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**APPENDIX XXI**

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The 184th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 16 November to Friday, 19 November 1971.

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Government group:

Brazil: Mr. NOGUEIRA BATISTA
Canada: Mr. LOVE
Central African Republic: Mr. NGAI-VOUETO
China: Mr. CHENG Pac-man
Colombia: Mr. GARGES
Czechoslovakia: Mr. MUKIN
Ecuador: Mr. BUSTAMANTE
France: Mr. PARODI
Federal Republic of Germany: Mr. ZOLLNER
India: Mr. NAYAK
Indonesia: Mr. DARSA
Italy: Mr. AGO
Japan: Mr. KUNOGI
Kenya: Mr. OTHIENO
Libyan Arab Republic: Mr. GARGOUM
Nigeria: Mr. KOKU
Romania: Mr. DATCH
Syrian Arab Republic: Mr. ALLAF
USSR: Mr. GOROSHKIN
United Kingdom: Mr. MORGAN
United States: Mr. PERSONS
Upper Volta: Mr. KONATE
Uruguay: Mr. GROS ESPIELL
Viet-Nam (Republic of): Mr. DAM-SY-HIEN

1 Present up to and including 16 November 1971.
Employers' group:

Mr. ANDRIANTSITOHAINA
Mr. BERGENSTROM
Mr. ERDMANN
Mr. GEORGET
Mr. CHAYOUR
Mr. HENNIKER-HEATON
Mr. NASR
Mr. NEILAN
Mr. SALVI
Mr. TATA
Mr. WALINE
Mr. YLLANES RAMOS

Workers' group:

Mr. ABID ALI
Mr. DE BOCK
Mr. PAUL
Mr. POGAM
Mr. MAKLHOUR
Mr. MORRIS
Mr. MUHR
Mr. PIMENOV
Mr. PLANT
Mr. SANCHEZ MADARIAGA
Mr. SHIOJI
Mr. SUNDE

The following regular members were absent:

Employers' group

Mr. BANNERMAN-MENSON
Mr. GONZALES BLANCO

Workers' group

Mr. BENSEDDIK

The following deputy members were present:

Government group:

Algeria: Mr. BRIKI
Argentina: Mrs. ZAEFFERER de GOYENECH
Belgium: Mr. SMETS
Bulgaria: Mr. PETROV
Chile: Mr. GAMBOA SERAZZI
Congo (People's Republic of the): Mr. NOTE
Denmark: Mr. COLN
Iran: Mr. SHEYBANI
Pakistan: Mr. MIRZA
Uganda: Mr. Muwanga
Venezuela: Mr. POLANCO

1 Present only at the Committee meetings.

2 Appointed by the Workers' group on 16 November 1971 to fill the vacancy created by the resignation of Mr. Parhat DACHRAOUI.
Employers' group:

Sir Grant FERRIER
Mr. VERSCHUEREN
Mr. ABATE
Mr. MONTT BALMACEDA
Mr. YOSHIMURA
Mr. BASTID
Mr. DIALLO
Mr. GREVE
Mr. HUBER-RÜBEL
Mr. LEE
Mr. VÉGH GARZÓN
Mr. WIJESINGHE

Workers' group:

Mr. BECKER¹ (followed by Mr. MOYAL)²
Mr. GONZÁLEZ NAVARRO
Mr. KIKONGI
Mr. LOUSTI³
Mr. MERCADO
Mr. SOLOMON
Mr. WEISSENBERG
Mr. SUONO
Mrs. BERRY
Mr. RAMÓLO
Mr. BENTUM

The following deputy members were absent:

Government group:

Somali Democratic Republic

Employers' group:

Mr. GHALI
Mr. PHIRI
Mr. RICHAH
Mr. VITAIC JAKASA

Workers' group:

Mr. ARMATO
Mr. SHITA
Mr. SKINNER

The following representative of a State Member of the Organisation invited under Article 26, paragraph 5, of the Constitution, was present:

Greece: Mr. TRANOS

¹ Present up to and including 16 November.
² Appointed by the Workers' group on 17 November 1971 to fill the vacancy created by the resignation of Mr. Aaron BECKER.
³ Present only at the Committee meetings.
The following representatives of States Members of the Organisation were present as observers:

- **Australia:** Mr. LOVEDAY
- **Austria:** Mr. KANLER
- **Bolivia:** Mr. de ACHÁ
- **Byelorussia:** Mr. PESHKOV
- **Cuba:** Mr. ORTIZ RODRIGUEZ
- **Egypt (Arab Republic of):** Mr. EL-DEFRAWI
- **Finland:** Mr. SÖDERMAN
- **The Holy See:** Monsignor LUONI
- **Ireland:** Mr. O'CARROLL
- **Israel:** Mr. MELAMED
- **Malta:** Miss CILIA
- **Mexico:** Mr. CASTAÑEDA
- **Netherlands:** Mr. HOOGWATER
- **New Zealand:** Mr. DAWSON
- **Norway:** Mr. ØKSNES
- **Peru:** Mr. ALVAREZ-CALDERÓN
- **Philippines:** Mr. AGULLON
- **Poland:** Mr. WIERZBICKI
- **Sweden:** Mr. LINDBERG
- **Switzerland:** Mr. GREVER
- **Turkey:** Mr. ULUÇEVIK
- **Ukraine:** Mr. EGOHO
- **Zaire:** Mr. YOKO

The following persons were also present:

- **Mr. JENKS**, Director-General of the International Labour Office
- **Mr. AMMAR**, Deputy Director-General
- **Mr. BLANCHARD**, Deputy Director-General
- **Mr. BOLIN**, Assistant Director-General
- **Mr. TÉVOEDJRE**, Assistant Director-General
- **Mr. CABALLERO**, Assistant Director-General
- **Mr. OHNO**, Assistant Director-General
- **Mr. ASTAPENKO**, Assistant Director-General

Representatives of international intergovernmental organisations:

- **United Nations:** Mr. CASSON
- **United Nations Conference on Trade and Development:** Mr. GULBRANDSEN
- **Office of the United Nations High Commissioner for Refugees:** Mr. CUENOD
- **World Health Organisation:** Mr. FOX
- **International Atomic Energy Agency:** Dr. SACKS
- **General Agreement on Tariffs and Trade:** Mr. SERVANT
- **Organisation of American States:** Mr. DITTMANN
- **Council of Europe:** Mr. SCHAMIT
- **Commission of the European Communities:** Mr. WIEBRINGHAUS
- **Intergovernmental Committee for European Migration:** Mr. NICOLAS
- **League of Arab States:** Mr. BUENO do PRADO
- **Mr. RADI**
Representatives of international non-governmental organisations:

International Confederation of Free Trade Unions: Mr. HEYER

International Co-operative Alliance: Mr. BOSON

International Organisation of Employers: Mr. LAGASSE

World Confederation of Labour: Mr. BRÜCK

World Federation of Trade Unions: Mr. PANIKKAR

Substitutes and Advisers:

Mr. ABHYANKAR, accompanying Mr. NAYAK
Mr. AMARAL de SAMPAIO, accompanying Mr. NOGUEIRA BATISTA
Mr. de ANGELI, accompanying Mr. PANIKKAR
Mr. ASLANIAN, accompanying Mr. GOROSHKIN
Mr. BELAZOUG, substitute for Mr. BRIKI
Mr. BELFEHAZE, accompanying Mr. LINDBERG
Mr. BENZITOUNI, substitute for Mr. BRIKI
Mr. BITSEINDOU, substitute for Mr. NOTE
Mr. BONDEHN, substitute for Mr. BRIKI
Mr. BRAGGIOTTI, accompanying Mr. SCHAMIS
Mr. BRAITSTROM, accompanying Mr. LINDBERG
Mr. CABRAL de MELLO, accompanying Mr. NOGUEIRA BATISTA
Mr. CASHIELL, accompanying Mr. O'CARROLL
Mr. CHANDRASEKHARAN, accompanying Mr. LAGASSE
Mr. CHÍLE, accompanying Mr. DATCU
Mr. CUMPLIDO, substitute for Mr. NOGUEIRA BATISTA
Mrs. DALL, accompanying Mr. BERGENSTRÖM
Mr. DASKALOV, accompanying Mr. PETROV
Mr. DELONG, accompanying Mr. PERSONS
Mr. DENYS, substitute for Mr. SMETS
Miss DO-THI-THUY-NGOC, accompanying Mr. DAM-SY-HIEN
Mr. DRAKE, accompanying Mr. PERSONS
Mr. DRÜCK, accompanying Mr. PERSONS
Mr. ECKER, accompanying Mr. PERSONS
Mr. ESBER, accompanying Mr. ALLAF
Mr. FAURIS, accompanying Mr. PARODI
Mr. FERNÁNDEZ, substitute for Mr. POLANCO
Mr. FISHER, accompanying Mr. LOVEDAY
Mr. FISSENKOV, accompanying Mr. CASSON
Mr. GARCÍA MARTÍNEZ, accompanying Mr. LAGASSE
Mr. GERBASI, accompanying Mr. POLANCO
Mr. GÓMEZ, substitute for Mr. GARCÉS
Mrs. GROOP, accompanying Mr. SÖDERMAN
Mr. GUNDERSEN, accompanying Mr. COIN
Mr. HAMALA, accompanying Mr. SÖDERMAN
Mrs. HARTMANN, accompanying Mr. COLN
Mr. HAWKES, accompanying Mr. MORGAN
Mr. HEALY, substitute for Mr. HEYNIKER-HEATON
Mr. HEATER, accompanying Mr. PERSONS
Mr. HELMIS, accompanying Mr. TRANOS
Mr. HUANG Yen-chao, accompanying Mr. CHENG Pao-nan
Mr. HYDER, substitute for Mr. MIRZA
Mrs. IONESCU, accompanying Mr. DATCU
Mr. JAMES, accompanying Mr. MORGAN
Mr. KACIREK, accompanying Mr. CUENOD
Mr. KAIHARA, accompanying Mr. SHIOJI
Mr. KANAEV, accompanying Mr. PIMENOV
Mr. KAWASHIMA, accompanying Mr. KUNOGI
Mr. KÖLLERSTRÖM, substitute for Mr. BERGENSTRÖM
Mr. KLOY, accompanying Mr. ZÖLLNER
Mr. KUMBU, accompanying Mr. YOKO
Mr. LAPIENTE, accompanying Mr. LOVE
Mr. LARRUE, substitute for Mr. PARODI
Mr. LE DIRAISON, accompanying Mr. PARODI
Mr. LEE Yen- ping, substitute for Mr. CHENG Pao-nan
Mr. LE-VAN-LOI, substitute for Mr. DAM-SY-HIEN
Mr. LINDNER, substitute for Mr. ERDMANN
Mr. LINDNER, accompanying Mr. PERSONS
Mr. LÖW, accompanying Mr. ERDMANN
Mr. MAHJUB, substitute for Mr. GARGOUM
Mr. MAINWARING, substitute for Mr. LOVE
Mr. MALIK, substitute for Mr. NAYAK
Mr. MATSU, accompanying Mr. KUNOJI
Mr. MAUREL, accompanying Mr. NICOLAS
Mr. MELENIKOV, accompanying Mr. GOROUSHKIN
Mr. MIKL, accompanying Mr. KANLER
Mr. MIRIAN, substitute for Mr. DATCU
Mr. MOCHI-ONORI, accompanying Mr. SALVI
Mr. MOLCHANOV, accompanying Mr. GOROUSHKIN
Mr. MRAVICH, accompanying Mr. PETROV
Mr. MUNOZ LEDO, accompanying Mr. CASTANEDA
Mr. NÁJERA ESPINOSA, substitute for Mr. BUSTAMANTE
Mr. NAKASATO, accompanying Mr. YOSHIMURA
Mr. NGUYEN-THOAI, accompanying Mr. DAM-SY-HIEN
Mr. OCHSHEIN, substitute for Mr. WALLIN
Mr. OHKI, substitute for Mr. KUNOJI
Mr. OLIVIERI, substitute for Mrs. ZAEFFERER de GOYENECHE
Mr. OMORI, substitute for Mr. OTHIENO
Mr. OSIECKI, accompanying Mr. WIERZBICKI
Mr. OVALLE, substitute for Mr. GANEO SERAZZI
Mr. OWOR, substitute for Mr. MUWANGA
Mr. PALACIOS TREVINCO, accompanying Mr. CASTANEDA
Mr. PARKERT, accompanying Mr. LÄSSER
Mr. PELLINKHOF, accompanying Mr. HOOGWATER
Mr. PHAM-VAN-TRINH, accompanying Mr. DAM-SY-HIEN
Mr. PIMENTEL, accompanying Mr. NOGUEIRA BATISTA
Mr. PINEDA PABÓN, accompanying Mr. POLANCO
Mr. PINO de LION, accompanying Mr. POLANCO
Mr. POZHANSKY, substitute for Mr. GOROUSHKIN
Mr. PUSCHKA, substitute for Mr. AO
Mr. PUSHKAROV, accompanying Mr. PIMENOV
Mr. RAMAYON, substitute for Mrs. ZAEFFERER de GOYENECHE
Mrs. REHKER, accompanying Mr. ZÖLLNER
Mr. SALHI, substitute for Mr. BRIKI
Mr. SAWA, accompanying Mr. MUWANGA
Mr. SCHÖNBALL, accompanying Mr. BUENO do PRADO
Mr. SCHATZER, accompanying Mr. PERSONS
Mr. SELENGUE, substitute for Mr. NGAL-VOUETO
Mr. SIBUVEKAZ, substitute for Mr. BRIKI
Mr. SIKTANC, substitute for Mr. MURIN
Miss SIMBOLOTTI, accompanying Mr. AGO
Mr. SOARES CARBONAR, accompanying Mr. NOGUEIRA BATISTA
Mr. ST. DENIS, accompanying Mr. MORRIS
Mr. STEINER, substitute for Mr. NEILAN
Mr. THOMAS, substitute for Mr. ZOLLNER
Mr. TZVETKOV, substitute for Mr. PETROV
Mr. UKPAI, substitute for Mr. KOKU
Mr. VAN BELLINGHEN, accompanying Mr. SMETS
Mr. VANDERVEKEN, accompanying Mr. HEYER
Mr. VIEYTE, substitute for Mr. GROS ESPIELL
Mr. WALSH, accompanying Mr. PLANT
Miss WARBURTON, accompanying Mr. MORGAN
Mr. WOLF, accompanying Mr. MUHR
Mr. ZOUVANOS, accompanying Mr. CASSON
MINUTES OF THE FIRST SITTING
(Tuesday, 16 November 1971 - 10 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOHAINA, Mr. BERGENSTRÖM, Mr. BUSTAMANTE, Mr. CHENG PAO-NAN, Mr. DAM-SY-HIEN, Mr. DARTA, Mr. DATOU, Mr. DE BOCK, Mr. ERDMANN, Mr. FAUPL, Sir Grant FERRIER, Mr. FOGAM, Mr. GARCÍA, Mr. GARGOUM, Mr. GEORGET, Mr. GHAYOUR, Mr. GOROSHKIN, Mr. GROS ESPIEL, Mr. HEALY (personal substitute for Mr. HENNIKER-HEATON), Mr. KOKU, Mr. KONATÉ, Mr. KUNOGI, Mr. LOVE, Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MULIN, Mr. NAYAK, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NOGUEIRA BATISTA, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PIMENOV, Mr. PLANT, Mr. SALVI, Mr. SÁNCHEZ MADARIAGA, Mr. SHIOJI, Mr. SUNDE, Mr. TATA, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZULLNER.

OPENING OF THE SESSION

The Chairman, before asking the Clerk to take the roll call, said that some of the members had asked him to announce on their behalf that their silence during the roll call should not be misinterpreted. It was due merely to their desire not to interrupt and to the fact that the question of representation would be discussed immediately after; it did not mean that they had no reservation with regard to any of the names about to be called.

The Clerk called the roll.

The Chairman then welcomed those present, particularly the Government representatives attending a Governing Body session in that capacity for the first time.

He announced on behalf of the Workers' group that they had been advised of Mr. Dachraoui's resignation from the Governing Body and had agreed, in accordance with the standing orders, to appoint Mr. Mustapha Makhlouf of Tunisia to fill the resulting vacancy.

ADDITIONAL ITEM ON THE AGENDA

Representation of China in the International Labour Organisation: Communication and Request from the Secretary-General of the United Nations

Mr. Morris said that in examining the question of the representation of China the Workers had taken account of the provisions of the ILO Constitution, past ILO practice, the relationship between the ILO and the United Nations, and the historical background and realities of the situation. They shared the view expressed in paragraph 14 of the Office paper that the General Assembly's decision regarding the representation of China operated in relation to the ILO only as a recommendation and had accordingly determined their position not in meek acceptance of a decision taken elsewhere but on their own appraisal of the situation.

As regards the Governing Body's immediate responsibilities in relation to the action to be taken by the ILO following the General Assembly's decision, they endorsed the considerations set forth in paragraphs 17 to 22 of the Office paper.

Though the problem was essentially a political one, it had the effect of translating itself into a constitutional problem at the ILO; but while the General Assembly resolution had effected a change in the representation of China in the United Nations it had done no more than that, and neither in the United Nations nor in the ILO - of which China had been a Member since 1919 and in which it held a non-elective Governing Body seat - was there any question of the admission or expulsion of a member State.
The Workers considered that the General Assembly had recognised the realities of the situation, and after lengthy group discussions they had decided that the ILO should similarly recognise the Government of the People's Republic of China as the sole representative of the people of China.

The ILO should not repeat the political discussions which had taken place in the General Assembly. In the Governing Body and at the Conference the Workers had consistently supported the position adopted by the Conference Credentials Committee as set out in paragraph 11 of the Office paper, and that attitude reflected a consensus arrived at in full independence. In the same spirit, they were now urging a course of action consistent with that taken by the United Nations on an essentially political issue. It was not a matter of preference for one government over another but of a conclusion reached after careful and dispassionate assessment of a situation which for some of them had understandable emotional overtones, covering not only the legal but the factual aspects.

They therefore found no difficulty in referring to another fact - the existence of the people and workers of Taiwan and their continuing need for ILO protection.

As to the People's Republic of China, they trusted that its Government would fully honour its obligations under the ILO Constitution and under all international labour Conventions ratified by China and would fully respect the principle of tripartism.

The Workers' group accordingly proposed, first, that the Governing Body should take a decision now on the matter before it and, secondly, that it should decide to recognise the Government of the People's Republic of China as the representative government of China.

Mr. Bergentröm associated his group with the view, just expressed by Mr. Morris, that the ILO was not bound by any resolution of the United Nations General Assembly: it was a fully autonomous organisation and need do no more than take account of such resolutions.

While the majority of the Employer members believed that the Governing Body was competent to decide the matter at its present session, the group needed further information before finally determining its position.

First, the Employers wished to know whether the Government of the People's Republic of China would accept membership of the Governing Body and the ILO if it were offered such membership and, if so, when it would send its representatives. Had the Director-General been in touch with Peking on those matters?

Secondly, was the Government of the People's Republic of China bound by the Constitution and prepared to honour its constitutional obligations, and what was the position regarding the international labour Conventions ratified by China over the past twenty years?

Thirdly, what would be the situation in regard to China's financial obligations should that Government be recognised as representative of the people of China?

Finally, what would be the position with regard to ILO technical assistance?

Mr. Parodi welcomed the extremely useful paper submitted by the Director-General because it was desirable for the question to be settled quickly.

He did not relish having to advocate a solution which would entail the immediate withdrawal of those who had hitherto represented the people of China in the Governing Body and with whom for some twenty years other participants in ILO meetings, and his own countrymen in particular, had enjoyed excellent relations. The French Government representatives would find it difficult to accept a resolution couched in terms in any way offensive to their colleagues from Taiwan.

As regards the Governing Body's competence to decide the question at issue, several members apparently queried it on the ground that the Governing Body possessed only the powers expressly conferred on it by the Constitution, and they went on to argue that the competent body was the Conference, which normally dealt with such questions through its credentials procedure.
The French Government found this interpretation far too narrow. The meaning of Article 8 of the Constitution, which made the Director-General subject to the instructions of the Governing Body, was that when required to take an urgent decision on a matter outside his competence he should seek the Governing Body's instructions. In any organisation there had to be a body competent to act in an emergency, and in the ILO that was clearly the Governing Body, whose competence in the matter derived not only from the broad authority conferred on it by the Constitution but from the prestige it enjoyed within the Organisation.

A possibility might be, of course, to convene the Conference for a special session; but everyone knew that that was out of the question, if only because of lack of funds.

As for the suggestion that a decision should be postponed to the next regular Conference session in June 1972, it was, to say the least, astonishing. How could one seriously countenance prolonging the anomalous situation in which China was represented by different governments in different organisations and, by the same token, putting the ILO in a real predicament, since the question would no doubt come up at the forthcoming Asian Regional Conference and at every subsequent ILO meeting and lead to endless dissension and discord?

That the matter was an urgent one was therefore not open to question, though even if the Governing Body took a decision at its present session the Conference would still be competent to review the matter at its next session through its credentials procedure.

The decision was, moreover, an easy one, since the question had already been settled by the United Nations. It concerned neither the admission nor the expulsion of a member State, but the representation of an existing Member. As Mr. Morris had observed, it was largely a political matter and one which the United Nations, as the political organ of the whole system, was best qualified to decide. That competence had been affirmed by the General Assembly itself in Resolution 396(V) of 14 December 1950, which paragraph 8 of the Office paper reproduced, and the ILO and the other specialised agencies, though they were unquestionably autonomous, had always spontaneously taken account of General Assembly decisions on political matters.

Mr. Persons stressed the point, already made by Mr. Morris and Mr. Bergenström, that though bound to take account of any United Nations decision on the representation of a member State the ILO was not required to follow that decision automatically.

An equally important point, however, was that whatever decision the ILO might take - and it must take a decision - should be taken by the competent body, and the United States Government strongly held the view that that body was not the Governing Body, but the Conference.

The Governing Body, under the Constitution, was charged with a number of specific responsibilities, such as control over the conduct of the Office, the appointment of the Director-General and the approval of the Staff Regulations. On previous occasions some had expressed the wish that these responsibilities be exercised by the Conference under the generalised cliché that it was the "supreme body" of the ILO. Yet as long as the Constitution was adhered to they would go on being exercised by the Governing Body, which in these areas was indeed the supreme ILO organ.

On the other hand, there was only one ILO organ to which the Constitution assigned responsibility for the approval of credentials, and that was the Conference. Had it been intended that other ILO bodies should decide questions relating to credentials or the representation of a member State, the Constitution would have so provided.

Thirdly, the precedent set by the Governing Body when, at its 114th Session (March 1951), a formal protest was lodged by the Polish Government representative against the presence of the representative of the Government of the Republic of China in the Governing Body, showed that it believed itself competent only to take note of the protest. Following the ruling of the Chairman, which the French Government had supported, the Governing Body had held that the question of the representation of China fell within the competence of the Conference.
It would be a sad day in ILO history if the Governing Body abandoned strict adherence to constitutional processes in attempting to decide the essentially political question now before it. In today's volatile world other political issues were bound to arise in the ILO. Such a precedent would open the way for similar irregularities in future and might in the long run undermine the Organisation's stability. That was a matter on which all three groups should reflect carefully, and particularly the Employers and Workers, whose participation and rights within the Organisation flowed directly from the Constitution.

For these reasons the United States Government formally moved a draft resolution in the following terms:

"The Governing Body of the International Labour Office:

"Noting that UNGA Resolution 396(V) recommends that the specialised agencies take into account the attitude adopted by the General Assembly on the question of the representation of States:

"Requests the Director-General to refer UNGA Resolution 2758(XXVI) concerning the representation of China in the United Nations to the next session of the General Conference of the International Labour Organisation."

Although, as Mr. Parodi had observed, Article 8 of the Constitution provided that the Director-General was subject to the Governing Body's instructions, its terms related essentially to the efficient conduct of the Office: that could hardly be held to cover such matters as the representation of a member State. Article 10 of the Constitution also empowered the Governing Body to issue directions to the Office, but here again none of the matters specifically listed had any bearing on the question of representation.

The problem at issue was admittedly urgent; but was it to be assumed that whenever an urgent decision was called for the first ILO organ which met should make such a decision pending action by the competent body?

Mr. Coln, speaking for the Governments of Denmark, Finland, Norway and Sweden, expressed the hope that the ILO would admit a change in the representation of China as soon as possible, subject of course to proper observance of constitutional processes.

Since the Constitution did not expressly indicate which ILO organ was competent to decide the question, and since that question was urgent, it seemed only reasonable that the Governing Body itself should take steps without delay to comply with the General Assembly's recommendation. The Nordic countries were satisfied that it would not constitute any infringement of the Constitution for the Governing Body to decide on the matters mentioned in paragraph 17 and the following paragraphs of the Office paper.

Mr. Goroshkin reminded the Governing Body that his Government had for years been calling for the restoration of the lawful rights of the Government of the People's Republic of China in the United Nations and its specialised agencies. It had wholeheartedly supported the General Assembly resolution of 25 October 1971, which recognised the Government of the People's Republic as the sole legitimate representative of China and qualified as unlawful the presence of the representatives of Chiang Kai-Shek in the United Nations and in all the organisations related to it.

It would be just as unlawful for the ILO as for any other international organisation to continue to recognise the representatives of Chiang Kai-Shek. UNESCO had already set the proper example by recognising the Government of the People's Republic as the sole legitimate representative of China. It was therefore surprising to witness the efforts being made to delay the exclusion of the representative of Taiwan on the ground that the Governing Body had no constitutional authority to take a decision. In fact the Constitution did not withhold such authority from the Governing Body, and the USSR Government delegation could not accept Mr. Persons's suggestion that the matter should be deferred for consideration by the Conference at its next session. Such a postponement, as Mr. Parodi had remarked, might have very serious consequences for the whole Organisation, and the Governing Body should, in accordance with the General Assembly's recommendation, recognise forthwith the legitimate rights of the People's Republic of China in the ILO.
Mr. Patcu believed that the historic decision adopted by the vast majority of the General Assembly on 25 October 1971 would greatly enhance the effectiveness of the United Nations system and its capacity to promote world peace.

The Romanian Government had been one of the sponsors of the resolution, and its views were well known. The time had come to abandon the political fiction which had been tolerated for the past twenty years and recognise that the People's Republic of China was a reality of the modern world. The Romanian Government therefore warmly endorsed the words of welcome addressed the day before by the United States Government representative in the General Assembly to the delegation of the People's Republic of China.

