. The Director-General fully appreciated the importance of the point raised by the Government representative of Yugoslavia concerning the importance of discussing the ILO’s future programmes. Commemorative activities were being concentrated at the national level in the hope that they would lead to a critical analysis of the ILO’s role in the developing world. Each country must be encouraged to look at the history of its relations with the ILO and consider the Organisation’s possible role in future. Thus it was hoped that the World Employment Programme would supplement past ILO achievements and open up fresh scope for progress in improving conditions of life and work and in developing jobs and skills throughout the world. The Co-ordinator would visit several more countries before the Conference in order to arouse interest in the Anniversary.

25. The Chairman felt that the Co-ordinator would be able to draw useful conclusions from the detailed discussion in the Committee and that there was every hope that the Anniversary would be celebrated in the most positive possible way.

J. Möri,
Chairman.
APPENDIX XXVI

Twenty-sixth Item on the Agenda: Composition and Agenda of Committees and of Various Meetings

First Paper

Composition of Standing Bodies and of the Preparatory Technical Maritime Conference to Be Held in 1969

I. Standing Bodies

Joint Committee on the Public Service: Agenda for the First Meeting.

1. At its 167th Session (November 1966) the Governing Body decided to set up a Joint Committee on the Public Service composed of 32 members, of whom 16 would represent governments and 16 public servants, to be appointed by the Governing Body on the basis of nominations submitted by the Director-General after consultation with governments and with the Workers' group of the Governing Body respectively.8

2. At its 172nd Session (May-June 1968) the Governing Body approved a recommendation of its Committee on Industrial Committees that, in determining the programme of ILO activities for 1970-71, it should take into consideration the request expressed in Resolution No. 69 of the Advisory Committee on Salaried Employees and Professional Workers, adopted by the latter at its Sixth Session, that the first meeting of the Joint Committee on the Public Service should be convened as soon as possible.9 The Director-General accordingly intends to include in his programme and budget proposals for 1970-71 provision for a first meeting of the Joint Committee on the Public Service.

3. In order to enable preparatory work for the meeting to be undertaken without delay and thus make it possible to convene it in 1970, the Governing Body is invited to approve the agenda for the meeting at the present session. The items proposed are put forward in the light of the conclusions adopted by the Meeting of Experts on Conditions of Work and Service of Public Servants (Geneva, November-December 1966)4 and of the views expressed by the international organisations of public servants. Since this is to be the first meeting of the Joint Committee, it is suggested that it should be given an opportunity of making a general review of problems affecting public servants and of the relationship of ILO activities on behalf of these workers to the over-all programme of the Organisation, including the role of employment in the public service in connection with the World Employment Programme. In addition, it is proposed that the meeting should consider two technical items which have been selected because of their importance and urgency for large numbers of public servants throughout the world, namely freedom of association and procedures for staff participation in determining conditions of employment and problems arising in connection with careers of public servants, such as entry into the public service, training, advancement, the status of established and non-established staff, discipline and appeals procedures. It is therefore proposed that the agenda of the meeting should be as follows:

1. General review of conditions of employment of public servants.
2. Freedom of association and procedures for staff participation in determining conditions of employment in the public service.
3. Career problems in the public service.

4. The Office will, of course, consult the Public Administration Division of the United Nations and other international bodies concerned in the preparation of the reports for the meeting.

5. The Director-General will submit proposals concerning the composition of the Joint Committee and the date and place of the meeting to the Governing Body at a future session.

6. The Governing Body is invited, subject to the adoption of the 1970-71 programme and budget proposals by the General Conference, to fix the agenda of the first meeting of the Joint Committee on the Public Service as proposed in paragraph 3.

Committee of Experts on the Application of Conventions and Recommendations: Reappointments.

7. The Governing Body is invited to reappoint the following members for a period of three years:

Sir Adetokunbo Ademola (Nigeria).
Mr. Choucri Cardani (Lebanon).
Mr. Enrique Garcia Sayan (Peru).
Mr. Arnold Gubinski (Poland).
Mr. L. A. Lunz (USSR).
Mr. Isidoro Ruiz Moreno (Argentina).

Committee of Social Security Experts: Renewal of Membership.

8. The Committee of Social Security Experts, as reconstituted by the Governing Body at its 163rd Session (November 1965)1, is composed as follows:

(a) thirty government experts on social security in general;
(b) ten government experts on actuarial questions;
(c) eight experts nominated by the Director-General after consultation with the Employers' group of the Governing Body and eight experts nominated by the Director-General after consultation with the Workers' group of the Governing Body; and
(d) two experts nominated by the International Social Security Association and two experts nominated by the Inter-American Committee on Social Security.

9. Since the term of office of the present members is due to expire on 31 December 1968, it will be necessary to renew the membership of the Committee. Having regard to previous decisions of the Governing Body, which include an understanding that, on the renewal of the

1 See eighth sitting.
2 Minutes of the 167th Session of the Governing Body, eighth sitting, p. 52.
membership of the Committee, some modification in the selection of countries may be expedient, it is proposed that the thirty government experts on social security in general and the ten government experts on actuarial questions be drawn from the following countries:

**Experts on Social Security in General:**
Algeria, Australia, Austria, Brazil, Burma, Canada, Ceylon, Chile, France, Federal Republic of Germany, Greece, India, Iran, Ireland, Japan, Lebanon, Mauritania, Netherlands, Norway, Panama, Peru, Poland, Tanzania, Togo, Trinidad, United Arab Republic, USSR, United Kingdom, United States, Yugoslavia.

**Experts on Actuarial Questions:**
Belgium, Czechoslovakia, Finland, India, Italy, Mexico, Spain, Switzerland, United Kingdom, United States.

10. In accordance with the usual practice, the term of office of the members of the Committee would be three years.

11. If the Governing Body approves these proposals, the Director-General, after appropriate consultations, will submit to the Governing Body for approval at its 174th Session a list of names of experts for appointment to the Committee. In the meantime, the Governing Body may wish to extend the term of office of the present members of the Committee until 30 September 1969. The new members would be appointed for a period beginning on 1 October 1969 and ending on 31 December 1972.

12. The Governing Body is invited—
(a) to renew until 30 September 1969 the term of office of the present members of the Committee;
(b) to approve the list of countries from which it is proposed that the thirty government experts on social security in general and the ten government experts on actuarial questions should be drawn, as given in paragraph 9 above;
(c) to authorise the Director-General, after appropriate consultations, to submit to the Governing Body for approval at its 174th Session a list of names of experts for appointment as members of the Committee for the period 1 October 1969 to 31 December 1972.

**Panel of Consultants on Co-operation: Changes in Membership.**

13. Mr. A. L. Amer (United Arab Republic) and Mr. P. Weeraman (Ceylon), who were appointed to the Panel by the Governing Body at its 170th Session (November 1967), have since ceased to hold positions justifying their continued membership.

14. In order to replace these members, the Governing Body is invited to appoint the following persons as members of the Panel for a period expiring in June 1972:

- Mr. Sayed MAREI (United Arab Republic), Minister of Agriculture and Agrarian Reform;
- Mr. W. PATHIRANA (Ceylon), Commissioner for Co-operative Development and Registrar of Co-operative Societies.

**II. Preparatory Technical Maritime Conference: Invitation of a Non-Governmental Organisation**

15. At its 172nd Session (May-June 1968), when fixing the composition of the Preparatory Technical Maritime Conference, the Governing Body authorised the Director-General to invite the following non-governmental organisations to be represented at the Conference by observers: International Transport Workers' Federation; International Federation of Christian Trade Unions of Transport Workers; and Trades Union International of Transport, Port and Fishery Workers.

16. The Director-General proposes that a similar invitation be addressed to the International Shipping Federation.

17. The Governing Body is invited to authorise the Director-General to invite the International Shipping Federation to be represented at the Conference by an observer.

**Second Paper**

**Composition of Standing Bodies and of Expert and Other Meetings to Be Held in 1968 and 1969**

**I. Standing Bodies**

Panel of Consultants on Occupational Safety and Health in Building, Civil Engineering and Public Works.

1. At its 164th Session (February-March 1966) the Governing Body established a Panel of Consultants on Occupational Safety and Health in Building, Civil Engineering and Public Works and appointed a number of consultants and substitutes to the Panel.

2. The Director-General now submits the following nomination relating to a substitute from government circles:

- Mr. U. MEHLER (Federal Republic of Germany), Director, Office of the Secretary-General, Bavarian Mutual Insurance Society for Accidents in the Construction Industry.

3. The Governing Body is invited to appoint the person named in paragraph 2 as a substitute member of the Panel for a period expiring at the same time as the term of office of the consultants previously appointed, i.e. in March 1971.

**II. Expert and Other Meetings**

Meeting of the Joint ILO-IMCO Committee on Maritime Safety Training.

4. At its 172nd Session the Governing Body decided that the ILO should participate in a meeting of the Joint ILO/IMCO Committee on Maritime Safety Training in 1968, it being understood that the date and place of the meeting would be fixed by agreement between the Director-General and the Secretary-General of IMCO. It will be recalled that the Joint Committee was established to make a study of the training and certification of officers and ratings on large ships and on ships carrying oil or other hazardous or noxious cargoes.

**Date and Place of the Meeting.**

5. It has now been decided, in agreement with IMCO, that the meeting should be held at IMCO headquarters in London from 17 to 20 December 1968.

**Composition of the Meeting.**

6. At its meeting held in London from 21 to 25 October 1968 the Maritime Safety Committee of IMCO decided that there should be six IMCO representatives on the Joint Committee, drawn from the following countries: France, India, Netherlands, Norway, United Kingdom and United States.

7. After consultation with the Employers' and Workers' groups of the Governing Body, the Director-General...

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1. Minutes of the 172nd Session of the Governing Body, second sitting, p. 16, and Appendix XII, First Paper, paras. 6-11, p. 49.
suggests that the ILO representation on the Joint Committee should consist of ten persons—five shipowners' representatives and five seafarers' representatives—and submits the following nominations:

**Shipowners' Representatives:**
- Mr. O. Hoel (Norway), Director, Norwegian Shipping Federation.
- Mr. P. J. Lytras (Greece), Vice-President, Greek Shipowners' Association.
- Mr. J. K. Rice-Oxley (United Kingdom), Director, British Shipping Federation.
- Mr. T. Yoshida (Japan), Managing Director, Japanese Shipowners' Association.

**Seafarers' Representatives:**
- Captain Thomas F. O'Callaghan (United States), International President, International Organisation of Masters, Mates and Pilots.
- Mr. J. D. Randeni (India), General Secretary, Maritime Union of India.
- Mr. D. S. Tennant, CBE (United Kingdom), General Secretary, Merchant Navy and Airline Officers' Association.
- Mr. H. Wiemers (Federal Republic of Germany), Secretary for Maritime Questions, Public Service and Transport Workers' Union.
- Mr. W. Ch. van Zuylen (Netherlands), President, Federation of Seafarers' Unions.

8. Consultations are proceeding with a view to the nomination of the remaining shipowners' representative.

9. The Governing Body is invited—

(a) to appoint the persons named in paragraph 7 as ILO representatives on the Joint ILO/IMCO Committee on Maritime Safety Training and accordingly to authorise the Director-General to invite them to attend the meeting of the Joint Committee to be held in London from 17 to 20 December 1968; and

(b) if the Director-General is unable to submit a further nomination before the end of the present session, to authorise its Officers to approve on its behalf the name of the remaining shipowners' representative.

**Technical Meeting on Training of Teaching Staff for Industrial Training Schemes.**

10. At its last session the Governing body fixed the agenda of this meeting and decided that the meeting, which is to be held from 14 to 25 April 1969, should consist of 12 experts. Two of the experts would be drawn from the staff of educational authorities concerned with complementary training, pre-apprenticeship or other basic training given in technical and vocational schools. There would be one expert with experience in public vocational or industrial training institutions from each of the following regions: Africa, Asia, Europe and Latin America. Of the six remaining experts, three would be drawn from employers' circles and three from workers' circles.\(^1\)

11. After consultation with the Employers' group of the Governing Body the Director-General submits the following nominations:

**Experts from Employers' Circles:**
- Mr. Takashi Asano (Japan), Director, Management Training Division, Japan Industrial and Vocational Training Association.
- Mr. M. A. Ifatuorti (Nigeria), Member of the Institute of Personnel Management and associate member of similar institutes in London and Nigeria; formerly Education Officer, Western Nigeria Ministry of Education, and Group Training Manager.

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1 Minutes of the 172nd Session of the Governing Body, second sitting, pp. 15-16, and Appendix XII, First Paper, paras. 25-26, p. 50.

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Mr. C. Elton (Chile), Manager, Welding Industry Ltd. of Chile; attended the recent ILO Meeting of Experts on the Organisation and Planning of Vocational Training.

**Substitute:**
- Mr. Olivier de Cayeux (France), Deputy to the General Manager of the Committee on Education and Training, National Council of French Employers.

Mr. Folke Halden (Sweden), Chief, Training Department, Swedish Employers' Confederation; Member of the Panel of Consultants on the Problems of Young Workers.

**Substitute:**
- Mr. P. J. Casey (United Kingdom), Assistant Director in charge of Industrial Training, Education and Training Directorate of the Confederation of British Industry (CBI), Head of the CBI Industrial Training Advisory Service for a number of years.

12. Consultations are proceeding with a view to the nomination of the remaining experts.

13. The Governing Body is invited—

(a) to authorise the Director-General to invite the persons listed in paragraph 11 to attend the meeting; and

(b) to authorise its Officers to approve on its behalf such nominations as the Director-General may not be able to submit before the end of the present session.

**Tripartite Technical Meeting on Dock Labour.**

14. At its 172nd Session (May-June 1968), the Governing Body fixed the agenda of the Tripartite Technical Meeting on Dock Labour and decided that there should be 21 participants (seven from government circles, seven from employers' circles and seven from workers' circles), to be drawn from countries which have a direct interest in dock labour problems.\(^1\) It was understood that the Director-General would consult the three groups and submit more detailed proposals concerning the composition of the Meeting.

15. The Director-General has consulted the Employers' and Workers' groups, which have nominated the following persons to participate in the Meeting:

**Employers' Group:**
- Mr. Alexander P. Chopin (United States), Executive Director, New York Shipping Association.
- Mr. E. Bainbridge (United Kingdom), Secretary, National Association of Port Employers.
- Mr. C. L. Craig (Australia), Chairman, Association of Employers of Waterside Labour in Australia.
- Mr. Gunduz Aybay (Turkey), former Officer on merchant service cargo operations; Instructor, Maritime College.

**Substitute:**
- Mr. Robert E. Barron (Canada), Manager, Transportation Department, the Canadian Manufacturers' Association; Representative of this Association on the Canadian Maritime Law Association, the Canadian Industrial Traffic League and other national bodies directly concerned with problems related to all modes of transportation.

Mr. Paul Kufahl, MA Law (Denmark), Director, Federation of Ports and Merchants Organisations; Expert on social security systems and safety and health problems.

Substitute:
Mr. Kurt Stein (Federal Republic of Germany), Chairman, Committee for Management-Labour Relations and Collective Bargaining, Central Federation of German Seaport Operators.

Mr. F. N. Meuter (Netherlands), Director, Rotterdam Port Employers' Association.

Substitute:
Mr. Joseph Senders (Belgium), Chairman, Employers' Federation of Belgian Ports.

Mr. S. C. Sheth (India), Managing Director, Eastern Bunkerers Limited; Member of the Dock Labour Board; attended the ILO Meeting on Conditions of Work in the Inland Water Transport Industry (October 1968).

Substitute:
Mr. Tran-Xuan-Tuy (Viet-Nam), Secretary to the Custom House Union and Merchant Shippers of Saigon.

Mr. G. E. Weseke (Kenya and Tanzania), Branch Manager, E.A. Cargo Handling Services Limited.

Substitute:
Mr. E. S. Ackah-Yensu (Ghana), Traffic Manager, Ghana Cargo Handling Company.

General Substitute:
Mr. Mario Milano (Italy), Head, Vocational Training and Employment Department of Confindustria.

Workers' group:
Mr. Bruno Frank (Federal Republic of Germany), Union of Public Service, Transport and Communications Workers.

Mr. P. K. Ganguly (India), Organising Secretary, Indian National Port and Dock Workers Federation. Mr. T. W. Gleason (United States), President, International Longshoremen's Association. Mr. Gunnar Gustavsson (Sweden), Swedish Transport Workers' Union. Mr. W. Y. Huksker (Netherlands), Netherlands Union of Transport Personnel. Mr. Rafael Malambo Orozco (Colombia), Executive of the Dockworkers' Federation; Executive of the Cartagena Dockworkers' Union. Mr. T. O'Leary (United Kingdom), Transport and General Workers' Union.

Substitute:
Mr. Roger Dekeyzer (Belgium), President, Belgian Transport Workers' Union.

16. The Director-General suggests (a) that the Governments of the following countries be requested to nominate participants: Argentina, Algeria, France, Italy, Japan, United Kingdom and USSR; and (b) that substitutes be drawn from the following countries: Australia, Brazil and Singapore.

17. The Governing Body is invited to fix the composition of the Tripartite Technical Meeting on Dock Labour as proposed in paragraphs 15 and 16.

Regional Technical Meeting in Latin America on the Role of Agricultural Organisations in Economic and Social Development.

18. The discussions with the United Nations Economic Commission for Latin America concerning this meeting, which is provided for in the 1969 Programme and Budget, have not yet been completed. The Director-General will submit firm proposals concerning the composition and agenda of the meeting to the Governing Body at a later session.

Minutes of the 172nd Session of the Governing Body, Appendix XII, first paper, para. 36, p. 57.
Twenty-seventh Item on the Agenda: International Institute for Labour Studies

[No paper was submitted to the Governing Body on this item of its agenda.]

1 See seventh sitting.
Twenty-eighth Item on the Agenda: International Centre for Advanced Technical and Vocational Training

REPORT ON THE SIXTH AND SEVENTH SESSIONS OF THE BOARD OF THE CENTRE

Introduction.
1. The Board held its Sixth Session in Geneva on 27 May 1968 and its Seventh Session in Turin on 1 November 1968. It decided to submit to the Governing Body a joint report on the two sessions.

Programme of the Centre for 1969.
2. The Board took note at its Seventh Session of the report of the Director, which outlined the Centre’s activities since 1 November 1967 and put forward a general plan of operations for 1969. The report is attached for the information of the Governing Body.1

3. The Board also heard a verbal account by the Director of significant developments which had taken place since the report had been drafted. These included: a visit to Turin by the Executive Director of UNIDO, which was expected to lead to the organisation in the Centre of a training project for managers of automotive and related industries; the further development of projects financed by the United Nations Development Programme (UNDP) for the advanced training of fellows in management, methodology of training and technology (mini-projects); contacts with the International Bank for Reconstruction and Development regarding the possibility of the Bank using the facilities of the Centre; and exploration of the scope for obtaining fellowships and professorships through private corporations in the United States.

4. The Board endorsed the general plan of activities proposed for 1969.

Financial Questions.
(a) Income and Expenditure Estimates for the Financial Year 1969.
5. The Board at its Seventh Session considered the income and expenditure estimates for the financial year 1969 submitted by the Director. Several members observed that the budget proposals were rather hypothetical at this stage. Cash contributions had been budgeted at the level of $1.8 million, whereas at the time of consideration of these estimates the Centre could be certain of income from supporting governments totalling only $1.1 million. Similarly, the fellowships budget had been set at $1,795,000, whereas information and commitments available at present indicated that a total fellowships income of only $1.1 million could reasonably be expected.

6. The Director informed the Board that the budget had been drawn up to take account not only of pledged contributions but also of the current negotiations with governments and other bodies which could reasonably be expected to yield support in the period 1969-72. The status of the negotiations undertaken following the appeal of the Chairman to member States of the ILO had been summarised in the financial document issued shortly before the Board had convened. This document is attached for the information of the Governing Body.1

7. The Government representative of the USSR stated that his Government had now decided to support and utilise the Turin Centre. His Government had in mind in particular the organisation of international seminars for top management and training courses in modern management techniques for managers from the USSR. The arrangements to be made for the financial support of the Centre would be discussed with the Director.

8. The Government representative of the Federal Republic of Germany stated that the proposal of his Government to make a contribution to the Centre would be considered and decided upon by Parliament during November.

9. The Government representative of the United Kingdom informed the Board that a small working party would visit Turin in December 1968 in order to examine the facilities of the Centre and make recommendations to the Government in the matter.

10. The Italian Government representative announced that, in addition to its cash contribution, his Government was considering providing an increased number of fellowships for the Centre.

II. Other government representatives pledged their continued support of the Centre. The representative of the Government of Canada stated that his Government was proposing, subject to parliamentary approval, to continue its contribution of $50,000 for one further year, but that no indication could be given that it would continue its voluntary support beyond that time unless it was satisfied that substantial progress had been made in reducing the high unit training costs and in securing the support of more major contributors in financing the Centre’s work.

11. In his reply the Director indicated that the Centre would operate under flexible budgetary procedures which ensured that the scale of activities, including the recruitment of additional staff, would be kept within the financial resources available. The unit training costs of the Centre would fall appreciably as the operating level increased. He was able to inform the Board that the estimated level of the General Reserve Fund at 31 December 1968 had been revised upward to approximately $555,000 in the light of information which had become available after the budget document had been drawn up. The Board at its Sixth Session had approved the proposal of the Director that there should be established a minimum amount of $500,000 to be maintained in the General Reserve Fund until 31 December 1969, and had authorised the Director to utilise any surplus over and above the defined minimum amount to cover fellowships, employment contracts and other expenses.

12. Taking into account the above considerations, the Board adopted the income and expenditure estimates for the year 1969. In accordance with Article III, paragraph 10, of the Statute of the Centre, these estimates are communicated to the Governing Body for information.3

APPENDIX XXVIII

1 See eighth sitting.
2 See Annex A.
3 See Annex C.
5. The total number of persons who attended programmes at the Centre from its opening in October 1965 to 1 October 1968 is thus brought up to 1,541. Their geographic distribution is shown in the table in Appendix 1.

6. In his previous report on activities the Director announced his intention of organising in 1968 three sessions of four standard three-month programmes and two sessions of three standard six-month programmes, while increasing the number of requested programmes.

7. For standard programmes the objective was achieved and in fact surpassed, because in the period February-July 1967 the Centre held four six-month programmes. The standard programmes dealt largely with the subject matter that had been envisaged. The two new programmes on the management of personnel administration services and the management of accounting services announced for 1967 will not be given until 1969; but six other new programmes were launched in April and September 1968, bringing the total number of the Centre's standard programmes to fourteen.

8. Ten requested programmes have been held since 1 November 1967.

(b) Training Schedule.

9. A table of programmes held since the autumn of 1967 is given below. Detailed contents of the standard programmes are shown in Appendix 2 for greater convenience.

(i) Management.

Management of the Medium-Sized Enterprise: A standard three-month programme held from 18 September to 7 December 1967, in English and Spanish, for fourteen senior level executives; from 15 January to 5 April 1968, in English, French and Spanish, for twenty-four senior level executives; and from 16 September to 6 December 1968, in English, French and Spanish, for twenty-four senior level executives.

Executive Development: A new standard three-month programme held from 22 April to 12 July 1968, in English, French and Spanish, for eighteen middle to senior level executives.

Management of Marketing Operations: A standard three-month programme held from 18 September to 7 December 1967, in English, French and Spanish, for sixteen middle to senior level executives; and from 16 September to 6 December 1968, in English, French and Spanish, for twenty-three senior export marketing executives and export marketing officials.

Management of Export Marketing: A new standard three-month programme held in conjunction with the International Trade Centre of UNCTAD/GATT, from 22 April to 12 July 1968, in English and Spanish, for twenty-three senior export marketing executives and export marketing officials.

Trade Promotion: A requested three-month programme held for the medium-sized enterprises concerned with export marketing in Brazil (see paragraphs 18 and 79 below).

Management of Production Operations: A standard three-month programme held from 18 September to 7 December 1967, in English, French and Spanish, for seventeen middle to senior level production executives; from 15 January to 5 April 1968, in English, French and Spanish, for fifteen middle to senior level production executives; and from 16 September to 6 December 1968, in English, French and Spanish, for twenty-four middle to senior level production executives.

Management of Maintenance: A new standard three-month programme held from 22 April to 12 July 1968, in English, French and Spanish, for twenty-two senior executive production specialists and institutional leaders concerned with export marketing in Brazil (see paragraphs 18 and 79 below).

Management of Vocational Education: A standard three-month programme held from 18 September to 7 December 1967, in English, French and Spanish, for twenty-two senior level marketing executives.

Management of Educational Programs: A new standard three-month programme held in conjunction with the International Trade Centre of UNCTAD/GATT from 9 May to 25 July 1968, in English and Portuguese, for twenty-five Government officials, business executives and institutional leaders concerned with export marketing in Brazil (see paragraphs 18 and 79 below).

Management of Technical and Vocational Training on the Activities of the Centre since 1 November 1967

ANNEX A

1. This report is designed to give the Board—
(a) a survey of the Centre's activities since 1 November 1967, following up the reports of which the Board took note at its First, Second and Fourth Sessions (7-8 March 1966, 21 November 1966 and 30 October 1967); and
(b) a general plan of operations for the year 1968, based on the report on the future of the Centre (1966-72) approved by the Board at its Fifth Session.

I. Training

2. The closing date for information contained in this report (1 October 1968) falls within a few weeks of the end of the first financial period of the Centre (1965-68). In the past twelve months the Centre has thus concluded its first, experimental phase; and in doing so, it has laid the foundation for its future development.

1. Activities During the Past Twelve Months.

(a) General.

3. The previous report by the Director on the activities of the Centre was written soon after the beginning of the academic year 1967-68. Since then, the academic year 1967-68 has been completed and the year 1968-69 has begun.

4. A total of 658 participants attended the programmes held during the academic year 1967-68 (compared with 468 in 1966-67); and 212 have arrived since the beginning of the academic year 1968-69.
Training Methodology: A new standard three-month programme held from 22 April to 12 July 1968 in English and French for twenty-five vocational trainers.

(iii) Technology.

Mechanical Engineering: A standard six-month programme held for technical instructors and technicians; from 18 September 1967 to 8 March 1968 in English and Spanish for twenty-eight participants; and from 19 February to 19 July 1968 in English and Spanish for nineteen participants.

Seminars. A seminar held for and in conjunction with UNESCO from 2 to 21 September 1968 in English for twelve university professors and assistant professors in engineering disciplines.

Fundamental Electronics Engineering: A new standard six-month programme held from 16 September 1968 to 6 March 1969 in English and Spanish for sixteen technical instructors and technicians.

Electronics: A standard six-month programme held for technical instructors and technicians; from 18 September 1967 to 8 March 1968 in English and Spanish for fourteen participants; and from 19 February to 19 July 1968 in English and Spanish for twenty-two participants.

Seminars. A seminar held for and in conjunction with UNESCO from 23 September to 11 October 1968 in English and French for twenty-nine engineers changing their origins and levels, some features can be defined which are given to the content of the subject-matter; the job perceptions which are applied to the subject-matter, giving a concentration upon the practical aspects of the work situation to which the participant is returning; the wide range of perspectives which are applied to the subject-matter, giving awareness of international aspects, as well as the sum of knowledge and skills appropriate to many levels of training and content of its programmes. Although these programmes cover a wide field and are intended for participants of differing origins and levels, some features can be defined which are common to all of them, and which give them their unique character.

Seminars. 1 Management of Small Enterprises: A seminar held on behalf of the ILO from 23 September to 11 October 1968 in English and French for twenty-nine enterprises in twenty-three countries other than Italy. These assignments, designed to provide either practical application of knowledge acquired at the Centre or complementary specialisation training, generally lasted three weeks. Standard three-month programmes and seven weeks for six-month programmes.

1 To complete the survey of the academic year 1967-68, two further seminars in September and October 1967, before the Fourth Session of the Board, should be mentioned; these related to the safety of portable and mobile electric tools and appliances (ILO — 104 participants); and to higher technical education for industry (UNESCO — 42 participants).

International Tourism: A seminar held on behalf of the International Union of Official Travel Organisations in English and French from 5 to 31 August 1968 for fifty-three academicians and senior officials of national tourism organisations.

(c) Study Assignments.

10. All the standard programmes on management, policy and methodology of training and technology listed above included a study assignment for each participant in one or two enterprises or institutions in a European country other than Italy. These assignments, designed to provide either practical application of knowledge acquired at the Centre or complementary specialisation training, generally lasted three weeks. Standard three-month programmes and seven weeks for six-month programmes.

11. In line with the procedure announced in the previous activity report the Centre has also administered, on behalf of other organisations, special programmes consisting entirely of practical training in industry on fellowships allocated by these organisations. Programmes of this kind were prepared for most of the participants in the first seminar on higher technical education for industry which was held jointly with UNESCO. Such programmes were also arranged for forty-seven holders of ILO fellowships who did not attend any other programme at the Centre.

12. Altogether, study assignments have been arranged in more than 100 enterprises or institutions in twenty-three countries.

2. Development and Results of Training at the Centre.

13. The Centre is able to determine the needs of countries in training, subject fields and pedagogical methods by means of its negotiations with governments and international organisations, its relations with the field of national experts of the ILO and the administration of the UNDP, and by contacts with other institutions of a technical or academic nature (see paragraphs 65-90 below).

14. It is on this basis that the Centre seeks to progress constantly in the evolution of its forms and level and content of its programmes. Although these programmes cover a wide field and are intended for participants of differing origins and levels, some features can be defined which are common to all of them, and which give them their unique character.

15. These features are the ones already described in the preceding activity report: the environmental orientations which are given to the content of the subject-matter; the job orientations which are given to the subject-matter, through a concentration upon the practical aspects of the work situation to which the participant is returning; the wide range of perspectives which are applied to the subject-matter, giving awareness of international aspects, as well as the sum of knowledge and skills appropriate to many levels of economic development beginning with those considered most useful in the participant's own country and following on to the most likely to become important in their future careers.

16. On the first point, it will be recalled that most of the Centre's fellows come from developing countries. Training at the Centre must therefore take into account the fact that principles taught in industrialised countries are based on a number of unexpressed assumptions about environment, culture, society, resources and infrastructures. These assumptions may not apply, or they may not apply to the same degree, in other countries. This is particularly true of the assumption of an accounting infrastructure within an organisation and on the assumption of particular forms of organisation structure as well; yet these assumptions are not equally valid in all countries. Such considerations have influenced and will continue to influence the content of programmes at the Centre and the determination of its teaching methods.

17. Since the Centre's training is intended to be practical, its programmes tend to concentrate on the practical aspects of the work situation to which the participant is returning rather than on those which are purely theoretical and attractive because of their mere novelty. From this arises the necessity in each programme of extending contacts with enterprises and organisations, and in some cases lecturing so as to increase the time available for group discus-
sions or practical work. In the same way, the active partici-
pation of each fellow in the training process increases con-
stantly. Participants in management and training methodol-
egies programmes are, by their nature and their interests,
particularly able to profit from meetings at which each one's
problems are examined and discussed. In programmes such
as those on management of production or of maintenance,
there is also participation in group projects. In technology,
too, it is found that the design and execution of mechanical
engineering projects is an excellent method of vocational
training and of personal development.

18. The project technique can be applied also to study
assignments outside the Centre which must be more closely
in line with the aims of the training. These can be tied
in with the aim of the course, as was done for example in
1968 in the programme on trade promotion organised for the
Brazilian Government. The homogeneity of the objectives of
the programme and its design have made it possible to form
them into groups, each of which was charged with studying an
aspect of export promotion of particular interest to Brazil.
There were five such groups and they dealt with leather
products, timber and timber derivative products, seafood
products, textiles, and tourism. Group discussions, business
games and other practical exercises as well as the study
assignments, which consisted for each group mainly of
researching the sales prospects for their product or service
in various European countries, all presented opportunities
for work on these projects. Finally, the group presented
reports, instead of the usual individual theses, and the reports
are now at the disposal of their country.

19. The Centre also works to improve participants' per-
ception, insight, attitude and range of interests. It is for
this reason that some Centre programmes were started with a
lecture on international co-operation, that documents on international
organisations—particularly the ILO—are distributed to all
participants in the Centre's activities, and that films by the ILO and the United Nations are shown regularly.

20. In addition to this, it was decided during the Fifth
Session of the Board that each of the Centre's programmes
should include a lecture on labour-management relations,
given in conjunction with the International Institute for
Labour Studies, that decision being implemented for the pro-
grammes starting from February 1968 onwards. Speakers
attached to the Institute have presented lectures adapted
as far as possible to fit the interests and functions of the fellows
for the programme, and courses were selected particularly on
the strike phenomenon. It is proposed to increase the num-
ber of these lectures for certain programmes, and for this
purpose the Institute plans to call on the services of outside
lecturers as well as on its own staff.

21. It will be recalled that, in response to a request by the
Board at its Fourth Session, an inquiry was made into the
manner in which former fellows had been reintegrated into
their home countries after returning from Turin, and into the
benefits they had gained from training at the Centre. For
this purpose a list of questions was sent in December 1967
to employers in 64 countries concerning the 645 fellows
employed by the Centre in 1967. The response rate, 289
fellows (86 %), was high and that the conditions of employment
had remained the same as those existing at the time of their
original employment. The over-all total comes to more than
317 because some fellows had been promoted without changing their duties and others had been promoted
when they changed their duties. Promotion is envisaged in the
immediate or not too distant future for a large propor-
tion of the fellows covered by the survey. On the question of
whether the participants had been able to apply the
knowledge acquired at the Centre, and had benefited others,
positive answers were received for 274 fellows (86 %). In
the great majority of cases personal considerations among
other people at work had been favourable (the transmission
of acquired knowledge is relevant here). Improved behav-
ior had been noted in many cases.


(a) General.

23. The Board has recognised that the satisfactory dev-
lopment of the Centre requires that it should obtain for
1970 an attendance of 1,300 fellows, corresponding to an
over-all budget of $5,000,000. The draft budget presented
to the Board in a separate document1 envisages as an
intermediate stage for 1969 an attendance of 850 fellows and
an overall expenditure of $3,090,000.

24. To attain this objective, the Director proposes that the
Centre should in 1969 give three sessions of six standard
three-month programmes and two sessions of three standard
six-month programmes.

25. Existing standard programmes will be given at least
once (except for the programme on welding and sheet metal
work) during these sessions. In addition, eight new standard
programmes will be launched. The table below shows the proportions of old and new pro-
grammes for 1969:

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<thead>
<tr>
<th>Programme Type</th>
<th>Old</th>
<th>New</th>
<th>Total</th>
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<tr>
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<td>8</td>
</tr>
<tr>
<td>Six-month programmes</td>
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<tr>
<td>Total</td>
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<td>3</td>
<td>21</td>
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26. At the same time, the draft budget envisages greater
participation in each of the programmes: twenty-four fellows
for the three-month programmes and twenty-seven for the
six-month programmes. However, unless there are special
requests accompanied by adequate funds, each programme
will be given in two languages only; arrangements will of
naturally be made to ensure that a fair balance is kept between
the Centre's three working languages over the year as a
whole.

27. In accordance with the Board's wishes, the standard
programmes to be given in 1969 will mainly concern two
categories of fellows: senior and middle level executives of
enterprises and administrations; and directors of vocational
training and instructors specialised in the most modern
branches of technology. The new programmes will be of
interest largely to the first category and will enter two areas
of training new to the Centre: management of personnel
(including industrial relations) and of finance (including
accounting).

(b) Calendar of Standard Programmes.

28. A calendar of standard programmes for 1969, which
has been submitted to the Board for approval, is shown
below. The content of these programmes, which is given in
Appendix 2, will be submitted to the Advisory Board on
Programmes at a meeting to be held at the beginning of February 1969. In addi-
tion, the Director proposes to hold on 1 April 1969 a
meeting of the Advisory Board on Programme Activity.

(i) Management.

Management of the Medium-Sized Enterprise: A standard
three-month programme for twenty-four senior executives,
from September to December 1969, in English and Spanish.

Executive Development: A standard three-month pro-
gramme for twenty-four middle to senior level executives,
from January to April 1969, in English and French.

Management Control and Information Technology: A new standard three-month programme for twenty-
four senior executives, from April to July 1969, in
English and French.

Management of Marketing Operations: A standard
three-month programme for twenty-four middle to senior
executives, from April to July 1969, in English and French.

Management of Export Marketing: A standard three-
month programme for twenty-four middle to senior
executives and officials, from January to April 1969,
in English and Spanish.

Management of Tourism: A new standard three-
month programme to be held jointly with the Inter-
national Union of Official Travel Organisations for

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1 See Annex C.
twenty-four middle to senior executives and officials, from September to December 1969, in English and French.

Management of Production Operations: A standard three-month programme for twenty-four middle to senior level executives, from September to December 1969, in French and Spanish.

Management of Maintenance: A standard three-month programme for twenty-four middle to senior level executives, from January to April 1969, in English and French.

Management of Materials: A new standard three-month programme for twenty-four middle to senior level executives, from April to July 1969, in English and Spanish.

Management of Personnel Administration Services: A standard three-month programme for twenty-four middle to senior level executives to be held from January to April 1969 in English and Spanish; and from April to July 1969 in French and Spanish.

Management of Industrial Relations: A standard three-month programme to be held jointly with the International Institute for Labour Studies for twenty-four middle to senior level executives and union officials, from September to December 1969, in English and French.

Management of Accounting Services: A new standard three-month programme for twenty-four middle to senior level executives to be held from January to April 1969 in English and French; and from April to July 1969 in French and Spanish.

Management of Finance and Investment: A new standard three-month programme for twenty-four middle to senior level executives, from September to December 1969, in English and French.

Management and Methodology of Vocational Education

Management of Vocational Education: A standard three-month programme for twenty-four directors of vocational education services or training centres, from September to December 1969, in French and Spanish.

National Planning of Vocational Education: A new standard three-month programme to be held jointly with the ILO and UNESCO for twenty-four senior officials and directors of vocational education institutions, from April to July 1969, in English and Spanish.

Training Methodology: A standard three-month programme for twenty-four trainers and senior departmental heads from vocational training institutions, from January to April 1969, in French and Spanish.

Technology.1


Automobile Engineering: A standard six-month programme for twenty-seven instructors to be held from February to July 1969 in English and French; and from September 1969 to March 1970 in French and Spanish.

(c) Special Programmes and Study Assignments.

29. In addition to the standard programmes, special programmes will be held in 1969, subject to satisfactory negotiations and the provision of adequate funds (see paragraphs 74-85 below).