The Governing Body must now resolve the question of the representation of China in the ILO by following the example set by the General Assembly. The ILO had invariably acknowledged the General Assembly's leadership in political matters within the United Nations system. That China was one and indivisible, and that its lawful government was the Government of the People's Republic, could no longer be ignored: unless the ILO followed the General Assembly's decision it would be tolerating a political anachronism and blatantly disregarding General Assembly Resolution 396(V). The Governing Body must therefore immediately decide to accord to the People's Republic of China the rights which it already enjoyed in the United Nations General Assembly and Security Council as in UNESCO, the FAO and other international bodies. As Mr. Parodi had pointed out, such a decision was an easy one, since the United Nations itself had already shown the way.

Those who, for political reasons of their own, raised procedural objections based on the Governing Body's alleged lack of competence were merely confusing the issue. In fact there was no provision in the Constitution which precluded a decision by the Governing Body, and if the matter remained unsettled the ILO could expect serious difficulties in the months ahead.

Mr. Cheng Pao-Nan thanked Mr. Parodi for the kind and courteous remarks with which he had prefaced his statement.

The addition of the present item to the Governing Body's agenda was much to be regretted, since it patently fell outside the Governing Body's competence to settle the question of the representation of China in the ILO. His Government strenuously objected to the tendentious and biased analysis in the Office paper, which was obviously designed to lead the Governing Body to hasty, erroneous and illegal conclusions.

The membership of the ILO was governed by Article 1, paragraphs 2 to 4, of the Constitution, which made no provision whatsoever for the expulsion of a member State. Moreover, questions relating to membership should be dealt with exclusively by the General Conference, the supreme ILO organ. None of the twenty articles in the Constitution which defined the Governing Body's responsibilities - Articles 7 to 10, 13, 14, 19, 22, 24 to 34 and 36 - conferred any competence on it to deal with questions relating to membership, the right of representation of any member State or the unseating or expulsion of a member State, and the Governing Body - a body with fairly limited membership - would be seriously usurping the Conference's authority if, for reasons of political expediency, it set the extraordinary precedent of assuming the right to deal with such questions.

The ILO's unique feature was its tripartite structure. Fairness demanded that Chinese employers and workers, who were not represented in the Governing Body, should be given a hearing, and that would be possible only if the General Conference settled the question.

The Government of the Republic of China had met objections to its right to represent the people of China more than 2,000 times at international meetings and conferences in over 20 years and would meet that challenge with the same determination when the question came before the competent ILO body. The question had first been raised at the opening sitting of the 33rd Session of the Conference on 7 June 1950 by the Government delegates of three countries. Since then objections had been made year after year until 1971. In the past 23 years
the supporters of Communist China had lodged 26 protests against the presence of representatives of the Government of the Republic of China at twenty-three ordinary and three maritime sessions of the General Conference. On every single occasion the Conference Credentials Committee had dismissed those protests, and the Conference - but never the Governing Body - had openly debated them until 1956. It was thus well established by precedent that the question of the representation of China should be settled by the Conference.

The Government of the Republic of China found the ILO unduly inclined to follow the decisions of the United Nations. After all, the ILO had its own Constitution, membership, budget, structure, objectives and functions; it had its own history and had developed independently; and it was entirely free to decide whether or not to follow the example of the United Nations. Under Article IV(2) of the Agreement between the United Nations and the ILO, to which paragraph 14 of the Office paper referred, the ILO had undertaken to enter into consultation with the United Nations upon request with respect to recommendations embodied in General Assembly resolutions and to report on the action taken by the Organisation or by its Members to give effect to such recommendations or - and the phrase called for emphasis - "on the other results of their consideration". In other words, there was nothing in Article IV(2) to suggest that a recommendation of the General Assembly was binding on the ILO. This was borne out by the attitude taken by the ILO towards the General Assembly resolution of 1966 which had recommended early alignment of the scales of budgetary contributions of the United Nations and the specialised agencies, but with the proviso that account should be taken of "differences in membership and other pertinent factors". For some years the ILO had been trying to bring its scale of contributions into alignment with the United Nations scale. However, the Conference's decision at its 1971 session to permit certain variations in the ILO scale of contributions for 1972-73 showed clearly that the ILO was by no means bound to follow the General Assembly's recommendations automatically.

Furthermore, General Assembly Resolution 396(V) of 14 December 1950 relating to recognition by the United Nations of the representation of a member State, which laid down general principles and did not deal with the specific case of China, merely recommended that the specialised agencies should take account of the attitude adopted by the General Assembly and did not put them under any obligation to adopt the same attitude.

In dismissing the objections raised to the seating of the representatives of the Republic of China at its 44th to 56th Sessions, the Conference had invoked General Assembly Resolution 396(V). At its 33rd, 34th and 35th Sessions, for example, the Conference had expressly taken account of the "peculiar situation existing at the present time in China, where two governments continue to contend for authority, and of the fact that the Members of the ILO have not adopted a uniform attitude on the subject". The situation had not changed in any way since then. Moreover, the objections to the representation of the Republic of China had invariably been dismissed by the Conference, and not by the Governing Body.

It was contended in paragraph 15 of the Office paper that no question of expulsion arose. That interpretation was clearly belied by the terms of the General Assembly's decision in its resolution of 25 October 1971 "to expel forthwith with the representatives of Chiang Kai-Shek from the place which they unlawfully occupy at the United Nations and in all the organisations related to it".

The Government of the Republic of China, which had its provisional capital at Taipei in Taiwan, regarded the Chinese Communists as a rebel regime. The Communists had made two determined attempts to subjugate the off-shore island of Quemoy - which, by the way, was part of the province of Fukien, not Taiwan. In 1939 they had attacked it with a force of 14,000 men, of whom 7,000 had been killed or wounded and the rest taken prisoner. In 1958 they had blasted it with 475,000 shells ...

Mr. Allaf, on a point of order, said that out of respect for the wishes of many Governing Body members he had made no objection when the representative of Chiang Kai-Shek had taken the floor, though he did not recognise his right to speak. The speaker had now touched, however, on matters which were irrelevant to the subject under discussion by attacking a government recognised by the majority of the Members of the United Nations.
The Chairman asked Mr. Cheng Pao-Nan to speak to the item under discussion.

Mr. Briki protested that the Governing Body should grant a hearing to the representative of an unlawful regime. He would leave the room immediately, and for as long as, and each time that, an unlawful representative of China would address the Governing Body.

Mr. Cheng Pao-Nan went on to say that Quemoy had suffered intermittent shelling since 1958...

Mr. Datcu, on a point of order, objected to the accusations levelled by the speaker against a United Nations Member and to his failure to speak to the item under discussion. Other members, including himself, had scrupulously refrained from engaging in political attacks and it was inadmissible that the representative of an unlawful regime should now exceed the bounds of propriety and risk creating a scandal in the Governing Body.

The Chairman again appealed to Mr. Cheng Pao-Nan to confine his remarks to the subject under discussion.

Mr. Cheng Pao-Nan solemnly declared that his Government was the only lawful Government of China and reiterated its view that the Chinese Communists were a rebel regime.

The suggestion, made in paragraph 17 of the Office paper, that the Governing Body should now take action to avoid any divergence between the position in the ILO and that in the United Nations disregarded not only the need to observe the proper constitutional procedure but the fact that the membership of the ILO and that of the United Nations were not identical.

According to paragraph 18 of the Office paper three matters arose: the representation of China on the Governing Body; the representation of China at the forthcoming Asian Regional Conference; and the determination of the Government to which the Director-General should henceforth address communications to China as a Member of the Organisation. These were simple questions and far less important than the so-called question of China's representation. The answers were, first, that unless the Republic of China was unjustly expelled from the ILO it should continue to represent the people of China in the Governing Body and should occupy China's seat at the Asian Regional Conference and, secondly, that the Director-General should continue to address communications to the Government in Taipei and to the speaker in Geneva.

The question now before the Governing Body was one of unparallelled importance in its history. The Government of the Republic of China intended to fight to preserve its own lawful rights and those of the hordes of enslaved workers in mainland China and of the free workers and employers in Taiwan. Any departure from constitutional processes would run counter to the ILO's basic principle of social justice and leave a permanent stigma on the Organisation. The speaker trusted to the conscience, reasonableness, judgment and integrity of his colleagues in the Governing Body to reject any suggestion that it should arrogate to itself the right to decide the question of the representation of China.

Mr. Faupl could not support the proposal made by Mr. Morris on behalf of the Workers' group, even though he did not take group discipline lightly and deeply regretted having to differ from Worker colleagues in the free trade union movement with whom he shared many convictions. Adoption of that proposal would mean a further serious erosion of the principles of autonomy and tripartism embodied in the ILO's Constitution.

The ILO was by no means bound to accept unquestioningly the General Assembly resolution, a purely political decision which in his view disregarded both reality and justice. The ILO's special mission as part of the United Nations system was to support workers throughout the world in their campaign to achieve social justice and human dignity, and no nation which subscribed to the principles and obligations set out in the Constitution should be denied membership of the Organisation. Yet what would be the effect of following the General Assembly's example? The people of Taiwan would no longer be able to participate in the
ILO's work, even though the Republic of China had been represented in it for nearly 25 years and had never been accused of shirking its obligations.

The interests of the people and especially the workers of China demanded that the free trade union movement of Taiwan should be allowed to associate with free trade union organisations in other ILO member States. As paragraph 14 of the Office paper made clear, neither the United Nations Charter nor the ILO Constitution empowered the General Assembly to impose its will on the ILO, which was therefore free to decide as it thought fit. The only fair as well as legal alternative would be to inform the People's Republic of China that the ILO would recognise its right to representation provided it accepted its constitutional obligations and to allow the Republic of China to continue to be a Member of the Organisation as the representative of the people falling within its territorial jurisdiction. Such a solution would respect the ILO's basic principle of universality, on which the advocates of the expulsion of the Republic of China were conveniently silent.

The General Assembly's decision was tantamount to the expulsion of the Republic of China, however the terms of its resolution might obscure the fact. For his own part, he had never accepted the fiction that the Republic of China represented Communist China, nor that the latter represented the Republic of China. He hoped that the Governing Body would have the courage to take a fair and legal decision rather than one which would have extremely serious consequences for the Organisation in the years ahead.

As any student of the ILO's post-war history well knew, the United States would never have become a Member of the ILO but for the American labour movement's staunch support for the Organisation. Though prepared to continue their support for the ILO provided it remembered that its proper role was to champion the workers' cause throughout the world, American trade unions would feel constrained to think again should the ILO find itself shackled by political decisions, whether taken in New York or elsewhere.

Mr. Allaf hailed the recognition of the People's Republic of China by the United Nations as the most spectacular event in the Organisation's history, marking as it did the end of twenty-one shameful years during which the great Chinese nation had been denied its lawful rights.

Most Governing Body members seemed to have no doubt about the right of the Government of the People's Republic to be the sole representative of China in the ILO. A very small minority was arguing on artificial grounds that the Governing Body was not competent to decide the question. In fact, the only constitutional documents relevant to the question of competence were the three mentioned in the excellent Office paper, namely the United Nations Charter, the ILO Constitution and the Agreement between the United Nations and the ILO. As Mr. Coln had observed, there was nothing in any of these documents to prevent the Governing Body from taking the decision urgently needed on the proper representation of China. Besides, Article 103 of the United Nations Charter provided that, in the event of conflict between the obligations of United Nations Members under the Charter and their obligations under any other international agreement, the former should prevail. The over-riding obligation of Members of both organisations was therefore to follow recommendations contained in General Assembly resolutions, including that of 25 October 1971.

Reference had been made to the Conference Credentials Committee as the only ILO body competent to decide questions of representation. The competence of that Committee was limited, however, to approval of credentials at each Conference session. The question now at issue related not to the representation of a member State for the limited duration of a Conference session, but to the right of a member State to be represented in the Organisation in general.

The Governing Body itself had recognised China to be one of the ten States of chief industrial importance and therefore entitled to a non-elective seat in the Governing Body. Was it not competent also to decide whether the occupant of that seat was entitled to represent the State it had thus recognised? If, as he claimed, Mr. Paupl had never regarded the representatives of Chiang Kai-Shek as representative of mainland China, how was it that he had never objected to their occupying a non-elective Governing Body seat? Or did he consider the secessionist island of Taiwan to be one of the ten States of chief industrial importance?
Had the Chiang Kai-Shek regime claimed to represent only the territorial area under its control, some countries might have conceded its right to do so - though not, of course, the speaker's own country, which regarded Taiwan as an integral part of the territory of China. But that in any case was not its contention, and in the circumstances it could not logically argue that a member State was threatened with expulsion from the ILO, since China as such would of course continue to be represented. Nor was there any question of admitting a new Member: the intention was mainly to restore its lawful rights to the People's Republic.

In view of Article IV, paragraph 1, of the Agreement between the United Nations and the ILO, under which the latter agreed to arrange for the submission of General Assembly recommendations to the Governing Body, the Conference and other organs - mentioned in that order in the Agreement - it was difficult to question the Governing Body's competence to deal with the present issue. It was surprising to hear members who had hitherto questioned the supreme authority of the Conference in regard to important matters such as the appointment of the Director-General, on the ground that such questions were better decided by the Governing Body than by the cumbersome Conference machinery, claiming that the Conference was the competent body in the present instance. True enough, the Constitution as it now stood gave the Governing Body authority to appoint the Director-General; but, by the same token, there was no constitutional provision to prevent it from deciding on the legitimacy of a country's representative on the Governing Body and to the ILO in general in the light of the General Assembly's resolution.

The Governing Body's obligation to abide by the General Assembly resolution of 25 October 1971 derived in part from Resolution 396(V), in which the General Assembly had invited the specialised agencies to take account of its attitude concerning questions relating to the representation of a member State - an invitation noted by the Governing Body itself, the Conference and the Conference Credentials Committee whenever the credentials of the representatives of Chiang Kai-Shek had been challenged. Those representatives had never before objected to the ILO's taking the same attitude as the United Nations towards the question of the representation of China and could not, in good logic, do so now. As Mr. Parodi had said, the Governing Body must take a decision without delay, first because there was no constitutional impediment and, secondly, because failure to do so would have serious consequences.

It was gratifying to note that the Workers' group shared that point of view, and the Syrian Government fully endorsed the substance of its proposal, although the terms of the second clause called for some clarification. Speaking on behalf of the majority of the developing countries, he begged to move a draft resolution sponsored by the Governments of Algeria, Chile, Ecuador, Nigeria, Pakistan and the Syrian Arab Republic, and expressed the hope that the Workers' group would find it possible to support that resolution instead. The resolution was in the following terms:

"The Governing Body,

"Guided by the Charter of the United Nations, the Constitution of the International Labour Organisation and the Agreement between the two Organisations,

"Taking account of United Nations Resolution 2758(XXVI) of 25 October 1971, by which the General Assembly decided to restore to the People's Republic of China all its rights, to recognise the representatives of its Government as the only legitimate representatives of China to the United Nations and to expel forthwith the representatives of Chiang Kai-Shek from the place which they unlawfully occupy at the United Nations and in all the organisations related to it,

"Recalling earlier General Assembly Resolution 396(V) of 14 December 1950, recommending that the attitude adopted by the General Assembly in relation to the representation of a member State should be taken into account in other organs of the United Nations and in the specialised agencies,

"Bearing in mind that China is one of the original members of the ILO, and one of the ten members of chief industrial importance selected by the Governing Body as such, on the basis of statistical considerations covering the whole Chinese territory,
"1. Recognises the representative(s) of the Government of the People's Republic of China as the only legitimate representative(s) of China in the International Labour Organisation.

"2. Requests the Director-General to communicate this decision to the Government of the People's Republic of China and to invite it to designate its representative to occupy China's seat in the Governing Body immediately.

"3. Requests the Director-General equally to communicate this decision immediately to the United Nations, the specialised agencies, as well as to member Governments, and through them, workers' and employers' organisations."

As Governing Body members would see, the proposed text differed from that put forward by the Workers' group solely in that it spelled out in somewhat greater detail the motives underlying the proposed decision and the action the Director-General should take pursuant to it.

On the other hand, he strongly opposed the United States resolution, and in this he felt sure that he was supported by the majority of the developing countries. Adoption of such a text would amount to a dereliction of duty by the Governing Body and lead to a much graver crisis than the one already caused by the United States attitude in another connection.

Mr. Polanco observed that in Resolution 396(V) of 14 December 1950, for which Venezuela had voted, the General Assembly had invited the specialised agencies to take account of its recommendations concerning questions relating to the representation of a member State.

On 6 March 1951, in reply to objections raised by the Polish representative to the credentials of the representatives of China, the Governing Body had decided that the question fell within the competence of the General Conference.

At its 38th Session (1955), following objections concerning the nomination of the Chinese delegation, the Conference had endorsed the Credentials Committee's view that the question was essentially a political one; that, pending a general solution in which the United Nations would take the lead, the ILO should refrain from taking independent action; and that on such a controversial political question the United Nations and the specialised agencies should adopt a uniform attitude. Venezuela had been absent on that occasion and so had not voted for the Conference's decision.

Again at its 42nd Session (1958) the Conference had unanimously endorsed the Credentials Committee's view, this time with the affirmative vote of Venezuela, which had meanwhile rejoined the Organisation.

The ILO had thus adopted a completely consistent attitude - and one regularly supported by Venezuela - towards the question of the representation of China, and had thereby accepted the General Assembly's recommendation that the specialised agencies should take account of United Nations decisions relating to the representation of member States.

At a press conference held on 4 March 1971 the President of Venezuela had stated that in order to enhance its effectiveness the United Nations should aim at achieving universality of membership and ensure the proper representation of mainland China, a populous and powerful nation. The President had therefore announced that Venezuela would not object to the representation of mainland China in the United Nations; at the same time it refused to behave discourteously towards the Government of the Republic of China, with which it enjoyed cordial diplomatic relations.

In the General Assembly Venezuela had again expressed its desire to see the Chinese question settled by the admission of the representatives of the People's Republic of China to the United Nations, provided, however, that the representatives of the Republic of China were not unseated. Unfortunately, that course of action had not won general support, and instead the General Assembly had adopted the resolution of 25 October 1971.

The next day Venezuela had declared in the General Assembly that, while it respected the decision taken and hoped that the participation of the People's Republic of China would lend fresh life and vigour to the United Nations, it
hoped that the United Nations would try to overcome the admittedly serious legal and political obstacles in the way of admitting also representatives of the Government established in Taiwan.

In view of the ILO's consistent position that it would follow the example of the United Nations and of the recent General Assembly resolution, how was China - one of the original Members of the ILO - to be represented in the Organisation, and which body was competent to decide the question? Had China been a member only of the ILO, but not of the United Nations, the legal problems raised would have been different.

In 1951 the Governing Body had decided that the question of the representation of China fell within the competence of the General Conference. If the matter were postponed until the next Conference session, however, it would be impossible to take a decision which would have the same immediate effect as the General Assembly resolution, and the ILO would thus fail to follow the example of the United Nations. The principle of uniformity of approach to the problem demanded an immediate decision, and it therefore fell to the Governing Body to take it. The decision could have been left to the Conference if the General Assembly resolution had not been a mandatory one, with immediate effect. As it was, the decision was an easy one for the Governing Body to take, since it had simply to follow the political decision already taken by the United Nations.

It was a well-established principle of international law that decisions adopted by international organisations concerning the representation of a member State did not in any way impinge upon the decisions made by individual countries in exercise of their national sovereignty.

While associating itself with the hope that the participation of the People's Republic of China would infuse fresh vitality into the ILO, the Venezuelan Government hoped that the Organisation would continue to protect the rights of the workers of Taiwan. It deeply regretted the failure to work out a legal and political solution which would not only have provided for recognition of the rights of the Government of the People's Republic of China but also have permitted the continued participation of the Republic of China in the ILO's work. Venezuela extended its continued friendship and fraternity to the whole of the Chinese people.

The Director-General said that it might perhaps be convenient to the Governing Body if he replied before lunch to the specific questions which had been put to him by Mr. Bergenström at an early stage of the discussion.

He had not been in touch with the Government of the People's Republic of China and had therefore had no possibility of ascertaining their intentions.

The other questions which had been put to him were clearly important questions but they were not questions to which he could responsibly give a firm answer at this stage.

There were, of course, some elements in the position which were so wholly clear as to admit of no discussion. The Constitution of the Organisation bound every Member of the Organisation. It continued to bind every Member of the Organisation irrespective of any change in its government or its representation in the Organisation. Every Member had an unequivocal obligation under the Constitution to pay its contribution to the Organisation promptly and in full. Members of the staff served the Organisation. Their positions on the staff were not in any way affected by changes in the representation of their native lands so long as they continued to give impartial service to the Organisation. Up to this point everything was clear.

The special problems which arose in the present case were on a different footing. What would now happen to the obligations assumed or accruing during the period for which China had been represented in the International Labour Organisation as in the United Nations by a government with no effective control of mainland China, in the event of a change in the representation of China now taking place, as regards finance, as regards Conventions, and as regards operational activities? These were much more complex questions, not covered in the same way by clear principle and precedent and involving conflicting equities concerning which there might be divergent views. These questions, while arising here in the tripartite ILO framework, were not in any way peculiar to the ILO.
arose throughout the United Nations system. It might be assumed that the General Assembly would be called upon to deal with the question of financial obligations in the almost immediate future and its decision would set a pattern which the other organisations of the United Nations family would need to consider. It might be assumed also that the United Nations would be called upon to deal with the effect of treaty obligations assumed by the Republic of China since 1950 and that it would be wise to take into account any decision which it might reach. All of the ILO operational projects in Taiwan were UNDP projects and would therefore be subject to whatever decisions might be taken in the matter by UNDP in accordance with the directives of the General Assembly. In these circumstances it was not practicable to give a firm answer at this stage to questions which arose throughout the United Nations family and which the General Assembly had treated as matters to be negotiated subsequent to a decision on the question of principle.

There was, moreover, a further difficulty.

None of these questions could be answered responsibly without ascertaining the views of all those concerned including the Government of the People's Republic of China. He had no authority to discuss these questions with that Government until a decision had been taken on the matter now before the Governing Body.

In these circumstances the Governing Body would, he was confident, understand that he could not at this stage responsibly give a firm answer to the questions put to him by Mr. Bergenström that morning.

The discussion was adjourned to the following sitting.

The sitting closed at 1.05 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE SECOND SITTING
(Tuesday, 16 November 1971 - 3 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAP, Mr. ANDRIANTSITOHAINA, Mr. BERGENSTRÖM, Mr. BUSTAMANTE, Mr. CHENG PAO-NAN, Mr. DAM-SY-HIEN, Mr. DARSA, Mr. DATCU, Mr. DE BOCK, Mr. ENDMANN, Mr. FAUL, Sir Grant FERRIER, Mr. FOCH, Mr. GARÖES, Mr. GARCÉM, Mr. GEORGES, Mr. GHAYOUR, Mr. GOROSHKIN, Mr. GROS ESPIEL, Mr. HEALY (personal substitute for Mr. HENNIKER-HEATON), Mr. KOKU, Mr. KONATE, Mr. KUNOGI, Mr. LOVE, Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NAYAK, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NOGUEIRA BATISTA, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PIMENOV, Mr. PLANT, Mr. SALVI, Mr. SÁNCHEZ MADARIAGA, Mr. SHIOJI, Mr. SUNDÉ, Mr. TATA, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZOLLNER.

ADDITIONAL ITEM ON THE AGENDA

Representation of China in the International Labour Organisation: Communication and Request from the Secretary-General of the United Nations (concl.)

Mr. Gros Espiéll said that the question of the representation of China was of paramount importance for the ILO's whole future and should be decided exclusively as a question which related to the application in the ILO of the General Assembly resolution of 25 October 1971. His own Government, while maintaining without reservation the position it had taken in the General Assembly, was determined to comply strictly and loyally with the terms of the resolution, whose full consequences it unhesitatingly accepted.

As several speakers had already pointed out, that resolution had nothing to do with the admission or expulsion of a Member of the United Nations or, for that matter, of any of the specialised agencies. Accordingly, any argument based on texts relating to the admission or exclusion of member States was totally irrelevant. The General Assembly resolution simply specified which government should be recognised as representative of a member State; in other words, the question at issue related to the representation of an existing Member.

As was stated in paragraph 14 of the Office paper, the General Assembly's decision operated in relation to the ILO as a recommendation, and that recommendation must be interpreted in the light of the United Nations Charter. Article 58 of the Charter provided that the United Nations should make recommendations for the co-ordination of the policies and activities of the specialised agencies, and the General Assembly's recent resolution clearly fell within the scope of that article. At the same time, however authoritative the resolution might be, the ILO was bound in reaching a decision on the question of the representation of China to respect the principles of its own Constitution and the provisions, particularly Article IV, of its Agreement with the United Nations. While from a political point of view - political in the widest sense - it was inconceivable that the two organisations should adopt divergent solutions to the problem, there still remained to consider how it could be resolved in strict compliance with the relevant legal texts.

Viewed in that light, the question of competence was a very real one, and it was not being raised simply to confuse the issues or delay a decision. The Constitution clearly defined the competence of the various ILO organs. It was not good enough, therefore, merely to assert the supremacy of one organ over another in order to attempt to secure a solution to the point at issue. The problem could thus be settled only by referring to the constitutional provisions governing the competence of each.

1 See first sitting.
As previous speakers had indicated, the problem had been considered before. Thus at the Governing Body's sitting of 6 March 1951, the question of the representation of China having been raised by the representative of Poland, the Chairman had ruled that the question fell within the competence of the General Conference, and the Governing Body itself had endorsed that ruling.

It had been argued during the present debate that the competence of the Governing Body to decide the question could be derived from Article 7, paragraph 3, of the Constitution, which provided that it should determine the States of chief industrial importance. Having decided that China was one of those Members, the Governing Body was also competent, it was claimed, to decide which government should represent that Member. The Uruguayan Government could not support that interpretation. First, Article 7(3) provided that any appeal by a Member from the Governing Body's declaration as to which were the States of chief industrial importance should be decided by the Conference. If the Governing Body based its competence on that article, there was, at least in theory, a risk that its decision would later be quashed by the Conference. Secondly, if the decision as to which government lawfully represented a State did in fact depend on the State's industrial importance that would mean that States could be divided into two groups - those whose representation was determined by the Governing Body and those whose representation was determined by the Governing Body and those whose representation was determined by the Governing Body and whose representation was determined by the Governing Body; this was the reductio ad absurdum of the argument thus put forward.

Article 8 of the Constitution had also been invoked to establish the Governing Body's competence. That article was also inapplicable. It was a general principle of law that no body could give instructions to another which were beyond its own competence. It was therefore begging the question to maintain that the Governing Body was competent to give instructions to the Director-General concerning the representation of a member State.