30. An increase in the number of seminars is foreseen in the draft budget. The aim will be, as far as possible, to hold them at a rate of two a month. Some will be organised jointly with international organisations, as in the past: for example, the seminar on higher technical creation for industry (UNESCO) and management of training (ECSC) will be repeated. Others will be arranged by the Centre itself, and one of the functions of these seminars will be to prepare for a widening of the field covered by the Centre’s standard programmes. Subject fields envisaged include group technology, sociological foundation of management, management and the computer, the computer in education, micro-electronics in industry, and contemporary design in manufacture.

31. In addition, the possibility of holding symposia or seminars of interest also to industrialised countries is being studied; the Board has already noted this possibility.

32. For practical training outside the Centre, provision is being made for a period of three weeks for three-month programmes and of six weeks for six-month programmes. The number of fellowships allocated by other organisations, for study assignments outside the Centre but administered by the Centre, is estimated at about fifty for 1969, as before.

II. Research

33. The ILO-UNESCO section for research into the methodology of the transmission of knowledge in the training of technicians, development of training methods, etc., which was announced to the Board previously, started operations in June 1968. A UNESCO official has been appointed head of this section.

34. A programme of activities is at present being drawn up for this section in collaboration with the ILO and UNESCO. The work was preceded by a study, made by a specialist in modern methods of training, into which themes of research would be possible within the Centre’s resources and the present state of international research in the world. The programme is not yet final, but some indication can be given on the main subjects to be covered.

35. Firstly, the research section will deal with technical education objectives. It will study existing programmes with a view to determining how far they are adapted to current technological progress and modern economic development. On this basis, it will attempt to define the aims and component parts of well-designed technical education programmes. While recognising that it is not always possible or desirable to produce a universally valid type of programme, it will make its conclusions as concrete as possible.

36. Secondly, the research section will deal with new training methods such as programmed learning, computers and mass media. It will consider environmental and individual parameters which affect research and the acquisition of knowledge. It will complete its inquiry by studying the equipment, plant and staff necessary for any training activity.

37. The research section will work in liaison with the members of the Faculty of the Centre. It will profit from their experience in the use of modern methods and means of transmitting knowledge, and in the preparation of programmes for fellows from developing countries; it will in fact also help them to improve the Centre’s own programmes and teaching methods. The members of the Faculty, for their part, will conduct research related to the programmes they are giving; the results of this will be published.

III. Structure

1. Boards.

38. Amendments to articles III, IV and IX of the Statute of the Centre concerning the composition of the Board and of the Advisory Board on Programmes were recommended by the Board of the Centre at its Third and Fourth Sessions and approved by the Governing Board of the ILO at its 170th Session on 16 November 1967.1 As a result of this decision, the Board of the Centre has been restructured and the Advisory Board on Programmes has been created.

(a) Board of the Centre.

39. Between November 1967 and February 1968, new seats on the Board were created in accordance with Article III of the Statute as amended.

1 Minutes of the 170th Session of the Governing Body, sixth sitting, p. 41 and Appendix XX.
40. On 17 November 1967 the Governing Body of the ILO appointed from among its own members the following persons to complete the composition of the Board of the Centre:

Government members: Federal Republic of Germany, France, Japan, Mexico, Pakistan, Senegal, United Kingdom and USSR.

Employer members: Mr. Neilan, Sir George Pollock; substitute: Mr. Bergenström.

Worker members: Mr. Kane, Mr. Möri.

41. As a further result of this decision, the following persons were nominated by their governments to represent them on the Board of the Centre: Mr. Haenlein, subsequently replaced by Mr. Knolle (Federal Republic of Germany), Mr. Parodi (France), Mr. Okabe (Japan), Mr. de Santiago-Lopez (Mexico), Mr. Power (Pakistan), Mr. Sidibé (Senegal), Mr. Marre (United Kingdom), and Mr. Melnickov (USSR).

42. The Executive Director of UNIDO appointed Mr. Oshima to the seat allocated to this organisation.

43. In addition, the Chairman of the Board of the Centre has been informed of the following changes in the composition of the Board: Mr. Smaquina has been appointed substitute member by the Italian Government in place of Mr. Giusti del Giardino (15 May 1968); Mr. Conti has been appointed by the City of Turin to replace Mr. Guglielminetti (30 October 1967); Mr. Nottidge has been appointed by the Government of Sierra Leone to replace Mr. Davies (3 April 1968); and the Secretary-General of the United Nations has appointed Mr. Owen as a member of the Board, with Mr. Hill as substitute (11 January 1968).

44. Under article III of the Statute of the Centre, members of the Board of the Centre appointed by the Governing Body of the ILO shall be appointed for terms of three years unless their membership of the Governing Body of the International Labour Office ends sooner. Consequently, the terms of these Board members will expire in June 1969, except for those of the members representing the governments of the Federal Republic of Germany, France, Japan, the United Kingdom and the USSR, whose mandates end in November 1970.

45. Since the Director's last report on activities, the Board of the Centre has held three sessions in Geneva, one with its former structure (30 October 1967) and the other in its new form (23 February and 27 May 1968). The next session, the seventh, will be held in Turin on 1 November 1968.

(b) Advisory Board on Programmes.

46. The Director of the Centre made proposals and suggestions for the creation of the Advisory Board on Programmes which the Board of the Centre approved at its fourth and fifth sessions.

47. Further proposals and suggestions by the Director will be submitted to the Board of the Centre, on the occasion of its Seventh Session, in a separate document.

48. At the beginning of 1968, the members of the Advisory Board on Programmes were consulted by letter on the preparation of the report on the future of the Centre.

49. The Director of the Centre proposes to call a meeting of the Advisory Board on Programmes in Turin on 1 April 1969.

2. Administration of the Centre.

(a) Branches.

50. There has been no change in the administrative structure of the Centre since the autumn of 1967. It thus remains largely as described in the previous activity report: Relations Branch, Fellows' Branch, Training Branch and Administration Branch.

51. It may however be noted that the new ILO-UNESCO research section has been directly attached to the Directorate (June 1968—see paragraphs 33-37 above), and that the Library has been attached to the Training Branch.

(b) Personnel.

52. Efforts have been continued during the period under review to keep to a strict minimum the strength of the Centre's permanent staff, while reinforcing the Faculty and improving its geographic distribution.

53. The total number of officials increased between 20 October 1967 and 1 October 1968 by 126 (compared with 120 posts provided for in the budget). The increase was 87 officials in the General Service category (79 in 1967), and 37 (33) in the Professional category and above. The permanent staff was augmented at 1 October 1968 by 22 external collaborators.

54. A list of staff members is attached. 1

55. The two tables below show the distribution of the permanent staff (excluding the General Service category) by country and by branch, according to grade, as at 1 October 1968:

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<th>P. 5</th>
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</table>

56. Measures have been taken to allow the Faculty to cope with its increased tasks. Between 20 October 1967 and 1 October 1968 its total strength (permanent officials of all grades and external collaborators) increased from twenty-six to thirty-four; the number of nationalities represented on the Faculty rose from nine to eleven. The creation of further posts has been decided for the end of 1968, and is proposed in the budget for 1969.

57. The draft of the Staff Regulations for the Centre was communicated to the Staff Union on 30 November 1967. The Union submitted its observations on 4 April 1968. A new draft is being prepared. Pending the adoption of this text by the Board, the provisional Staff Regulations remain in force.

3. Installations of the Centre.

(a) Equipment.

58. During the period under review, the machine shops and laboratories of the Centre have been fitted with further vocational training apparatus, including a master trainer, a response analyser and other electronic equipment given by British or Netherlands companies.

59. Installation of model maintenance and repair lines for automotive and agricultural equipment is being studied, as the Board requested.

(b) Meetings Held at the Centre.

60. Under article 3, paragraph 2, of the Financial Regulations of the Centre, the Director is empowered to utilise all of the resources for the purpose of financing of the Centre, including the renting of space and services for the purpose of training or residence, and for this purpose negotiating agreements or arrangements with international and national organisations of all kinds.

1 Minutes of the 170th Session of the Governing Body, eighth sitting, P. 55.
61. Consequently, in so far as the premises of the training building and the residence are not fully used, the Centre will continue to make them available to organisations wishing to use them in support of their work. The Director will continue to ensure that such meetings are compatible with the aims of the Centre. Income derived from such sources is used to finance fellowships at the Centre.

62. In this way, several meetings have been held at the Centre during the last five months, as they were in previous years, and more than 800 people attended them. The organisers, some of whom had already held similar meetings at the Centre, included the International Round Table of Educational Counselling and Vocational Guidance (third international conference, 16-19 April 1968); the International Metalworkers' Federation (sixth world congress, 15-19 May 1968); the International Institute of Public Finance (24th congress, devoted to the financing of social security, 10-13 September 1968); the CIEEM (European Centre for Overseas Industrial Development and Promotion: international symposium 23-25 September 1968); the SIIOI (Italian Society for International Organisations: symposium on training for students of African countries associated with the European Communities, 9-13 June 1968); the ISPER (Institute of Personnel Management: four seminars, 6-7 November and 27 November 1967, and one conference, 10 December 1967); the UNIPREA (Unificazione precarie affini: seminar on digital data transmission, 17-21 June 1968); the FIAT Company (seminar on international marketing, 17-19 April 1968) and the SOLEX Company (seminar on international marketing, 23-24 April 1968).


63. The Board will receive separately the budget proposed for 1969 and other documents on financial matters.

64. As far as the 1968 budget is concerned, the situation on 31 August 1968 was as follows:

(a) Actual income to 31 August 1968 totalled $1,541,000 and it is expected that a further $600,000 will have been received by 31 December 1968, making a total of $2,101,000 compared with the budget estimate of $2,482,564, a shortfall of $381,564.

(b) Actual expenditure to 31 August 1968 totalled $1,570,000 and it is forecast that a further $1,022,000 will be expended by the end of the year, making a total of $2,592,000 compared with the budget estimate of $2,685,504, a shortfall of $93,504.

(c) The net shortfall in income of $190,000 has been made good by the granting of fellowships from the General Reserve Fund as authorised by the Board of the Centre.

IV. Development.

65. Continued action has been taken during the period under review to bring the Centre gradually to the level of development desired by the Board (that is, an annual attendance of some 1,500 fellows and a budget of $3,000,000). The main new feature during the period has been a greater complementation of conferences and seminars. The Director will provide further information in his verbal report to the Board at its seventh session.

1. Contributions.

66. Under Article VI of the Statute, financial contributions to the Centre may come from governments, organisations or private sources.

(a) Governments.

67. The first contributions to the financing of the Centre made by governments or international organisations were validated for the period 1965-68. During its Fourth Session (30 October 1967) the Board requested the Director to prepare material to be submitted to member States with a view to reaching decisions on the financing of the Centre for a new period of four years (1969-72). At its Fifth Session (23 February 1968) the Board adopted the report consequently made by the Director and it recognised that the Centre should obtain a substantial increase in its resources by the renewal of large financial contributions, by an increase in smaller contributions and by the provision of new contributions. In April 1968 the Chairman of the Board of the Centre made an appeal to this effect to governments of member States.

68. By 1 October 1968 the Governments of Belgium, China (Taiwan), Cyprus, France, Malagasy Republic, Nigeria, Turkey and Viet-Nam had made it known that they would renew their contributions; to these should be added the Italian Government, whose contribution had originally been pledged for ten years. In addition, the Governments of Greece, Libya, Sierra Leone and Trinidad and Tobago announced their intention of renewing their contributions. Finally, new contributions have been made by the Governments of Ghana and Guinea, and by the National Institute of Vocational Training (INACAP) of Chile.

69. Negotiations are still in progress with other countries, including Canada, the Federal Republic of Germany, India, Japan, Spain, Sweden, the United Kingdom and the USSR, with a view to new or renewed contributions to the financing of the Centre.

(b) Other Sources.

70. The Centre is also striving to obtain finance from non-governmental sources. For example, the agreement with Cornell University, which the Board approved at its Fifth Session, provides for the financing of the "Cornell-Centre" programme by contributions to be received by Cornell University.

71. During 1968 the Centre received twenty-five fellowships from the FIAT Company for participation in management programmes; negotiations on similar arrangements are being conducted with other companies. The Board of the German Confederation of Trade Unions has granted twelve six-month fellowships for the advanced training of foremen at the Centre.

72. Under the terms of the agreement made in November 1967 and approved by the Board, the International Council for Scientific Management (CIOS) undertook to help the Centre publicise its activities, and to find and recruit fellows for its standard management programmes. In accordance with this agreement, the Centre has made contact with all the national associations affiliated to CIOS.

73. This promotion effort forms part of a wide-ranging information campaign. During the past year, the main effort has been directed towards the production of promotion material aimed at encouraging the recruitment of fellows with fellowships:

(i) A total of 14,000 folders giving descriptions of each standard programme at the Centre, published in three languages, has been sent to addresses in the following categories: governments and international organisations (particularly Resident Representatives of the United Nations and field offices of the ILO); and members of CIOS, other organisations, private enterprises, educational and research institutions, and the press.

(ii) Since October 1967 an information bulletin has been published monthly with a circulation of 1,500 copies. It has been sent to Resident Representatives of the United Nations, field offices of the ILO and to various productivity centres and training institutions with which the Centre is in contact.

(iii) Press releases on the activities of the Centre have been distributed to more than 500 newspapers, journals, news agencies and radio stations in many parts of the world. Since 1 November 1967 twenty-five press releases have been issued. These are frequently published in the press, where the Centre is finding an increasingly favourable audience (see for example the article which appeared in the Financial Times on 15 March 1968).

(iv) The Centre publishes in three languages a magazine designed to maintain contact with all present and former fellows. Its title in English is Centre News, and it appears three times a year.

(v) A brochure on the Centre was published in 1967 in English, French, Spanish and Italian. Distribution continued in 1968, with some 15,000 copies being sent to addresses in similar categories to those listed under paragraph (i) above. A new edition of 10,000 copies in each of the three official languages will go to press before the end of 1968.

2. Training Projects.

74. Apart from the contributions mentioned above, the Centre can obtain finance for training projects from national or international organisations.
75. It was planned from the beginning that the Centre would handle a certain number of fellowships within the framework of development projects financed by the United Nations Development Programme (UNDP) and carried out by special arrangements, which made an important contribution to the launching of the Centre, no longer represents an adequate source of income: the number of fellowships allocated to the Centre by the ILO in 1968 will be little more than 200. Other fellowships have so far been allocated to it by organisations such as UNRWA, UNESCO and FAO, but the number of these is still more limited.

76. That is why the Centre proposes to resort to the most direct possibilities open to it within the procedures of UNDP, which were explained by the representative of the Secretary-General of the United Nations at the Board’s sixth session (see paragraph 2 above). The principle is that development projects financed by UNDP can be devoted entirely to the advanced training of fellows by the Centre in the fields of management, engineering, physical sciences, agriculture or in any area organised for them; or they may be short-term projects (mini-projects) providing for the participation of twenty-four to forty fellows in any given programme, whether standard or requested. These projects could be carried out directly by the Centre; or the executing organisation could be a specialised agency which in turn passes the project on to the Centre.

77. From the point of view of procedure, a government interested in such a project should send the UNDP, through its Resident Representative, a request and a plan of operations giving the exact programme and cost of the project. The UNDP will then include it in the list submitted to its Inter-Agency Consultative Board (IACB) and, if the latter approves the project, it will be submitted to the Governing Council of the UNDP. In practice, preliminary negotiations should be held between the Centre and the government and agency which are interested in the project, so that the aim and practical details of the project can be defined accurately.

78. The Centre is investigating which projects can be set up in this way, in collaboration with the governments of developing countries, the ILO and other international organisations which have shown interest, such as FAO, UNESCO and UNIDO.

79. Within this context, several projects are being studied which are of interest to Argentina, Brazil, Chile, Colombia, Peru and other countries. One has already been carried out; this was a trade promotion project involving the training of commercial attachés for the Brazilian Government (see paragraphs 9 and 18 above). For this first mission, the Centre was requested by the Brazilian Government to participate in the promotion of Brazilian products in the United States and Canada. The Centre has already been requested to participate in similar projects.

80. In researching and executing other projects, the Centre has had the co-operation of Resident Representatives of the United Nations in Brazil and Peru and especially of the regional co-ordinators of the ILO, who held a meeting on this subject with the management of the Centre in November 1968 after a full session in Turin in November 1968. Negotiations have already been started with several African governments, such as those of Algeria, Congo (Kinshasa), Ivory Coast, Malagasy Republic, Morocco, Nigeria, Senegal, Somalia, the Gambia and the Sudan. In Asia various projects are being studied which may be of interest to Indonesia, Pakistan and other countries.

81. The organisation which has fellowships available and with which the Centre can usefully co-operate are not only those of the United Nations family.

82. At the end of 1967 a procedure was established with the EEC, which has the task of preparing the Community (EEC) by which the administrative and financial machinery of the Centre could be adapted to accept Community fellowships. On this basis the Community has allocated fellowships to five fellows from Nger and eleven from Réunion, who attended standard programmes at the Centre between November 1967 and July 1968. Co-operation between the EEC and the Centre, which was conceived as early as 1964, should continue during the coming years.

83. It may be added that payments by the ECSC in 1968, conforming to an agreement made in June 1966, have not been so limited as to prevent the Centre from increasing the number of fellowships allocated by the ECSC in 1969 to the Centre; the ECSC has also granted fellowships to participants working in the coal and steel industries to enable them to attend standard programmes at the Centre.

3. Other Types of Co-operation with National and International Organisations.

(a) Co-operation in Respect of Programmes and General Objectives.

84. In addition to setting up training projects and handling the related fellowships, the Centre co-operates with other international organisations in carrying out various special programmes. Participation by these organisations takes many forms: aid in preparing the programme, in recruiting training staff, in selecting fellows, in organising study assignments outside the Centre, sharing in varying degrees the costs, including the cost of fellowships, etc.

85. During the period under review (see paragraph 9 above) the Centre organised with the International Atomic Energy Agency, on a special programme, the training of emigrant electronic engineers. It has also held (see paragraph 9 above) seminars with the ILO, UNESCO, ECSC and the Inter-Agency Consultative Board (IACB). These seminars have been conducted to the entire satisfaction of the organisations concerned; at least one of the UNESCO meetings and the ECSC seminar will be repeated in 1969 (see paragraph 9 above). The ILO and UNESCO have undertaken to continue the co-operation with the Centre in the fields of management, industrial relations and the national planning of vocational education.

86. The co-operation of international organisations has also been secured in the launching of new standard programmes. In 1968 the International Trade Centre of UNCTAD/GATT worked with the Centre in creating a standard programme on export marketing (as it did with the requested programme of trade promotion for Brazil—see paragraph 9 above). In 1969 the International Union of Official Travel Organisations and the International Union of Official Labour Studies, the ILO and UNESCO will take part in the arrangement respectively of standard programmes on official travel and management of tourism, industrial relations and the national planning of vocational education.

87. Finally, the Centre is investigating what aid is available from national and international organisations in attaining objectives more general than the preparation of a given programme. Mention has already been made in this report (see paragraphs 33-17 and 20 above) of the creation of an ILO/UNESCO research section and of the help of the International Institute for Labour Studies in training in industrial relations. It may be added that the Centre will, under the agreement of November 1967 approved by the Board, have the benefit of Cornell University's co-operation in recruiting training staff, in selecting fellows, in study assignments and recruiting Faculty members. Professors from this university are expected to join the Centre's Faculty from April 1969 onwards.

(b) Participation in the Activities of International Organisations.

88. The Director of the Centre represented the International Labour Organisation at the Conference on the Exploration and Peaceful Uses of Outer Space held by the United Nations in Vienna in August 1968. He presented to the Conference a paper which will be communicated to the governing bodies of the International organisations concerned in the field of developing countries in the field of training for space research.

89. Officials of the Centre have taken part in several other seminars on international organisations. The Centre is particularly interested in the Conference on the Exploration and Peaceful Uses of Outer Space held by the United Nations in Vienna in August 1968. It presented to the Conference a paper which will be communicated to the governing bodies of the International organisations concerned in the field of developing countries in the field of training for space research.

90. The Centre has also taken part in several other seminars on international organisations. The Centre is particularly interested in the Conference on the Exploration and Peaceful Uses of Outer Space held by the United Nations in Vienna in August 1968. It presented to the Conference a paper which will be communicated to the governing bodies of the International organisations concerned in the field of developing countries in the field of training for space research.
on Programmed Learning (Varna, August 1968) held under the auspices of UNESCO.

90. Finally, briefing sessions held by the ILO for experts have been regularly followed by a visit to the Centre, as in the previous year. During the year under review, seven group visits of this kind have been made, with a total of 86 vocational training experts and 63 management development experts taking part. The Centre is at present considering giving more substantial character to these visits under a policy of participation in the training of experts of international organisations in the field of technical co-operation.

91. As it ends its first four-year period, the number of fellows to whom the Turin International Centre has given assignment outside the Centre (including three weeks on study assignment outside the Centre).

### Appendix 1

**GEOPHAGE DISTRIBUTION OF THE FELLOWS ENROLLED AT THE CENTRE FROM 15 OCTOBER 1965 TO 1 OCTOBER 1968**

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Note: This table gives the number of fellows enrolled at the Centre in each year. Since some of them continue their studies into the year after enrolment, the actual strength of the Centre does not correspond to these figures. The number of fellows assigned to the Centre in each financial year is as follows: 1965: 10 in 1965; 470 in 1966; 642 in 1967; and 662 in 1968 (up to 1 October).

### Appendix 2

**STANDARD PROGRAMMES OF THE CENTRE**

I. **Duration, Eligibility Requirements and Content of Standard Programmes**

**Management of the Medium-Sized Enterprise.**

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).
Participants: Senior executives from medium-sized enterprises in developing countries; and consultants of similar rank and specialisation. Age: 35-45. At least ten years of management experience. University education or equivalent. Fluent in English, French or Spanish.

Syllabus.

General Management: Policy formulation; organisation planning; personnel administration; resource assembly; execution; supervision; management control.

Functional Subject Fields: Marketing management; production management; purchasing management; office management; management accounting.

Management Science: Management theory; management mathematics; management economics; management sociology; management psychology.

Executive Development.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Middle to senior level executives from medium-sized enterprises in developing countries; and consultants of similar rank and specialisation. Age: 35-45. At least five years of management experience. University education or equivalent. Fluent in English, French or Spanish.

Syllabus.

Executive Operation: Decision making; planning; communication; control; leadership; co-ordination; direction; follow-up; discipline.

General Management: Policy formulation; organisation planning; resource assembly; personnel administration; management control.

Functional Subject Fields: marketing management; production management; purchasing management; office management; management accounting.

Management Science: Management theory; management mathematics; management economics; management sociology; management psychology.

Management Control and Information Technology.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Senior executives from large-sized enterprises in developing countries; and consultants of similar rank and specialisation. Age: 30-40. At least five years of management experience. University education or equivalent. Fluent in English, French or Spanish.

Syllabus.

Organisational Design: Systems analysis and design; organisation analysis and structuring; programme and project design.

Management Control Planning: Effectiveness measurement; systems integration; control reporting.

Management Performance Review: Forecasts assessment; achievement reporting; effectiveness in management audit.

Management Performance Improvement.

Management Control Revision.

Information Management: Information technology; information economics; communication systems; dynamic display.


Management of Marketing Operations.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Middle to senior level marketing executives from medium to large-sized enterprises in developing countries; and consultants of similar rank and specialisation. Age: 35-45. At least five years of management experience. University education or equivalent. Fluent in English, French or Spanish.

Syllabus.

Market Planning: Marketing research; sales forecasting; marketing mix control.

Product Planning: Product design; packaging; pricing.

Sales Promotion: Advertising; merchandising; promotion; sales servicing; sales financing.

Sales Control: Sales budgeting; sales reporting and sales analysis; sales volume and sales mix control.

Distribution: Channels of distribution; storage and warehousing; transport; wholesaling; retailing; importing; exporting.

Public Relations.

Management of Export Marketing.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Middle to senior level marketing executives and export promotion officials in developing countries. Age: 30-40. At least five years of management or trade promotion experience. University education or equivalent. Fluent in English, French or Spanish.

Syllabus.

Market Planning: Marketing research; sales forecasting; marketing mix control.

Product Planning: Product adaptation for export; packaging for export; pricing and mini-monopolies.

Sales Promotion: Advertising; merchandising; promotion; sales servicing; sales financing.

Sales Control: Sales budgeting; sales reporting and sales analysis; sales volume and sales mix control.

Distribution: Channels of distribution; storage and warehousing; transport and containerisation; wholesaling; retailing; importing agencies; co-operative exporting; regulations, statutes, governmental procedures.

Public Relations.

Functional Subject Fields: General management; personnel management at home and abroad; production management; purchasing management; office management; management accounting.

Management Science: Management theory; management mathematics; management economics; management sociology; management psychology.

Management of Tourism.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Medium to senior level executives from tourism enterprises or government officials of similar rank in developing countries. Age: 30-40. Five years of management or administrative experience in tourism. University education or its equivalent. Fluent in English, French or Spanish.

Syllabus.

Management and Marketing Policy in Tourism.

Tourism Researching: Segmentation customer potentials, preferences and requirements; country-area-sector capacities and limitations; competitive and other restraining factors; research techniques and methodology.

Planning a Tourism Marketing Programme: Defining specific objectives for government and private sectors; conformity with Government regulations; the tourist marketing mix; programming and co-ordination; feedback and control criteria.

Creation and Organisation of Tourist Resources: Information content and communication networks; travel and lodging facilities; staffing and personnel training; special tourist activities and attractions.

Promotional Means and Methods: Creating a suitable tourist image; role of public relations, advertising, merchandising and special promotions; pricing, costs and budgets; evaluating promotional efforts.

Functional Subject Fields: Personnel administration in tourism; office management in tourism; management control in tourism.

Management of Production Operations.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Middle to senior level production executives from medium to large-sized enterprises in developing countries; and consultants of similar rank and specialisation.
Age: 30-40. At least five years of experience in industry or consultancy. University education or equivalent. Fluent in English, French or Spanish.

**Syllabus.**

**Plant:** Management; location; design; installation; replacement.

**Product Design.**

**Production Planning:** Choice of material form; choice of plant; choice of processing methods; choice of layout; materials control handling and storage; labour control.

**Production Control:** Programming; long-term, annual and short-term; ordering methods and system design; dispatching, including cyclic planning; progressing.

**Work Study, Production Techniques, Automation.**

**Maintenance, Preventive Maintenance, Repair.**

**Inventory Control.**

**Quality Control.**

**Functional Subject Fields:** General management in production; personnel administration in production; financial management in production.

**Management of Maintenance.**

**Duration:** Twelve weeks (including three weeks on study assignment outside the Centre).

**Participants:** Middle to senior level engineering executives responsible for plant maintenance in medium to large-sized enterprises in developing countries; or consultants of similar rank and specialisation. Age: 30-40. Five years of management or engineering executive experience. University education or its equivalent. Fluent in English, French or Spanish.

**Syllabus.**

**General Principles:** Principles of preventive maintenance; economics of maintenance; organisation of the maintenance department; layout of the maintenance department; scheduling of maintenance; management of maintenance personnel; work measurement and PMTs; incentive schemes for maintenance personnel; operator training; choice of new or replacement plant; ordering and parts and supplies; cleaning and good housekeeping; removal and salvage of waste and scrap; safety.

**Machinery Maintenance:** Planning inspection schedules; lubrication of machinery; accuracy checks; Schlesinger limits; feedback from quality control; design or modification of machines for more efficient maintenance; planning methods of overhaul and repair; machinery painting; automatic process control; maintenance of automation equipment.

**Maintenance of Service Plant:** Boilers and hot water systems; compressed air equipment; air conditioning and ventilation equipment; sanitation and drains; water supplies; canteen equipment.

**Electrical Maintenance:** Maintenance of generating equipment; principles of distribution efficiency; load factor, power factor, etc.; maintenance of distribution equipment; maintenance of electronic equipment.

**Building Maintenance:** Maintaining the building fabric; foundations; building furniture: doors, windows, gutters, etc.; glazing; roads and paths; floors.

**Vehicle Maintenance:** Maintenance inspection and servicing; organisation of the garage; vehicle overhauls.

**Management of Materials.**

**Duration:** Twelve weeks (including three weeks on study assignment outside the Centre).

**Participants:** Middle to senior level production executives from medium to large-sized enterprises in developing countries; purchasing officers of similar rank, or consultants of similar rank and specialisation. Age: 30-40. Five years of management experience. University education or its equivalent. Fluent in English, French or Spanish.

**Syllabus.**

**General Principles:** principles of material flow; design of the material flow system; regulation of the material flow; generation of stock; economics of material flow; organisation for efficient material flow.

**Design and Materials Management:** Design specification; simplification and variety reduction; classification and coding; standardisation; choice of material form.

**Production Control:** Programming; industrial dynamics; ordering methods; ordering for standard products, jobbing and supplies; dispatching; progressing; design of production control systems; consumption control; work control; implementation of new systems.

**Stores and Storeskeeping:** Handling and storage systems; layout of stores; organisation and management of stores.

**Inventory Control:** Methods of inventory control; stock-taking; stock analysis; reconciliation between stock records and accounts.

**Purchasing:** Methods of purchasing; organisation of purchasing department; methods of delivery and collection; rail, road, sea, air; selection and control of suppliers; delivery and import procedures and regulations.

**Management of Personnel Administration Services.**

**Duration:** Twelve weeks (including three weeks on study assignment outside the Centre).

**Participants:** Middle to senior level personnel administration managers from medium to large-sized enterprises in developing countries; or consultants of similar rank and specialisation. Age: 30-40. Five years of management experience. University education or its equivalent. Fluent in English, French or Spanish.

**Syllabus.**

**Staffing:** Staff planning; recruitment; selection and placement; induction; promotion, transfer, rotation, withdrawals.

**Appraisal:** Individual capacity assessment; performance measurement; merit rating.

**Remuneration:** Job evaluation; incentive schemes; wage and salary administration.

**Staff Development:** Training and development; counseling; career planning.

**Welfare:** Pensions and benefits; employee services; safety.

**Industrial Relations:** With unions; with governments.

**Functional Subject Fields:** General management; office management.

**Management of Industrial Relations.**

**Duration:** Twelve weeks (including three weeks on study assignment outside the Centre).

**Participants:** Middle to senior level personnel administration managers from medium to large-sized enterprises in developing countries; union officials; or consultants of similar rank and specialisation. Age: 30-40. Five years of management experience or consultants of similar rank and specialisation. Age: 30-40. Five years of management experience. University education or its equivalent. Fluent in English, French or Spanish.

**Syllabus.**

**Industrial Relations Policy and Practice.**

**Organisation Planning in the Industrial Relations Functions.**

**External Relationships with Unions, Employers, Governments.**

**Policy Techniques and Practice:** In collective bargaining, productivity negotiations, legislation; national wage policy, arbitration and conciliation; joint consultation; worker participation in management; industrial conflict, grievances, strikes, lockouts.

**International Conventions, Standards, Opportunities.**

**Management Control in Industrial Relations.**

**Management of Accounting Services.**

**Duration:** Twelve weeks (including three weeks on study assignment outside the Centre).

**Participants:** Middle to senior level accounting executives from medium to large-sized enterprises in developing countries; purchasing officers of similar rank and specialisation. Age: 30-40. At least five years of management experience. University education or its equivalent. Fluent in English, French or Spanish.

**Syllabus.**

**Financial Accounting.**

**Cost Accounting:** Cost recording and analysis; cost standards and analysis ratios; cost reporting and cost control; product costing.
Management of Finance and Investment.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Middle to senior level finance executives from medium to large-sized enterprises in developing countries; similar level executives from finance and investment institutions, or consultants of similar rank and specialisation. Age: 30-40. Five years of management experience. University education or its equivalent. Fluent in English, French or Spanish.

Syllabus:
Financial Policies.
Type and Sources of Funds: Equity investment; long-term borrowing; medium-term borrowing; short-term borrowing.
Cost of Funds Analysis.
Investment Return Analysis.
Recapitalisations, Amalgamations, Mergers.
Reorganisations and Liquidations.
Financial Institutions.
Banks and Banking.
Feasibility Studies.
Project Management.
International Aid and Trade.
International Finance.
Industrial and Economic Development.

Management of Vocational Education.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Practising directors of vocational education services or training centres at local, regional or national level in developing countries. Age: 35-45. At least five years of experience as practising director. University education or equivalent. Fluent in English, French or Spanish.

Syllabus:
Management of Training Institutions: Formulation of policy; organisation planning; administration of personnel; resource assembly; control of operations.
Mobilisation of Human Resources and Planning of Vocational Training: Economic growth; forecasting labour needs and planning development of human resources; forecasting by trades; regional forecasting; forecasting by qualifications.
Teaching Systems and Structures: Determining objectives; apprenticeship; adult training; accelerated vocational training, upgrading; permanent education; training of workers and technicians; schools and vocational training establishments; in-plant training.
Teaching Methods and Equipment: General theory of communication; teaching methods for vocational education; television and mass education; group methods: case methods, role playing, business games; programmed learning; audio-visual aids.
Practical Applications: Reducing costs in training establishments; research for productivity in training methods; forecasting training personnel requirements; establishing vocational training programmes; consultants and training; improving teaching ability.

National Planning of Vocational Education.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Senior officials in government and regional administrations concerned with national planning of vocational education in developing countries; directors and other institution officers of similar rank and specialisation; consultants of similar rank and specialisation. Age: 35-45. Ten years of experience in vocational education planning fields. University education or its equivalent. Fluent in English, French or Spanish.

Syllabus:
Development and Employment (Ottawa Plan).
National Development Plans: Objectives; execution; control; evaluation.
Employment and Vocational Training.
Limits in National Planning: Qualitative elements; qualitative factors.
Systems Analysis Applied to Training and Development. Synthesis and re-Planning.

Training Methodology.

Duration: Twelve weeks (including three weeks on study assignment outside the Centre).

Participants: Trainers and senior departmental heads from vocational training institutions in developing countries; similar ranking training executives from industry; or consultants of equivalent rank and specialisation. Age: 30-40. Practising trainers with at least five years' specialised experience. University education or its equivalent. Fluent in English, French or Spanish.

Syllabus:
Group Dynamics.
Conference and Discussion Leading.
Case Study.
Simulation Methods: Role playing; management games, counselling.
Programmed Learning.
Audio-Visual Aids.
Computers and Education.
Preparation and Execution of Training Programmes. Application of Different Types of Training: Accelerated training; higher technician training; company training and development.

Mechanical Engineering.

Duration: Twenty-four weeks (including six weeks on study assignment outside the Centre).

Participants: Mechanical engineering instructors from training institutions or industry in developing countries. Age: 25-35. Three to five years of experience as vocational trainers, training instructors or in a responsible position in industry. Fluent in English, French or Spanish.

Syllabus:
Manufacturing Methods: Product design; process design; production control; machine shop and fabrication; methods for small, medium and large unit manufacture; machine utilisation.
Machine Tools and Automation: Dynamic principles of machine tool mechanisms; simple and complex machine control; numerical control and principles of unit automation.
Tools and Gauges: Design and construction of tools for machine processes; press tool work and plastics forming; inspection procedures; measuring systems for interchangeable manufacture.
Advanced Technology: Related disciplines in applied mathematics, organisational planning, work study and materials control; ergonomics; scheduling of maintenance.
Personal Development: Means of communication; use of human resources; labour laws; employment problems; industrial safety and health.
Transmission of Knowledge: Training theories; group dynamics; information theory; expository method; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.

Welding and Sheet Metal Work.

Duration: Twenty-four weeks (including six weeks on study assignment outside the Centre).

Participants: Welding instructors from training institutions or industry in developing countries. Age: 25-35. Three to five years of experience as vocational trainers, training instructors or in a responsible position in industry. Fluent in English, French or Spanish.
Syllabus.

Welding Processes: Revision of conventional welding processes; theory and practical application of shielded arc welding (helium, argon, carbon dioxide), submerged arc welding and resistance welding; automatic welding; methods of gas cutting (magnetic, electronic, metallic flux tracers); high-frequency heat treatment; metal spraying.

Control, Inspection and Weld Testing: Radiographic, magnetic, ultrasonic, fluid penetrants and mechanised methods.

Workshop Organisation: Machine layouts; study of manufacturing for small, medium and large scale production.

Advanced Technology: Related disciplines in applied mathematics, organisational planning, work study and materials control; ergonomics; scheduling of maintenance.

Personal Development: Means of communication; use of human resources; labour laws; employment problems; industrial safety and health.

Transmission of Knowledge: Training theories; group dynamics; information theory; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.

Duration: Twenty-four weeks (including six weeks on study assignment outside the Centre).

Participants: Instructors, senior supervisors of maintenance teams and insurance inspectors and assessors in developing countries. Age: 25-35. At least eight years of working experience in industry or in vocational training. High level of technical skill and a technical understanding of maintenance problems. Fluent in English, French or Spanish.

Syllabus.

Mechanisms: Mechanical mechanisms; hydraulic mechanisms; electro-mechanisms.

Investigation and Repair Techniques: Hydraulic-mechanical control systems; flow meters and control meter mechanisms; temperature control systems; compressor units; pumping systems; internal combustion engine systems.

Inspection Techniques: Safety control; lubrication control; machine alignment testing; non-destructive testing

Maintenance Applications: Machinery maintenance; service plant maintenance; electrical maintenance; building maintenance; vehicle maintenance.

Salvage Techniques: Machine shop methods; welding methods; replacement fabrication; metal surfacing.

Advanced Technology: Applied mathematics; organisation; work study and materials control; ergonomics; organisation of maintenance.

Personal Development: Means of communication; use of human resources; labour laws; employment problems; industrial safety and health.

Transmission of Knowledge: Training theories; group dynamics; information theory; expository method; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.

Automobile Engineering.

Duration: Twenty-four weeks (including six weeks on study assignment outside the Centre).

Participants: Automobile engineering instructors from teaching institutions and industry in developing countries. Age: 25-35. Three to five years of experience as vocational training instructors or in responsible positions in industry. Fluent in English, French or Spanish.

Syllabus.

Mechanisms: Mechanical mechanisms; hydraulic mechanisms; electro-mechanisms.

Investigation and Repair Techniques: Hydraulic-mechanical control systems; flow meters and control meter mechanisms; temperature control systems; compressor units; pumping systems; internal combustion engine systems.

Inspection Techniques: Safety control; lubrication control; machine alignment testing; non-destructive testing

Maintenance Applications: Machinery maintenance; service plant maintenance; electrical maintenance; building maintenance; vehicle maintenance.

Salvage Techniques: Machine shop methods; welding methods; replacement fabrication; metal surfacing.

Advanced Technology: Applied mathematics; organisation; work study and materials control; ergonomics; organisation of maintenance.