The Uruguayan Government concluded from its interpretation of these and other provisions of the Constitution that the Governing Body was not competent to take a decision. Some had interpreted Article 3, paragraph 9, of the Constitution as conferring competence on the Conference. That article simply related, however, to the scrutiny of credentials of Conference delegations and was irrelevant to the question of representation: it was one thing to determine whether a delegate had been appointed by his government in accordance with constitutional procedures and quite another to determine whether that government really represented the member State concerned.

In fact, the Constitution appeared to contain no express provisions assigning competence in matters of state representation, and in the absence of such provisions it was necessary to accord implied competence in this regard to the ILO. It was well established in international legal jurisprudence, and confirmed in particular by an Advisory Opinion of the International Court of Justice, that the doctrine of implied competence could be applied to international organisations. Accordingly, there was no doubt but that the Organisiation was competent to decide which government should represent a member State. But which particular organ within the ILO was competent? In view of the capital importance of the question and of the need to consult all member States and all employers' and workers' representatives, the Uruguayan Government believed that the competent body was the most representative ILO organ, namely the Conference.

In its Resolution 396(V) of 14 December 1950 the General Assembly had asserted its own competence to decide questions relating to representation of a State by pointing out that in virtue of its composition it was the United Nations organ in which consideration could best be given to the views of all member States. That resolution set a sound precedent for arguing by analogy that the General Conference of the ILO was competent, and not the Governing Body.
The Uruguayan Government fully appreciated the need for an urgent decision; but urgency was no justification for disregarding the provisions of the Constitution. It accordingly supported the draft resolution submitted by the United States Government. It could, however, support any proposal that might be made to convene a special session of the Conference — despite the serious financial problems which would raise.

In concluding, he reaffirmed his Government's desire to comply strictly with all obligations flowing from the resolution just adopted by the United Nations General Assembly, but to do so strictly within the terms of the ILO Constitution, which did not establish the competence of the Governing Body to settle an instance such as the present one.

Mr. Murin expressed gratitude to the Officers of the Governing Body for considering it essential to take account of the request of the Secretary-General of the United Nations and to add the item under discussion to the agenda of the current session. He also associated himself with previous speakers who had congratulated the Director-General on his objective and useful report, which did not prejudice anything but set out the whole past history of the issue.

Twenty-two years had elapsed since the Minister of Foreign Affairs of the People's Republic of China had officially notified the United Nations of the historic change which had taken place in his country. The Central Government of the People's Republic of China had then become the only legitimate Government of China, and the representatives of the Kuomintang had lost their entitlement to represent China in the United Nations and other agencies, including the ILO. The views of the Socialist countries, including the Czechoslovak Socialist Republic, concerning the representation of China had frequently been urged upon the General Assembly of the United Nations and other international bodies, including the Governing Body of the ILO. Yet for over two decades the People's Republic of China had been denied the right to occupy its proper place in the United Nations and other agencies, including the ILO. Contrary to the Charter of the United Nations and to the Constitution of the ILO the proper place of China in those organisations had for over 20 years been occupied by persons who had never been representative of anybody. The decision of 25 October 1971 had established the necessary political conditions for rapid and sound settlement of the present issue, which was important not only for political, ethical and social reasons but also because the effectiveness of all organisations in the United Nations family, including the ILO, depended on it.

No question arose concerning the rights of any State other than the People's Republic of China, since Taiwan was not a State but a province of China. The only question was and always had been who was entitled to represent China within the Organisation. The only acceptable decision would be to recognise without delay the legitimate rights of the People's Republic of China in the ILO and immediately to unseat the representatives of Chiang Kai-Shek in the Governing Body. He supported the views put forward by Mr. Parodi in a most eloquent statement, as well as those expressed by the representatives of Denmark, the USSR, Rumania and Syria, and categorically opposed the attempts being made to defer a decision. He was prepared to support the proposal which had been put forward by the Workers' group, subject to certain slight amendments in the second clause. He was also willing to support the resolution introduced by the representatives of the developing countries.

Mr. Sánchez Madariaga recommended adoption of the Workers' proposal. Its formulation was simple, balanced, responsible and impersonal, and it did not need to be supplemented by passages from other proposals since it followed logically from the clear and comprehensive Office paper. The main requirement was to act without delay in accordance with the Agreement between the United Nations and the ILO as it affected the present issue. There had in the past been many objections to the credentials of delegations attending the Conference as representatives of China, and the Credentials Committee had repeatedly asserted that in deciding such political issues the ILO, as a specialised agency, should follow the lead of the United Nations.
Some previous speakers had suggested that a decision should be postponed, often using irrelevant arguments, since the question was not whether to admit a new Member but to determine by whom a Member of long standing should be represented. On the basis of statistics relating not only to Taiwan but to the whole of mainland China, the Government of the Republic of China, which was in fact established in Taiwan, held a seat as a Member of chief industrial importance, not as a result of election by the Government Electoral College of the Conference but as a result of a decision of the Governing Body itself, which was therefore undoubtedly competent to take a decision on representation in accordance with the resolution of the General Assembly of the United Nations. A decision was urgent in view of the need to ensure Chinese participation in the forthcoming Asian Regional Conference.

Mr. Ago observed that a wide consensus had been reached at least on the proposition that the International Labour Organisation was bound to follow the decision taken by the General Assembly of the United Nations with regard to the representation of China.

It was true that the ILO was a distinct entity with a structure of its own, of which it was proud. Admittedly, it was fully competent to take its own decisions. It was also true that there were States that were Members of the ILO without being Members of the United Nations. It was nonetheless inconceivable that the various agencies in the United Nations family should apply different criteria in determining which government was entitled to represent a Member State. The entire United Nations system would fall prey to disorder if it were accepted that a State Member of several organisations all belonging to the same system might be represented by different governments in those various organisations. The ILO, at any rate, had always recognised that it was for the General Assembly of the United Nations to give a lead in such questions.

The sole question, therefore, was whether the decision could be taken by the Governing Body or whether the ILO Constitution contained provisions reserving that power for the Conference.

It was worth mentioning once again that the question before the Governing Body was not that of admitting a new Member but of determining which government was entitled to represent the State of China in the Organisation, of which it had always been a Member.

Nor did it help to argue that the question was one of credentials governed as such by Article 3, paragraph 9, of the Constitution. That paragraph had nothing to do with the determination of which government was entitled to represent a member State in the Organisation and to appoint delegations to ILO meetings. It related to a much more limited question, namely whether the delegation sent by a given government to a given session of the Conference had been appointed by that government in conformity with the rules applicable. Obviously such a verification of credentials could be carried out only by a committee appointed by the Conference itself, at the session in question.

Reference had been made to precedent. It was true that a similar situation had arisen in the ILO in the fifties. At that time, however, the vast majority of the Members of the Organisation had regarded the Government of the Republic of China as the representative Government of China. This point of view was reflected in Resolution 490(V) of 19 September 1950, by which the General Assembly had resolved that pending its decision on the report of a special committee set up to consider the question, the representatives of the Republic of China should be seated in the General Assembly with the same rights as other representatives. The International Labour Conference had already had before it an objection lodged by certain government representatives to the presence of the representatives of the Republic of China and had rejected that protest. The Governing Body, meeting after the General Assembly had adopted Resolution 490(V), had certainly not been qualified to take a decision different not only from that adopted by the International Labour Conference but from that since taken at the United Nations. Thus no parallel could be drawn with the current situation.

There was no provision whatsoever, whether in the Constitution of the ILO or anywhere else, which reserved a decision concerning the representation of China to the Conference, even the Governing Body, which was the first ILO organ to have met after the General Assembly had taken a decision, therefore seemed fully competent to take a similar decision.
Since he had often in the past stressed the importance of the Governing Body's role within the Organisation, he would now surprise no one by saying that it was not only the Governing Body's right but its duty to take a decision. The circumstances called for such a decision; it could be neither postponed nor referred to another body. He was fully satisfied with the clear and concise proposal put forward by the Workers' group.

Mr. Nogueira Batista observed that in the past the ILO had dealt with the question of the representation of China in the light of two basic considerations. The first was that the ILO should bear in mind the action taken by the United Nations. The second was that the Conference, and not the Governing Body, was the competent body to decide on the question of which government represented a member State. He drew specific attention, in that connection, to the decisions taken by both the Conference and the Governing Body in 1951.

The action taken on 25 October 1971 by the United Nations General Assembly undoubtedly made it imperative that the ILO should take a final decision on the question of the representation of China, and the Director-General had acted both wisely and responsibly in bringing the matter to the Governing Body's immediate attention.

In his presentation of the matter, however, the Director-General had implied that the Governing Body should assume the responsibility of that decision. In the opinion of the Brazilian Government, the Governing Body was undeniably entitled to discuss the issue and even to make recommendations to the Conference. The latter could then recommend the convening of an extraordinary session of the Conference to deal with this urgent question: and it could, of course, provide guidelines for the Director-General, on an interim basis, until the Conference met in either an ordinary or an extraordinary session.

What the Governing Body could not and should not do, however, was to take a final decision on which government should represent a member State, especially if a decision was to be taken in terms which implied the actual removal from the Organisation of the Republic of China, which had for many years participated in the work of the ILO as a permanent member of the Governing Body and which had subscribed to many international labour Conventions.

There was no provision in the Constitution of the International Labour Organisation or in the Standing Orders of the Governing Body for action on such a matter. However, the question was not only a legal one; it was essentially a major political question with many implications, and all member States in their tripartite representation should be given an opportunity to discuss and decide it in the appropriate forum, namely the International Labour Conference. The Governing Body, consisting of only a fraction of the membership, was not politically capable of reflecting the views of each member State in its tripartite representation.

Mr. Petrov felt that the ILO, which was recognised as a specialised agency under Article I of the Agreement between the United Nations and the International Labour Organisation, was clearly concerned by the decision of the General Assembly to restore all its rights to the People's Republic of China, to recognise the representatives of its Government as the only legitimate representatives of China at the United Nations and to expel forthwith the representatives of Chiang-Kai-Shek from the place which they unlawfully occupied at the United Nations and in all the organisations related to it.

The decision called for was not whether the Conference should or should not admit the People's Republic of China to membership of the ILO under Article 1 of the Constitution, but whether certain practical steps should be taken as inevitable concomitants of China's membership of the ILO.

In particular, the question of who should represent China on the Governing Body was one which the Governing Body alone was competent to decide. The representative of Chiang-Kai-Shek should therefore be expelled forthwith and the Government of the People's Republic of China invited to occupy China's seat on the Governing Body.

Mr. Garces considered that, since there was no provision in the Constitution of the ILO determining the competence of the Governing Body in such a matter as the representation or expulsion of member States, any decision on the matter must be taken by the supreme organ of the Organisation, namely its General Conference, to which all Members sent tripartite delegations.
The resolutions of the General Assembly of the United Nations had binding effect in that organisation, but were not mandatory on international agencies like the ILO, which were independent bodies governed by their own Constitutions. General Assembly Resolution 396(V) was, moreover, too imprecise in its wording to provide a basis for action by the Governing Body in the present case.

It was proper for the international organisations to tend towards universality. On the other hand, his Government did not wish a decision gravely affecting the rights of a Member of the Organisation to be taken by an organ without statutory authority to take it. That did not mean that the General Assembly resolution lacked validity, but that its application within the ILO required a prior decision on a constitutional issue by the General Conference. Accordingly, Colombia would vote against any proposal to solve the question of Chinese representation outside the General Conference.

Mr. Cheybani considered that the Office paper provided all the elements needed for a comprehensive and impartial decision.

It was an ILO tradition not to decide any political issue until a decision had been taken by the competent organ of the United Nations. After having, in that spirit, deferred for over twenty years its decision on the representation of China, the ILO could hardly reverse itself by taking a decision contrary to that just adopted by the United Nations organ recognised as competent.

The Government of the People's Republic of China was the only Government entitled to represent China on the Governing Body, and the latter, logically, could do no less than take decisions on the issues raised in paragraph 18 of the Office paper.

Mr. Mirza fully endorsed and warmly appreciated the action taken by the Chairman, with the consent of the Vice-Chairmen, in adding the item on the representation of China in the International Labour Organisation to the agenda of the current session. He also conveyed his appreciation to the Director-General for producing a comprehensive and concise document.

The basic question of Chinese representation in various international organisations, including the ILO, had received a forthright answer from the United Nations General Assembly when it had decided to restore all its rights to the People's Republic of China and to recognise the representatives of its Government as the only legitimate representatives of China to the United Nations, and to expel forthwith the representatives of Chiang-Kai-Shek from the place they unlawfully occupied at the United Nations. That decision was both wise and just. It was based on the recognition of the reality that the Government of the People's Republic of China governed China, and that in accordance with all the accepted principles of international law it was the only authority which should represent China internationally.

He conceded that the General Assembly's decision was not binding on the ILO and operated in relation to it only as a recommendation, on which the ILO had to take a decision itself. In that context two points were relevant. The first was United Nations General Assembly Resolution 396(V), which had established the principle that the attitude adopted by the General Assembly concerning the recognition of the representative of a member State should be taken into account in the specialised agencies. Secondly, at every session of the Conference from 1950 onwards an objection had been lodged concerning the credentials of those who had styled themselves the representatives of China. At each successive session the decision had been postponed on the ground that the General Assembly had not yet taken any decision. Thus the ILO itself had made its decision on the question contingent on the decision of the General Assembly. Consequently, now that the General Assembly had taken a decision the ILO could not escape its obligation to itself to over 750 million Chinese people and to other Members of the Organisation to examine the question forthwith and to take a decision similar to that already taken by two other specialised agencies, as well as by the GATT Contracting Parties on that very day.
Such a decision lay within the competence of the Governing Body for two reasons. First, China was a member of the Governing Body through having been selected by the Governing Body itself as one of the ILO Members of chief industrial importance, on the basis of statistics concerning the Chinese mainland. It would not be a member of the Governing Body in that capacity if it were not accepted that mainland China was China. That being so, only the representative of the Government that controlled mainland China could rightfully claim a seat on the Governing Body, to the exclusion of the representatives of Chiang Kai-Shek, who represented an authority which had left the mainland in 1949.

The second reason was one of precedent. As indicated in the Office paper, a number of changes had taken place in China in the 1920s, and in September 1928 a new representative accredited by a government which in fact had established its authority over the main areas of the country and was generally recognised as the Government of China, had been sent to the Assembly of the League of Nations. In October of the same year the Governing Body had met and the Director of the Office at that time, Albert Thomas, had informed the Governing Body that he "would get in touch with the new Chinese Government and administration". It appeared from the Director-General's paper that this had settled the question of the representation of China at the ILO until 1950.

Today there was a certain parallel. The family of the United Nations in general had taken a decision, and the rightful representatives of China were now representing China at the United Nations. The Governing Body was meeting subsequently, as in October 1928, and if the Director-General had acted on the precedent of 1928 he would have informed the Governing Body that he was getting in touch with the Government of the People's Republic of China and requesting that it claim a seat on the Governing Body. However, the situation was not exactly the same as in 1928, and the Director-General had quite rightly brought the question before the Governing Body. Whether or not the 1928 precedent was regarded as valid, one thing was clear - that no one in the Governing Body had argued at the time that the question should be resolved by the General Conference; the matter had been disposed of merely by a statement of the Director.

On both counts, therefore, it seemed that the Governing Body was fully competent to take a decision and should do so.

Mr. Briki, supporting the views expressed by previous speakers, notably Mr. Allaf and Mr. Parodi, and drawing attention to paragraph 17 of the Office paper, stated that the Organisation would be making the greatest mistake in its history if the Governing Body took the politically unacceptable decision of failing to endorse at its current session, as had already been done by UNESCO and GATT, the decision taken by an overwhelming majority at the General Assembly of the United Nations.

His own Government, which had fought ever since its independence, in 1962, for recognition of China's rights at each succeeding session of the International Labour Conference, hailed the United Nations decision as a victory for the forces of freedom and justice, but above all as a victory for the Chinese people, whose ardour, determination and spirit of sacrifice had won them the admiration of the world. The wisdom and realism of the international community had won a belated but comforting victory, which augured well for a new era in international relations. To recognise errors in which one had long persisted was to show a form of political courage which was the essence of human greatness. The fact that hundreds of millions of workers formerly beyond its reach would now give a new dimension to labour problems dealt with by the ILO was a cause for deep satisfaction. At last, it seemed, ILO universality was about to become a dynamic reality.

Mr. Note recalled that a previous speaker had demonstrated in a brilliant speech that no provision of the Constitution expressly empowered either the Conference or the Governing Body to consider the questions now under discussion. Logically, that speaker might have been expected to reach the same conclusion as Mr. Ago, namely that the Governing Body, which had met first, should deal with the matter, and in particular with the question listed in paragraph 18 of the Office paper; for in the absence of any provision specifically asserting or denying the power of either the Conference or the Governing Body to do so, how could it be argued that the exercise of such power by either organ would violate the Constitution?
In reply to another speaker, who had said that in welcoming the delegates of the People's Republic of China one should also ensure that there would be a place for the representatives of the Government established on an island that was an integral part of a big country, he observed that one could not have it both ways. There were not two Chinas but one, which had been a Member of the ILO since the establishment of the Organisation, and the only question was what government should represent it.

That was admittedly a political matter, but all human activities, including such ILO activities as the study or promotion of measures to improve the conditions of workers, were essentially political. Nevertheless, the ILO had perhaps been wise to await a decision by the most appropriate political body, which was the United Nations General Assembly; but now that that decision had been taken, the ILO should conform to it.

Mr. Nayak, as the representative of a government which since 1949 had recognised the right of the Government of the People's Republic of China to be the sole representative of China in the United Nations, believed that its presence there as in the specialised agencies would make the United Nations system more fully representative of the modern world and thus more effective in fulfilling the ideals and objectives for which it had been established. Though as an autonomous organisation the ILO was not bound by the recommendations of the United Nations General Assembly, it could not afford to ignore the present one, which was invested with unusual weight and authority. The General Assembly's decision reflected the will of the world community and called for similar regularisation of the representation of China in the specialised agencies, which was also necessary in the interests of co-ordination and mutual consistency in the United Nations family of organisations. To seek to postpone a decision would show a total lack of realism and sense of proper responsibility on the part of the Governing Body, which had never been precluded, either by the Constitution or by the Standing Orders or by any decision of the Conference, from deciding a question of rightful representation.

The ILO was a tripartite organisation which over a half-century had sought sustenance from the principle of universality, on which the promotion of social justice and the betterment of labour conditions everywhere depended. The ILO could not claim to be fully representative, or fully effective, if a country with a population of 750 million and the largest labour force in the world was not represented in it.

He could not accept the resolution put forward by the United States Government member. He was also unable to accept the suggestion that both of the Chinese governments should be invited to attend the forthcoming Asian Regional Conference, since that suggestion raised once again the question of duality of representation, a concept which had been finally rejected by the United Nations General Assembly. Although the scope and effect of the other two proposals appeared to be largely the same, he supported the one sponsored by the six developing countries because it was more comprehensive.

Mr. Neilan complained that the Governing Body was being asked to take a decision upon insufficient evidence concerning the desire, willingness or ability of the People's Republic of China to become an active Member of the ILO and to occupy a seat on the Governing Body as the Government of a State of chief industrial importance. He had been particularly impressed by the need for information on that score after reading a Reuters despatch of 12 November quoting a United Nations spokesman, according to whom Mr. Chiao, Deputy Minister for Foreign Affairs of the People's Republic of China and head of its delegation at the current session of the General Assembly of the United Nations, had told Mr. Malik, President of the Assembly, that he feared China's unfamiliarity with the United Nations, and its small staff in New York, might make it impossible to participate immediately in the active way that was expected. When Mr. Malik had urged him to try to staff at least the seven main committees of the Assembly, Mr. Chiao had said he would certainly try.
Neither the Office paper nor the statement made by the Director-General at the first sitting covered the preliminary question of whether the Government of the People's Republic of China had applied to take its place in the Organisation. He had been much perplexed to learn that the Director-General had not discreetly approached the Government over the past fortnight through the ILO Liaison Office with the United Nations in New York. He was also somewhat concerned about the passage in the Director-General's statement which indicated that the obligations of the Government that had represented China hitherto might or might not be assumed by the Government which might represent that country in the future.

The speaker identified four fundamental issues that had already arisen in the course of the discussion. First, he did not doubt that the Governing Body could determine which government should appoint a representative to occupy the seat of the government of a State of chief industrial importance, since it was the Governing Body that initially determined which States those were.

Secondly, while he believed that under the Constitution the Governing Body had implied powers to order a change in the occupation of a non-elective seat on the Governing Body, that being a matter within the Governing Body's own jurisdiction, he thought that it would clearly be the responsibility of the Conference to determine which government should appoint a representative to occupy a seat which the Conference itself had elected the Government of a member State in the first place. He still wondered who had the very serious responsibility of determining whether or not the Conference would accept the action or recommendation of the Governing Body regarding the occupancy of a non-elective seat. However, he thought that the Conference would accept, and he was therefore of the opinion that Governing Body action was perhaps necessary provided that the People's Republic of China was interested in assuming its rights and obligations in the ILO within a reasonable time. A number of rather wishful remarks had been made about keeping the Republic of China with its 14 million citizens and its trade unions in the ILO. Certainly that wish might be fulfilled, at least initially, if all that was currently at stake was the occupancy of a non-elective seat on the Governing Body.

Thirdly, he had no doubt that the Credentials Committee of the forthcoming Seventh Asian Regional Conference and 57th Session of the International Labour Conference had full authority to determine who should occupy China's seat.

The fourth issue was the fictional nature of representation in certain cases. All members of the Governing Body who were aware of the circumstances had known for at least ten years that the Government of the People's Republic of China governed a large number of people on the mainland of China, and therefore should probably represent them. They had likewise known that the Government of the Republic of China was sovereign on the island of Formosa or Taiwan, and that its 14 million people might aspire to represent the people of the mainland just as the people of the mainland aspired to represent the people of Taiwan. However, this was only a minor fiction by comparison with others in the ILO, which included in its membership certain allegedly sovereign States which all members of the Governing Body knew were not sovereign. Since in the latter case the Governing Body accepted the fiction, it should not be too harsh towards the Republic of China, which had claimed to represent all the people of China and now found itself in a very difficult position simply because in reality it did not represent those people.

If it was necessary to take a decision on the incomplete information available concerning the intentions of the People's Republic of China, he hoped that in order to save time the decision would be taken on the basis of the simple proposal put forward by the Workers' group.

Mr. Dam-Sy-Hien agreed that as a specialised agency of the United Nations the ILO should be guided by the recommendation of the General Assembly, although the recommendation was not constitutionally binding. On the other hand if it decided, even in such urgent and serious circumstances, to give a seat immediately to China, the Governing Body would be violating the Constitution, which contained no provision giving it such a power, and would be setting a dangerous precedent. Consideration of the question should therefore be postponed to the next session of the Conference.
Mr. Yllanes Ramos noted that under the Agreement between the United Nations and the ILO, the latter, without losing the autonomous character which it derived from the Treaty of Versailles, had become a specialised agency in relationship with the United Nations. Unanimous Conference decisions taken since 1950, in the case of China and in other cases, had established the principle that political matters did not fall properly within the scope of the ILO but within that of the United Nations. Since the United Nations had now decided that the Chinese nation was represented by the People's Republic of China, the ILO should take the decision into account, and the Director-General had acted rightly in bringing the communication of the Secretary-General to the Governing Body's attention.

Under the Constitution the Governing Body had the implied powers required to represent the Organisation between sessions of the Conference, and even during the Conference it continued to be the executive body to which the Director-General reported. Moreover, the Governing Body was expressly empowered, under Article 13 of its Standing Orders and under the Constitution, to determine which were the ILO Members of chief industrial importance whose governments had permanent seats on the Governing Body itself. It was accordingly appropriate that the Governing Body should settle the issue of representation of a member State.

There were at least two reasons for not postponing a decision. First, if the Governing Body did not decide at its current session what government should be invited to represent China at the forthcoming Asian Regional Conference, that Conference might itself, through the credentials procedure, take such a decision as might embarrass the Governing Body at its next session - a somewhat ridiculous position for the Governing Body to be in. Secondly, the Chairman of the Governing Body was required, under Article 26, paragraph 2, of the Conference Standing Orders, to draw up a report on credentials before the opening of a session of the International Labour Conference. Would it be fair for the Chairman to be faced, as he might be, before the opening of the 57th Session with applications from both of the contending governments owing to the Governing Body's failure to take a decision.

The Office paper was incomplete in some respects, though it did throw light on the general problem. However, it was not clear from the Director-General's reply at the end of the first sitting whether there was doubt concerning obligations assumed or accruing with regard to finance and the application of Conventions during the period for which China had been represented by a government with no effective control of mainland China. If it was said that the Government of the People's Republic was not bound by the ratifications or other undertakings entered into by the Government of Taiwan, that implied that there were two Chinas and that the People's Republic, though admitted to the ILO as a consequence of a contrary decision taken by a large majority at the United Nations would nonetheless be a new Member of the ILO, and would therefore be required to communicate its formal acceptance of the obligations of the Constitution as provided for in Article 1, paragraph 3. Such a far-fetched interpretation of the position under international law would be both ludicrous and inconsistent with the rules previously followed in the ILO.

As a matter of common sense, the Governing Body should take a decision on the real problem, namely whether or not the Government of the People's Republic should be invited to represent the member State of China, the nation with the largest number of people in the world, who stood as much in need of social justice as the rest. In the absence of proof to the contrary, and as a matter of principle applicable to all, he would make the important assumption that if the Government in question did send representatives, it would be acting in good faith; that it would abide by the ILO Constitution, fulfil its obligations and exercise its rights; and that the admission of those representatives would not give rise to an undignified celebration or political victory.

He supported the proposal of the Workers' group.
Mr. Waline, agreeing with the position stated by Mr. Ago, recalled that objections to the presence of a delegation of the Republic of China had been lodged at the 33rd (1950) Session of the International Labour Conference in a telegram from the People's Republic of China and in a speech by Mr. Altman, Government delegate of Poland, who had been supported by the Government delegates of Czechoslovakia and Hungary. It was clear from the Credentials Committee's report that the Committee had been quite embarrassed. It had noted that the situation was far from clear; that the Government of the People's Republic of China had been recognised by the governments of only 18 member States; and that a majority of the remaining 43 Members had not yet taken decisions on the question and still maintained diplomatic relations with the Republic of China. After pointing out that the political problem was under consideration in the United Nations, the Committee had come to the unanimous conclusion that the only possible solution was to recognise that the Government of the Chinese Republic had validly nominated representatives of that country to that session of the Conference.