Personal Development: Means of communication; use of human resources; labour laws; employment problems; industrial safety and health.

Transmission of Knowledge: Training theories; group dynamics; information theory; expository method; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.

Electronics: Semi-conductor physics; fundamental semi-conductor circuits and components; rectifying circuits; amplification; oscillators; relay circuits; algebraic expression of circuitry; switching circuits; servo-mechanisms; automatic controls and regulations; integrated circuits; computers.

Advanced Technology: Technical creativity; research; analytical method; work study; operational research; cybernetics; statistics; binary logic; electro-erosion; ultrasonics; micro-electronics; nuclear power.

Personal Development: Means of expression; use of human resources; labour laws; employment problems; industrial safety and health.

Transmission of Knowledge: Training theory; group dynamics; information theory; expository method; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.

Fundamental Electronics Engineering.

Duration: Twenty-four weeks (including six weeks on study assignment outside the Centre).

Participants: Electrical engineering and electronics instructors from teaching institutions and industry in developing countries. Age: 25-35. High level of technical skill. Fluent in English, French or Spanish.

Syllabus.

Electronics: Semi-conductor physics; fundamental semi-conductor circuits and components; rectifying circuits; amplification; oscillators; relay circuits; algebraic expression of circuitry; switching circuits; servo-mechanisms; automatic controls and regulations; integrated circuits; computers.

Advanced Technology: Technical creativity; research; analytical method; work study; operational research; cybernetics; statistics; binary logic; electro-erosion; ultrasonics; micro-electronics; nuclear power.

Personal Development: Means of expression; use of human resources; labour laws; employment problems; industrial safety and health.

Transmission of Knowledge: Training theory; group dynamics; information theory; expository method; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.

Automobile Engineering.

Duration: Twenty-four weeks (including six weeks on study assignment outside the Centre).

Participants: Automobile engineering instructors from teaching institutions and industry in developing countries. Age: 25-35. Three to five years of experience as vocational training instructors or in responsible positions in industry. Fluent in English, French or Spanish.

Syllabus.

Electronics: Semi-conductor physics; fundamental semi-conductor circuits and components; rectifying circuits; amplification; oscillators; relay circuits; algebraic expression of circuitry; switching circuits; servo-mechanisms; automatic controls and regulations; integrated circuits; computers.

Advanced Technology: Technical creativity; research; analytical method; work study; operational research; cybernetics; statistics; binary logic; electro-erosion; ultrasonics; micro-electronics; nuclear power.

Personal Development: Means of expression; use of human resources; labour laws; employment problems; industrial safety and health.

Transmission of Knowledge: Training theory; group dynamics; information theory; expository method; special techniques; training aids; programmed learning; automatic teaching; selection and evaluation; training structures; programme construction; equipment for classrooms, laboratories, workshops.
Starting 13 January:

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<tr>
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<td>Executive Development</td>
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<td>12</td>
<td>English, Spanish</td>
</tr>
<tr>
<td>Management of Maintenance</td>
<td>12</td>
<td>English, French</td>
</tr>
<tr>
<td>Management of Personnel</td>
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</tr>
<tr>
<td>Administration Services</td>
<td>12</td>
<td>English, Spanish</td>
</tr>
<tr>
<td>Management of Accounting Services</td>
<td>12</td>
<td>English, French</td>
</tr>
<tr>
<td>Training Methodology</td>
<td>12</td>
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</tr>
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Starting 15 September:

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<td>English, Spanish</td>
</tr>
<tr>
<td>Management of Materials</td>
<td>12</td>
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</tr>
<tr>
<td>Management of Personnel</td>
<td>12</td>
<td>French, Spanish</td>
</tr>
<tr>
<td>Management of Accounting Services</td>
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</tr>
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<td>National Planning of Vocational</td>
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Starting 21 April:

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<td>Information Technology</td>
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<tr>
<td>Management of Marketing</td>
<td>12</td>
<td>English, Spanish</td>
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<tr>
<td>Operations</td>
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<td>French, Spanish</td>
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<td>English, Spanish</td>
</tr>
<tr>
<td>Administration Services</td>
<td>12</td>
<td>French, Spanish</td>
</tr>
<tr>
<td>Management of Accounting Services</td>
<td>12</td>
<td>French, Spanish</td>
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<tr>
<td>National Planning of Vocational</td>
<td>12</td>
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Starting 1 September:

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<td>Fundamental Electronics</td>
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<tr>
<td>Engineering</td>
<td>24</td>
<td>French, Spanish</td>
</tr>
<tr>
<td>Automobile Engineering</td>
<td>24</td>
<td>French, Spanish</td>
</tr>
</tbody>
</table>

Starting 15 September:

<table>
<thead>
<tr>
<th>Title</th>
<th>Duration in weeks</th>
<th>Training language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management of the Medium-Sized</td>
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</tr>
<tr>
<td>Enterprise</td>
<td>12</td>
<td>French, Spanish</td>
</tr>
<tr>
<td>Management of Tourism</td>
<td>12</td>
<td>English, French</td>
</tr>
<tr>
<td>Management of Production</td>
<td>12</td>
<td>French, Spanish</td>
</tr>
<tr>
<td>Operations</td>
<td>12</td>
<td>French, Spanish</td>
</tr>
<tr>
<td>Management of Industrial Relations</td>
<td>12</td>
<td>English, French</td>
</tr>
<tr>
<td>Management of Finance and Investment</td>
<td>12</td>
<td>English, French</td>
</tr>
<tr>
<td>Vocational Education</td>
<td>12</td>
<td>French, Spanish</td>
</tr>
</tbody>
</table>

ANNEX B

INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING: ESTIMATED OPERATING STATEMENT FOR 1968 AND VOLUNTARY CASH CONTRIBUTIONS FOR 1969-72

The Director announced in paragraph 63 of his report that other documents on financial matters would be given to the Board.

I. Estimated Operating Statement of the Centre for 1968

1. In paragraph 64 of the Director's report an indication of the situation existing at 31 August 1968 in approximate terms has been given. A more precise estimated operating statement projected up to 31 December 1968 has been prepared, and this is appended. The estimates presented for income and expenditure from 1 October to 31 December 1968 have been conservatively calculated on the basis of such facts as are known.

2. This statement has been prepared in a consolidated form which differs from the budget presentation for 1968 to which reference is made in paragraph 7 of the Introduction to the income and expenditure estimates for the financial year 1969. In the consolidation of the 1968 budget estimates, tuition fees amounting to $163,785 have been eliminated from the income shown in the draft operating budget and a similar amount has been excluded from the expenditure shown in the draft fellowship budget.

3. It is expected that income for the year will reach $2,130,305, which, compared with the budget estimate, shows a shortfall of $179,474 entirely attributable to a shortage of fellowship and seminar income. This has been made good by a withdrawal of $203,605 from the General Reserve Fund to finance fellowships for the regular courses of the Centre, in accordance with the authority granted to the Director in May 1968 to utilise any surplus over the defined minimum of $500,000.

4. The budget for 1968 provided for the withdrawal of $200,000 to meet the difference between the foreseen income and expenditure. It is expected that, taking into account economies in expenditure ($72,869) and surpluses on cash contributions and bank interest, $105,000 of the credit will be utilised, thus leaving a surplus of approximately $35,000 on this account.

5. The General Reserve Fund at 31 December 1967 totalled $903,374 and the deduction of the above-mentioned withdrawals ($306,605) will leave an estimated balance of $596,769 to be carried forward into 1969.

II. Voluntary Cash Contributions to the Centre for 1969-72

6. On 5 April 1968 an appeal was made by the Director-General of the ILO, the Chairman of the Board of the Centre, for financial support during the second period of the Centre (1969-72). The appeal was sent to the Governments of the member States of the ILO, excluding those of the United States and Italy. No appeal was sent to the former, as it had already indicated its intention not to contribute at the present time, or to the latter, because the Italian Government has a formal commitment to contribute an annual sum of 445,000,000 lires ($710,000) until 1974.

7. Of the 115 governments which received letters of appeal, sixteen have answered in a positive sense, eleven have indicated their inability to contribute, and for the remainder no decision has yet been announced.

8. Belgium has announced that it will contribute $1,000,000 Belgian francs (equivalent approximately to $200,000) for 1969 and give further consideration to the matter for the remaining years.

9. Chile, through the training organisation INACAP, has agreed to contribute the sum of $3,000 plus the cost of three fellowships for each year of the period. Chile had not contributed previously to the financing of the Centre.

10. The Republic of China has agreed to contribute and has remitted $1,000 for the period.

11. Cyprus has agreed to contribute $5,000 for the period.

12. France has agreed to continue its contributions as for the previous four years at the rate of 1,000,000 francs annually (equivalent approximately to $200,000).

13. Ghana, which had not contributed previously, has agreed to contribute at the rate of $2,000 per year for five years.

14. Greece has agreed to contribute the sum of $2,000 for each year of the period.

15. Guinea has agreed to contribute the sum of 1,000,000 francs (approximately $4,080) for the period. Guinea had not contributed before.

1 See Annex A.

See Annex C.
16. Libya has agreed to contribute a sum of $8,000 during the four-year period, an increase of $3,000 on its previous contribution.

17. The Malagasy Republic has indicated that it will provide 1,000,000 francs (equivalent to approximately $4,080) for the period.

18. Nigeria has agreed to continue its contributions at the same rate as previously, which will amount to $40,000 for the four years.

19. Norway has increased its annual contributions, subject to final approval by Parliament, to $11,571, and this will provide an income of $46,284 over the period.

20. The Government representative of Sierra Leone announced at the Sixth Session of the Board that it was intended to propose to increase the contribution by 50 per cent for the period, subject to the approval of Parliament. The previous contribution, received in 1968, was $1,390; thus $2,000 for each year may be expected.

21. Trinidad and Tobago has announced and remitted its contribution of $1,000 for the four-year period.

22. Turkey has indicated that, subject to final Parliament approval, it will continue its contribution at the rate of $1,250 per annum, making a total of $5,000 for the period.

23. The Republic of Viet-Nam has announced and paid a contribution of $2,000 for the period.

24. The above announcements assure that a minimum of $1,000,000 in voluntary cash contributions made by governments will be available for 1969; moreover, the Governments of Denmark, Ecuador, Ivory Coast, Panama, Paraguay, Rwanda, Sudan, Venezuela and Zambia have indicated that the appeal is receiving specific consideration. In addition, active negotiations are proceeding with the governments of Algeria, Bulgaria, Canada, Czechoslovakia, the Federal Republic of Germany, India, Japan, Kuwait, Pakistan, Philippines, Spain, Sweden, the Union of Soviet Socialist Republics, the United Kingdom and Yugoslavia, and are expected to be completed towards the end of 1968.

25. The governments which have indicated that they are unable to contribute are those of Burma, Ceylon, Guatemala, Indonesia, Netherlands and Switzerland, while the Governments of Austria, Costa Rica, Japan, Jordan, New Zealand, Nicaragua and Panama have expressed their interest in the aims of the Centre but have announced that no contributions can be made at present; of these nations, only Jordan contributed during the first four-year period of the Centre.

26. This document is submitted for the information of the Board.

### APPENDIX

#### ESTIMATED OPERATING STATEMENT OF THE CENTRE FOR THE YEAR ENDING 31 DECEMBER 1968

**In US dollars**

<table>
<thead>
<tr>
<th>Description</th>
<th>A (up to 30 Sep. 1968)</th>
<th>B (up to end of 1968)</th>
<th>C (Total for 1968)</th>
<th>D (Budget estimates 1968)</th>
<th>E (Difference D — C)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Income:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cash contributions</td>
<td>1,118,260</td>
<td>—</td>
<td>1,118,260</td>
<td>1,115,243</td>
<td>(3,017)</td>
</tr>
<tr>
<td>Fellowships and seminars</td>
<td>554,045</td>
<td>370,000</td>
<td>924,045</td>
<td>1,135,536</td>
<td>211,500</td>
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<tr>
<td>Bank interest</td>
<td>45,974</td>
<td>10,926</td>
<td>56,900</td>
<td>40,000</td>
<td>16,900</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>26,148</td>
<td>4,852</td>
<td>31,000</td>
<td>31,000</td>
<td>—</td>
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<tr>
<td><strong>Total Income:</strong></td>
<td>1,753,327</td>
<td>385,778</td>
<td>2,139,305</td>
<td>2,318,779</td>
<td>179,474</td>
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<td></td>
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<tr>
<td>Withdrawals to finance:</td>
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<tr>
<td>Fellowship grants</td>
<td>131,605</td>
<td>70,000</td>
<td>201,605</td>
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<td>(201,605)</td>
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<tr>
<td>Operating expenses</td>
<td>(248,896)</td>
<td>155,896</td>
<td>105,000</td>
<td>200,000</td>
<td>95,000</td>
</tr>
<tr>
<td><strong>Total General Reserve:</strong></td>
<td>1,636,236</td>
<td>809,674</td>
<td>2,445,910</td>
<td>2,518,779</td>
<td>72,869</td>
</tr>
<tr>
<td><strong>Expenditure:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Board and other meetings</td>
<td>2,958</td>
<td>5,042</td>
<td>8,000</td>
<td>28,000</td>
<td>20,000</td>
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<tr>
<td>Salaries and related costs</td>
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<td>305,000</td>
<td>1,064,362</td>
<td>1,099,936</td>
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<tr>
<td>Fellowship and seminar expenses</td>
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<td>310,146</td>
<td>930,000</td>
<td>968,751</td>
<td>38,751</td>
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<tr>
<td>Direct training expenses</td>
<td>75,974</td>
<td>45,126</td>
<td>122,000</td>
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<tr>
<td>Buildings and services</td>
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<td>50,000</td>
<td>120,507</td>
<td>121,961</td>
<td>1,454</td>
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<tr>
<td>General expenses</td>
<td>86,444</td>
<td>65,497</td>
<td>151,941</td>
<td>144,031</td>
<td>(7,910)</td>
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<tr>
<td>Furniture and equipment</td>
<td>20,137</td>
<td>28,863</td>
<td>48,990</td>
<td>35,000</td>
<td>(13,990)</td>
</tr>
<tr>
<td><strong>Total Expenditure:</strong></td>
<td>1,636,236</td>
<td>809,674</td>
<td>2,445,910</td>
<td>2,518,779</td>
<td>72,869</td>
</tr>
</tbody>
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**ANNEX C**

**INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING: INCOME AND EXPENDITURE ESTIMATES FOR THE FINANCIAL YEAR 1969**

**Introduction.**

1. The Board of the Centre at its Fifth Session in February 1968 unanimously agreed that the Centre should expand its activities so that an annual attendance of 1,500 fellows entailing a budget of $5,000,000 would be reached in two years. To cover the approved programmes for 1969 the Board was informed that a budget of approximately $3,500,000 would be required and that voluntary contributions should be substantially increased if this total was to be reached.

2. The budget of the Centre for 1969 shows a total estimated income of $3,650,000 to cover the cost of attendance of 850 fellows. The budget is based on the forecast of training programmes (Appendix 1) which provides for nine regular programmes (five in management, one in methodology of training and three in technology) and those special programmes for which a reasonable expectation exists at this time.

3. Voluntary contributions were estimated for 1968 at $1,115,243 and it is expected that this total will be achieved by the end of the year. Information and announcements for the year 1969 existing at this date indicate that a total of at least $1,000,000 will be available from the present supporting governments. The estimate for 1969 has been set at $1,300,000 on the assumption that further substantial contributions will be made by governments and organisations.

4. Income from fellowship grants and seminars was estimated for 1968 at $1,135,536, covering the attendance of 582 fellows. It is expected that attendance for 1968 will exceed 550 fellows but the income is likely to fall short by...
the General Reserve Fund and other economies in operation. The fellowship income required in 1969 to cover the attendance of 850 fellows is estimated at $1,795,000. Information and commitments available at this time indicate that a total of $1,100,000 may reasonably be expected. A substantial increase of at least $700,000 is required if the operational plan is to be achieved and considerable efforts are being made to meet this need.

5. The budget for 1968 provided for a total of 126 officials, of which 38 were in the Professional category or above and 88 in the General Service category. The estimates for 1969 (Appendix 4) provide for a total of 162 officials, of whom 52 are in the Professional category or above and 110 in the General Service category (increases of 36, 14 and 22 respectively). Fifty-eight per cent of the increase in numbers (65 per cent of the additional cost), i.e., 21 officials, is allocated to the Training Branch, thus providing the strengthening needed to meet the expansion of activities both in terms of training subjects and numbers of fellows.

6. At the Sixth Session of the Board of the Centre in May 1968, the minimum amount to be maintained in the General Reserve Fund was defined as $500,000, while authority was given to the Director to utilise any excess over that amount for the granting of fellowships and payment of other expenses. The present forecast indicates that the level of the General Reserve Fund at 31 December 1968 will be approximately $535,000, thus placing at the disposal of the Director approximately $65,000 to finance fellowships, meet staff costs and other expenses not covered by real income during 1969.

7. The form of the budget presentation for 1969 differs from that of 1968, in that the previously divided operating and fellowship budgets have been consolidated. The forecast is based on the new presentation in an explanatory note contained in the previous year's reports. The new consolidated form is found in paragraph 2 of the Introduction and is also cited in the following expository note.

SUMMARY OF INCOME AND EXPENDITURE ESTIMATES FOR 1969
(In US dollars)

<table>
<thead>
<tr>
<th>Description</th>
<th>1959 Actual amounts</th>
<th>1968 Estimates</th>
<th>1969 Estimates</th>
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</thead>
<tbody>
<tr>
<td>Income:</td>
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<td></td>
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<tr>
<td>0 Cash contributions</td>
<td>1 196 263</td>
<td>1 115 243</td>
<td>1 800 000</td>
</tr>
<tr>
<td>1 Fellowships and seminars</td>
<td>862 751</td>
<td>1 132 536</td>
<td>1 795 000</td>
</tr>
<tr>
<td>2 Other:</td>
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<td></td>
</tr>
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<td>Bank interest</td>
<td>60 628</td>
<td>40 000</td>
<td>30 000</td>
</tr>
<tr>
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<td>37 274</td>
<td>31 000</td>
<td>25 000</td>
</tr>
<tr>
<td>Expenditure:</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>3 Board and other meetings</td>
<td>23 333</td>
<td>28 000</td>
<td>25 000</td>
</tr>
<tr>
<td>4 Salaries and related costs</td>
<td>888 774</td>
<td>1 099 936</td>
<td>1 593 413</td>
</tr>
<tr>
<td>5 Fellowship and seminar</td>
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<td>905 751</td>
<td>1 482 910</td>
</tr>
<tr>
<td>6 Direct training</td>
<td>117 252</td>
<td>122 100</td>
<td>185 376</td>
</tr>
<tr>
<td>7 Buildings and services</td>
<td>124 886</td>
<td>121 901</td>
<td>145 101</td>
</tr>
<tr>
<td>8 General expenses</td>
<td>119 238</td>
<td>144 031</td>
<td>168 200</td>
</tr>
<tr>
<td>9 Furniture and equipment</td>
<td>154 228</td>
<td>34 000</td>
<td>50 000</td>
</tr>
<tr>
<td>Excess of expenditure over income</td>
<td>2 165 916</td>
<td>2 318 779</td>
<td>3 650 000</td>
</tr>
</tbody>
</table>

EXPLANATORY NOTES

1. Contributions in Cash—Item 0.

Reference has been made to this estimate in paragraph 3 of the Introduction. The operational plan can only be executed to the extent that income permits and therefore the Director will institute flexible budgeting procedures which will establish the scale of activities to be maintained within the financial resources available at the beginning of 1969 and modify this scale as and when additional resources are available.

2. Fellowship and Seminar Income—Item 1.

The forecast of training programmes (Appendix 1) can only be implemented or expanded to the extent that fellowship and seminar income is available. In paragraph 4 of the Introduction reference is made to the present probability; thus procedures will be instituted to ensure that activities are maintained, both as concerns fields of study and numbers of fellows, within the funds actually available from time to time.

The income forecast under this heading is based on the fellowships required to fulfil the forecast of training programmes (Appendix 1) as follows:

<table>
<thead>
<tr>
<th>Duration</th>
<th>Number</th>
<th>US $</th>
</tr>
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<tbody>
<tr>
<td>6 months</td>
<td>162</td>
<td>530 200</td>
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<tr>
<td>4 months</td>
<td>112 000</td>
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<tr>
<td>1 month</td>
<td>320 500</td>
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<tr>
<td>9 months</td>
<td>223 500</td>
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<tr>
<td>10 months</td>
<td>1 795 000</td>
<td></td>
</tr>
</tbody>
</table>

3. Other Income—Item 2.

It is foreseen that the amount of money upon which interest is earned will be much smaller during 1969 and this is reflected in a reduced estimate of bank interest receivable.

Miscellaneous income for 1968 as forecast mainly on the basis of economies arising from the operation of the residence facilities and other various items. Residence costs for 1969 have been estimated on the same basis as existed during 1968 and therefore economies of operation will be substantially absorbed by expected increases in the cost of labour, food and other products. The miscellaneous income expected in 1969 will be derived mainly for the use of the facilities of the Centre by outside organisations for meetings and conferences.

4. Board and Other Meetings—Item 3.

Provision has been made for two meetings of the Board of the Centre, one in Turin and one in Geneva, and for one meeting of the Advisory Board on Programmes in Turin. An amount of $3,000 has also been provided to cover the whole or partial financing of other seminars or meetings which might be considered beneficial to the Centre.

5. Salaries and Related Costs—Item 4.

The total provided under this heading for 1969 is $1,593,413 as compared with $1,099,936 for 1968, an increase of $493,477 or 44.9 per cent. Details of proposed posts are shown in Appendices 3 and 4. Reference has been made in the Introduction (paragraph 5) to the increase in the number of officials, from 126 to 152, i.e., 36 posts or 28.6 per cent. The number of fellows provided for in the budget for 1969 is 850, as against 582 in 1968, an increase of 268 or 46 per cent.
The additional posts for 1969 are mainly devoted to reinforcing the Training Branch by 11 in the faculty and 10 in the support staff.

The proposed increase in numbers of officials can only take place to the extent that there is a substantial increase in income which will permit the proposed expansion of training courses and numbers of fellows in attendance.

A joint UNESCO/ILO research project commenced in 1968 but, as the section has not been fully integrated into the staff of the Centre, the posts are not included in the budget for 1969.

6. Fellowship and Seminar Expenses—Item 5.

The forecast of training programmes is set out in Appendix 1; it shows a total of 850 new fellows arriving in 1969, with a total of 2,632 man-months of study periods. This compares with 582 new fellows foreseen for 1968, with a total of 1,863 man-months of study periods.

The provision for expenses under this heading shows an increase in relation to the number of voyages foreseen. Translation and interpretation has been based on the assumption that courses in the management and methodology of training will be carried on in two languages only, while courses in technology will, in general, be conducted in one language. Multilingual training is expensive, and the budget estimate can be adhered to only if adequate numbers of candidates, properly financed, are available for the different languages.


The estimate for 1969 is $145,101 as compared with $121,961 for 1968, an increase of $23,140. The increase is due to rising costs of public services and to the greater need for building maintenance.


The estimate for 1969 is $168,200 as compared with $144,031 for 1968, an increase of $24,169. This increase is attributable mainly to an increase in promotional activities, which entails a need not only for more material but also for an increase in communications, e.g., by post, telegrams and telex. Telex communication commenced in 1968 and as a consequence the provision for telephone expenses has been reduced. A substantial increase in costs of document reproduction is foreseen to meet increased training and promotional needs.


The Centre has a considerable need for further equipment, particularly in the field of electronics, but financial considerations limit expenditure under this heading to the essential minimum requirements.

APPENDIX 1

FORECAST OF TRAINING PROGRAMMES FOR 1969: ESTIMATED MONTHLY PRESENCE OF FELLOWS

<table>
<thead>
<tr>
<th></th>
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<tbody>
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<td>Management:</td>
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<td>24</td>
<td>24</td>
<td>24</td>
<td>24</td>
<td>12</td>
<td>—</td>
<td>12</td>
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<td>Production</td>
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<td>24</td>
<td>24</td>
<td>24</td>
<td>24</td>
<td>24</td>
<td>12</td>
<td>—</td>
<td>12</td>
<td>24</td>
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<td>24</td>
<td>24</td>
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<td>12</td>
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<tr>
<td>Technology:</td>
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<td>27</td>
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<td>14</td>
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<td>27</td>
<td>27</td>
<td>27</td>
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<td>14</td>
<td>27</td>
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<td>307</td>
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<tr>
<td>Other Courses and Seminars</td>
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<td>206</td>
<td>20</td>
<td>20</td>
<td>20</td>
<td>20</td>
<td>20</td>
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<td>—</td>
<td>206</td>
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<tr>
<td>Administered Fellowships</td>
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<td>22</td>
<td>26</td>
<td>20</td>
<td>10</td>
<td>20</td>
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<td>20</td>
<td>10</td>
<td>20</td>
<td>20</td>
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<tr>
<td>Total</td>
<td>33</td>
<td>850</td>
<td>154</td>
<td>286</td>
<td>301</td>
<td>265</td>
<td>255</td>
<td>265</td>
<td>163</td>
<td>107</td>
<td>153</td>
<td>255</td>
<td>265</td>
<td>163 2632</td>
</tr>
</tbody>
</table>

APPENDIX 2

EXPENDITURE BUDGET FOR 1969
(In US dollars)

<table>
<thead>
<tr>
<th>Sub-item</th>
<th>Title</th>
<th>Actual expenditure 1967</th>
<th>Estimates 1968</th>
<th>Estimates 1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>300</td>
<td>Sessions of the Board</td>
<td>18 826</td>
<td>10 000</td>
<td>7 000</td>
</tr>
<tr>
<td>301</td>
<td>Committees and delegations</td>
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<td>10 000</td>
<td>13 000</td>
</tr>
<tr>
<td>302</td>
<td>Seminars and other meetings</td>
<td>4 507</td>
<td>8 000</td>
<td>5 000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>23 333</td>
<td>28 000</td>
<td>25 000</td>
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</tbody>
</table>
### Item 4: Salaries and Related Costs

**Salaries and allowances:**

<table>
<thead>
<tr>
<th>Sub-item</th>
<th>Title</th>
<th>Actual expenditure 1967</th>
<th>Estimates 1968</th>
<th>Estimates 1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>400</td>
<td>Posts</td>
<td>613,848</td>
<td>711,276</td>
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<tr>
<td>401</td>
<td>Temporary assistance</td>
<td>4,048</td>
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</tr>
<tr>
<td>402</td>
<td>Post adjustments</td>
<td>35,959</td>
<td>48,566</td>
<td>69,972</td>
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<tr>
<td>403</td>
<td>Family allowances</td>
<td>30,860</td>
<td>39,920</td>
<td>59,943</td>
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<td>404</td>
<td>Assignment allowances</td>
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<td>32,100</td>
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<td>405</td>
<td>Overtime and other allowances</td>
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<td>14,560</td>
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<td>406</td>
<td>Education grants</td>
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<td>8,800</td>
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<td>407</td>
<td>Terminal benefits</td>
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<tr>
<td>408</td>
<td>Short-term indemnities</td>
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<tr>
<td>409</td>
<td>Provision for increases</td>
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<td>20,000</td>
<td>49,364</td>
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<td></td>
<td></td>
<td>741,249</td>
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**Social security charges:**

<table>
<thead>
<tr>
<th>Sub-item</th>
<th>Title</th>
<th>Actual expenditure 1967</th>
<th>Estimates 1968</th>
<th>Estimates 1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>420</td>
<td>UN Joint Staff Pension Fund</td>
<td>42,305</td>
<td>69,639</td>
<td>91,948</td>
</tr>
<tr>
<td>421</td>
<td>Italian National Pension Fund</td>
<td>47,695</td>
<td>51,472</td>
<td>95,607</td>
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<td>422</td>
<td>Italian National Health Service</td>
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<td>Other staff insurance</td>
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<td>Provision for increases</td>
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**Travel, recruitment, removal and other staff costs:**

<table>
<thead>
<tr>
<th>Sub-item</th>
<th>Title</th>
<th>Actual expenditure 1967</th>
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<th>Estimates 1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>430</td>
<td>Recruitment, appointment and separation</td>
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<td>431</td>
<td>Installation allowance</td>
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<tr>
<td>433</td>
<td>Removal expenses</td>
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<tr>
<td>434</td>
<td>Training, welfare, medical and miscellaneous</td>
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<td>2,000</td>
<td>3,000</td>
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<tr>
<td></td>
<td></td>
<td>36,480</td>
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<td>888,774</td>
<td>1,099,936</td>
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**Travel expenses:**

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<th>Title</th>
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<th>Estimates 1969</th>
</tr>
</thead>
<tbody>
<tr>
<td>500</td>
<td>Travel expenses</td>
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<td>376,300</td>
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<tr>
<td>501</td>
<td>Excess luggage and other costs</td>
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<td>22,095</td>
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<td></td>
<td></td>
<td>239,525</td>
<td>398,395</td>
<td>687,925</td>
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**Residence expenses:**

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<th>Estimates 1968</th>
<th>Estimates 1969</th>
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</thead>
<tbody>
<tr>
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<td>Lodging in the Centre</td>
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<tr>
<td>511</td>
<td>Food in the Centre</td>
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<td>68,957</td>
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<tr>
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<td>Building expenses</td>
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<td>513</td>
<td>Allowance for incidentals at Centre</td>
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<td>Per diem allowances</td>
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**Education and culture:**

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**Item 6: Direct Training Expenses**

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**Item 7: Buildings and Services**

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*Posts are utilized to finance the cost of employing external collaborators for training activities.*
### Sub-item 703: Electricity and gas
- Actual expenditure 1967: 61,342
- Actual expenditure 1968: 63,000
- Estimates 1969: 70,400

### Sub-item 704: Cleaning of the main building
- Actual expenditure 1967: 32,191
- Actual expenditure 1968: 40,000
- Estimates 1969: 44,100

### Sub-item 705: Maintenance
- Actual expenditure 1967: 23,956
- Actual expenditure 1968: 20,000
- Estimates 1969: 30,000

### Sub-item 706: Miscellaneous
- Actual expenditure 1967: 571
- Actual expenditure 1968: 2,000
- Estimates 1969: 12,000

### Sub-item 709: Contributions from fellowships
- Actual expenditure 1967: 174,987
- Actual expenditure 1968: (50,101)
- Estimates 1969: 209,101

### Item 8: General Expenses

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### Appendix 3

**Schedule of Posts**

#### Directorate:
- **Director**: ADG 21,000, D. 2 17,430, G. 9 5,330, G. 8 4,700 (48,480)
- **Deputy Director**: D. 2 17,430, G. 9 5,330, G. 8 4,700
- **Secretariat**: D. 2 17,430, G. 9 5,330, G. 8 4,700

#### Relations Branch:
- **Chief of Branch**: D. 1 16,070, P. 4 11,650, F. 3 9,650, P. 7 4,100 (48,420)
- **Secretariat**: D. 1 16,070, P. 4 11,650, F. 3 9,650, P. 7 4,100

#### Training Branch:
- **Chief of Branch**: D. 1 16,070, G. 8 4,700
- **Secretariat**: D. 1 16,070, G. 8 4,700

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## APPENDIX 4

### SUMMARY OF POSTS AND SALARIES

**(By grade and activity)**

*(In US dollars)*

<table>
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<tr>
<th>Grade</th>
<th>Director</th>
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<th>Training</th>
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<th>Administration</th>
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<td>Number</td>
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<th>Grand totals</th>
<th>Average cost</th>
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<td>162,954,120</td>
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APPENDIX XXIX

Twenty-ninth Item on the Agenda: Report of the Director-General 1

I. Composition of the Governing Body

Government Group.

1. The Government of the United Kingdom has appointed as its regular representative Mr. C. F. Heron, OBE, Deputy Under-Secretary of State, Department of Employment and Productivity, in the place of Mr. A. S. Marre, CB.

2. The Government of Senegal has appointed as its regular representative Mr. Abdoul N'Diaye, Minister of the Civil Service and Labour.

Workers' Group.

3. By letter dated 10 August 1968 the Secretary of the Workers' group of the Governing Body has informed the Director-General that Mr. Elimane Kane (Mauritania) has resigned as a Worker deputy member of the Governing Body. This resignation was contained in a letter to the Chairman dated 23 July 1968.

II. Progress of International Labour Legislation

4. [Paragraphs 4 and 8 contain information relating to the ratification of international labour Conventions and to declarations concerning the application of Conventions to non-metropolitan territories (article 35 of the Constitution) registered by the Director-General. These paragraphs are not reproduced here; the information which they contain is published in Official Bulletin (Geneva, ILO).]

Denunciation of Conventions.

5. On 28 May 1968 the Director-General registered the denunciation by Guinea of the Night Work (Women) Convention, 1919 (No. 4), and of the Night Work of Young Persons (Industry) Convention, 1930 (No. 6).

6. In the letter by which it denounces these Conventions, the Government of Guinea indicates that the provisions of these Conventions are henceforth replaced in the country by the provisions of the Night Work (Women) Convention (Revised), 1948 (No. 89), and of the Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90), which were ratified by Guinea on 12 December 1966.

Confirmation of Obligations under Conventions Previously Declared Applicable to a Non-Metropolitan Territory.

7. By a communication dated 5 September 1968 the President of the Republic of Nauru informed the Director-General that, following his country's accession to independence, his Government had decided to continue to comply with the provisions of the following Conventions, which Australia had previously accepted on behalf of Nauru, and was prepared to supply in future the information on their application which had until then been furnished by the Government of Australia:

- Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18).
- Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19).
- Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27).
- Forced Labour Convention, 1930 (No. 29).
- Workmen's Compensation (Occupational Diseases) Convention (Revised), 1934 (No. 42).

8. [See Paragraph 4.]

Ratifications Authorised (Article 19 of the Constitution).

9. The ratification of the following international labour Conventions has been authorised in the following countries:

- Brazil:

- Ecuador:
  - Right of Association (Agriculture) Convention, 1921 (No. 11).
  - Minimum Age (Fishermen) Convention, 1959 (No. 112).
  - Medical Examination (Fishermen) Convention, 1959 (No. 113).
  - Final Articles Revision Convention, 1961 (No. 116).
  - Hygiene (Commerce and Offices) Convention, 1964 (No. 120).
  - Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124).
  - Maximum Weight Convention, 1967 (No. 127).

- Poland:

- Uruguay:


10. [Paragraph 10 contains information relating to ratifications of the Instruments for the Amendment of the Constitution of the International Labour Organisation, 1964 (Nos. 1, 2 and 3). This paragraph is not reproduced here; the information which it contains is published in Official Bulletin (Geneva, ILO).]

III. Internal Administration

Communication to the Governing Body of Appointments and Promotions under Article 4.2 (d) of the Staff Regulations.

11. Article 4.2 (d) of the Staff Regulations of the International Labour Office provides as follows:

(d) Posts in the Director and Principal Officer category shall be filled by the Director-General on the basis of qualifications by transfer, promotion or appointment. Such promotions or appointments shall be reported to the Governing Body with a short statement of the qualifications of the persons so promoted or appointed.

12. The following appointments and promotions are reported to the Governing Body under the above-mentioned article:

1 See eighth sitting.
Chief of the Industrial Committees Branch of the Relations and Conference Department, was promoted to the D. 1 grade effective 1 July 1968. Born 17 June 1916. Before joining the ILO in July 1952 as Member of Division (P. 2/P. 3) in the Industrial Committees Division, was Counsellor to the Chief Inspector of Mines in the Federal Republic of Germany. Was transferred to the Industrial Workers Division in January 1959 and promoted to Principal Member of Division (P. 4) in March 1959. Promoted Counsellor (P. 5) in September 1964 and became Chief of the Industrial Committees Branch in November of the same year.

(ii) Mr. Henri Léon Vandriès (Belgian).

Appointed Chief of the Vocational Training Branch of the Human Resources Department, and promoted to the D. 1 grade, effective 1 July 1968. Born on 23 August 1913. Before joining the ILO in July 1951 as an expert in vocational rehabilitation of the disabled, was chief of the division concerned with rehabilitation in the labour ministry of his country. Appointed to the Manpower Division as Member of Division (P. 2/P. 3) in March 1952, was transferred to the Field Service Division in February 1953. Became Deputy Director of the Near and Middle East Field Office in Istanbul in October 1955. In September 1957 was promoted to Principal Member of Division (P. 4) and transferred to Lima as Assistant Director of the Latin American Field Office. Returned to the Manpower Division in September 1960 and was promoted to the grade of P. 5 in the Vocational Training Branch in March 1966.

(iii) Mr. Harold Hindle (Canadian).

Appointed Chief of the Management Development Branch of the Human Resources Department, grade D. 1, effective 15 July 1968. Born on 1 March 1921. Worked in a number of private concerns in the United States, the United Kingdom and Switzerland mainly as an organisation and methods officer in the Canadian Civil Service Commission. As a United Nations official was subsequently public administration adviser to the Government of Somalia and then to the United Nations Economic and Social Commission for Africa, was chief of a number of years organisation and methods office in the Canadian Civil Service Commission. As a United Nations official was subsequently public administration adviser to the Government of Somalia and then to the United Nations Economic and Social Commission for Africa, was chief of the Branch in March 1966.

(iv) Mr. Richard Henry Randall (United States).

Appointed Chief of the Management Services Branch of the Finance and General Services Department, grade D. 1, effective 15 July 1968. Born on 1 March 1921. Worked in a number of private concerns in the United States, the United Kingdom and Switzerland mainly as a management consultant and electronic data processing engineer.

(v) Mr. Charles Pierre Barbeau (French).

Promoted to the D. 1 grade, effective 1 September 1968, and appointed Deputy Chief of the Field Department and Chief of the Operations Management Branch of the same Department, effective 18 November 1968. Born on 23 December 1932. Before joining the ILO was " Maître de Conférences " at the Institute of Political Studies of the University of Paris and as " Auditeur de première classe au Conseil d'Etat " worked in the national administration of his country. Joined the ILO in September 1954 as Principal Member of Division (P. 4) in the Director-General's Office and was promoted Executive Assistant to the Director-General, grade P. 5, in August 1966.

IV. Publications

13. Apart from the regular issues of the four Office periodicals, the printed minutes of the Governing Body and the two reports for second discussion at the 1969 session of the Conference issued after the 1968 session, work has been proceeding on the following:


Technological Change and Social Progress: Some Problems and Perspectives (Director-General's Report to the Second European Conference) (issued in English and French).

The Role of Medical Inspection of Labour (issued in English, French and Spanish).


V. Organisations with Consultative Status

14. The former International Federation of Christian Trade Unions, a non-governmental international organisation which has full consultative status with the International Labour Organisation, has decided that it will henceforth be known as the World Confederation of Labour.