At the 114th Session of the Governing Body (March 1951), Mr. Altman had protested once again, and the representative of the Republic of China had of course replied. After recalling that the question had been raised at the last session of the Conference and would no doubt be dealt with again at its next session some weeks later, the Chairman of the Governing Body, who was then Mr. Troclet, had expressed the view that the Governing Body could only take note of the two statements. Mr. Ramadier had said merely that the French Government supported the ruling given by the Chairman. Nobody else - no Worker or Employer - had spoken. So much for the debate that had been cited as a basis for arguing that the Governing Body had declared that such questions lay outside its competence. The Governing Body had in fact taken an extremely cautious line, leaving it for the Conference to consider a matter which at the time was quite new.

In June 1951 and at the following sessions of the Conference the conclusion of the Committee had been that no decision to propose the invalidation of the credentials of the delegation of the Republic of China could be taken because this essentially political matter had not yet received sufficient consideration in the United Nations. At the 1955 Session, the Committee's report had emphasised the importance of a final solution of the question of Chinese representation in the United Nations and the specialised agencies. The Committee had stated that pending a general solution in which the United Nations would take the lead the ILO should refrain from taking independent action.

The Director-General had rightly pointed out, in paragraph 5 of the Office paper, that the ILO had regarded such questions as political matters in respect of which it should be guided by the United Nations. For 20 years the Credentials Committee had unanimously considered that it could not discuss the credentials of the delegation of the Republic of China because it wished to follow the lead of the United Nations, which had not yet concluded its consideration of the matter; and each year the report had been noted by the Conference without discussion. The ILO could not ignore a United Nations decision which it had been awaiting for 20 years. The international situation had changed considerably since 1951. Although he, like Mr. Parodi and many other members of the Governing Body, had mixed feelings concerning the decision about to be taken, he was sure that the Conference would not be surprised if the Governing Body decided the matter in conformity with a principle proclaimed by the Conference itself for 20 years.

Mr. Cheng Fao-Nan pointed out that the Republic of China had not been an active member of the FAO since 1950. The Director-General of the FAO had merely been authorised to invite the Chinese Communists to become a Member of that Organisation. Although the Government of the Republic of China had signed the final Act of the GATT Conference at Havana in 1948, it had at no time been a member of the GATT.

With regard to UNESCO, the Legal Adviser of that Organisation had stated, before the Executive Board had taken action, that the Board's competence to take a decision on the representation of China in UNESCO, based on Article 5, paragraph 5(b), of the Constitution, would raise serious doubts and would be open to contradiction.
Mr. Persons wished to comment on some points raised by previous speakers. Referring to the remarks made by Mr. Datcu at the previous sitting, he fully associated himself with the position taken by the United States Government delegate to the United Nations General Assembly in welcoming the representative of the People's Republic of China to the United Nations. His Government was not trying to prevent a decision from being taken by the ILO concerning the representation of China, but was merely concerned to ensure that any such decision was taken by the duly authorised body.

The point had been made that since the Governing Body selected the ten States of chief industrial importance it had the authority to determine the representation of those States within its ranks. The determination of the States of chief industrial importance followed a procedure which was outlined in the Standing Orders and which dealt solely with the question of the industrial importance of the States in question. If there was to be a modification by the Governing Body following United Nations action on a question of representation, it was quite clear under the Standing Orders that the Governing Body must appoint a committee to look into the matter, and that the Officers of the Governing Body must first have considered the report of such a committee. Either the Governing Body was contemplating a modification or some other action relating to its own selection of China as one of the ten States of chief industrial importance - in which case the procedure laid down in the Standing Orders was not being followed - or it was contemplating action on the question of representation, which was quite separate. The Governing Body was indeed the supreme authority with respect to certain matters specified in the Constitution; but the question of representation was a matter which in the past had been settled by the Conference, which was therefore the competent body in the matter.

It had been argued that since the ILO had, with respect to the Chinese question, modelled its own position so faithfully on that of the United Nations General Assembly, the Governing Body should continue the practice. There were two answers to that. In the first place, it was the Conference that had the authority to take that decision and not the Governing Body. In the second place, the Conference had not always faithfully followed decisions of the United Nations General Assembly, although Resolution 396(V) had been referred to the Conference by the Governing Body as early as 1951. In 1958 and again in 1959 the Conference had taken a decision different from that of the United Nations General Assembly by not validating the credentials of the representatives of the Government of Hungary. Therefore it could not be taken for granted that a decision of the United Nations General Assembly would necessarily be followed by the International Labour Conference.

Concerning the references by Mr. Waline and Mr. Ago to what had happened in 1950 and 1951, he wished to point out that the question raised by the Polish Government representative in the Governing Body in March 1951 had not been whether the credentials of the representative of the Republic of China were formally valid but whether the Government that had issued the credentials was entitled to represent China on the Governing Body. The Governing Body and its Chairman had appreciated the distinction. They had noted that the question had been raised at the previous session of the Conference, which would no doubt have to deal with it again at its next session, and they had expressed the view that the question was within the competence of the Conference. The situation was the same now, in that the question had been raised at the last session of the Conference and would be raised again at the next, unless the Governing Body intervened at its current session.

As regards Mr. Mirza's reference, on the basis of paragraph 6 of the Office paper, to the manner in which the question of the representation of China in the ILO had been settled in 1928, until it had again been raised in 1950, he observed that in 1928 there had not been two governments contending for representation as the true Government of China. Nor had there been any contention concerning the representation of China in the League of Nations earlier in that year. The position was, therefore, quite different from the present one.

Finally, the decision taken in GATT, to which Mr. Briki had referred, had been taken by the assembly of the Contracting Parties, which was the organ competent to handle the question in that organisation. This underscored once again the main issue, which was not whether a decision should or should not be taken, or whether the decision should or should not be contrary to that taken in the United Nations, but whether it was taken by the competent body in each organisation.
The Chairman suggested that the Governing Body should proceed to take a decision on the various proposals before it. He proposed to treat the operative part of the resolution submitted by the United States Government as an amendment to the first clause of the proposal put forward by the Workers' group and to put it to the vote first.

Mr. Allaf said that after some contact with the Workers' group the representatives of the developing countries and the authors of the resolution put forward on their behalf had requested him to indicate that they would be willing to withdraw their resolution if the Workers' group would agree to reword theirs to read "... to recognise the Government of the People's Republic of China as the only representative government of China in the ILO", i.e. to add the words "only" and "in the ILO".

Mr. Yllanes Ramos pointed out that the resolution had been submitted by the Government members of six developing countries. Mr. Allaf could not therefore claim to speak for all the developing countries represented in the Governing Body unless he was in fact speaking also for countries other than the six co-sponsors of the resolution; clarification of this point would be appreciated.

Mr. Allaf said that the Government members of the Governing Body from developing countries had held two meetings and had instructed him to indicate that the resolution had the support of a majority of the developing countries represented on the Governing Body; that he had done at the morning sitting.

Mr. Nogueira Batista, supported by Mr. Olivieri, Mr. Gros Espiell and Mr. Garcés, wished to make it clear that Mr. Allaf could speak only in the name of the countries that had co-sponsored the draft resolution.

Mr. Gargoum and Mr. Note asked to be included among the co-sponsors.

Mr. Allaf found it regrettable that some of his fellow representatives from developing countries should be raising such objections at a time when an attempt was being made to facilitate the work of the Governing Body by signifying a willingness to withdraw the draft resolution in favour of the Workers' proposal. Some or perhaps most of those representatives had been present at the meeting at which the draft resolution had been approved by a majority of those attending. Moreover, he had introduced the resolution quite clearly in the same terms at the morning sitting, and no objection had been made at that time.

Mr. Ngai-Voueto stated that he had expressed reservations at the meeting of developing countries that morning.

Mr. Parodi said that although he supported the suggestion that the operative paragraph of the resolution submitted by the United States Government should be put to the vote before the other proposals, he could not regard it as an amendment to the Workers' proposal, since it said the very opposite.

Mr. Bergenström first expressed his gratitude to the Director-General for the information provided in his statement at the first sitting. Secondly, he felt impelled to say that the Employer members had listened very patiently to a long debate. It had been interesting to listen to what had been said and also interesting to note what had not been said. He had expected to hear some members who had not in fact spoken.

Mr. Allaf pointed out that if the Governing Body were to vote first on the first paragraph of the proposal put forward by the Workers' group, there would be no need to vote on the resolution submitted by the United States Government member.

By 35 votes to 10, with 2 abstentions, the Governing Body rejected the operative paragraph of the resolution submitted by the United States Government member.

By 35 votes to 10, with 3 abstentions, the Governing Body adopted the first clause of the proposal put forward by the Workers' group and thus decided to take a decision now on the matter before it.

Mr. Cheng Pao-Nan registered a very strong protest against the decision which the Governing Body was about to take on the question of the representation...
of China. Any decision taken contrary to constitutional procedure was illegal and therefore null and void. A question of such importance could only be decided by the Conference, which was the supreme organ of the ILO. The Governing Body, which was the executive organ, was not competent to deal with any questions relating to membership, representation or credentials of member States.

Secondly, the Chinese Communist regime represented nothing but a group of insurgents. It could not represent China in place of the Government of the Republic of China in the world community. For those reasons, he solemnly stated that the Government of the Republic of China would not accept such a decision and that its position in the International Labour Organisation would remain unaffected.

The Government of the Republic of China was a revolutionary Government. It had overthrown the Manchu dynasty at the beginning of the twentieth century. President Chiang Kai-Shek had eliminated the warlords in the twenties. Under his leadership China had fought alone during the thirties against aggression, while in Europe appeasement had been the order of the day. It had fought side by side with its principal allies during the Second World War. President Chiang Kai-Shek had never faltered during the war in the face of military adversity; surrender had never entered his mind. The Government of the Republic of China under President Chiang Kai-Shek was an honourable Government, which did not turn treacherously against its true friends or bite the hand that had once helped it in its difficulties.

In concluding, he expressed his deep gratitude to the members who had lent the representatives of the Republic of China their valuable support. The representatives of the Republic of China would continue to struggle with those like-minded members in the future for the common cause, for freedom and democracy and against totalitarianism in any form, in any country.

(The sitting adjourned at 6.55 p.m. and resumed at 8 p.m.)

Mr. Morris announced that after careful consideration of the amendments to the Workers' proposal moved by Mr. Allaf on behalf of certain of the developing countries the Workers' group had decided not to accept them. However, if Mr. Allaf wished to put the amendments directly to the Governing Body, the Worker members would be prepared to vote on them in the usual fashion.

Mr. Bergström said that the Employers' group could not accept the amendments either. However, a substantial majority of the group was prepared to vote in favour of the second clause of the Workers' proposal as it stood. It had been a very difficult decision to take, at least for those Employer members who had been associated with the Organisation for over twenty years.

Mr. Parodi observed that with or without the amendments the text meant exactly the same thing. Adding the word "only" would make no difference; as for specifying that it referred to representation "in the ILO" it was quite clear that it could refer to nothing else. Subject to this being said, and recorded in the minutes, perhaps Mr. Allaf might be content to accept the Workers' text, which meant the same thing as his own, and on which the Governing Body might then proceed to vote.

Mr. Allaf said that the co-sponsors of the resolution submitted by some of the representatives of developing countries, who felt that their resolution did not differ in substance from the proposal put forward by the Workers' group, were quite prepared to accept that proposal without the two minor amendments they had put forward, particularly as the Employers' group had now happily shown itself willing to subscribe to the general idea of restoring the rights of the People's Republic of China in the ILO.

Mr. Pimenov deeply regretted that the amendments, especially the addition of the word "only", had not been accepted by his colleagues in the Workers' group. They would have clarified the decision, enabled it to fulfil its intended purpose and prevented discussion or divergent interpretations of its meaning.
Mr Datcu also regretted that attempts to make the Workers' text clearer and more explicit had failed. His interpretation of the proposal now before the Governing Body was that there was only one China, that only the Government of the People's Republic of China was entitled to represent China in all ILO activities, and that Taiwan was an inseparable part of the People's Republic of China. On the understanding that nobody in the room had any other conception of the meaning of the proposal, however imperfect it might be, or concerning the action to be taken on it, he could vote for the proposal put forward by the Workers' group.

Mr Murín intended to vote in favour of the proposal on the understanding that the Government of the People's Republic of China was the only representative Government of China in the ILO.

Mr Note wished it to be put on record that there was only one China and that the Government of the People's Republic of China was the only representative Government of China in the ILO.

Mr Goroshkin said that the Soviet Union was in entire agreement with the resolution of the United Nations General Assembly and interpreted the proposal of the Workers' group to mean that the People's Republic of China was the only legitimate representative of China in the ILO.

Mr Ago associated himself with Mr Parodi's appeal. Like Mr Parodi, he stressed the fact that with or without the proposed amendments the meaning of this text was exactly the same. He appreciated very much the wisdom of the representatives of developing countries who had decided to withdraw completely the resolution they had previously submitted and to vote as it stood for the proposal put forward by the Workers' group.

The tone of that day's debate did honour to the Governing Body, and it was important at present not only that the vote should reflect the wide majority that had emerged during the discussion but that the atmosphere should not be spoiled at the last minute. He therefore appealed to the Chairman to bring the present debate to a close, call for a vote and settle the whole issue with the creditable solemnity that had prevailed throughout the day's proceedings.

Mr Briki, who apologised for taking the floor after Professor Ago's appeal, was afraid that if the word "only" was not included in the proposal the way might be open for an attempt to secure acceptance of the two-Chinas thesis if the second China were to call itself Taiwan. Everyone knew that the Government of the People's Republic of China had clearly proclaimed that it would refuse to take its place in the United Nations or in other organisations in the United Nations system if Taiwan as such were represented there. Any debate on the problem posed by the secession of Taiwan would in fact constitute interference in the internal affairs of China; that problem was one for the Chinese people, and no one else, to settle.

He hoped that if the proposal was adopted the Director-General would give effect to it by inviting the Government of the People's Republic of China to take its place in the ILO and its Governing Body and to send representatives to attend the forthcoming Asian Regional Conference and the International Labour Conference.

By 36 votes to 3, with 8 abstentions, the Governing Body adopted the second clause of the proposal put forward by the Workers' group, and thus decided to recognise the Government of the People's Republic of China as the representative Government of China.

Explaining his vote, Mr Morgan stated that the United Kingdom Government had long supported the seating of the People's Republic of China in the United Nations and the organisations linked with it. The representative of the United Kingdom Government had accordingly voted for General Assembly Resolution 2758(XXVI) and had voted for the proposal just adopted by the Governing Body.

1 See above, same sitting.
It was the belief of his Government that in principle decisions on representation in the ILO should be taken by the Conference. Hence a decision relating to representation taken by the Governing Body did not bind the Conference: it should be regarded as being of a provisional character pending action by the Conference. The United Kingdom vote had been cast for the proposal because of the exceptional character of the case. In particular, his Government had noted the substantial majority of votes cast in the General Assembly in favour of seating the People's Republic of China and had also noted that there was a practical need for the Governing Body to take a position in relation to particular matters which fell to it under the Constitution. Since it was not practicable to seek the views of the Conference until the following June, his Government had been prepared to go along with the proposal put before the Governing Body.

Mr. Love stated that because the Constitution of the ILO was not explicit on the points in question the Canadian Government had found it easy to understand the differences of opinion that had developed in the debate on the issue of competence. His Government had come to the conclusion that, however broad or narrow its legal authority might be, the Governing Body had both sufficient competence and a responsibility to take at the current session a decision on the question of Chinese representation that would avoid confusion and uncertainty in the operation of the Organisation which would otherwise have occurred, at least in the short run.

The decision taken was obviously open to review by the Conference, although his Government did not advocate action of that kind. The decision taken today by the Governing Body had been pragmatically necessary and had been neither contrary to the provisions of the Constitution nor prejudicial to the rights of the Conference. In the General Assembly of the United Nations, his Government had voted for the resolution calling for recognition of the People's Republic of China; it had favoured the earliest possible extension of that recognition to the ILO. Having regard to all the known facts and circumstances, it was satisfied that the decisions just taken were consistent with the general Canadian position on the question of Chinese representation in the United Nations family and consistent with the responsibilities of Canada as a Member of the International Labour Organisation.

Mr. Zöllner stated that he had voted in favour of both of the proposals that had just been adopted. The political decision taken by the General Assembly of the United Nations had to be respected, and compliance with that political decision would be in the permanent interest of the ILO. He assumed that all action taken as a consequence of the decision would be strictly within the terms of the ILO Constitution. He believed that the decisions taken on that day by the Governing Body in no way restricted the decision-making powers of the International Labour Conference.

Mr. Persons explained that he had voted against the adoption of the second clause of the proposal submitted by the Workers' group because he believed that the Governing Body did not have the authority to take that decision. He had been disappointed both in the timing and in the nature of the explanations of votes on the first clause of the proposal. Explanations of votes on whether, in principle, the Conference should decide questions of representation might have been more appropriate after that vote. As to the substance of many of those explanations, they seemed to reflect a proclivity to "have your cake and eat it too" in respect of that matter.

Mr. Allaf said he had voted in favour of the proposal adopted by the Governing Body on the following understanding: first, there was only one China; secondly, the only legitimate government representing that one China was the Government of the People's Republic of China; thirdly, the decision just taken by the Governing Body could in no way be different from General Assembly Resolution 2758(XXVI) which had motivated it. The decision therefore implied the restoration of full rights of the People's Republic of China in the Organisation and the expulsion of the representative of Chiang Kai-Shek.
Mr. Nogueira Batista placed on record his vote of abstention on the specific question of which Government should represent China in the ILO.

He questioned whether the Governing Body had the power to take action on a matter of such extreme political and legal importance. For a number of reasons the Brazilian Government felt that the Governing Body had no competence to settle the matter as it had done. Of course, the Governing Body could have discussed the matter and considered it, but the decision should have been left to the Conference, which alone was entitled to take it. What the Governing Body had dealt with in the guise of an issue closely akin to that of credentials was really a much more complex question, namely that of the expulsion of a member State. Unfortunately, neither the Constitution nor the practice of the Organisation allowed such a proceeding. Therefore it would have been wiser to ensure that all ILO member States had an opportunity to express their views on the matter and participate in the decision that had been taken.

The Brazilian Government considered that the observance of constitutional procedure should have prevailed over considerations of political expediency. The Governing Body should be fully aware of the grave precedent it had set by infringing the competence of the Conference on a major political and legal issue. The operational nature of the activities of a specialised agency of the United Nations family was one that called for the widest possible participation of all members of the international community. That was a prerequisite for efficient operation.

For many years the Republic of China had co-operated with international organisations in the negotiation and implementation of many Conventions and agreements. Its exclusion from the ILO could only give rise to serious difficulties in regard to the application of such Conventions. That very point had been recognised by the Director-General at the morning sitting and should not be overlooked owing to its purely technical character, because it would present itself again and again in the day-to-day work of the Office and in the decisions of the countries represented on the Governing Body.

It was in the light of these considerations and of his previous vote against the competence of the Governing Body that he had abstained in the present vote.

Mr. Garcés had abstained in the vote on the second clause of the Workers' proposal because, although it gave effect to a majority decision already taken by the General Assembly, Colombia had abstained in that body also. He did not agree to the Governing Body's taking a decision on representation. The decision was open to review by the General Conference, which was the appropriate body to decide questions of representation.

Mr. Gros Espiell stated that he had voted against the first clause, regarding the competence of the Governing Body, and had abstained on the second clause.

Mr. Murín stated that from the very beginning, and both in the Governing Body and at the Conference, the Government delegation of the Czechoslovak Socialist Republic had actively promoted the restoration of the full rights of the People's Republic of China within the ILO. He expressed the hope that this historic decision would contribute to the settlement of all pending ILO problems.

Mr. Morris extended his congratulations to the Chairman on the way in which he had handled the business on his-first full day in that capacity.

Mr. Koku supported the previous speaker and explained that the Government of Nigeria had fully supported United Nations General Assembly Resolution 2758(XXVI) on 25 October 1971 in the belief that the rights of the People's Republic of China had to be restored in the United Nations system, and hence in the ILO. He had voted in favour of both the first and the second clauses of the Workers' proposal because he believed that it would help to settle the three matters referred to in paragraph 18 of the Office paper. He hoped that the decision would go a long way towards putting the situation of the People's Republic of China in the ILO into proper perspective.

Mr. Bergenström expressed the gratitude and admiration of every member of his group for the manner in which the Chairman had presided over a very difficult sitting.
Mr. Pimenov thought that it was very clear from previous statements that in the Office and in the Organisation as a whole there would be no acceptance of the two-China's policy. By adopting the proposal, the Governing Body had placed it on record that only the Government of the People's Republic of China could legitimately represent China.

Mr. Ngai-Voueto stated that his latest vote was a direct consequence of his vote on the previous question, i.e. he did not accept the thesis that the Governing Body was competent to deal with the issue.

In closing the meeting, the Chairman expressed his feelings of gratitude and appreciation to all members of the Governing Body for their excellent contribution to the debate and thanked Mr. Morris, Mr. Koku and Mr. Bergenström for their kind words.

The sitting closed at 8.50 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO,
Chairman.
MINUTES OF THE THIRD SITTING
(Wednesday, 17 November 1971–11.15 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOHAINA, Mr. BERGENSTRÖM, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DARSA, Mr. DATCU, Mr. DE BOCK, Mr. ERDMANN, Mr. FAUPL, Sir Grant FERRIER, Mr. FOGAM, Mr. GARCÉS, Mr. GARGOUM, Mr. GEORGET, Mr. GHAYOUR, Mr. GONZÁLEZ NAVARRO, Mr. GOROSHKIN, Mr. GROS ESPIELL, Mr. HEALY (personal substitute for Mr. HENNIKER-HEATON), Mr. KOKU, Mr. KONATE, Mr. KUNOGI, Mr. LINGENMAYER, Mr. MAINWARING, Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NAYAK, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NOGUEIRA BATISTA, Mr. OTHIENO, Mr. PARODI, Mr. PINEMOV, Mr. SALVI, Mr. SÁNCHEZ MADARIAGA, Mr. SHIOJI, Mr. SUNDE, Mr. TATA, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZÖLLNER.

Absent: China.

The Chairman announced that the Workers' group had received notice of Mr. Becker's resignation from the Governing Body and had appointed Mr. Eli Moyal of Israel in his stead.

ABSENCE OF MR. SALEM SHITA, WORKER DEPUTY MEMBER OF THE GOVERNING BODY

Mr. Morris asked the Director-General whether he had received since the Governing Body's last session any information on the reasons for Mr. Shita's continued absence, which was causing the Workers grave concern.

The Director-General stated that following the discussion at the last session he had again communicated with the Minister of Labour and Social Affairs of Libya. In reply he had been informed that Mr. Shita, one of a group of 107 persons charged with illegally taking money from the Treasury and with illegal interference in elections, had recently been tried by the People's Tribunal established to investigate cases of political corruption before the Revolution, found guilty and sentenced to one year's detention and a fine amounting to 1,200 Libyan pounds.

The Director-General had then asked the Libyan Government representative on the Governing Body to find out whether or when Mr. Shita would be released.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 183rd Session

The Chairman announced that some last-minute corrections had been received and would be circulated later. The decision on this item would therefore be adjourned. Mr. Allaf hoped that the minutes could be distributed much earlier in future so as to help delegates in reporting on the session. At the Conference and in other international organisations minutes appeared within a day or two.

1 See sixth sitting.
SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour

Mr. Nogueira Batista expressed his Government's keen interest in the efforts of all international organisations to promote the expansion of world trade, which could greatly stimulate economic growth and particularly the creation of employment, in the developing countries. Convinced that because of its basic principles, experience, tripartite structure and traditional concern with employment problems the ILO had a major contribution to make, the Brazilian Government had submitted a draft resolution on international trade and employment to the Conference in 1970. The resolution had not then been adopted for lack of time, but when submitted again to the Conference in 1971 had won the full support of the developing countries and had finally been adopted, though unfortunately with some rather far-reaching amendments. That resolution had called for a study of the relationship between international trade and the World Employment Programme which was now before the Governing Body in the paper submitted by the Director-General. The Brazilian Government rather regretted that the paper did not refer to its initiative in the matter and the support it had received from the developing countries, particularly those of Latin America.

President Senghor's moving and eloquent appeal to the Conference had reflected the developing world's deep anxiety about its grave economic and social problems - many of which fell squarely within the ILO's competence - and had lent decisive support to the resolution sponsored by the Brazilian Government.

The Government viewed the paper with mixed feelings. For all its faults, the paper did highlight some basic problems which would have to be explored further. It demonstrated clearly, for example, that employment expansion must be a primary ILO objective because it led to improvements in social conditions; that a healthy export trade could foster the expansion of production frontiers and transform the structure of developing economies by creating jobs; and that the advanced countries must be persuaded to remove tariff and non-tariff barriers against imports of agricultural produce and manufactured goods from developing countries. It rightly pointed out that the most serious restrictions on world trade were non-tariff barriers against agricultural imports, although it was precisely in agriculture that the developing countries' efforts to expand employment stood the best chance of success in the short term. The paper also highlighted the urgent need to free world trade by putting an end to the many protectionist measures and discriminatory trade practices recently introduced in the advanced countries and by extending the trade preferences enjoyed by the developing countries - which at present related only to tariff barriers and to manufactured goods - often excluding the products of industries with the largest job-creating potential. Finally, the paper recognised that freeing world trade might require some labour force adjustments in the advanced countries, though of course those countries stood to gain eventually from an expansion of trade with the developing world.

The paper suffered, however, from some serious defects. It discussed trade expansion in the rather narrow context of the Employment Policy Recommendation, 1964 (No. 122) and, considering the tremendous scope for ILO action in this field, showed an unduly timid approach.

Back in 1964, the United Nations Conference on Trade and Development had still been discussing the general system of non-reciprocal and non-discriminatory trade preferences on which final agreement had been reached only in 1970. The Employment Policy Recommendation recognised how important expansion of world trade was in creating employment and, in paragraph 32(2), invited the industrialised countries to try to accommodate increased imports from developing countries so as to promote mutual trade and increased employment in the production of export goods. Again, in his Report to the Conference in 1971 on the World Employment Programme the Director-General had stressed how much remained to be done to open up world markets for the developing countries' competitive, or at least potentially competitive, exports. The ILO was indeed firmly committed to an international campaign to expand employment in the developing world by expanding international trade.

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1 See also fourth, fifth, seventh and eighth sittings.
In its preoccupation with the possible effects of trade expansion on the structure of employment in the advanced countries, the Office paper also failed to draw the right conclusions about ways of helping the developing countries. The question of fair labour standards in international trade was certainly worth studying further, especially if that meant closer participation by employers and workers in attempts to free world trade, and the Governing Body might even set time limits for the submission of studies. The Brazilian Government could never agree, however, that commitments in respect of labour standards should be expected in return for further trade concessions. Such a concept of trade reciprocity would be a quite unacceptable innovation at a time when the international community had at last reached agreement on a non-reciprocal and non-discriminatory system of trade preferences.