15. The list of organisations with full consultative status is now as follows:

International Co-operative Alliance;
International Confederation of Free Trade Unions;
International Federation of Agricultural Producers;
International Organisation of Employers;
World Confederation of Labour, and
World Federation of Trade Unions.

16. The list of organisations with regional consultative status now stands as follows:

African Region:
African Trade Union Confederation;
All-African Trade Union Federation, and
Pan-African Workers' Congress

American Region:
Caribbean Employers' Confederation;
Latin American Federation of Christian Trade Unions (CLASC), and
Inter-American Regional Organisation of Workers (ORIT)

Asian Region:
Brotherhood of Asian Trade Unionists.

European Region:
European Organisation of the World Confederation of Labour.

First Supplementary Report

Progress Report on the Response of Governments to the Appeals by the Conference with Respect to Human Rights

1. At its 50th (1966) Session the International Labour Conference adopted a resolution concerning the contribution of the ILO to the International Year for Human Rights in 1968. At its 51st (1967) Session the Conference adopted a resolution concerning the International Covenants on Human Rights and the measures which the International Labour Organisation should adopt in regard thereto in which, among other things, member States are urged to ratify as soon as possible the Conventions in the field of human rights already adopted by the Conference. At its 52nd (1968) Session the Conference adopted a resolution concerning action by the International Labour Organisation in the field of human rights and in particular with respect to freedom of association in which it invited the Governing Body to intensify its efforts to ensure the

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ratification and application by all member States in 1969—the year of the fiftieth anniversary of the International Labour Organisation—of government human rights standards, in particular the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), the Equal Remuneration Convention, 1951 (No. 100), the Equal Remuneration Convention, 1957 (No. 105), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

The 1968 Conference resolution also invites the Governing Body to make an appeal to all member States to announce and effectively grant before the end of 1968, the International Year for Human Rights, a general amnesty, pardon or their effective equivalent to all trade unionists under arrest or sentence because of their trade union activities, in accordance with the principles and standards of the ILO, and to inform the Director-General thereof. At its 172nd Session (June 1968) the Governing Body invited the Director-General to communicate the above-mentioned passages of the resolution to governments, and the Director-General did so by a circular letter of 14 August 1968. The purpose of the present note is to review the information received from governments in response to these various resolutions.

2. As regards the progress made in ratifying the above-listed Conventions, it may be noted that since the circulation of the previous progress report to the Governing Body at its 171st Session (February-March 1968) ten member States have communicated the following 13 ratifications: Argentina, Convention No. 111; Dahomey, Nos. 98 and 100; Ghana, Nos. 11 and 100; Italy, No. 105; Kuwait, No. 29; Mali, No. 100; Malta, No. 111; New Zealand, No. 100; Paraguay, Nos. 11 and 105; and Tunisia, No. 100. As a result the Right of Association (Agriculture) Convention, 1921 (No. 11), has now been ratified by 85 member States, the Forced Labour Convention, 1930 (No. 29), by 100 member States, the Right to Organise and Collective Bargaining Convention, 1930 (No. 98), by 84 member States, the Equal Remuneration Convention, 1951 (No. 100), by 64 member States, the Abolition of Forced Labour Convention, 1957 (No. 105), by 82 member States and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), by 66 member States.

3. The attached table indicates, moreover, the cases where ratification of the relevant Conventions has been proposed to the legislative authorities or already approved by them.

4. In response to the appeal for the ratification of human rights standards made by the Conference at its 53rd Session (February-March 1968) the Government of Cameroon indicated that measures were being taken to initiate as soon as possible the procedure for ratification of the human rights Conventions not yet ratified by it (Nos. 100, 105 and 111). The Government of China stated that Convention No. 87 was being carefully studied by the various government services concerned. In Kuwait Conventions Nos. 98 and 100 are being considered. In Rumania ratification of those Conventions which have not yet been ratified (Nos. 105 and 111) will be considered after the new Labour Code has been adopted. The Government of Sierra Leone stated that it had taken steps to ratify Convention No. 100 and that the formal instrument of ratification would be forwarded in due course. The Government of the Somali Republic indicated that it was examining the human rights Conventions not yet ratified by it (Nos. 11, 87, 98 and 100) with a view to ratification. In the Sudan appropriate measures are being taken to ensure ratification of the human rights Conventions not yet ratified (Nos. 11, 87, 98, 100 and 111).

5. In addition, the following information concerning prospects of further ratifications of the human rights Conventions has been received. In Ecuador Convention No. 11 was approved on 2 October 1968 by the Senate and will be submitted to the President of the Republic for approval. In a speech made in plenary sitting at the Conference in 1968, a Government delegate of Honduras stated that ratification of Convention No. 100 would be considered after the new Labour Code had been adopted. A Government delegate of India stated at the same session of the Conference that arrangements for the final ratification of Conventions Nos. 100 and 111 were well advanced, and a Government delegate of Uruguay indicated that the ratification of Convention No. 105 was envisaged in France, that the ratification of Convention No. 100 is being considered by the competent services in Greece and that preparations for the ratification of Convention No. 29 have reached the final stage in Turkey.

6. Finally, information supplied by a number of governments to the Council of Europe and included in a note prepared for consideration at the October 1968 session of its Social Committee shows that the ratification of Convention No. 105 is envisaged in France, that the ratification of Convention No. 100 is being considered by the competent services in Greece and that preparations for the ratification of Convention No. 29 have reached the final stage in Turkey.

7. As regards the appeal in the June 1968 resolution for a general amnesty or pardon for trade unionists, the following Governments indicated that no such persons were under arrest or sentence in their countries because of trade union activity: Austria, Cameroon, Chile, China, Federal Republic of Germany, Haiti, Iraq, Kuwait, Libya, Malta, New Zealand, Niger, Rumania, Sierra Leone, Sudan, Tanzania, Uganda, the United Arab Republic, the United Kingdom and the United States. The Government of Congo (Kinshasa) stated in a letter dated 11 September 1968 that seven trade unionists had been released under a Presidential Ordinance of 28 August 1968.

ANNEX

List of Cases Where Ratification of Human Rights Conventions Has Been Proposed to Legislative Authorities or Approved by Them

<table>
<thead>
<tr>
<th>Country</th>
<th>Conventions Nos.</th>
<th>Ratifications Proposed</th>
<th>Ratifications Approved</th>
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<td>111</td>
<td>1964</td>
</tr>
<tr>
<td>Brazil</td>
<td>29, 111</td>
<td>98</td>
<td>1963</td>
</tr>
<tr>
<td>Colombia</td>
<td></td>
<td>1967</td>
<td></td>
</tr>
<tr>
<td>Cuba</td>
<td>98</td>
<td>1965</td>
<td></td>
</tr>
<tr>
<td>Ecuador</td>
<td>11</td>
<td>1968</td>
<td></td>
</tr>
<tr>
<td>Haiti</td>
<td>11, 87, 111</td>
<td>1963</td>
<td></td>
</tr>
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<td>100</td>
<td>1964</td>
</tr>
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<td>Peru</td>
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<td>1966</td>
</tr>
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<td>Uruguay</td>
<td>105</td>
<td></td>
<td>1968</td>
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<tr>
<td>Venezuela</td>
<td>87, 98, 100</td>
<td>111</td>
<td>1964</td>
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Second Supplementary Report

Report of the Officers of the Governing Body

Communication of Resolutions Adopted by the World Federation of United Nations Associations

1. The Officers of the Governing Body have approved a request that the following resolutions adopted by the Twenty-first Plenary Assembly of the World Federation of United Nations Associations should be distributed to the Governing Body:

Resolution on the Fiftieth Anniversary of the ILO.
Resolution on Freedom of Association.

2. The text of these resolutions is appended.
Annex

Text of Resolutions Adopted by the Twenty-first Plenary Assembly of the World Federation of United Nations Associations (WFUNA).

Resolution Concerning the Fiftieth Anniversary of the International Labour Organisation

The Twenty-first Plenary Assembly of WFUNA,

Welcomes the decision of the International Labour Conference to celebrate the Fiftieth Anniversary of the International Labour Organisation in 1969,

Recognises that the ILO, one of the oldest specialised agencies of the United Nations, has played an outstanding role in promoting social justice and international co-operation during the last fifty years,

Believes that the work of the ILO in improving the conditions of work and life of people all over the world deserves the active support of WFUNA and its member associations, and

Urges all member associations to undertake special activities during 1969 to commemorate the Fiftieth Anniversary of the ILO and suggests that these activities might include:

(a) organising special programmes in co-operation with trade unions and employers’ organisations;
(b) urging governments to ratify international labour Conventions;
(c) publicising the aims, purposes and standards of the ILO;
(d) co-operating with any national committee set up to celebrate the Fiftieth Anniversary and with the ILO offices in the field;
(e) issuing special publications and articles;
(f) arranging special celebrations within national associations; and
(g) taking the opportunity of the Fiftieth Anniversary for working for further ratifications of ILO Conventions, in particular those on:
   (1) discrimination (employment and occupation) (111); and
   (2) equal remuneration (100).

Resolution concerning Freedom of Association

The Twenty-first Plenary Assembly of WFUNA,

Welcomes the attention focused on the rights of freedom of association, in particular at the United Nations Seminar on Freedom of Association to be held in London in June 1968, Regrets that so few governments have ratified ILO Convention No. 87,

Draws attention to article 23, paragraph 4, of the Declaration of Human Rights and Article 8 of the International Covenant on Economic, Social and Cultural Rights, Regrets the lack of national legislation in the field of freedom of association, and

Urges that greater progress in this matter be made during the International Year for Human Rights.
APPENDIX XXX

Thirtieth Item on the Agenda: Programme of Meetings

First Paper

Programme for 1968 and 1969
1. This paper supplements the programme of meetings for the remainder of 1968 and for 1969 adopted by the Governing Body at its last session in respect of those meetings for which the Director-General did not find it possible on that occasion to submit specific proposals and those for which changes in the arrangements agreed upon have since proved necessary.

Programme for 1968
Joint ILO-IMCO Committee on Maritime Safety Training.
2. The Governing Body was notified at its last session that it was proposed that this Committee should meet towards the end of 1968 at dates to be fixed in agreement with the Secretary-General of IMCO, and the programme adopted accordingly provides for the meeting to be held in London at the end of the year for five days. The dates have now been set at 17 to 20 December.

Programme for 1969
Preparatory Technical Maritime Conference.
3. The programme provides for the Preparatory Technical Maritime Conference to be held in Geneva for 13 days in September-October 1969. The dates now proposed are 8 to 19 September 1969.

Tripartite Technical Meeting for the Leather and Footwear Industry.
4. The programme as previously adopted by the Governing Body provides for this meeting to be held in Geneva from 22 September to 3 October 1969. In view of the dates now suggested, in paragraph 3 above, for the Preparatory Technical Maritime Conference, and of the desirability from the point of view of organisational arrangements of leaving at least a week's interval between two major meetings, it is proposed that the dates of the meeting for the Leather and Footwear Industry be moved back by a week and, accordingly, that it be held from 29 September to 10 October 1969.

Third African Regional Conference.
5. The programme provides for the Third African Regional Conference to be held in an African country for 13 days during the second half of the year. The Director-General hopes to be able to submit proposals concerning the place of the Conference at an early date. Meanwhile, the Governing Body may wish to decide tentatively, and subject to negotiation with the host government, that the Conference shall be held from 1 to 13 December 1969.

6. A programme of meetings for the remainder of 1968 and for 1969 embodying the above proposals and indications, together with the Governing Body's previous decisions, is appended.

Second Paper

Place of the Third African Regional Conference
1. At its 170th Session the Governing Body approved the agenda of the Third African Regional Conference, provision for which is included in the 1969 budget.

2. The Director-General, after having undertaken various consultations and having regard to the fact that the last regional conference was held in East Africa, proposes that the Governing Body accept with gratitude the invitation which he has received from the Government of Ghana to hold the Third African Regional Conference in Accra.

3. The Governing Body will be asked to determine the exact dates of the meeting in connection with the general programme of meetings.

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1 See below, second paper.
3 Minutes of the 170th Session of the Governing Body, sixth sitting, p. 39, and Appendix VII, para. 5, p. 73.
APPENDIX XXXI

Thirty-first Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

Inter-American Advisory Committee: Second Session

1. **The Governing Body is invited to appoint a tripartite delegation to represent it at the Second Session of the Inter-American Advisory Committee (San Salvador, 13 to 23 January 1969).** The 1969 programme and budget provides for a delegation composed of three members.

Tripartite Technical Meeting for Mines Other than Coal Mines

2. **The Governing Body appointed Mr. Ghayour, with Mr. Fennema as substitute, as Employer member of its delegation to the Tripartite Technical Meeting for Mines Other than Coal Mines.**

3. The Employers' group has informed the Director-General that neither Mr. Ghayour nor Mr. Fennema will be able to attend and has proposed that Mr. Bergenström be appointed as a member of the Governing Body delegation to the meeting. *The Governing Body may wish to approve this appointment.*

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1 See eighth sitting.
APPENDIX XXXII

Alphabetical List of Persons Attending the Session

ABD ALI, MP (India), Workers' representative; President, Indian Trade Union Congress.

AGO, Roberto (Italy), Government representative; Professor of International Law, Rome University; representative of the Government of Italy on the Governing Body.

AGULLON, Maxie S. (Philippines), Attaché, Permanent Mission of the Philippines to the United Nations Office and other international organisations in Geneva; accompanying Mr. de la Cruz, Government representative.

AHMED, Kamaluddin, PFS (Pakistan), Government deputy member; Ambassador; Permanent Representative of Pakistan to the United Nations Office and the specialised agencies in Geneva.

ALULA, Ghebre Chidan (Ethiopia), First Secretary, Permanent Delegation of Ethiopia to the United Nations Office in Geneva; accompanying Mr. Amede, Government representative.

AMADE, Michael (Ethiopia), Government representative; Assistant Minister in charge of the Department of Labour, Ministry of Community Development and Social Affairs; representative of the Imperial Ethiopian Government on the Governing Body.

ANDRIANTISITOAHINA, Daniel (Malagasy Republic), Employers' representative; Vice-President, Malagasy Federation of Economic Associations.

APONTE, Heriberto (Venezuela), Counsellor, Permanent Delegation of Venezuela to the United Nations Office and the international organisations in Geneva; accompanying Mr. Moanack, Government representative.

ASLANYAN, Racha Grantovich (USSR), Chief of Service, International Relations Section, State Labour and Wages Committee, Council of Ministers; accompanying Mr. Goroshkin, Government representative.

ASSCHER, Jacques, representative of the Office of the High Commissioner for Refugees; Chief of the Secretariat.

ASTRÖM, Lars Ake (Sweden), Government deputy member; Under-Secretary of State, Ministry of Health and Social Affairs; representative of the Government of Sweden on the Governing Body.

AZIMI, Sadegh (Iran), Government observer; Minister-Counsellor, Permanent Delegation of Iran to the United Nations Office and the specialised agencies in Geneva.

BANNERMAN-MENSON, Frank (Ghana), Employer deputy member; Deputy Chief Executive, Ghana Employers' Association.

BARNETT, Miss June Hyett (Australia), First Secretary, Permanent Mission of Australia to the United Nations Office in Geneva; substitute for Mr. B. C. Hill, Government deputy member.

BECERRA, Eduardo, representative of the Intergovernmental Committee for European Migration; Executive Assistant.

BECKER, Aaron (Israel), Workers' representative; Secretary-General, General Federation of Labour (Histadrut).

BEERMANN, Hermann (Federal Republic of Germany), Workers' representative; Vice-President, German Confederation of Trade Unions (DGB).

BENAZZEDINE, Mahmoud (Tunisia), Workers' representative; Deputy General Secretary in charge of External Relations and Social Legislation, Tunisian General Labour Union (UGTT).


BERGENSTRÖM, Gullmar (Sweden), Employers' representative; Director, Swedish Employers' Confederation.

BIDART DE LÓPEZ, Mrs. María Elena (Uruguay), Minister-Counsellor, Permanent Mission of Uruguay in Geneva; substitute representative of the Government of Uruguay on the Governing Body.

BOGLIETTI, Giuseppe, observer representing the World Federation of Trade Unions; Permanent Representative in Geneva of the WFTU.

BOLIN, Bertil (Sweden), Workers' representative; Director for International Affairs, Swedish Confederation of Trade Unions.

BORHA, L. Lawrence (Nigeria), Workers' representative.

BORISOV, Vasilii Leonidovich (USSR), Counsellor, Ministry of Foreign Affairs; substitute for Mr. Goroshkin, Government representative.


BOURRAS, J. G. (France), Civil Administrator, International Relations Division, Ministry of Social Affairs; accompanying Mr. Parodi, Government representative.

BRATTSTRÖM, Stig (Sweden), First Secretary, Permanent Mission of Sweden to the United Nations Office and the international organisations in Geneva; substitute for Mr. Åström, Government deputy member.

BRUNI CELLI, Marco Tulio (Venezuela), Ambassador; Deputy Permanent Delegate of Venezuela to the United Nations Office and the international organisations in Geneva; substitute for Mr. Moanack, Government representative.

BUKHARI, S. A. D., PFS (Pakistan), Deputy Permanent Representative of Pakistan to the United Nations Office in Geneva; substitute for Mr. Ahmed, Government deputy member.

CÁRDENAS RODRÍGUEZ, Héctor (Mexico), Second Secretary, Permanent Delegation of Mexico to the United Nations Office and the international organisations in Geneva; substitute for Mr. de Santiago-López, Government deputy member.

CARRASCO, Daniel (Malagasy Republic), Employers' representative; Vice-President, Malagasy Federation of Economic Associations.

CARRASCO, Héctor (Mexico), Second Secretary, Permanent Delegation of Mexico to the United Nations Office and the international organisations in Geneva; substitute for Mr. de Santiago-López, Government deputy member.

CARRASCO, Germán (Chile), Counsellor; Deputy Permanent Representative of Chile accredited to the United Nations Office and the international organisations in Geneva; substitute for Mr. Yávar, Government representative.
GARCIA PIKE, Gabriel (Peru), Third Secretary, Permanent Delegation of Peru to the United Nations Office and the international organisations in Geneva; substitute for Mr. Marchand Stens, Government deputy member.

GEORGET, Henri (Niger), Employers' representative; Vice-President, Employers' Association for Undertakings and Industries of Niger.

GERSOV, V. M. (USSR), First Secretary, International Economic Organisations Section, Ministry of Foreign Affairs, accompanying Mr. Goroshkin, Government representative.

GHALI, Mohamed (Tunisia), Employer deputy member; Director-General, Manouba Tanneries; member of the Executive Board and External Relations Officer, Tunisian Confederation of Industry, Commerce and Handicrafts (UTICA).

GHAYOUR, Massoud (Iran), Employer deputy member; member of the Governing Board, Iran Chamber of Industries and Mines; member of the Higher Labour Council.

GILBERT, John R. (United States), ILO Staff Adviser, Chamber of Commerce of the United States; substitute for Mr. Neilan, Employers' representative.

GILLES, H., representative of the United Nations; Director, Division of Social Affairs, United Nations Office in Geneva.

GONZALES BLANCO, Diego (Brazil), Employer deputy member; National Confederation of Industry.

GOOSSE, R., accompanying Mr. Heyer, observer representing the International Confederation of Free Trade Unions.

GOROSHKIN, Ivan Vasilievich (USSR), Government representative; Vice-Chairman, State Labour and Wages Committee, Council of Ministers; representative of the Government of the USSR on the Governing Body.

GREEN, Miss Barbara (United Kingdom), Assistant Secretary, Department of Employment and Productivity; accompanying Mr. Heron, Government representative.

GREVER, René (Switzerland), Government observer; Assistant to the Directorate, Federal Office of Industry, Arts and Crafts, and Labour.

GRITA, Bruno (Italy), Counsellor, Ministry of Labour and Social Welfare; accompanying Mr. Ago, Government representative.

GROS ESPIELL, Héctor (Uruguay), Government deputy member; Ambassador; Permanent Representative of Uruguay accredited to the United Nations Office and the specialised agencies in Geneva; representative of the Government of Uruguay on the Governing Body.

HAMMAR, Hans (Sweden), International Secretary, Swedish Employers' Confederation, accompanying Mr. Bergenström, Employers' representative.

HARAGUCHI, Yukitaka (Japan), Workers' representative; President, All-Japan Federation of Metal Mining Workers' Unions.

HAYTHORNE, George V. (Canada), Government representative; Deputy Minister of Labour; representative of the Government of Canada on the Governing Body.

HEISE, Bernt (Federal Republic of Germany), Chief, International Social Policy Division, German Confederation of Trade Unions (DGB); accompanying Mr. Beermann, Workers' representative.

HENNIKER-HEATON, Clement Algernon Charles, CBE (United Kingdom), Employers' representative; Director, British Spinners' and Doublers' Association; personal substitute for Sir George Pollock, Employers' representative.

HEPPLE, Sixten (Sweden), Head of Department, Swedish International Development Authority; accompanying Mr. Aström, Government deputy member.

HERON, C. F., OBE (United Kingdom), Government representative; Deputy Under-Secretary of State, Department of Employment and Productivity; representative of the United Kingdom Government on the Governing Body.

HETATA, Mohamed Aziz, representative of the League of Arab States; Third Secretary, Permanent Delegation of the League of Arab States in Geneva.

HEYER, Albert, observer representing the International Confederation of Free Trade Unions; Director, Geneva Office; Secretary of the Workers' group.

HILL, Brian Clarence (Australia), Government deputy member; Ambassador; Permanent Representative of Australia accredited to the United Nations Office in Geneva; representative of the Government of Australia on the Governing Body.

HILL, K. G. A. (Jamaica), Government observer; First Secretary, Permanent Mission of Jamaica to the United Nations Office and the specialised agencies in Geneva.


HORÁNYI, László (Hungary), Government representative; Senior Head of Department, Ministry of Labour.

ILIĆ, Miss Zagorka (Yugoslavia), Second Secretary, Permanent Delegation of Yugoslavia in Geneva; accompanying Mr. Tabor, Government representative.

JACHEK, Otto (Czechoslovakia), Deputy Permanent Representative, Permanent Mission of the Czechoslovak Socialist Republic accredited to the United Nations Office and other international organisations in Geneva; accompanying Mr. Králik, Government observer.

JAMIR, S. C. (India), Government representative; Union Deputy Minister for Labour and Employment.

JONES, Edgar, representative of the International Money Fund; Director, Geneva Office.

KANEV, Georgy Eliseevich (USSR), Assistant Secretary, All-Union Central Council of Trade Unions; accompanying Mr. Pimenov, Workers' representative.

KANDEMIR, Nizhet (Turkey), Governor observer; Deputy Permanent Delegate of Turkey to the United Nations Office in Geneva.

KAZY, V. I. (Byelorussia), Counsellor, Ministry of Foreign Affairs; substitute for Mr. Pesikov, Government deputy member.

KHATTABI, Mohamed Al-Arbi (Morocco), Counsellor; Deputy Permanent Representative of the Kingdom of Morocco to the United Nations Office and the international organisations in Geneva; substitute for Mr. El-Fassi, Government deputy member.

KIDRON, M. R. (Israel), Government observer; Ambassador; Permanent Representative of Israel to the United Nations Office and the international organisations in Geneva.


KÖKSAL, Sönmez (Turkey), Second Secretary, Permanent Delegation of Turkey to the United Nations Office in Geneva; accompanying Mr. Kandemir, Government observer.
KRÁLIK, Jura (Czechoslovakia), Government observer; Ambassador Extraordinary and Plenipotentiary; Permanent Representative of the Czechoslovak Socialist Republic accredited to the United Nations Office and other international organisations in Geneva.

KRISHNAN, Natarajan (India), Permanent Representative of India to the United Nations Office in Geneva; substitute for Mr. Jamir, Government representative.

KUNOGI, Yukiyoshi (Japan), Counsellor, Permanent Delegation of Japan to the international organisations in Geneva; substitute representative of the Government of Japan on the Governing Body.

LAGASSE, Raphaël, observer representing the International Organisation of Employers; Secretary-General of the IOE; Secretary of the Employers' group.

LAMARTINE-YATES, P., representative of the Food and Agriculture Organisation of the United Nations; Regional Representative for Europe.

LAPONTE, P. A. (Canada), First Secretary, Permanent Mission of Canada to the United Nations Office in Geneva; accompanying Mr. Haythorne, Government representative.

LARRAIN, Luis (Chile), Secretary of Embassy, Permanent Mission of Chile to the United Nations Office and the international organisations in Geneva; accompanying Mr. Yávar, Government representative.

LARRUE, Gérard (France), Regional Director of Labour and Employment, Ministry of Social Affairs; substitute for Mr. Parodi, Government representative.

LAWYER, John E. (United States), Director, Office of International Organizations Affairs, Bureau of International Labor Affairs, Department of Labor; substitute for Mr. Weaver, Government representative.

LEE San Choon, MP (Malaysia), Government representative; Parliamentary Secretary to the Ministry of Labour.

LEE Yan (China), Second Secretary, Permanent Mission of the Republic of China to the United Nations Office and other international organisations in Geneva; accompanying Mr. Cheng Pao-nan, Government representative.


LEHMANN, Hanan (Israel), European Representative, Histadrut; accompanying Mr. Becker, Workers' representative.

LINDBERG, Ingemar (Sweden), Secretary, Swedish ILO Committee; Ministry of Health and Social Affairs; accompanying Mr. Aström, Government deputy member.

LOPEZ GUEVARA, Luis (Colombia), Counsellor, Permanent Mission of Colombia to the United Nations Office in Geneva and the ILO; substitute for Mr. Oviedo, Government representative.

LOPEZ-ORTEGA, Miss María de los Ángeles (Mexico), Second Secretary, Permanent Delegation of Mexico to the United Nations Office and the international organisations in Geneva; substitute for Mr. de Santiago-López, Government deputy member.

LÖW, Werner (Federal Republic of Germany), Adviser, Confederation of German Employers' Associations; accompanying Mr. Erdmann, Employers' representative.

LUNSINGH MEIJER, Miss, A. F. W. (Netherlands), Deputy Permanent Representative of the Kingdom of the Netherlands accredited to the United Nations Office and the international organisations in Geneva; accompanying Mr. Pellinkhof, Government observer.

MABUTA, Grosper (Congo (Kinshasa)), accompanying Mr. Makwambala, Government observer.

MAINWARING, John (Canada), Director, International Labour Affairs Branch, Department of Labour; substitute representative of the Government of Canada on the Governing Body.

MAKWAMBALA, Alphonse (Congo (Kinshasa)), Government observer; Secretary-General, Ministry of Labour and Social Welfare.

MALUNDA, Ferdinand (Congo (Kinshasa)), Director; Chief of the National Employment Service; accompanying Mr. Makwambala, Government observer.

MARCHAND STENS, Luis (Peru), Government deputy member; Counsellor, Deputy Permanent Representative of Peru to the United Nations Office and the international organisations in Geneva.

MATHI, T. K. B. (Kenya), Government deputy member; Permanent Secretary, Ministry of Labour; representative of the Government of Kenya on the Governing Body.

MBONJO-EJANGUE, Emmanuel (Cameroon), Government representative; Director of General Studies and External Relations, Ministry of Labour and Social Legislation.

MELAMED, Moshe (Israel), Second Secretary, Permanent Mission of Israel to the United Nations Office and the international organisations in Geneva; accompanying Mr. Kidron, Government observer.

MERCAO, José Raquel (Colombia), Worker deputy member; President, Confederation of Colombian Workers (CTC).

MERLIS, Guy de (Canada), Labour Counsellor, Canadian Embassy, Brussels; accompanying Mr. Haythorne, Government representative.

MIGONE, Raúl C., representative of the Organisation of American States; Director, European Office.

MILLER, Cecil Charles Dudley (United Kingdom), Head of the International Labour Department, Confederation of British Industry; substitute for Mr. Henninger-Heaton, Employers' representative.

MOANACK, François (Venezuela), Government representative; Ambassador; Permanent Delegate of Venezuela to the United Nations Office and the international organisations in Geneva.

MOCHI-ONORI, Manuzio (Italy), Chief, Bureau IV of the Vocational Training and General Labour Questions Department, General Confederation of Italian Industry; accompanying Mr. Salvi, Employers' representative.

MONTE BALMACEDA, Manuel (Chile), Employer deputy member; Chief, Legal Department, Sociedad de Fomento Fabril.

MORGAN, Alun Michael, CMG (United Kingdom), Assisant Under-Secretary of State, Department of Employment and Productivity; substitute representative of the United Kingdom Government on the Governing Body.

MÖRÖI, Jean (Switzerland), Workers' representative; Secretary, Swiss Federation of Trade Unions; Vice-Chairman of the Governing Body.

MORRIS, Joseph (Canada), Workers' representative; Executive Vice-President, Canadian Labour Congress.

NAGY, Jenő (Hungary), First Secretary; Deputy Permanent Representative of the Hungarian People's Republic to the United Nations Office in Geneva; substitute for Mr. Hordany, Government representative.
NASC, Marwan (Lebanon), Employers' representative; Executive Secretary, Association of Lebanese Industrialists.

N'DIAYE, Abdoul (Senegal), Government representative; Minister of the Civil Service and Labour; representative of the Government of Senegal on the Governing Body.

NEILAN, Edwin P. (United States), Employers' representative; Chairman of the Board and President, Bank of Delaware.

NOLAN, Brendan T. (Ireland), Government observer; First Secretary, Permanent Mission of Ireland to the United Nations Office and the specialised agencies in Geneva.

NÖRAGER, Anton (Denmark), Assistant Chief, International Department of the Ministries of Labour and Social Affairs; accompanying Mr. Coln, Government observer.

NOTTIDGE, J. T. (Sierra Leone), Government representative; Commissioner of Labour; representative of the Government of Sierra Leone on the Governing Body.

NOUEL de TRICERRE, Mrs. Consuelo (Venezuela), Second Secretary, Permanent Delegation of Venezuela to the United Nations Office and the international organisations in Geneva; accompanying Mr. Moanack, Government representative.

OECHSLIN, Jean-Jacques (France), Chief, ILO Relations Service, National Council of French Employers; substitute for Mr. Waline, Employers' representative.

OFURUM, H. M. (Nigeria), Employers' representative; Head, Industrial Relations, Shell-BP Petroleum Development Company of Nigeria Ltd.

OKABE, Jitsuo (Japan), Government representative; Ministerial Counsellor, Ministry of Labour; representative of the Government of Japan on the Governing Body.

ORTIZ RODRÍGUEZ, Frank (Cuba), First Secretary, Permanent Mission of Cuba to the United Nations Office and the international organisations in Geneva; accompanying Mr. Diaz Paz, Government observer.

OSIECKI, Jerzy (Poland), Government observer; First Secretary, Permanent Representation of the Polish People's Republic to the United Nations Office and the specialised agencies in Geneva.

OSUNA, José (Chile), Adviser for Social Questions, Permanent Mission of Chile to the United Nations Office and the international organisations in Geneva; accompanying Mr. Yávar, Government representative.


PACHACHI, Talal (Iraq), Third Secretary, Permanent Mission of Iraq to the United Nations Office in Geneva; accompanying Mr. El-Attar, Government representative.

PANIKKAR, K. B., Deputy Permanent Representative in Geneva, World Federation of Trade Unions; accompanying Mr. Boglietti, observer representing the WFTU.

PARODI, Alexandre (France), Government representative; Ambassador; Vice-President of the Council of State; representative of the Government of France on the Governing Body.

PAVEC, Albert (France), First Secretary, Permanent Mission of France to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. Parodi, Government representative.

PELLINKHOF, T. M. (Netherlands), Government observer; Chief, International Social Affairs Division, Ministry of Social Affairs and Public Health.

PERSONS, Edward B. (United States), Office of International Economic and Social Affairs, Department of State; accompanying Mr. Weaver, Government representative.

PESHKOV, Vasily Ivanovich (Byelorussia), Government deputy member; Counsellor, Permanent Mission of the Byelorussian SSR to the United Nations Office and the international organisations in Geneva.

PHIRI, David Abel Ray (Zambia), Employer deputy member; Director, Anglo-American Corporation (Central Africa) Ltd.

PIACITELLI, Mario (Italy), First Secretary of Legation, Permanent Mission of Italy to the international organisations in Geneva; accompanying Mr. Agnelli, Government representative.

PIMENOV, Pyotr Timofeevich (USSR), Workers' representative; Secretary, All-Union Central Council of Trade Unions.

POZHARSKY, Vladimir Sergeevich (USSR), Deputy Permanent Representative of the USSR to the United Nations Office and other international organisations in Geneva; accompanying Mr. Goroshkin, Government representative.

PURPURA, Rosario (Italy), Director-General of Industrial Relations, Ministry of Labour and Social Welfare; substitute representative of the Government of Italy on the Governing Body.

RANA, K. K. S. (India), First Secretary, Permanent Mission of India to the United Nations Office in Geneva; substitute for Mr. Jamir, Government representative.

RENAUD, W. L. (Netherlands), Director, Federation of Netherlands Industry; accompanying Mr. Fennema, Employer deputy member.

RENAULT, Miss G. (France), accompanying Mr. Waline, Employers' representative.


RIBEIRO, Jorge Carlos (Brazil), Secretary of Embassy, Permanent Mission of Brazil to the United Nations Office and the international organisations in Geneva; accompanying Mr. Cunha, Government observer.

ROBINSON, Thomas H. (Canada), Employer deputy member; Manager, Industrial Relations Department, Canadian International Paper Company.

RODIE, Raymond Y., Consultant; accompanying Mr. Becerra, representing the Intergovernmental Committee for European Migration.

SAKAMOTO, Jutaro (Japan), Second Secretary, Permanent Delegation of Japan to the international organisations in Geneva; accompanying Mr. Okabe, Government representative.

SALVI, Francesco Maria (Italy), Employers' representative; Member of the Executive Board, General Confederation of Italian Industry.

SÁNCHEZ MADARIAGA, Alfonso (Mexico), Worker deputy member; Relations Secretary, Mexican Confederation of Workers.

SANTIAGO-LÓPEZ, Ernesto de (Mexico), Government deputy member; Ambassador; Permanent Delegate of Mexico accredited to the United Nations Office and the international organisations in Geneva; representative of the Mexican Government on the Governing Body.
Schlofteldt, Walter (Federal Republic of Germany),
Chief, International Social Policy Division, Confederation of German Employers’ Associations; substitute for Mr. Erdmann, Employers’ representative.

Sentici, Dr. M., representative of the World Health Organization; Medical Officer, Programme Co-ordination.

Shta, Salem, MP (Libya), Worker deputy member; General Secretary, National Federation of Trade Unions.

Sidibe, Souleymane (Senegal), Principal Administrative Officer; Adviser, Office of the President of the Republic; substitute representative of the Government of Senegal on the Governing Body.

Simbolotti, Miss Graziella (Italy), Second Secretary of Legation, Permanent Mission of Italy to the international organisations in Geneva; accompanying Mr. Ageo, Government representative.

Sobels, H. P., representative of the General Agreement on Tariffs and Trade; Director, Administrative and Financial Division.

Sohlmans, Ragnar (Sweden), Head of the International Secretariat, Ministry of Labour and Housing; substitute for Mr. Aström, Government deputy member.

Solari Swayney, Felipe (Peru), Counsellor, Permanent Delegation of Peru to the United Nations Office and the international organisations in Geneva; substitute for Mr. Marchand Stens, Government deputy member.

Solomon, Beyene (Ethiopia), Worker deputy member; President, Confederation of Ethiopian Trade Unions.

Stamboliev, Dacho (Bulgaria), Government observer; Counsellor, Permanent Delegation of the People’s Republic of Bulgaria accredited to the United Nations Office and the international organisations in Geneva.


Taber, Rafael (Yugoslavia), Government representative; Director, Federal Employment Bureau.

Tata, Naval H. (India), Employers’ representative; Director, Tata Industries Ltd., President, Employers’ Federation of India.

Thomas, Fritz (Federal Republic of Germany), Ministerial Counsellor, Federal Ministry of Labour and Social Affairs; substitute for Mr. Knolle, Government representative.

Thompson, Arthur H. (Jamaica), Second Secretary, Permanent Mission of Jamaica to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. R. G. A. Hill, Government observer.

Thondaman, S., MP (Ceylon), Worker deputy member; President, Ceylon Workers’ Congress.

Urrutia, Gustavo Alberto (Argentina), Secretary, Permanent Mission of the Republic of Argentina to the United Nations Office and the international organisations in Geneva; substitute for Mrs. Zaefferer de Goyeneche, Government representative.

Van Dierendonck, J., representative of the Commission of the European Communities; Director, Directorate-General of Social Affairs.

Varga Perke, Josef (Hungary), Adviser, Ministry of Foreign Affairs; substitute for Mr. Horányi, Government representative.

Vasiliev, Aleksandr Vladimirovich (Byelorussia), First Secretary, Ministry of Foreign Affairs; substitute for Mr. Peshkov, Government deputy member.

Vitaic Jakasa, Antonio (Argentina), Employer deputy member; Argentine Federation of Industries.

Walsh, Michael (United Kingdom), accompanying Lord Collison, Workers’ representative.

Weaver, George L.-P. (United States), Government representative; Assistant Secretary of Labor for International Affairs; representative of the United States Government on the Governing Body; Chairman of the Governing Body.

Weemaes, Warwick Eduard (Australia), Third Secretary, Permanent Mission of Australia to the United Nations Office in Geneva; accompanying Mr. B. C. Hill, Government deputy member.

Weissenberg, Gerhard (Austria), Worker deputy member; Counsellor for Social Policy, Austrian Federation of Trade Unions.

Wibbringhaus, Hans, representative of the Council of Europe; Head, Social Division.

Willers, Hans Dieter (Federal Republic of Germany), Adviser, Federal Ministry of Labour and Social Affairs; accompanying Mr. Knolle, Government representative.

Yávar, Ernesto (Chile), Government representative; Under-Secretary of Labour.

Yllanes Ramos, Fernando (Mexico), Employer deputy member; Mexican Confederation of Chambers of Industry.

Yomekpe, H. K. (Ghana), Government observer; Consul-General in Switzerland.

Zaefferer de Goyeneche, Mrs. Ana M. (Argentina), Government representative; Ambassador; Permanent Representative of the Republic of Argentina accredited to the United Nations Office and the international organisations in Geneva.

Zaidi, S. J. H. (Malaysia), Worker deputy member; General Secretary, Malaysian Trades Union Congress.

Zelleke, Afework (Ethiopia), Counsellor; Deputy Permanent Representative of Ethiopia to the United Nations Office in Geneva; substitute for Mr. Amede, Government representative.
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