Even less satisfactory was the suggestion in paragraph 109 of the Office paper that certain ILO bodies should supervise the application of fair labour standards; nor were any arguments in support of it put forward in the paper. The Brazilian Government strongly opposed such a course of action, which would not only be of doubtful constitutional propriety but actually hamper the developing countries' export trade. It therefore wished to record its formal reservations with regard to paragraphs 104 and 113. If the ILO acted along the lines suggested in those paragraphs it might lose the initiative in dealing with matters which fell entirely within its competence, jeopardise the success of the other proposals for action, and betry its solemn pledge to combat poverty and underdevelopment.

On behalf of the Governments of Argentina, Brazil, Chile, Colombia, Ecuador, Uruguay and Venezuela, which had always been deeply aware of the effects of international trade on employment in the developing countries, the speaker submitted the following proposals in place of those appearing in paragraphs 111-113 of the Office paper:

"111. The Governing Body is invited to decide whether it would wish to request the Director-General:

(a) to arrange, in co-operation as appropriate with other international organisations, especially UNCTAD, for the preparation of a study or studies to be submitted to the 185th Session of the Governing Body or, at the latest, to the 57th Session of the International Labour Conference and aimed at:

(i) identification of the main internationally traded goods from the developing countries, liberalisation of the imports of which into industrialised countries, under preferential conditions, would have the greatest impact on the employment situation in the less developed developing countries;

(ii) assessing the order of magnitude of the employment effects in both developing and industrialised countries; and

(iii) analysing appropriate policies for coping with the possible adjustment problems; and

(iv) examining matters relating to fair labour standards in international trade;

these studies to cover not only problems of reducing the displacement of workers and of finding jobs for displaced workers, but also of identifying and overcoming skill shortages which may threaten to prevent countries from taking advantage of access to new markets (paragraphs 88 and 89);

(b) to make proposals to at each session of the Governing Body from time to time for placing the results of studies before appropriate ILO meetings or conferences with a view to tripartite examination of the issues and consideration of ways in which the ILO, especially perhaps by encouraging active manpower policies, might be able to contribute to employment-expanding trade liberalisation (paragraph 91); and

(c) to give special attention to strengthening elements in the ILO's technical co-operation programme and the programme of the International Centre for Advanced Technical and Vocational Training at Turin that directly contribute to export promotion (paragraph 95).

1 Additions to the Office text underlined; deletions in square brackets.
112. The Governing Body is further invited to decide whether it would wish:

(a) to invite the Director-General to prepare for consideration by the Governing Body at its 185th Session a paper in which an attempt would be made to indicate as explicitly as possible:

(i) measures which the ILO would wish to see taken in the area of liberalisation of international trade, such as the progressive elimination of tariff and non-tariff barriers for manufactured, semi-processed and basic products from the developing countries, because of their expected beneficial effects on employment and economic development in developing countries;

(ii) measures which the ILO would wish to see taken to ensure that the fullest possible consideration is given to compensating all those who might be injured by measures of trade policy, and particularly to the employment situation of workers threatened with displacement in importing countries, by means of an appropriate combination of (1) measures to reduce the displacement of workers; (2) measures to provide other jobs (accompanied by retraining facilities and removal grants as necessary) to workers who are displaced; and (3) measures of income maintenance during transitional periods and perhaps indefinitely for workers beyond a certain age or in other special circumstances; and

(iii) measures which the ILO intends itself to take, in co-operation as appropriate with other organisations, especially UNCTAD, to help promote employment-expanding trade;

this paper to be prepared on the understanding that if the Governing Body finds on examination that it can endorse it the paper might serve as an agreed ILO policy statement to be submitted to the Third UNCTAD Conference (paragraphs 97 and 98).

(b) (Delete)

(c) (Delete)

The Chairman said that the Governing Body would examine those proposals after they had been distributed in writing.

Mr. Polanco fully endorsed Mr. Nogueira Batista's statement and the Latin American counterproposals.

As the Declaration of Philadelphia had proclaimed, poverty anywhere constituted a danger to prosperity everywhere. It was also affirmed in the preamble to the International Development Strategy for the Second United Nations Development Decade adopted by the General Assembly in 1970 that the level of living of countless millions of people in the developing part of the world was still pitifully low and that they were often still undernourished, uneducated, unemployed and wanting in many of the basic amenities of life.

The Venezuelan Government could not therefore be content with policies designed merely to augment the developing countries' exports of raw materials, since that would be quite insufficient to create jobs for their millions of unemployed; comprehensive and balanced economic development was the prerequisite of real social progress. But changes in the current trends of international trade could still be highly beneficial to the developing world. At the recent meeting of the Economic Commission for Latin America in Lima it had been observed that in the last fifteen years the developing countries' share of world trade had dropped from 27 to 17 per cent. An increase in that percentage would greatly help the poorer nations in expanding employment and tackling their serious development problems. Nor need such an increase raise the spectre of unemployment in the advanced nations; all the developing countries wanted was to provide stable employment for all.

Finally, the speaker expressed his Government's full confidence in the Director-General's devotion to the cause of progress and in his ability to lead the ILO effectively in its campaign against underdevelopment.

Mr. Morris, on behalf of the Workers, thanked the Director-General for producing a highly interesting and important document designed to focus attention on the close relationship between international trade and the ILO's aim of employment
expansion. Recent events had strengthened the Workers' conviction that close international co-operation offered the only hope for solving the world's economic and social development problems. Tariff barriers and other outdated protectionist measures appeared to have received a new lease of life; they threatened the welfare of developing and advanced nations alike, and the Office paper was therefore most timely, providing as it did an excellent basis for sane and rational international action.

True, the paper could be criticised on the ground of excessive emphasis on traditional economic liberalism, just as some might claim that it favoured state intervention unduly. The Workers, for their part, found it somewhat uncritical of the economic might of multinational corporations. By and large, however, their attitude towards trade liberalisation - meaning wider access of goods to world markets - was a positive one, and they did not consider it incompatible in any way with planned and rational division of labour designed to achieve rapid and balanced economic and social progress.

What mattered most was that the ILO should play its full part in promoting fair labour standards and in curbing international economic exploitation. The Workers, therefore, welcomed the proposals in paragraphs 111 and 112 of the Office paper on the understanding that, beyond creating jobs, the ILO's aim was to bring about decent employment and working conditions. They endorsed in particular the proposal in paragraph 112(b) for the appointment of a tripartite working party.

The paper contained some interesting suggestions for promoting fair labour standards. Unless reasonable criteria could be developed for defining standards, the current worldwide trend towards protectionism might be expected to grow rather than diminish. The Workers' group felt that it might prove advisable to set up a new body similar to the Committee on Freedom of Association to examine questions relating to fair labour standards; and, while prepared to accept the proposal in paragraph 113, they hoped that the Governing Body would also consider other possibilities.

Mr. Bergenström, speaking for the Employer members, welcomed the Office paper as an excellent initial response to President Senghor's stirring appeal to the Conference in June. The problems under discussion were certainly urgent and daunting, and the Governing Body could not hope to complete its examination of them at its present session. In such a vast field there was a danger that the ILO might exceed its competence unless its work was closely and carefully co-ordinated with that of other international organisations. Provided that that was done, and that the ILO confined its attention to the effects of trade on employment - which undeniably lay within its competence - it clearly had a major part to play in this field.

Mr. Gonzalez Navarro welcomed the informative Office paper and hoped that at its next session the Governing Body would pursue its study of the matter. Like the other Worker members, he felt grave concern at the employment problems of the developing countries and the vast economic power wielded by multinational corporations and was most anxious to see the removal of the tariff and customs barriers set up by the advanced nations and the expansion of world trade. These questions were not, of course, new to the ILO, which had already discussed them on many occasions.

In many developing countries national undertakings faced keen competition from foreign companies, whose investments were often uncurbed by legal or other restraints. Venezuelan employers, both large and small, were deeply preoccupied by this situation, and their concern was shared by the trade unions, for whom economic development meant independent national development in which the needs of the human being were the decisive factor. That did not rule out foreign capital investment, provided that its motives were pure and that it remained within the framework of national laws.

While there was much in the Office paper that he could agree with, it was open to criticisms on several counts - first of all because of its emphasis on fears that liberalisation of world trade might cause unemployment in advanced countries and the suggestion that trade unions in those countries might, on that ground, oppose liberalisation measures that they would otherwise have accepted.

The paper also suggested that one reason for the growing unemployment in the advanced countries was unfair competition in world markets by the developing countries, which, while keeping wages low, had made substantial gains in productivity through technical progress. Did that imply that the developing countries must wait
for the advanced countries to end unemployment before they themselves could tackle their employment problems? The 10 per cent tax on imports recently imposed by the United States would seriously curb the developing countries' export trade. It was regrettable that the Office paper should make so much of the advanced countries' fears of unfair competition on the part of the developing countries. In fact, workers in both the developing and the advanced countries had a common interest in development, because the plant and equipment required could be supplied only by industry in the advanced countries, which thus had tremendous scope for expansion of their export trade. Besides, if international trade union solidarity meant anything, workers in the advanced countries should be most anxious to help their comrades in the developing countries to achieve full employment.

As for the section of the Office paper on multinational corporations, it was far too uncritical of their activities in developing countries. Instead of stimulating industrial development and employment creation, such corporations were merely setting up plant for the assembly of foreign manufactures. Following the example of such countries as Argentina, Brazil and Mexico, the developing countries should instead set up their own factories for the manufacture of the parts to be assembled. In the meantime, multinational corporations should co-operate more closely with trade unions in the developing countries in achieving uniformity in wages and working conditions for locally recruited and foreign workers alike and thereby lessen the risk of unfair competition referred to in the Office paper. That, of course, would require changes in the structure of the corporations themselves, but any progress they might make in establishing better relations with local trade unions would ultimately redound to the benefit of workers in developing and advanced nations alike.

Mr. Ghavour, endorsing the statements made by Mr. Nogueira Batista and Mr. Morris, found the Office paper interesting, but timid in its approach to the problems under discussion. Perhaps the Director-General's cautious approach was justified, having regard to the view, often put forward by advanced countries, that economic problems fell outside the ILO's competence. He, for his part, could not share that view: each of the specialised agencies must admittedly keep within its field of competence, but the problems of social development which did fall within the ILO's competence were inextricably bound up with economic problems and their solution depended, for one thing, on giving the poorer nations a more generous share of world trade.

In his brilliant speech at the Conference, President Senghor had made a most welcome appeal to the conscience of the international community. Why had he chosen that particular forum? No doubt he had felt that UNCTAD, GATT and other organisations founded by the industrial powers and largely dependent on them for financial support were less likely than the ILO to understand the problems of the developing countries and to have their interests truly at heart. No one in UNCTAD, for example, was likely to explain labour problems in the developing countries so convincingly as the Workers' spokesman in the Governing Body had just done; that was why those countries could learn so much from discussions in ILO bodies.

The World Employment Programme stood little chance of success unless each country drew up its own employment programme; in a region like Asia, where national conditions varied so enormously, it was inconceivable that employment programmes should be identical in all countries. The special working party proposed in paragraph 112(b) of the Office paper could do useful preparatory work for drawing up suitable national employment programmes. Among other things, it could examine the reasons for UNCTAD's lack of success. The Latin American governments' interesting proposal for co-operation with UNCTAD might also lead to fruitful studies of possible new ways of tackling the problems of economic and social development. Indeed, their proposals as a whole showed the boldness of approach which was vital if the ILO was to come to grips with those problems.

Mr. Tata also found the Office paper somewhat unsatisfactory. As Mr. Ghayour had said, although some development problems fell outside its competence, the ILO was certainly qualified to examine many aspects of the questions under discussion. As anyone who had had a hand in drawing up the Asian Manpower Plan well knew, the problems of employment expansion were closely bound up with economic and financial matters which the ILO could not afford to disregard.

It was sometimes argued that the developing countries owed their difficulties to international factors rather than to their own national policies. In the early years of independence, however, many countries had been more interested in prestige industries, such as civil aviation, which created few jobs. Some had concentrated
on developing heavy industry even though they had lacked the necessary equipment and manpower. Others had introduced state ownership of industry, and while some industries were certainly suitable for state control, in many countries nationalisation of the import and export trade had had the effect of restricting the development of small private enterprises. The international situation could not therefore always be blamed for development failures.

On the other hand, the developing countries did stand to benefit enormously from international action. The ILO could, for one thing, try to persuade GATT and other trade organisations to take greater account of the employment factor in drawing up international trade policies. Encouraging the conclusion of bilateral agreements on the migration of labour, which the speaker had been urging for years, was one approach. Another possibility was for a developing country to supply the labour for the manufacture of goods abroad. India, for example, had sent teams to several foreign countries to set up electrical installations. Again, agreements could be concluded whereby an advanced nation like Japan would supply the plant and India the labour for carrying out a project in a third country—employment thus being provided for Indian workers.

It was a great pity that the developing countries had so far failed to liberalise trade among themselves by setting up institutions like the European Economic Community or concluding trade agreements like those which had worked so well in the Communist world. No serious attempt had been made to set up an African or Asian common market; countries like India and Pakistan, with a fully complementary economy, were nevertheless unable, for all too obvious reasons, to take proper advantage of the situation. Too often national prejudices were allowed to over-ride national interests and to stand in the way of international co-operation.

As for the widespread criticism directed against multinational companies, it ignored the considerable changes which had in fact been taking place in this field. India, for example, did not admit any non-national enterprise with more than half of its capital under foreign control. Correctives of all kinds had been applied, and multinational companies were increasingly giving way to joint ventures in which advanced countries co-operated with developing ones in capital investment projects designed to generate employment. It was all too easy to blame multinational corporations for the widespread unemployment in the developing countries; the report submitted to the President of the United States and mentioned in paragraph 70 of the Office paper might shed interesting light on the subject. True, some multinational corporations might be criticised for their poor industrial relations, and in such cases remedial action was called for; but that was no reason for condemning foreign capital investment in general or capitalism as such.

The working party proposed in paragraph 112(b) of the Office paper should examine the kind of economic and fiscal policies which would stimulate development. The Japanese economy's remarkable recovery from the ravages of war afforded an inspiring example of what really determined efforts to solve economic problems could achieve. Labour-intensive industries were at present experiencing hard times in the developing countries. The cotton textile industry, for example, was suffering badly from the imposition of quota restrictions on the importation of its products and from the manufacture of synthetic fibres. Would it not be preferable for the advanced countries to concentrate on the more sophisticated industries such as the synthetic fibres, heavy chemicals and petro-chemicals industries, and rely on the developing countries for their supply of goods produced by first-generation industries?

The Office paper argued that the developing countries were not exporting enough of their primary commodities. In fact producers of sugar, rice and other foodstuffs were having to keep an increasing percentage of their produce to meet the needs of their growing populations. Instead of exporting primary commodities the developing countries should now try to create jobs by strengthening domestic industry and exporting processed or at least semi-processed products. As a member of an Indo-Japanese trade committee the speaker could testify to the benefits of such a policy for India. Twenty years before, India had commonly exported its iron ore to Japan in unprocessed form, but had now managed to provide more employment for Indian workers by pelletising it before export.

The same employment problems which the ILO mission had encountered in Colombia faced the Asian region. How, for example, could a country like India, whose already vast population threatened to double in under thirty years, ever hope to
achieve full employment? It was no answer for governments to try to control employment levels by putting all kinds of restrictions on free enterprise: the effect was merely to curb the growth of employment and to prevent people from helping themselves.

President Senghor had given a timely reminder of something which had been clear for years, namely that the employment problems of the developing countries were due to shortcomings in both international and national economic policies. The ILO was understandably loath to put the blame on national policies because it did not want to offend governments. It could, however, perform a useful service by at least pointing to errors in national policy-making - without actually criticising governments by name - and at the same time offer positive guidance.

Although in the last resort the developing countries must work out their own salvation, international action could be extremely helpful. An ILO working party, on which the World Bank and other international organisations should be represented, could make a useful start towards developing suitable international measures to meet the formidable challenge of unemployment.

The discussion was adjourned to the following sitting.

The sitting closed at 12.55 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE FOURTH SITTING
(Wednesday, 17 November 1972 - 3.40 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. ALLAF, Mr. ANDRIANTSITOAHINA, Mr. BERGENSTRÖM,
Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DARSA, Mr. DE BOCK, Mr. ERDMANN,
Sir Grant FERRIER, Mr. FOGAM, Mr. GARCÉS, Mr. GARGOU, Mr. GEORGET, Mr. GHAYOUR,
Mr. GOROSHKIN, Mr. GROS ESPIELL, Mr. HEALY (personal substitute for
Mr. HENNIKER-HEATON), Mrs. IONESCU, Mr. KONATE, Mr. KUNOGI, Mr. LINSENMAYER,
Mr. LOVE, Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MOYAD, Mr. MUHR, Mr. MURef,
Mr. NAYAK, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NOGUEIRA BATTISTA, Mr. OTHIENO,
Mr. PARODI, Mr. PIMENOV, Mr. PURPURA, Mr. SALVI, Mr. SANCHEZ MADARIAGA,
Mr. SHIOJI, Mr. SOLOMON, Mr. SUNDE, Mr. TATA, Mr. UKPABI, Mr. WALINE,
Mr. YLLANES RAMOS, Mr. ZOLLNER.

Absent: China.

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour (cont.)

Mr. Gros Espiell praised the intelligent and penetrating analysis contained
in the Office paper. It was an extremely important contribution to the dis­
cussion of a subject which he regarded as one of fundamental importance for
planning the future work of the ILO.

Fully supporting the statements made at the third sitting by Mr. Nogueira
Batista and Mr. Polanco, he observed that it was the Government of Brazil which
had submitted draft resolutions to the Conference in 1970 and 1971 and thus
deserved credit for taking the initiative in the matter. It was surprising
that no reference was made in the opening paragraphs of the paper to the
interesting discussion that had taken place at the Conference on the 1971 draft
resolution. On that occasion many speakers, including at least five or six
heads of Latin American government delegations, had made very full statements
stressing both the ILO's competence to deal with the subject and the need to
face up to the problems of trade and development as the prerequisite of any
sound approach to that of employment.

Although he agreed with the general approach embodied in paragraphs 99 to
103 of the Office paper, he found it most inappropriate to raise, as was done
in paragraph 104, the question of the "commitments in the matter of labour
standards" that "might be asked for as a counterpart for new trade concessions"
and to suggest as a reply the considerations set forth in the following
paragraphs. The proposal in paragraph 113, in particular, was quite unaccep­
table. This was a tremendously dangerous trend of thought. The entire body
of law relating to development, as it had emerged from the first two sessions
of the United Nations Conference on Trade and Development and, most recently, the
Conference of the 77 developing countries just held in Lima, was based on the
premise that the developing countries had an inherent, legitimate and
unconditional right to development.

1 See also third, fifth, seventh and eighth sittings.
In concluding, he affirmed his support for the amended proposals put forward at the morning sitting by the Government representative of Brazil on behalf of the Latin American governments represented on the Governing Body.

**Mr. Yllanes Ramos** concurred with what he understood to be the intention underlying the Office paper, namely that in considering the subject under discussion the Governing Body should remain within the terms of reference of the ILO, as defined in their most extensive sense in Parts II(b) and III(a) and (b) of the Declaration of Philadelphia. It was right and proper for the Organisation to express a view on the employment problem, not only for constitutional reasons but also because it had undertaken to play a part in the Second United Nations Development Decade and because certain bases for ILO action had been established in the resolution concerning the relations between international trade and employment which had been adopted by the Conference on 23 June. However, although the paper was very well conceived in some respects, some parts of it gave cause for real concern.

A number of speakers had already expressed such concern with regard to the section on so-called "fair labour standards". The concept dated from long before the Second World War. It had found incomplete expression in paragraph 103 of the Office paper, which quoted the Havana Charter for an International Trade Organisation, and in paragraph 105. The latter paragraph, incidentally, made a series of points that were not altogether in conformity with the spirit of the Havana Charter. In any case an element of protectionism in that Charter had led to an economic blockade which had not been conducive to peace, even if it had not led to war.

In economic terms, measures to ensure the observance of "fair labour standards" as defined in the paper would amount to anti-dumping action on a scale inversely proportionate to the cost of one of the factors of production, namely labour. That hardly seemed compatible with a basic constitutional principle of the ILO, namely that labour was not a commodity. Mr. Nogueira Batista, Mr. Polanco and Mr. Gros Espiell had very properly taken exception to the approach embodied in this part of the paper, which badly misrepresented the situation and ignored its real causes.

The paper attached little or no importance to the conclusions that had been adopted by the Conference on 23 June, as proposed by the committee which it had set up to discuss the World Employment Programme. In particular the statement in paragraph 5 of the Conclusions that industrialised countries should contribute to the creation of productive employment opportunities in developing countries had been ignored, as had the four important subparagraphs.

He had discovered with surprise and dismay the sections on unemployment in advanced countries (paragraph 66 of the Office paper) and on fears of unfair competition (paragraph 69), and before that the section on the removal of trade barriers in advanced countries (paragraphs 36 to 49). The paper discreetly refrained from characterising as such the act of economic aggression recently committed by a big country which, by raising its import duties by 10 per cent, had damaged and impoverished Latin American economies. While that country had doubtless acted within its sovereign rights, it was also the right of Latin American countries to maintain their attitude with regard to non-reciprocity in international relations. This action, wholly unwarranted by anything the latter countries had done, could hardly be regarded as conducive to social tranquility in Latin America.

By contrast, the paper referred to the harm done by developing countries to industrialised countries and their workers. It regarded almost as an affront to international justice that Latin American countries should be using advanced technology, often imported and sometimes proudly invented on their own, and it was implied that those countries by so doing were harming the interests of the workers in other countries.

What was the object of the document? Was it to arouse the workers of one group of countries against those of another? In terms of workers' incomes, to uphold the privileges of some based on the poverty of others? The Latin American countries emphatically rejected that aspect - which was no doubt unintended - of the Office paper.
When the ILO had been set up, permanent seats on the Governing Body had been allocated to the governments of a group of industrialised countries. Was it excessive to suggest that the only justification for retaining such a constitutional privilege — though one which he doubted might have occurred to the authors of Part XIII of the Versailles Treaty — was an undertaking on the part of those who enjoyed it to show understanding of the needs of others, as the only means of promoting social justice, peace and prosperity? It was for that reason, and no other, that he personally supported the constitutional provision which conferred a special status on the countries which paid for most of the expenditure of the Organisation and bore the major share of the burden of technical assistance to the developing countries.

Those countries had their own obligations: Mexico, for example, was faced with the dramatic problem of providing an additional 700,000 jobs a year for young people entering the labour force. However, the industrialised countries also had an obligation in relation to employment: they had to provide the developing countries, which did not want to beg for their living, with foreign exchange through international trade. To help with the development of developing countries was, in truth, good business for the industrialised countries: that, and not the possible displacement of workers in industrialised countries — who were after all still better off than workers elsewhere — was what the Office paper should have stressed. The workers, manufacturers and governments of Latin America did not object to high standards of living elsewhere, but they did object to being stifled and denied the right to strive for the same standard of living in their own countries. They hoped to attain such a standard by trade. Economic aid had been accompanied by lower prices, and a report prepared nine years before by the United Nations Economic Commission for Latin America revealed that the aid of some big countries — particularly one big country — to Latin America had actually been less by 20 per cent than the drop in the prices of primary commodities exported from the region in the corresponding period. So much for aid.

The Director-General was to be congratulated on suggesting, in accordance with the essential spirit of the ILO, that a paper should be prepared for tripartite examination by a special working party to serve as a statement of policy for submission to the Third UNCTAD Conference and as a distinctive contribution to the joint effort of the international agencies concerned to work out a common approach. The Governing Body might agree immediately to set up such a working party to draft the statement in conjunction with the Office.

While well disposed towards the suggestions made by the Latin American Government members, he did not know whether those suggestions could be approved at the current session without reservations, since they naturally called for extensive examination. He therefore proposed that the remainder of the Office paper, together with the record of the discussion at the current session and the suggestions of the Latin American governments, should be considered further by the Governing Body at its next session.

Mr. Olivieri, who had helped to draw up the suggestions made by Mr. Nogueira Batista, fully supported the latter's statement as well as those of Mr. Polanco and Mr. Gros Espiell. The paper was an interesting contribution on a subject which deserved to be examined in greater depth and in a more balanced manner, as they had suggested. He welcomed the proposed link between ILO activities and the considerable amount of work being done by other specialised organisations, notably UNCTAD, on questions of international trade connected with employment problems. On the other hand, the proposal made in paragraph 113 could not be accepted since it envisaged the setting up of machinery before there had been any thorough study of the implications of the proposed measures.

Mr. Shoji expressed his gratitude to the Director-General for preparing a paper on the social aspects of the current unsatisfactory international trade situation, a subject to which the Workers attached particular importance.
He was deeply interested in the suggestion contained in paragraphs 96 to 98 regarding the preparation of an ILO policy statement for the Third UNCTAD Conference. For the benefit of the special working party which might be established as a result of the Governing Body's discussions, he suggested that the statement should not be exclusively restricted to the effect of trade on employment in developing countries, or, more particularly, to such consequences of trade policy as the possible displacement of workers. It was imperative for an organisation like the ILO to introduce the notion of sustained social progress through the continuous improvement of conditions of work and life for all workers.

He was much attracted to the ideas contained in paragraphs 99 to 110 concerning the establishment of a code of fair labour standards in international trade and strongly supported the suggestion that that concept should be linked with the satisfactory application of selected international labour Conventions—particularly basic Conventions such as the freedom of association instruments of 1948 and 1949.

Finally, paragraph 70 of the Office paper, on the important question of multinational corporations, fell short of the Workers' expectations as expressed in the resolutions adopted at the 56th Session of the Conference and the Ninth Session of the Metal Trades Committee.

Mr. Garces had read with pleasure and interest the important and topical paper submitted by the Director-General. The paper pointed to action which would lead to greater fairness in the world and better opportunities for all its peoples. Not only was peace indivisible, but it was largely based on prosperity and international justice, two fields in which the ILO had a great role to play.

In his speech at the 56th Session of the Conference, the President of Senegal had outlined the problem of world trade in new and perhaps revolutionary terms. The connection between unemployment and the low prices of exports from the developing countries had been stated by a spokesman of indisputable authority. Much of the answer to the problem lay in a rapid liberalisation of trade policies through the reduction or elimination of restrictions on imports by industrialised countries of goods produced by developing countries, and in a stabilisation of the prices of basic commodities. The action taken by Latin American governments in that field had also been of importance, and it was to be regretted that it had not been referred to, however briefly, in the Office paper.

An example of the deteriorating situation of many developing countries was afforded by the comparative price trends for the staple Colombian export of coffee and its imports of tractors: whereas formerly proceeds from the sale abroad of 17 bags of coffee could buy a tractor, at present 54 bags were needed, since not only had the export price of coffee dropped but the tractor had become more expensive. Working along with the Seers mission1 Colombia had developed its agrarian reform scheme and a scheme of urban reform with the dual aim of providing employment and housing, it would be readily appreciated that the present strain on Colombia's foreign exchange resources precluded really vigorous action on those recommendations. The growth of the country's population, which had doubled since 1950, was of course an aggravating factor.

On the basis of his reading of Josué de Castro's epoch-making book on "the geography of hunger", he wondered whether the almost unbridled population increase in developing countries might not be partly due to a low consumption of proteins; the fact remained that food could be bought only with money, which was increasingly difficult to earn.

He associated himself with the observations and suggestions made by Mr. Nogueira Batista and referred also to the main points that had already been commented on by Mr. Olivieri, Mr. Polanco and Mr. Gros Espiell, not to mention the very apposite comments of Mr. Yllanes Ramos. However, the situation was bound to change. There was a new spirit of international co-operation in the world, a new awareness of mutual responsibilities, even a new readiness to make sacrifices. Exaggerated importance should not be attached, as was perhaps done in the Director-General's paper, to the spectre of unemployment, which did admittedly also affect to a not inconsiderable extent the countries regarded as rich. What mattered was that the problem should be approached not in a

1 Towards Full Employment, a programme for Colombia, prepared by an inter-agency team organised by the International Labour Organisation (Geneva, 1970).
narrow spirit of self-protection, to be achieved at the expense of others, but
in the confident belief that greater welfare among all peoples would generate
more trade and ultimately more employment and more wealth. From that point of
view, he was much concerned by the references in paragraphs 99 to 100 of the
Office paper to labour standards and the fear of bringing about unemployment
where there was none. That was one of the reasons underlying the suggestion to
delete the proposal in paragraph 113.

He believed, on the other hand, that a close link between the ILO and
UNCTAD would be of great value, and he attached the greatest importance to
arriving at an agreed statement of ILO policy for submission to the Third
UNCTAD Conference.

One aspect of the matter that had perhaps not been covered in sufficient
detail in the paper was the question of shipping and freight rates. That
question too was of interest to UNCTAD, and should be studied on account of its
considerable effect not only on the cost of raw materials imported by the
developing countries for processing but also on the c.i.f. prices of exports. Small variations in freight rates could have a very serious effect on
developing countries, which were generally a long way from their chief markets.

The ILO could not fail to concern itself with the employment effects of
trade liberalisation in both industrialised and developing countries, and of
appropriate policies for coping with possible adjustment problems. He agreed
that at every session the Governing Body should have before it studies of ways
in which the ILO might be able to contribute to trade liberalisation, and that
it should give special attention to technical co-operation programmes. Colombia
was duly grateful for the technical assistance it had been receiving through the
ILO and hoped it would continue and even increase.

Mr. Wijesinghe cited as evidence of the acuteness of the unemployment
problem in his country the activities of young and unemployed insurgents who
had actually disturbed the employment mission led by Professor Seers. It was
obviously time to draw attention to the matter of employment, and to endeavour
to ensure that at the Third UNCTAD Conference trade problems would not be
tackled without due thought being given to the employment problems of
developing countries.

However, the Employer members were also a little concerned lest the ILO
should attempt to deal with matters that were better dealt with by UNCTAD and
GATT. The Office paper, which was very fine, defined the role of the ILO in
paragraphs 7 and 85 to 87. He would welcome an explanation of the meaning
of paragraph 87(e), which referred to the potential role of the ILO in trying to
meet concern about unfair competition in international trade.

It might be useful for the findings of the Seers missions to Colombia and
Ceylon to be incorporated in the ILO statement for UNCTAD, in as far as they
referred to the effects of world trade on employment in those two countries.

Mr. De Bock warned against placing undue expectations in the lines of
action suggested in the Office paper. He was reminded of a resolution adopted
by the Textiles Committee, with a request that it should be transmitted to
GATT, which had been debated at three successive Governing Body sessions before
being so transmitted, and then with little enthusiasm.

Although not an economist or an expert on the problems of developing
countries, he had noted that for a number of years documents on this sort of
subject had been regularly based on a theoretical pattern of growth. That
traditional pattern was supposed to allow an improvement in the position of
developing countries but had unfortunately not prevented the gap between rich
and poor countries from growing.

In connection with paragraph 111 of the Office paper, he very much doubted
whether the ILO had found the best approach to development and whether due account
was taken of human, social and political factors such as the birth rate,
feudalism, the non-existence of genuine trade unions, the influence of religion
and above all the way of life of the peoples concerned and the difficulty
which they probably had in adjusting to new patterns of economic, social and
political organisation. Were there no experts trying to discover something
better than the traditional approach?
With regard to the stabilisation of commodity markets, it would be desirable in giving effect to the suggestions in paragraphs 111 and 112 to pay particular attention to the influence on employment, economic organisation and financial requirements of trade expansion among developing countries, which was referred to in paragraphs 55 to 62 of the paper. An improvement in international trade should be sought chiefly among the developing countries. With planning, such countries might arrive at some degree of division of labour.

On the other hand, it would be a mistake to overestimate the prospects offered by a liberalisation of trade with the industrialised countries, which had for years taken every possible step to protect themselves against unfair competition. Although countries such as his own were reputed to be rich, they too had their problems. In that country, one million out of the few million that made up the whole population lived below what was nationally regarded as a decent standard of living. Such countries were also faced with economic growth problems when they had to create tens of thousands of jobs. Protectionist measures — such as those taken by the United States to cope with a domestic crisis — were understandable.

Coming to the subject of unfair competition and the maintenance of fair labour standards, he suggested that the working party, if one were set up as proposed in the Office paper, should take into consideration the resolutions adopted at a world conference on multinational corporations that had been held in Geneva by the International Confederation of Free Trade Unions from 24 to 26 June.

He was not particularly pleased with paragraph 113 of the Office paper, but for reasons other than those put forward by Mr. Nogueira Batista. Even though some guidance was given in paragraph 107, it would be inappropriate and rather dangerous for the Committee on Standing Orders and the Application of Conventions and Recommendations to select the international labour Conventions the application of which might be considered tantamount to the application of fair labour standards. In addition, supervision of the application of fair labour standards did not lie within the terms of reference either of the Governing Body Committee or of the Committee of Experts on the Application of Conventions and Recommendations. However, a committee should be set up for the dual purpose of supervising the application of fair labour standards and ensuring that the workers would receive a fair share of the profits of production when working in conformity with normal safety rules.

He had been surprised by some of the statements made during the discussion. The Worker members could not agree with the statements of Mr. Nogueira Batista and other South American members objecting to paragraph 104 and those following it. If the developing countries did not accept fair standards and supervision of their application, they should not count on the support of the workers in industrialised countries. As a trade unionist, he could not agree to workers anywhere living in poverty, and the developing countries should not think that they could export their poverty without compensation for the workers in industrialised countries.

The developing countries undeniably had a right to economic development, but the ILO had a duty to foster social development. This not only was not an automatic by-product of economic development, but often could and did provide itself the drive for economic development, as had been recognised in the Strategy for the Second United Nations Development Decade.

A link had to be established between the advancement of commerce and the observance of certain standards. What did the Employer members think of the role of certain governments which guaranteed foreign investors that the workers would refrain, under duress of course, from all trade union activity in their undertakings? This amounted, in a sense, to selling the workers' rights at auction to attract capital.

It was all too easy to talk always about solidarity. The Worker members were accustomed to not only talking about it, but applying it in practice. A sense of propriety was called for. If the ILO were really to deal with international trade, it should do so on the clear understanding that fair standards must be established, and their application supervised. Otherwise it would be a mistake for the Worker members to co-operate. In fact, if the suggestions of Mr. Nogueira Batista were accepted, he hoped that the Workers' group would refuse to co-operate with the working party to be set up.
Mr. Petrov welcomed the Office paper as a sound basis for pursuing further the question of improving international trade and the terms of aid, and hence the elimination of unemployment.

He shared the concern expressed by President Senghor at the 56th Session of the Conference. So far as Bulgaria was concerned, despite tremendous economic development it was not yet among the most highly industrialised countries. Accordingly Bulgarian exporters, especially of manufactures produced by its new industries, had requested preferential access to the markets of industrialised countries under the general system of preferences established on the initiative of UNCTAD.

Bulgaria firmly supported in word and deed the stabilisation of trade in raw materials and the abolition of the tariff and non-tariff barriers to trade that were maintained by almost all advanced countries. Its own financial aid and technical assistance were necessarily on a small scale but novel in their comprehensiveness, and led to a stable and mutually advantageous division of labour between Bulgaria and the developing countries.

The best means of developing international trade among all groups of countries lay in the universal application of the principles of international trade relations and trade policy adopted by the First UNCTAD Conference. Those principles were in the interests of all countries, especially the developing ones. The ILO should therefore co-operate in promoting their acceptance and application, especially by the advanced countries.

Observance of the UNCTAD principles would do away with many world economic problems, such as those of securing a fair price for raw materials and safeguarding the modest results of multilateral economic co-operation over the last few years. Those results had been imperilled by the inconsiderate decision of the United States Government to shift to other countries - particularly their workers - the difficulties of the United States economy, which were not themselves due to international trade and were not the fault of the developing countries.

It was clearly truer than ever before that the success of any international strategy concerning trade and development depended not only on progress in the settlement of specific technical problems of limited importance but on unity of action among all countries of the world on the basis of agreed principles.

Mr. Allaf expressed his gratitude to the Director-General for the preparation of the Office paper, to the organisations that had lent him their assistance and to President Senghor for raising the subject at the previous session of the Conference. He warmly welcomed the fact that a new, dynamic approach was being made to a most important question, and one which undoubtedly came within the ILO's competence. That competence had been recognised by the Conference through the resolution concerning the relations between international trade and employment which it had adopted at its last session. It was not, as the Director-General had very rightly pointed out in his paper, being suggested that the ILO should undertake an academic or theoretical study of the subject of international trade but that it should concern itself with the effects of international trade on employment, which in turn affected standards of living, especially of the working classes in the developing countries.

He agreed with the pessimistic view expressed in the paper about the conditions of growth of the developing countries and their share in the world export trade. Not only over the last two or three years but ever since the beginning of international action to help the developing countries, the gap between the industrialised and developing countries had continued to widen. In addition, the developing countries were now paying the price of a new trade conflict among the advanced countries. Not only were they adversely affected by the new wave of protectionism, but many of them had kept the meagre earnings of their foreign trade in United States dollars and had suffered losses as a result.

It was also very regrettable that the deterioration in international trade, as well as the current monetary crisis, had occurred at the opening of the Second Development Decade, when developing countries should have benefited from the preferential arrangements in their favour that were referred to in paragraphs 46 to 49 of the Office paper. The developing countries were grateful to those of the advanced countries that had begun to implement such arrangements. However, one of
the richest countries in the world had imposed an additional surcharge on imports from all countries, including the developing ones. The least developed countries were at a further disadvantage because the international prices of primary commodities were being continually reduced by monopolies in the rich countries, which also controlled shipping and could dictate freight rates. In addition, financial aid was subject to many conditions and heavy interest payments.

He hoped that due consideration would be given to the new difficulties caused for developing countries by the enlargement of regional economic groupings of advanced countries, such as the European Economic Community. On the other hand, he was happy to see that developing countries in general were now trading not only with the socialist countries, as his own country had done for many years, but also among themselves. In the area of the Arab Common Market his country, which had recently formed a federation with the Arab Republic of Egypt and with Libya, was now studying a plan for economic integration with those two countries.

Unfortunately many developing countries, such as Viet-Nam, the Arab nations of the Middle East, Rhodesia, Mozambique and South Africa, were subjected to aggression, pressure or interference by or with the support of advanced countries often acting in defiance of United Nations decisions as, for example, in the case of the chrome of Rhodesia or the trade embargo on South Africa. As a result, these nations and peoples could not concentrate on using their resources for peaceful development. The Suez canal, a major resource of the Arab Republic of Egypt, was a case in point: it had not earned a cent for the Egyptian economy since the aggression of 1967, and owing to the situation created by that aggression. In such circumstances, it was no wonder that the developing nations should find it necessary to devote as much as half or two-thirds of their budgets to defence and to postpone sorely needed development projects, refusing as they did to purchase development, employment and higher standards of living at the cost of their independence. The rich nations argued that the development of the developing nations was primarily the latters' own responsibility. That was true, but the advanced countries should at the very least allow the developing ones to pursue their progress in peace.

The Office paper made no claim to cover the whole subject and contemplated further studies by the Governing Body itself and by appropriate ILO meetings or conferences. The present discussion would doubtless prove most useful in orienting these studies.

As regards the suggestions for ILO action contained in the Office paper, he supported the one in paragraph 87(c) that the Organisation should provide technical co-operation within its area of competence to help increase the competitive efficiency and export potential of developing countries and that in paragraph 87(e) that the Organisation should try to meet concern about unfair competition in international trade.

Turning to the text proposed by Mr. Nogueira Batista on behalf of the Latin American Governments, he could see no harm in accepting the proposal to insert a reference to the role of UNCTAD in paragraph 111(a) in the points for decision; nor did he object to the examples proposed by Mr. Nogueira Batista - in connection with paragraph 112(a)(i) - of the measures which the ILO would wish to see taken in the area of trade, although he would prefer to give the Director-General full freedom to develop his own proposals. These would in any case be before the Governing Body at its next session and could at that time be amended as desired.

It was difficult to understand why the Latin American Government members were against the proposal in paragraph 112(b) to set up a working party to examine the proposed ILO policy statement for the Third UNCTAD Conference since, as stated in the Office paper, full account would be taken in drafting the statement of the views and suggestions expressed in the Governing Body.

As a member from a developing country, he was in general well disposed towards any idea coming from developing countries and inspired by a common desire to improve their situation. However, he would appreciate an opportunity to study Mr. Nogueira Batista's proposals more closely, and particularly that aimed at the deletion of paragraph 113 in the points for decision in the Office paper. He would then be in a better position to support such of the proposals as seemed necessary while endeavouring to persuade the representatives of Latin American Governments to postpone or amend those that might not be.
Mr. Abid Ali noted that although aid, employment and labour were also mentioned in the title of the Office paper, most of the text was devoted to trade, much to the satisfaction of some members of the Governing Body.

With regard to the doubts that were still expressed concerning the ILO's competence with regard to trade, it was worth pointing out that as far back as 1958 the Conference had adopted a resolution expressing the belief that an expansion of international trade by promoting higher productivity and a fuller and more efficient utilisation of manpower and material resources would make for higher standards of living and improved labour conditions and thus help in achieving the objectives of the Organisation; and at a recent session of the Textiles Committee the representative of the Director-General had, in drawing attention to this resolution, observed that the interest of the ILO in the question of international trade rested on the fact that it was closely linked with the standard of living of workers in both the developed and the developing countries.

Over the years, many attempts were supposed to have been made in various directions, in various spheres and at various levels to lessen the gap between the advanced and the developing countries. Yet the gap was undeniably widening. Whenever the occasion arose, documents were circulated, big phrases were coined and pleasing statements were made to create hope, but the ultimate result was always disillusionment. A review of action taken in the ILO and other international organisations would readily convince the Director-General, his associates and his counterparts in other organisations that something substantial had to be done within the competence of the ILO as defined in Conference resolutions and in repeated statements of the Director-General and his representatives.

Some five years before, a reorganisation of the international pattern of production had been suggested. There was no valid reason why developing countries should not produce articles at reasonable, competitive prices and ship them to advanced countries where the employment situation was not very serious - in fact relatively satisfactory.

It had also been suggested that the representatives of, for example, the textile or engineering industries of developing countries should discuss with their counterparts in advanced countries how they could help each other, to their mutual benefit. He bore no grudge against the European Economic Community for its growing strength. However, the industries of some developing countries, especially the textile industry in the case of India, had been very adversely affected by it. He and others had tried in vain to convince their friends in the advanced countries that the Declaration of Philadelphia and subsequent declarations should find expression in a real implementation.

The prices of raw materials and agricultural produce should be at proper levels. Yet the price which India could obtain for its exports of sugar, for example, to some extent a source of essential foreign exchange was so low that the Indian consumer of sugar had to be charged an enormous price so that the Indian farmer could obtain a reasonable price for his sugar cane and the Indian worker in the sugar mills a minimum wage.

Endorsing President Senghor's statement that the radical solution for the employment problem in the less developed countries lay in a new strategy for a new system of truly international trade, he supported the approach outlined in the latter part of paragraph 8 of the Office paper. He also agreed with the view expressed in paragraph 24 that for agricultural exporters at least of tropical products the avoidance of excessive price fluctuations and the maintenance of a reasonable parity between the prices of agricultural exports and those of manufactured imports were probably more important than reductions in trade barriers and with the suggestion in paragraph 34 that for tropical products such as coffee, cocoa and tea, which did not compete with products in the advanced countries but were still taxed for revenue purposes, a reduction or abolition of such fiscal charges could help to raise the consumption of those products.

There had been many problems which the United Nations had not been able to solve and although its forces were deployed in many places to prevent armed conflict yet there was no peace. That, however, did not mean that there was no hope and, so far as the problems currently under discussion were concerned, he
felt confident that it should be possible, with some effort, to achieve the kind of result which from time to time testified to the utility of the ILO and the other international organisations.

Mr. Mainwaring welcomed the Director-General's constructive proposals, which fell squarely within the framework of the ILO's concern with employment, social problems generally and social development.

He could not support the proposals submitted by the Latin American Government members because they would tend to prejudge conclusions that might flow from the proposed inquiries and because they penetrated deeply into areas that were within the competence of bodies other than the ILO.

So far as the Director-General's original proposals were concerned, the study referred to in paragraph 111 of the Office paper would undoubtedly be valuable. Did the Director-General intend to have the study carried out relatively quickly, so as to produce findings for the next session of the Governing Body, or did he propose to have it carried out over a longer period? In the latter case, would there be any budgetary implications to consider? In carrying out such a study, the co-operation with other organisations referred to in paragraph 111(a) was especially important. If possible, the study should provide some information on the structure of the industries dealt with and on the extent to which multinational corporations operated in such industries.

With respect to paragraph 112, he was somewhat disturbed by the suggestion that the ILO, which could only reflect the views of the governments of its Members, should convey desires and wishes concerning policy to the very same governments sitting as members of other international organisations, although he recognised that its unique tripartite nature was a factor to be considered in this context. What the ILO could certainly do was to draw attention to information arising from studies undertaken within its competence and to relevant past decisions of the Organisation; and though it was doubtful that it would be able to develop fresh policies at such short notice, it could surely put forward considerations which the Third UNCTAD Conference could profitably take into account.

He supported the proposal to set up a working party, which would be useful even if not essential.

Finally, the proposal in paragraph 113 of the Office paper represented a constructive first step in the study of the question of fair labour standards in international trade, which the paper itself recognised was a difficult one.

Mr. Brück (Observer representing the World Confederation of Labour) was gratified to have received the substantial document in which the ILO had tackled certain important aspects of development. His organisation attached so much importance to development on a basis of world-wide solidarity that it had some years before proclaimed it as its primary objective at all levels. In view of the peculiar position of his organisation vis-à-vis the Workers' group of the Governing Body, he therefore expressed the Confederation's wish that the necessary steps would be taken to enable it to play a full and active part in the studies proposed.

President Senghor's appeal to the ILO had been very explicitly based on the Organisation's ideals and objectives. The ILO was not, of course, directly competent to deal with international trade, and the fundamental aim of its study of trade, aid, employment and labour must be not to discover technical solutions to economic problems but to bring about better living and working conditions with freedom and dignity, on the basis of the constitutional principles reaffirmed in the Declaration of Philadelphia, which defined the specific vocation of the ILO and differentiated it from other bodies in the United Nations system. The main and almost the only criticism that he could make of the excellent Office paper was that it did not perhaps lay sufficient stress on this general and essential proposition. As the "social conscience" of the United Nations system, the ILO should certainly not let itself be outdistanced by the United Nations Conference on Trade and Development, which had asserted in the Report of August 1971 that conditions of work and life should have priority among development objectives. Perhaps the words "and conditions of work and life" might be added to the word "employment" wherever it occurred in the points for decision in paragraphs 111 and 112 of the Office paper.
From the ILO's own particular point of view, trade, aid and employment should be factors in a policy of development based on world-wide solidarity, with international trade an important factor, but not the only one. The whole paper seemed to have been strongly inspired by the traditional theories of economic liberalism, tempered only by a posteriori measures such as those mentioned in paragraphs 75 and 102.

Exports of manufactures and the as yet modest preferences granted to developing countries should be accompanied by the organisation of markets, the fixing of basic commodity prices, long-term purchasing contracts and special measures for developing countries.

He recognised the importance and value of the ideas expressed in paragraphs 55 to 62 concerning the expansion of trade among developing countries. The establishment of regional organisations similar to the European Economic Community would promote not only development but peace in certain parts of the world, provided that such organisations were dedicated to both economic and social progress and that they accordingly arranged for the active participation of the workers in the preparation, execution and supervision of development programmes.

He expressed reservations about paragraph 70, in which multinational corporations were dealt with in a manner that was either unduly idealistic or naive.

The problems of so-called "unfair competition" mentioned in paragraph 69 would be effectively met by the proposals in paragraphs 99 to 110.

With regard to the proposals of the group of Latin American Government members, he entirely shared the concern and views expressed by Mr. De Bock.

The Director-General felt that it might be useful, particularly in view of the consultations likely to take place overnight, for him to comment briefly at this stage on the questions of procedure and timing which had been raised.

So far as co-operation with UNCTAD was concerned, it was clear that in any further consideration of the present subject a special measure of co-operation with that organisation would be called for, and indeed his continuous consultations with the Secretary-General of UNCTAD since the matter had been raised in the Conference in the current year had been of a very special order of importance. At the same time, there had been parallel consultations with a wide range of other organisations directly concerned, including the United Nations itself, OATT, OECD, the World Bank, the International Monetary Fund, FAO, UNIDO and, among regional organisations, both the Organisation of American States and the Organisation of African Unity. Accordingly, the Governing Body might think it wise to give some thought to the question of how any specific reference to UNCTAD which might be included in its decision could be so expressed as not to underestimate or belittle in any way the importance of maintaining with all of the other organisations concerned the very large measure of contact on which effective expression of the ILO's preoccupations in respect of these matters would necessarily depend.

So far as the proposal in paragraph 111(a) of the Office paper was concerned, he doubted that a programme of study such as was envisaged there could be carried out in time to permit anything worth-while to be submitted to the Governing Body at its next session in February-March 1972, but he would most willingly make every endeavour to place something before the Governing Body at its May session. Even so, it might still be little more than a tentative draft, and it would therefore seem advisable not to provide for its submission to the Conference at that stage. He did not propose to seek any new budgetary provision for this work.

Apart, however, from the long-range issues of policy which the proposed programme of study was to explore, it must be borne in mind that the Third UNCTAD Conference was due to take place in the second half of April, and that was why he had proposed in paragraph 112(b) that the Governing Body should at the current session appoint a special working party to examine more thoroughly the kind of statement which might be presented to the Conference on behalf of the ILO.

Some of those who had criticised the Office paper apparently assumed that the Office would be able in the interval between the current and the next session of the Governing Body to produce something meeting so completely with the approval of all its members that the Governing Body would be prepared to transmit it to UNCTAD.
without further consideration in any committee or working party. While flattered by the implied compliment, he agreed with Mr. Yllanes Ramos that if anything worthwhile was to be said on behalf of the ILO at the UNCTAD Conference it must be the result of full tripartite consideration by the Governing Body, including not only a full exchange of views - even a very interesting one such as that now taking place - but the actual drafting of a carefully worded statement; the establishment of an appropriately composed working party to meet immediately before the next session of the Governing Body was clearly an essential element in securing the degree of agreement which this implied.

The question of fair labour standards and the suggestion in paragraph 113 were matters on which there were substantial divergences of view, which might in some cases reflect acute divergences of interest and might perhaps in other cases arise out of misunderstandings. However difficult it might be to deal with those matters in a generally acceptable manner, it would not be wise to give the impression that the Governing Body regarded them as matters of secondary importance by rejecting the suggestion in paragraph 113 and simply providing for the inclusion of the question of fair labour standards in the more general study referred to in paragraph 111, which was in fact designed to deal with matters of a quite different nature. He suggested that before deciding to which committee it should refer the matter of fair labour standards or in what other way it would wish to deal with it, the Governing Body might prefer to ask the Office to produce a fuller paper on the subject, which would then be considered by the Governing Body as a whole before any further decision was taken in the matter.

The discussion was adjourned to the following sitting.

The sitting closed at 6.40 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE FIFTH SITTING
(Thursday, 18 November 1971 - 10.30 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOHAINA, Mr. BERGENSTRÖM,
Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DARSA, Mr. DE Bock, Mr. EAUPL,
Sir Grant FERRIER, Mr. FOGRAM, Mr. GBOGERET, Mr. GHAYOUR, Mr. GOMEZ,
Mr. GONZÁLEZ NAVARRO, Mr. GOROSKIN, Mr. GROS ESPEJEL, Mr. HEALY (personal sub­
stitute for Mr. HENNIFER-HEATON), Mrs. IONESCU, Mr. KOKU, Mr. KONATE, Mr. KUNOGI,
Mr. LINNERN (personal substitute for Mr. ERDMANN), Mr. LOVE, Mr. MAHJOUR,
Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NAYAK, Mr. NEILAN,
Mr. NGAI-VOUETO, Mr. NOGUERA BATISTA, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS
(replaced during part of the sitting by Mr. LINSEMAYER), Mr. PIMENOV,
Mr. SÁNCHEZ MADARIAGA, Mr. SHIOJII, Mr. SUNE, Mr. TATA, Mr. VERSCHUEREN,
Mr. WAINE, Mr. YIJANES RAMOS, Mr. ZÖLLNER.

Absent: China.

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour (cont.)

Mr. Persons found the Office paper useful and interesting and associated
himself with the remarks made by Mr. Mainwaring at the previous sitting concern­
ing the amendments submitted by the Latin American Government members.

As regards the proposal in paragraph 111(a), the Office might perhaps
indicate what studies on these subjects had already been carried out by other
international organisations so that the Governing Body could decide what studies
the ILO might usefully undertake.

As regards the paper proposed in paragraph 112, it would be difficult to
reach a wide measure of agreement on its contents within the short time avail­
able, and he shared the Director-General's view that the Governing Body should
appoint a working party to try to prepare a draft which would have some prospect
of securing general agreement within the Governing Body itself in February-
March.

Fair international labour standards were perhaps one of the most clearly
appropriate fields for ILO action in regard to trade, since the Preamble of the
Constitution and the Declaration of Philadelphia laid down that labour was not
a commodity and that the failure of any nation to adopt humane conditions of
labour was an obstacle in the way of other nations which desired to improve con­
ditions in their own countries: from that point of view the reaction of some
Governing Body members to the proposals on the subject in the Office paper were
rather disappointing. It was to be hoped that the additional paper announced
by the Director-General in his statement at the close of the previous sitting
would not take the line that the concepts outlined in paragraphs 105 and 106 of
the Office paper were mutually exclusive; both should be taken into account.

A number of speakers had appeared to minimise unemployment in advanced
countries due to increased exports from the developing ones as a matter of
legitimate ILO concern. Apart, however, from the lack of realism of expecting
any government to accept readily the prospect of added unemployment for its own
nationals, to attempt to deal with unemployment in certain countries by creating
unemployment in others was surely not consistent with the aims and purposes of
the World Employment Programme.

1 See third, fourth, seventh and eighth sittings.
There had also been references to political events in South East Asia and the Middle East. His only comment on them would be to express the hope that later speakers would show restraint in raising such matters.

As regards the 10 per cent import surcharge introduced by the United States, it affected only 32 per cent of the exports from the developing countries to the United States, as compared with 60 per cent of those from the advanced countries, and it applied neither to duty-free imports nor to those subjected to quantitative restrictions. The measure was needed to remedy the constant deterioration in his country's trade balance, which in the first half of 1971 had taken a dramatic turn for the worse. It had been chosen in preference to some other device because it was easier to administer and could more readily be lifted when no longer needed. It was also less discriminatory than, for example, quota restrictions. The United States fully supported a liberal system of generalised preferences, and its views and proposals had been fully set forth in the competent international bodies.

Mr. Végh Garzón cautioned against excessive optimism over the prospects for trade liberalisation, stabilisation or improvement of commodity prices, or granting of preferences in favour of imports of manufactured goods from developing countries. These matters were all understandably close to the hearts of the developing countries, but they also affected very directly not only the economies of the advanced ones but also social and even political conditions in such countries, whose preoccupations in the matter had been vividly expressed by one of the Worker participants in the discussion. It was fully to be expected that those countries - not excluding the socialist ones - would defend themselves energetically against competition from the developing world.

Nor was it even certain, so far as improvement of commodity prices was concerned, that overemphasis on this objective was a good thing for the developing countries, in so far as it might discourage the processing of raw materials in their countries of origin. Cuba was a case in point: the leaders of the Castro revolution had accused the United States of maintaining the Cuban economy in a state of underdevelopment by buying Cuban sugar at more than the world market price; and yet how many other sugar-producing countries were striving to secure just such a price advantage for themselves?

Admittedly, it was no easy matter for the developing countries to gain access to world markets for their manufactured goods, as witness the experience of his own country, which had hoped to export such goods to the USSR under the modest terms of a £20 million trade agreement, only to find that the Soviet Union was interested in Uruguay solely as a supplier of raw materials, such as meat and wool.

What, then, should be the role of the ILO in regard to all these complex issues? Clearly, it could not concern itself with matters such as the reopening of the Suez Canal, which had been referred to during the discussion, nor with any other matter outside its competence, outside its jurisdiction. More importantly, on such devices as partial arrangements or regional agreements, in co-operation with other competent international organisations such as UNCTAD, UNIDO, GATT or the World Bank.

In this regard, the Director-General had shown the way both in his paper and in his statement of the previous day. In particular, the proposal that the ILO should submit a clear-cut, concrete policy statement to the forthcoming Thirteenth UNCTAD Conference deserved full support.

Mr. Waline, while agreeing with previous speakers that the ILO's competence in such a vast field was limited, pointed out that Conference resolutions, the Preamble of the Constitution and the Declaration of Philadelphia nevertheless called on the ILO to deal with a wide range of problems going well beyond the scope of existing Conventions and Recommendations, viz. the war against want, the achievement of full employment, the raising of living standards, the promotion of the economic and social advancement of the less developed regions, the achievement of greater stability in world prices of primary commodities and the promotion of international trade. The Declaration went on to pledge full cooperation with all the international bodies soon to be set up, which were to assume a share of responsibility for this great undertaking and for the improvement of the health, education and well-being of all peoples. This was worth
recalling at a time of heightened awareness of the seriousness of the problems being faced, of which President Senghor had given a timely warning.

There was already, to be sure, continuing co-operation between the executive heads of the specialised agencies, as described in the Office paper and the Director-General's statement at the previous sitting. This was to be warmly welcomed, but perhaps in addition consideration might be given to the Director-General attending certain meetings of other organisations accompanied, as on some past occasions, by the Officers of the Governing Body or a Governing Body delegation, whose support and advice would reflect the pre-occupations of employers and workers throughout the world. Such an arrangement would enable the Governing Body to play its proper role, which was not confined to supervision and control but should also be one of promotion and stimulation, and would help the Director-General in his dealings with other bodies.

Mr. De Bock had done well to remind the Governing Body that the developing countries should help each other and co-ordinate their economies, but it was no less time that the industrialised countries too would have to accept sacrifices to help them. The daunting problems which the Governing Body was discussing could only be solved gradually through collaboration between international organisations and solidarity among all nations, rich and poor.

Mr. Murin considered that the Office paper fulfilled the pledge given at the Conference by the Director-General to President Senghor. Perhaps inevitably, it reflected the contradiction between the interests of the industrialised countries and those of the developing countries. Czechoslovakia was one of the countries which had provided the most assistance to the latter in relation to its own population. There was a clear link between international trade and employment and social development, and it was therefore fitting that the ILO should tackle these problems.

The relationship between world trade and the international division of labour, to which Mr. Tata had referred at a previous sitting, had been distorted by extra-economic forces brought into play by the colonial system, and remedial action was essential. The international division of labour was a prime factor in the distribution of industrial and cultural wealth among nations and individuals and could determine the development of every human being. The correction of present distortions and their replacement by a fairer and more realistic distribution of labour - accurately reflecting the natural wealth and other circumstances of each country - was an area in which the ILO could make an important contribution.

He appreciated the Director-General's efforts to prepare for the Third UNCTAD Conference and approved the proposal to establish a working party - whose composition would have to be studied - to draft the ILO's report to the Conference.

He understood from the Director-General's statement that the Office did not wish to encroach on the competence of other international organisations but that it hoped to take advantage of their experience to improve the scope and effectiveness of its work. Consultations were taking place between various international organisations on the matters now before the Governing Body; the group of seventy-seven countries had recently met in Lima and many questions would be clarified by the Third UNCTAD Conference, including doubtless that of the contradictions which he had mentioned earlier. Meanwhile, it would be useful to consider carefully how the ILO's contribution could be made most effective.

Mr. Morgan welcomed the Office paper as a constructive attempt to set out the ILO's attitude in response to the strong views voiced by President Senghor on behalf of the developing countries. He must, however, express his Government's concern about possible duplication of work if the ILO were to enter into fields within the direct competence of other organisations. This concern had been heightened by the amendments submitted by the Latin American governments and by some of the views expressed during the debate. He accordingly urged the movers of the amendments not to press them. The Office paper had succeeded in striking the right balance in the difficult question of competence, which the proposed amendments would upset, thus weakening the impact of any paper the ILO might submit to other organisations directly concerned with trade.

He favoured the preparation of the paper proposed in paragraph 112. It would be interesting to see the effect of such a paper on UNCTAD emerging from the ILO and backed by its full tripartite authority. The special working party
should not be a permanent body but an ad hoc group entrusted solely with the preparation of the proposed policy statement.

Finally, as regards paragraph 113, the important question of fair labour standards was a matter of full relevance to the ILO, and the Governing Body Committee on Standing Orders and the Application of Conventions and Recommendations was the proper organ to consider it, at least in the first instance.

Mr. Kunogi felt that the ILO's concern with the subject under discussion should be directed towards expanding employment and improving working conditions, especially in the developing countries, and be confined to matters squarely within the ILO's competence, i.e. the improvement of working conditions through standard setting and technical co-operation. International trade in general was not the concern of the ILO.

He did not object in principle to the preparation of the studies and the paper proposed in paragraphs 111 and 112 of the Office paper. These should take account of the following points: first, employment expansion in the developing countries should be based on development policies geared to regional and national conditions; secondly, appropriate steps should be taken, having regard to national conditions, to help workers who lost their jobs as a result of international trade policy.

In concluding, he expressed his agreement with those who felt that the Committee on Standing Orders and the Application of Conventions and Recommendations was not necessarily the appropriate body to consider the question mentioned in paragraph 113.

Mr. Neilan found the Office paper most interesting in that it clearly delimited the scope of the ILO's concern with the subject under review — namely the impact of trade and aid on employment. Certain points of detail, however, called for comment.

First, the section headed "Some Recent Developments in World Trade" (paragraphs 18-22) did not adequately reflect the actual expansion of the trade of the developing countries. Paragraph 19 in particular gave a somewhat distorted picture of the situation and, though he neither quarrelled with the percentage figures given there concerning the decrease in the developing countries' share of world exports nor questioned the fact that those countries been exporters of, say, highly sophisticated machinery their trading position would have improved even more, he regretted that the Office paper tended to obscure the really favourable developments which had nonetheless taken place in that regard.

As regards paragraph 34, it might be pointed out that such tropical products as coffee, tea and cocoa might in fact compete with beverages manufactured in advanced countries; recent experience in the United States certainly supported that view.

So far as multinational corporations — mentioned in paragraph 70 — were concerned, he knew of no instance where they had evaded social control; the fact was that they often helped to develop social standards. There was no evidence that any nation had been unable to deal with a multinational company on a political, national or social and economic basis.

As regards paragraph 87(e), competition was invariably considered unfair by one or more of the competing countries, and he wondered whether any organisation could hope effectively to meet their concern; he would be most interested to see what the ILO could achieve in that area.

Like Mr. Morgan and some other members, he felt that the proposed amendments to the Office proposals complicated the problem under discussion and he would not support them. He also agreed with Mr. Morgan in supporting the establishment of a working party on a purely ad hoc basis to consider the problems at issue in the light of ILO principles and policies. So far as the Committee on Standing Orders and the Application of Conventions and Recommendations in particular was concerned, he knew from experience that it often lacked time to deal properly with the complex problems before it.

Mr. Goroshkin expressed appreciation for the Office paper, whose aim was to find ways of expanding employment. The ILO should not, however, deal with
questions of trade and aid as such, since these were within the competence of other United Nations specialised bodies, in particular UNCTAD, the UNDP, the Economic and Social Council and the regional economic commissions. Unfortunately, the Office paper did not always keep strictly within the bounds of the ILO's competence, as in the section containing indications as to the areas in which the Organisation might provide technical assistance. Nor had the paper - doubtless owing to lack of time - sufficiently explored the effects of the present monetary crisis, and especially its effects on employment and labour.

He regretted the tendency in the paper to minimise the role of the socialist countries in world trade; by increasing imports of manufactured products from the developing countries, they were helping to expand employment there. Projects for technical co-operation between socialist countries and developing countries were drawn up on a basis of equality and helped the latter to liquidate the after-effects of colonialism and achieve economic independence. He deplored, in that connection, that in his remarks Mr. Végh Garzón had tried to disparage the positive results achieved in the field of trade between Uruguay and the USSR.

The paper referred to the social value of multinational corporations, which were in fact monopolies engaged in neocolonialist exploitation and whose activities had been criticised both at the last session of the Conference and in the Governing Body. Such exploitation must be curbed by legislative action aimed at bringing the activities of these corporations into line with the economic development aims of the countries in which they operated. The World Federation of Trade Unions and other trade union organisations advocated democratic control of the activities of these monopolies, which were directly connected with the present international monetary crisis and threatened the interests of workers in advanced as well as developing countries.

So far as the proposals in the Office paper were concerned, he proposed deleting that in paragraph 111(c), which would involve the ILO in technical assistance activities concerned with export promotion and exceeding its proper field of competence. As regards paragraph 112, he agreed with Mr. Morgan that the proposed working party should be established solely for the purposes mentioned in that paragraph and should include representatives of countries with various social systems so that the statement to be submitted to the Third UNCTAD Conference would reflect ILO opinion more accurately.

Mr. Darsa commended the Office for having prepared a constructive paper in response to President Senghor's appeal. The economies of most developing countries depended very heavily on their exports and on availability of foreign currency, which affected their governments' capacity for maintaining stability, increasing production and employment and raising living standards. Those countries were mainly agricultural producers and were therefore highly vulnerable to market fluctuations. Fifteen years ago the slogan had been "Trade not aid"; that had been replaced by "Expand trade and increase aid"; but now, incredible as it might seem, the watchword seemed to be "Less trade, no aid", with the international monetary and trade crisis and the recession in the advanced countries threatening the exports and the financial resources of the developing countries. He could only hope for an awakening of the leaders of the advanced countries, and for their return to the line of approach set out in the International Development Strategy.

While admittedly responsibility for development rested mainly with the developing countries themselves, international action was clearly needed to increase their export earnings, particularly as regards manufactures and semi-manufactures, i.e. products of high value added. The General Scheme of Preferences, while a welcome step forward, was not entirely satisfactory from the point of view of a fair international division of labour because it excluded products such as textiles and shoes, in which developing countries had a comparative advantage, and primary produce covered by Chapters 1 to 24 of the Brussels Tariff Nomenclature, on which the exports of most developing countries depended mainly.

The Office paper advocated trade expansion among developing countries. However, at this initial stage it was more important and more promising for those countries to tackle common trade problems at the subregional level and seek through joint action to improve their position in external markets, e.g. by working through associations such as the association of natural rubber-producing
countries, the Asian coconut community or the paper community. Such efforts could later be extended to other fields, such as shipping.

As regards the ILO's role, he favoured the action proposed in paragraph 87 of the Office paper, which fell squarely within the ILO's competence, and agreed that further studies were needed to clarify the role of trade liberalisation in employment promotion. He also endorsed the suggestion that the ILO should study appropriate policies for coping with the adjustment problems which might face the advanced countries as a result of the opening of their markets to unsophisticated manufactures from the developing countries. As for the problem of fair labour standards, this was a very complex matter and one falling squarely within the ILO's competence.

As a representative of a developing country, he strongly supported the amendments submitted by the Latin American countries, subject to the considerations urged by the Director-General in his statement on the previous day.

Mr. Dam-Sy-Hien considered that pending the conclusion of broad international agreements designed to stabilise markets for primary commodities the ILO, in collaboration with other United Nations agencies, should encourage intergovernmental or regional agreements which would enable the developing countries to obtain reasonable prices for their primary commodities other than coffee, tin, wheat, olive oil, figs, jute and sugar, help them to break out of the vicious circle of underdevelopment and save them from the thraldom of advanced countries in a position to import such products.

The ILO might also encourage all forms of investment by advanced countries in developing countries, which would derive both economic and social benefit from such investment since it would promote industrial development, the creation of new jobs and vocational training.

Mr. Briki welcomed the present discussion, which was the first response to the wishes expressed by several countries at international conferences, especially at the last session of the International Labour Conference, when a resolution concerning the relations between international trade and employment had been adopted.

The present discussion had abundantly brought out the fact that trade expansion could be achieved only through a fairer international division of labour, and that meant full and active popular participation in development. The recent meeting of the group of 77 countries in Lima had highlighted the critical situation regarding the terms of trade, while stressing the revolutionary impact of present historical changes. Despite the amazing progress made in all spheres in recent years, underdevelopment persisted and was in fact becoming more acute. Wealth and poverty could not continue to exist side by side, and action to help the developing countries accede to the realms of social justice and human dignity as weaned to satisfy their elementary needs and provide work for their people was an immediate and urgent necessity. As some delegates had pointed out at the Lima conference, the poor countries - i.e. three-quarters of the countries of the world - were victims of economic aggression; the term was not too strong to describe the attitude of advanced countries which treated the developing ones as mere sources of raw materials, fixed the prices of such materials and manipulated the world monetary system without regard for anything but their own interests, even though millions in the developing countries were deprived of the elementary human right of earning a living.

It was, to be sure, thanks mainly to their own efforts and sacrifices that the poor countries could hope to achieve balanced development, but in the field of trade international co-operation was essential. The ILO had a clear responsibility in this regard. Trade, aid, employment and labour were inseparable aspects of the development problem, and recognition of this inter-relationship would be a key factor in the success of the World Employment Programme.

He supported the amendments proposed by the Latin American countries. The proposals in paragraph 113 of the Office paper were, in his view, of lesser interest: what mattered was that the ILO should be fully aroused to the seriousness of the problem of trade, employment and labour.
Mr. Parodi felt that the Office paper was, on balance, a very good one given the complexity of the issues, whose social and economic aspects could not be dissociated, as Mr. Ghayour had observed. He also concurred in Mr. Waline's view that the ILO had various reasons for concerning itself to some extent with economic matters. In so doing, it should not of course exceed its competence at the risk of jeopardising its authority; the question was essentially one of balance. The present paper was in fact a well-balanced one, which concentrated on analysing the contribution which the ILO could make in the labour field in so far as labour problems were linked with economic development; it was also realistic in that it anticipated the objections which would inevitably be raised against any suggestion that unemployment should be created in the advanced countries in order to decrease unemployment elsewhere. The purpose of the section dealing with the question of fair labour standards was none other than to forestall such psychological misgivings.

In any future consideration of the present issues the problem posed by rapid and erratic population growth in developing countries would necessarily have to be taken into account; such growth was in effect cancelling out the benefits of assistance to the developing countries.

Conversely, there were two ways of transferring funds from the industrialised countries to the developing countries which deserved to be further explored. The first was more employment in the advanced countries of workers from developing ones: experience showed that transfers of funds by such workers to their countries of origin was a significant factor in improving those countries' balance of payments. This was a matter with which the ILO should concern itself, as it had done in the past. Holiday travel afforded an even more promising medium for the transfer of funds to countries with a warm climate, which were attracting tourists from abroad in increasing numbers and from all walks of life.

In concluding, he expressed support for the Director-General's original proposals.

Mr. Panikkar (observer representing the World Federation of Trade Unions) felt that the present discussion was most timely in view of the forthcoming meeting of the Third UNCTAD Conference. He was glad to note that the ILO was no longer hesitating to deal with these matters; in so doing, it should never lose sight of the basic principle stated in the following terms in the Preamble to the Final Act of the First UNCTAD Conference: "International policies in the field of trade and development should result in a modified international division of labour which is more rational and equitable and is accompanied by necessary adjustments in world production and trade". The ILO had a firm basis for effective action in this regard within its own field of competence, since the First UNCTAD Conference had also dealt with the main principles which would make it possible to ensure such a modified international division of labour.

It was particularly distressing that, after long and arduous negotiations within UNCTAD, and the long and painful working out of arrangements for a generalised system of preferences, the United States had arbitrarily imposed a 10 per cent surcharge on imports, with disastrous consequences for the developing countries. The United States Government representative had just admitted that the measure would affect one-third of the exports of developing countries to the United States.

Increasing attention should be paid to the influence of multinational corporations, which by contravening the legislation of the countries in which they operated were jeopardising independent development of national economies and the employment, income and living standards of workers throughout the world.

Only speedy industrialisation would enable the developing countries to cope with growing unemployment. The manufactured products of developing countries should be given increasingly wide access to the markets of the advanced countries. These need not fear disruption of their markets or adverse effects on employment, as was pointed out in paragraph 72 of the Office paper. Reference might usefully be made in this connection to a study on jobs lost through automation which had been submitted as an ILO contribution to the Second UNCTAD Conference.

1 Document ED/46.
Given the importance of the problem as a whole from the point of view of economic and social development and its direct impact on employment and living standards of workers, he felt that the decisions requested of the Governing Body in paragraphs 111 and 112 of the Office paper would contribute greatly to the attainment of the ILO's objectives.

Mr. Morris said that the Workers' attitude to the amendments submitted by the Latin American governments was conditioned by the proposal to delete paragraph 113 of the Office paper. If that paragraph were deleted the Workers' group would withhold its co-operation in the manner suggested by Mr. De Bock at the previous sitting. In attempting to establish a relationship between trade and investment on the one hand and employment and certain basic standards on the other the paper focused attention on matters of fundamental concern to the Organisation. It would not be possible to reach general agreement unless all these matters were considered in relation to each other and all opinions heard.

Mr. Nogueira Batista expressed satisfaction at the interest shown in the inter-relationship between trade and employment. UNCTAD and GATT were, of course, the bodies mainly concerned with trade and development as such, and the developing countries certainly intended to take a very active part in discussions on the subject in both those bodies. The ILO, however, also had a very particular role to play, especially in view of its tripartite structure, in studying the effect of the liberalisation of international trade on social development and employment promotion, particularly in the less-developed countries, and in taking appropriate action in that field, which was clearly within its competence. No attempt was being made to duplicate or by-pass the activities of UNCTAD or GATT in regard to specifically economic and trade matters or to use the ILO for purposes other than those laid down in its Constitution. It was clear, however, that in any study of the matter within its competence UNCTAD was outstandingly equipped to render assistance, and that was why it had been referred to specifically in this connection in the text submitted by the Latin American governments in substitution for the Office proposals.1

It was being alleged that the Latin American governments were opposed to consideration of fair international labour standards. This was quite unfair: they were merely opposed to immediate action on a question that had not been adequately studied, and they had accordingly proposed the deletion of paragraph 113 and the addition of subparagraph (iv), which called for examination of the matter, to paragraph 111 (a). They had done so because the paper and the Governing Body's decision would be more balanced if a study were made of all the questions raised, instead of one question being singled out, pre-judged, and immediate action taken on it without prior consideration of the consequences.

Nevertheless, in order to facilitate discussion of the problem, and having regard to the debate and to the suggestions made by the Director-General on the previous day, the Latin American governments were prepared to make the following changes in their proposed text: deletion of subparagraph (iv) of paragraph 111 (a); rewording of paragraph 111 (b) to read as follows: "to report at each session of the Governing Body on the progress of studies in appropriate ILO meetings or conferences ..."; amendment of paragraph 112 (a) (i) to read: "measures which the International Labour Organisation would wish to see taken in the field of international trade in favour of developing countries, having in mind their beneficial effects on employment and economic development of such countries"; the reintroduction of subparagraph (b) of paragraph 112 as originally worded in the Office paper (since, although they had such confidence in the Director-General's ability as not to exclude the possibility that he might himself find it possible to carry out the task contemplated, they did recognise that a working party might be of some help to him and to the

1 See third sitting.
In proposing the new wording of paragraph 113 the Latin American Government members wished to point out that they were being less intransigent than the Workers' group in this matter. They hoped in this way to have facilitated further consideration of the issue; but if paragraph 113 were adopted as originally worded, no support of any kind could be expected from the Latin American group, and in particular from the speaker's own country: they would strenuously resist any such proposal, not only in the ILO but in any other forum where the matter might be raised.

Mr. Gómez was convinced that the ILO could make an important contribution to the solution of current economic and social problems. The developing countries - whose efforts to export were at present thwarted - were striving hard to achieve integrated development by concluding agreements such as the Andean Pact and establishing machinery such as the Central American Common Market. They were not asking for charity; they were merely demanding a right due to regions which were inexhaustible sources of wealth and on which the prosperity of the advanced countries would increasingly depend.

Surely these were matters on which the ILO, as the world's social conscience, could not only express an opinion but initiate joint action with other organisations with a view to securing decisions; indeed the Conference itself had already adopted on 23 June 1971 a resolution concerning the relations between international trade and employment.

The amendments submitted by the Latin American group were the result of close and careful study of these matters. They echoed the warning sounded by President Senghor at the Conference and were not unbalanced, as the United Kingdom Government delegate had seemed to fear; and in submitting its revised amendments the Latin American group had given further evidence of its goodwill and desire to co-operate.

Mr. Allaf, commending the Latin American group for its co-operative attitude, supported the revised text which it had put forward and which should now prove acceptable to all members of the Governing Body, including the Workers' group.

The wording now suggested for paragraph 111 (b), in particular, should be more acceptable than that originally proposed by the Latin American governments since it no longer called for proposals at each Governing Body session but merely asked the Office to report at each session on progress of studies in ILO bodies.

Concerning paragraph 112, the new wording proposed for subparagraph (a) (i) met the preoccupations he had expressed at the previous sitting, when he had observed that the former wording might tie the Director-General's hands in developing proposals for the next session. He also welcomed the Latin Americans' decision not to press for the deletion of paragraph 112 (b) and to accept the setting up of a working party.

As for paragraph 113, the wording now proposed was in contradiction neither with the suggestion made by the Director-General on the previous day nor with paragraph 113 of the Office paper. Its sole effect was to postpone submission of the matter to the Committee on Standing Orders and the Application of Conventions and Recommendations or any other decision the Governing Body might wish to take until it had before it the proposed preliminary paper.
Mr. De Bock could accept the revised version of paragraph 113, as a result of which the problem in question would be dealt with not by the Committee on Standing Orders and the Application of Conventions and Recommendations — which was not the appropriate body — but by the Director-General. While recognising, however, that the latter would have to be given some freedom in preparing the proposed study, he wished to receive certain assurances concerning the approach to be followed; he assumed in particular that the study would at least be based on paragraphs 104-107 of the Office paper.

Mr. Linsenmayer accepted the revised amendments but felt that the Director-General should not be bound too closely by the timetable mentioned in paragraph 111 (a).

Mr. Munro maintained that the question dealt with in paragraphs 95 and 111 (c) — i.e., technical co-operation in the field of export promotion — was not within the ILO's competence and asked that paragraph 111 (c) should be deleted.

The Director-General, answering Mr. De Bock, explained that the study mentioned in the proposed new text of paragraph 113 would not be a document which would be subsequently distributed under the responsibility of the Director-General but would be essentially a working paper for the Governing Body, which would decide what action to take on it. In its preparation full account would of course be taken of all the views expressed on the present occasion.

He thanked the Latin American Government representatives for having taken account in their revised amendments of the remarks he had made on the previous day. So far as the study referred to in paragraph 111 was concerned, however, a thorough study of that kind would take some time to prepare, and he therefore suggested that it should be submitted to the Governing Body in May rather than at its February-March session.

Mr. Nogueira Batista accepted that suggestion on behalf of the Latin American group.

Mr. Lapointe, while recognising that the revised amendments represented an improvement, noted that the wording of paragraph 111 (a), and in particular of subparagraph (a) (i), had remained the same as in the original Latin American proposals; his Government would have great difficulty in accepting that wording.

Mr. Morgan thanked the Latin American countries for having submitted their revised amendments, but said that he would find it difficult to accept the expression "under preferential conditions" in paragraph 111 (a) (i), since it would weaken the proposed study and restrict its scope.

Mr. Bergenström requested information concerning the intentions of the Office in regard to the working party, and in particular its size.

The Director-General observed that the size of the working party was of course a matter for the Governing Body to decide. Subject to that, it would seem that it should be as small as would be consistent with adequate representation of all divergent points of view, since it would not be called upon to discuss, but essentially to draft. On the understanding that there would be no voting, it might well be that the Employers' and Workers' groups would be content with a smaller number of representatives than the Governments would find necessary.

Mr. Nogueira Batista, replying to Mr. Morgan, regretted that, after consulting the co-sponsors of the revised amendments, he could not agree to delete the words "under preferential conditions", which in no way upset the balance of the text.

The discussion was adjourned to a later sitting.¹

The sitting closed at 1.05 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO, Chairman.

¹ See seventh sitting.
MINUTES OF THE SIXTH SITTING
(Thursday, 18 November 1971 - 3.45 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOHAINA, Mr. BERGENSTRÜM, Mr. BUSTAMANTE, Mr. DARS, Mr. DATCU, Mr. DE BOCK, Sir Grant FERRIER, Mr. FOGAM, Mr. GARGOU, Mr. GEORGET, Mr. GHAYOUR, Mr. GOMEZ, Mr. GONZALEZ NAVARRO, Mr. GOROSHKIN, Mr. GROS ESPIELL, Mr. HEALY (personal substitute for Mr. HENNIKER-HEATON), Mr. KOKU, Mr. KONATE, Mr. KUNOGI, Mr. LINDNER (personal substitute for Mr. ERDMANN), Mr. LOVE, Mr. MAKHLOUF, Mr. MERCADO, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NAYAK, Mr. NEILAN, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PIMENOV, Mr. SALVI, Mr. SANCHEZ MADARIAGA, Mr. SHIOJI, Mr. SUNDE, Mr. VERSCHUEREN, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZOLLNER.

Absent: China.

FIRST ITEM ON THE AGENDA
Approval of the Minutes of the 183rd Session (concl.)

Mr. Allaf pointed out that he had as yet received no reply from the Director-General to his question concerning the possibility of speeding up production of the minutes.

The Director-General, while recognising the desirability of making the minutes available as quickly as possible, observed that members of the Governing Body had always attached importance to having minutes of a very high standard, identical in all languages and based on a careful examination of exactly what was said in every language in which it was said. Their preparation was a quite different operation from the issue of verbatim or summary records such as were provided at the Conference, and it took substantially longer. Moreover, the present financial difficulties raised problems in this as in other respects. While everything possible would be done to expedite production of the minutes, no firm assurance could therefore be given at present.

Subject to the corrections received, the Governing Body approved the minutes of its 183rd Session.

THIRD ITEM ON THE AGENDA
Action to Be Taken on the Resolutions Adopted by the International Labour Conference at its 56th Session (June 1971)

Resolution concerning ILO Action for Promoting the Equality of Migrant Workers in All Social and Labour Matters

Mr. Persons proposed that paragraph 16(b) of the Office paper should be amended to read: "to request the Director-General to submit to it at one of its forthcoming sessions a general study including the effectiveness of previous ILO action to solve the problems of migrant workers". These problems were not new to the ILO - the Conference had in fact adopted a Convention (No. 48) on the maintenance of migrants' pension rights as long ago as 1935 - yet they

1 See third sitting.
persisted, and it was perhaps time for a careful assessment of the impact of ILO action in this field.

The Director-General saw no difficulty as regards the substance of the proposal. Rather than to attempt to redraft paragraph 16, perhaps the matter could be dealt with simply by means of an understanding that the proposed study would include a retrospect of action taken thus far, but without leaving aside any of the other matters raised in the resolution.

On that understanding, the Governing Body adopted the proposals in paragraph 16 of the Office paper.

Resolution concerning Future Activities of the International Labour Organisation in the Field of Social Security

Mr. Weissenberg asked whether the respective competence of the ILO and the United Nations in the field of social security had been clearly defined. The United Nations apparently took the view that the concept of social security sprang from that of social welfare and used that as an argument to justify their competence in the field of social security. As a result, questionnaires which should be addressed to the ILO or the International Social Security Association were sent to the various social security institutes. If there was no clear delimitation of functions was there a possibility that it would be established in the near future?

When the resolution had been adopted, several speakers had expressed the view that the ILO might highlight the importance of social security by converting the Social Security Branch into a social security department. That would indicate more clearly what social functions came within the framework of social security and what priority the ILO assigned to them.

The Director-General remarked that Mr. Weissenberg's first question was a very large one. It was not, of course, a new one and it continued to raise difficulties. He doubted that the Governing Body could accomplish much by going into it at present, but he proposed to take it up in the forthcoming in-depth review of the social security programme to be submitted to the Governing Body.

Mr. Weissenberg's second suggestion was an interesting one which could also be applied to other important areas of ILO action. However, it could more appropriately be considered by the Governing Body in connection with the programme and budget than on the basis of an examination of a Conference resolution.

Mr. Zöllner was glad to note that the question of competence would be dealt with in the in-depth review to be submitted to the Governing Body in February. It would be useful at that time for the Governing Body to take a decision on the matter as that would strengthen the Director-General's hand in his dealings with other bodies.

The Governing Body adopted the proposals in paragraph 36 of the Office paper.

Resolution concerning the Social Problems Raised by Multinational Undertakings

Mr. Goroshkin reiterated his Government's oft-stated view that the ILO paid too little attention to the adverse effects of the activities of multinational undertakings. Effective steps should be taken to restrict the influence of these monopolies.

Mr. Yllanes Ramos considered that the treatment of foreign investments was a matter for each country to settle for itself. The Caracas resolution adopted by the Seventh Congress of Latin American industry had, in addition to confirming that principle, stated that foreign companies should be guided by the four following rules: they should abide by the national laws; they should not expect preferential treatment; they should identify themselves with the country's development objectives; and they should supplement the development
The countries concerned were jealous of their sovereignty, and they resented infringements of that sovereignty by some who raised false problems with respect to the operations of multinational concerns. Nor should the ILO be asked to infringe national sovereignty; it could of course express its opinion but it should not intervene in a country's internal affairs.

Mr. Morris was surprised that the resolution concerning the social problems raised by multinational undertakings was the only one which it was not proposed to communicate to governments and to employers' and workers' organisations. The Director-General had, of course, indicated his intention of submitting proposals to the Governing Body concerning the holding of a meeting on the subject. Unlike the previous speaker, he felt that it was the ILO's duty to study the influence of multinational undertakings on labour-management relations, wages and other social benefits, working conditions, and employment and manpower policies in various countries. This should be seen not as a challenge to management prerogatives but merely as a means of determining the labour impact of certain management decisions - a matter definitely within the ILO's competence. The main purpose of the study should be to reveal, analyse and segregate the issues raised by the existence, policies and practices of multinational undertakings in so far as they affected the welfare and interests of workers in both advanced and developing countries. The Office should not be expected to make recommendations on the matter, but it was its responsibility to collect full and detailed information and to submit proposals to the proposed tripartite meeting, which would have to make the decisions. This was a very serious problem, and trade unionists were not the only persons to whom it caused concern; and while there was no question of infringing national sovereignty, it was not possible to disregard a situation which might in fact be used to infringe it or to prejudice the interests of the people of the countries concerned.

The Director-General suggested that the Governing Body should not discuss the substance of the matter at the present session since it would have before it at its next session specific proposals for the implementation of the resolution, which had been adopted unanimously by the Conference. He regretted not having been able to put such proposals forward at the present session. The reason was that it seemed desirable to give full consideration to the matter with a view to submitting proposals which might secure the widest possible measure of agreement. He had already had preliminary consultations with the Officers concerning them.

The reason why it had not been suggested that the text of the resolution should be communicated to governments and employers' and workers' organisations was that it contained nothing which appeared to call for the attention of member States; it merely called for action by the Governing Body. However, if the latter wished the resolution to be drawn to their attention, that could easily be done.

Mr. Bergenström, concurring, said that it was both too late to discuss the substance of the resolution because the Conference had already done so, and too early to discuss the Governing Body had no concrete proposals before it and was not being asked to take a decision. The Employers, for their part, also had a great deal to say on the matter and could do so immediately. However, it seemed preferable to proceed to consideration of the next resolution, which called for a decision by the Governing Body.

Mr. Murin associated himself with the Workers' request for communication of the resolution to governments. When the resolution was distributed it should be pointed out that the Governing Body was continuing to study the matter, and perhaps employers' and workers' organisations, to which governments would communicate the resolution, could help to pave the way for further ILO action.

Mr. Morris specified that he had no intention of discussing the substance of the question of multinational undertakings at this stage. However, he urged that the resolution should be communicated to governments, and through them to employers' and workers' organisations, so that they would be informed that the Governing Body had discussed the matter and be enabled to make a contribution, if they so desired, to any action which might be undertaken.

The Director-General said that the resolution would be communicated to governments as requested.
Resolution concerning the Relations Between International Trade and Employment

The Governing Body adopted the proposals in paragraph 44 of the Office paper.

FOURTH ITEM ON THE AGENDA

Report of the African Advisory Committee on its Fourth Session
(Yaoundé, 26 July–5 August 1971)

The Chairman, as one of the three members of the Governing Body delegation to the Fourth Session of the African Advisory Committee, endorsed the expression of gratitude to the Government of the Federal Republic of Cameroon in paragraph 1 of the Office paper and also expressed gratitude to the President, His Excellency El Hadj Ahmadou Ahidjo, and Mr. Nzo-Ekhah-Nghaky, Minister of Labour and Social Welfare, for their warm welcome.

There had been an excellent atmosphere at the meeting and the high level of the debates had reflected the delegates' interest in the problems discussed. He shared the hope of the Advisory Committee that the ILO would give them the necessary assistance in tackling these problems, and especially those relating to the rural areas, which were of course not peculiar to Africa.

He wished that all members of the Governing Body could have witnessed the enthusiasm of the people at the opening ceremony and at the laying of the foundation stone of the African Regional Centre for Labour Administration which showed their confidence in the ILO as the organisation which could help them in their struggle for a better life.

Mr. Yoshimura, associating himself with the Chairman's expression of thanks, said that several Employer members of the Committee had been unable to attend the Yaoundé meeting because it had been held too soon after the June session of the General Conference. A number of regular members had been unable to absent themselves from their countries, where they occupied positions of responsibility, for a further period and had had to be replaced by substitutes, even so, there had been two vacant seats in the Employers' group. Moreover, some delegates had had to leave Yaoundé before the end of the meeting. Consideration might perhaps be given to the possibility of reducing the duration of advisory committee meetings and the number of ceremonies, especially in view of the current financial difficulties.

The Committee had nevertheless done very fruitful work, and he strongly recommended the Governing Body to adopt its conclusions and refer the two agenda items to the forthcoming African Regional Conference for consideration.

With respect to paragraph 1 of the Office paper, he asked that it should be amended so as to provide that the Governing Body should express its gratitude not only to the Government but, through it, to the employers' and workers' organisations of Cameroon.

Mr. Sunde also felt that the meeting had been a success, which was due to the very detailed reports prepared by the Office and the cordial hospitality extended to participants by the authorities of the Federal Republic of Cameroon, the employers' and workers' organisations and the entire population. The three groups had striven throughout the meeting to achieve a common aim, namely to reach conclusions which would ensure a better life and greater prosperity for all inhabitants of the African continent. The discussions had shown that the two agenda items were of the greatest importance to the future development of Africa. It was to be hoped that the Governing Body would adopt the proposals in the Office paper, including Mr. Yoshimura's proposed amendment.
Mr. Georget expressed appreciation to the three Governing Body representa­
tives at the meeting for their discreet and solicitous guidance and their un­
failing readiness to assist the members of the Committee. He also thanked the
Director-General for having initially proposed, following the tragic events of
Accra, the inclusion of the problem of migrant workers in the Committee's
agenda. The effects of the Committee's discussion of that item could not be
assessed immediately, but if its wishes were carried out it would be seen
ten years hence that the ILO had helped to restore unity in Africa and bring
peace and security to workers throughout the continent.

He endorsed Mr. Yoshimura's suggestions, which had been supported by
Mr. Sunde, and expressed regret at the fact that the date of the Committee's
meeting had prevented several regular members from attending. The participants
had nevertheless done good work, with the help of the secretariat, which had
spared no effort to assist them.

All African governments should be asked to submit observations on the two
highly important questions discussed by the Committee and these should be in­
corporated in the report to be submitted to the forthcoming African Regional
Conference as a basis for its discussions. He was aware of the ILO's current
efforts to secure the conclusion of social security agreements, as evidenced by
the Port-Lamy agreement, to which all members of the Common African, Malagasy
and Mauritian Organisation (OCAM) and certain English-speaking countries were
parties. French-speaking countries were of course in the vanguard in this
respect and their experience should be extended to neighbouring countries, so
that their workers employed in the latter countries might enjoy the same advan­
tages. The Director-General and his representatives in Africa should advise governments and help them to co-ordinate their efforts in regard to social security and protection of migrant workers by following the example of advanced countries like France which had concluded many multilateral
and bilateral agreements with countries from which their foreign workers came.

The speaker regretted that the paper submitted to the African Advisory
Committee had not described the ILO's operational activities in Africa,
especially in social security. It was to be hoped that the paper to be
prepared for the African Regional Conference would provide fuller information on
the matter, since such information would certainly be useful to African
countries.

Mr. Fogam, speaking as a representative of the workers of Cameroon,
expressed their satisfaction at having been able to welcome the Advisory Com­
mitee on their home soil. The topics discussed had been highly important, and
the Committee had heard memorable addresses by the Director-General and his
Assistant.

It was indeed unfortunate that the Committee had met so soon after the
annual Conference session, and that as a result attendance on both the
Employers' and the Workers' side had not been fully satisfactory.

He was grateful to the Office for having prepared reports which had enabled
the Committee to reach positive conclusions, and he wished on behalf of the
Worker members of the Committee to extend special thanks to the officials of the
Workers' Relations Branch who had given them such valuable help at the meeting.

Mr. Konate thanked the Government and people of Cameroon for the welcome
they had extended to the Committee and expressed gratitude to President Ahidjo,
who had added special lustre to the meeting by attending the opening sitting,
accompanied by some of the country's most distinguished representatives. He
thanked the Director-General and his staff for the active part they had played
in the success of the Committee's work.

The two agenda items had been particularly well chosen; both related to
problems of considerable interest to the people of the developing countries.
All participants had been fully conscious of this, and the discussions had been
marked throughout by full co-operation and understanding between Government,
Employers' and Workers' representatives. The Committee had shown realism and
objectivity. It had adopted clear-cut conclusions, and he was sure that the
Governing Body would take full account of its recommendations and suggestions.
Mr. Ukpabi associated himself in the tributes to the President and the Minister of Labour and Social Welfare of Cameroon, who had made so great a contribution to the success of the meeting, and thanked the Director-General and his staff for their clear and precise presentation of the subjects discussed.

Keen interest had been shown in the two agenda items, both of vital importance to Africa. As regards the first, the Committee had succeeded in reconciling political with humanitarian considerations and had agreed that, while each country must seek full employment for its nationals, it must also adopt a realistic and sympathetic approach to the human problem raised by the presence of foreign workers in its territory. With respect to the second agenda item, the Committee had recognised the danger of a situation in which the majority of the people of Africa did not share in the benefits of modern technology and development.

The Governing Body should place these two questions on the agenda of the Fourth African Regional Conference so that the Director-General might, after communicating the Committee's report and recommendations to member States and to the organisations concerned, summon up his usual gift of clear and realistic presentation and come forward with concrete proposals for national and international action in both these areas.

The Director-General wished to pay a personal tribute to President Ahidjo and Mr. Nzo-Ekhah-Nghaky for their immense contribution to the success of the meeting.

The solemn opening sittings of such meetings did much to enhance the effectiveness of the ILO's work by strengthening its authority and influence both in the host country and beyond its borders. President Ahidjo had taken a very special interest in the proceedings and had treated the representatives of the Governing Body with a very special measure of personal courtesy.

In concluding, he thanked the members of the Governing Body for their warm references to himself and his staff.

Subject to the amendment proposed by Mr. Yoshimura in respect of paragraph 1, the Governing Body adopted the proposals in paragraphs 1, 3, 5, 6 and 7 of the Office paper.

FIFTH ITEM ON THE AGENDA

Report of the Meeting of Experts on Fiscal Policies for Employment Promotion (Further Consideration)

Mr. Morris remarked that the report had drawn much criticism from various sources and that there had been some reluctance to take note of it. At the same time, the Governing Body was in no position to make an in-depth examination of such an important matter nor pass judgment on the report. He accordingly suggested that the Governing Body should at the present stage merely take note of the report, making it clear that the views expressed in it were not necessarily its own, and that the Office should take note of the criticism of the report expressed at previous sessions.

The Director-General asked whether, subject to these reservations being clearly indicated in the letter of transmittal, the report might be communicated for information.

Mr. Bergenström felt that Mr. Morris's point could be met by amending sub-paragraph (b) of paragraph 7 so as to authorise the Director-General to communicate not only the report but also the record of the Governing Body's debate on it. The Director-General should be invited, in formulating the proposals mentioned in sub-paragraph (c), to consider the possibility of convening a second meeting of experts, in view of the importance of these matters.
Mr. Morris accepted the suggestion concerning subparagraph (b). He further suggested that subparagraph (c) should be amended by the insertion, after "international organisations", of the words "and with workers' and employers' organisations as well". He doubted whether a second meeting of experts would prove more useful than the first, though if the Governing Body felt otherwise he would not oppose convening such a meeting.

Mr. Végh Garzón pointed out that in the debate at the last session the report had been described as a useful and interesting one, although attention had been drawn to certain defects attributable to the differing backgrounds of the experts, the variety of questions submitted to them and the short time at their disposal.

For the sake of the ILO's prestige, the report should not now be circulated to other international organisations, even accompanied by the minutes of the Governing Body's discussion: it should first be reviewed, possibly by a more homogeneous group of experts concentrating on a narrower range of subjects, in the hope that its conclusions might thus be improved, and only then should it be communicated to other organisations with a request for their co-operation.

Mr. Persons observed that the report had the merit of drawing attention to the importance of the problem and encouraging further consideration of the action required. However, distributing it in its present form might not serve a useful purpose and might even cause confusion.

The fact was that the experts had not really had time to complete their work properly. The best course, therefore, would be to continue work in this field as proposed in paragraph 7(c) of the Office paper. For example, a study might be made of the factors which promoted capital investment in equipment rather than in labour; this should not be a global study, but should relate specifically to conditions in each country. There might also be case studies of labour-intensive methods of production. The report stressed the need to promote such methods in order to increase employment, but gave no indication of the problems associated with such an option, such as limited choice of techniques, higher unit costs and shortage of managerial skills, nor of the means for dealing with them. Case studies related to conditions in each country would provide a reply to these questions.

The Director-General fully agreed with Mr. Persons that what mattered most at the present stage was the follow-up of the proposal in paragraph 7(c) of the Office paper.

As regards distribution of the report, the experts themselves saw no difficulty. The report was not a confidential document; many people had already seen it, and in the circumstances it might seem a little abnormal not to distribute it to governments and to employers' and workers' organisations accompanied by a record of the discussion in the Governing Body as proposed by Mr. Bergenström and Mr. Morris. He would not, of course, propose to issue it as a special publication for wide circulation.

Mr. Morgan shared that view, citing as a further reason for caution the statement in paragraph 82 of the report that "the impact on employment that could be expected to result from the kinds of changes in fiscal policies suggested ... would provide at best only a limited, perhaps severely limited, contribution to the solution of the employment problem". This seemed rather sweeping and not really substantiated by research findings. Fiscal measures were one of the few ways in which governments could influence employment by orienting investment, particularly in the private sector of the economy. It might be wondered whether conclusions such as these might be considered to provide authoritative guidance for governments, employers and workers on fiscal policy matters.

Mr. Šiktanc expressed serious reservations regarding both the experts' conclusions and their entire approach to the problem. It would not be in the ILO's interest to circulate a report in which there were many gaps and contradictions, though these were admittedly due to the circumstances attending the meeting, the short time at the experts' disposal and the dearth of literature on the subject.
He agreed that what mattered now was the direction of future ILO activities in this field, and he supported the idea of case studies, especially at the regional and national levels, which would take account of all social and economic factors affecting the relationship between employment and fiscal policies. It was to be hoped that the Office would in future give more deliberate thought to the choice of subjects to be explored and to the selection of experts.

Mr. Végh Garzón reiterated the view that the ILO should complete and improve the report before communicating it to other agencies.

Attention had already been drawn both to the report's qualities and to its contradictions, which were not really defects but rather the consequence of the subjects dealt with. For example, the problem of domestic savings had scarcely been mentioned, although it was a basic element in over-all development and employment promotion. Moreover, national action relating to monetary and fiscal matters had barely been touched on. The Governing Body had just devoted the better part of two days to a discussion of trade problems which were not within its competence. On the question now before it, which was really its concern, some good results had been achieved but the report was incomplete and its conclusions were too broad because the experts had not had all the time they needed.

He therefore pressed his proposal that the Director-General should be asked to complete the report, with the help of the original experts or others, if necessary, with a view to reaching more precise and clearer conclusions which could provide real guidance for all member States and agencies associated with the ILO.

The Governing Body adopted the proposal in paragraph 7(a) of the Office paper.

The Chairman reminded members that Mr. Bergenström had put forward an amendment to paragraph 7(b) and took it that that amendment was accepted.

The Governing Body accordingly adopted the proposal in paragraph 7(b) of the Office paper, subject to the addition of the words "and the record of the Governing Body's debate on it" after "to communicate the report".

The Chairman drew attention to Mr. Morris's amendment to paragraph 7(c), adding that note was taken of Mr. Siktanc's suggestion and of that put forward on behalf of the Employers concerning a further expert review of the matter.

Subject to the addition of the words "and with employers' and workers' organisations as well" after "in co-operation as appropriate with other international organisations", the Governing Body adopted the proposal in paragraph 7(c) of the Office paper.

SIXTH ITEM ON THE AGENDA

Effect Given to the Recommendations of the Commission of Inquiry concerning the Observance by Greece of the Conventions on Freedom of Association

Mr. Morris said that the Workers wished to know whether the new Greek trade union legislation was in conformity with Conventions Nos. 87 and 98. The Office paper merely indicated that the Conference Committee on the Application of Conventions and Recommendations had referred the question to the Committee of Experts for careful and detailed study and had expressed the hope that, as a result of this examination by the Committee of Experts, it would find next year that fundamental changes had been made. That was very important, especially as the Greek Government had stated that it intended to bring its legislation into conformity with international Conventions "to the extent to which this was considered necessary". In view of that last phrase, the Workers' group reiterated the request it had made at the previous session that the Office should analyse the legislation adopted by the Greek Government so as to determine whether it was really in conformity with Conventions Nos. 87 and 98. He had serious doubts
in that regard. It appeared, for instance, that under article 38, subsection (3), of Legislative Decree No. 890 trade union officials who had been deposed as a result of application of the previous decree would be considered as "retired pensioners" and would thus be prevented from joining a trade union.

Even before the report of the Committee of Experts became available it would be desirable for the Governing Body to have further information so that it could express an opinion. The matter was rather urgent because Greek trade unionists were at present in a difficult position and the Workers' group wished to be able to define its attitude clearly before the next session of the Conference.

The Director-General pointed out that Mr. Morris's request might raise a question of principle, i.e. whether the Governing Body wished to entrust the Director-General with responsibility for submitting to it conclusions concerning the compatibility of particular national laws with the provisions of a particular Convention. There was an established procedure under which the Committee of Experts dealt with matters of that kind, and any departure from that procedure would raise issues so far-reaching as to require careful consideration.

On the other hand, in the present case the Office could very well prepare for the next session of the Governing Body a paper which would set out the facts without suggesting any conclusion; that would enable members of the Governing Body to compare the relevant provisions of ILO Conventions with those of Greek legislation and draw their own conclusions pending consideration of the matter by the Committee of Experts.

Mr. Morris accepted that suggestion.

Mr. Pimenov endorsed Mr. Morris's statement and expressed satisfaction at the Director-General's explanations.

At the last Conference session the Greek Government had stated that the provisions of Decrees Nos. 890 and 891 were fully in conformity with Conventions Nos. 87 and 98, which Greece had ratified, and that by 5 June all persons who had been detained or imprisoned had been released. That statement was not borne out by the facts. The military junta was still oppressing patriots and many democrats who had been struggling against the dictatorship had recently been arrested. Repression of trade unionists was increasing and attempts were being made to whittle down workers' rights even further. In their fight against those who went on strike to defend their rights, military tribunals did not hesitate to violate constitutional provisions and human rights, and Greek citizens were sometimes arrested and imprisoned for no lawful reason. The qualifying age for retirement pensions had been raised and benefits had been reduced. Despite the assurances given by the junta, many patriots were still in prison or in exile.

The International Labour Organisation could not therefore merely express the hope that the situation would improve. It must insist that the Greek Government comply fully with the recommendations of the Commission of Inquiry and establish conditions permitting the free exercise of trade union rights.

Mr. Tranos said that he would refrain from replying to the attacks on his Government since he did not wish to open an irrelevant political discussion. The fact remained that much wider freedom had been granted under the two new laws, that Greek trade unionism had been strengthened, and that in taking these steps the Government had sought mainly to improve the workers' conditions. The adoption of a third law, relating to collective bargaining, had been held up at a result of staff changes in the Ministry of Labour. However, the law was ready and would soon be promulgated. The text could then be communicated to members of the Governing Body. Moreover, the report of the Committee of Experts would make it possible to judge the situation of Greek workers fairly.

Mr. De Bock wished to dispel any impression resulting from the preceding statement that the adoption of the two decrees mentioned had helped the cause of freedom of association in Greece. Having himself analysed both of these texts, he could affirm that their effect was to give the Greek Government complete control over the trade unions. They actually supplemented the existing provisions by imposing a number of major restrictions which wiped out any possibility of
trade union action. The Governing Body should not imagine that the situation in Greece had improved; it had in fact deteriorated, as the report of the Committee of Experts would confirm.

The Governing Body took note of the Office paper.

SEVENTH ITEM ON THE AGENDA

Report of the Committee to Consider the
Representation Submitted by the General
Confederation of Italian Agriculture
concerning the Application of the
Employment Service Convention,
1948 (No. 88), by Italy

The Chairman recalled that on 9 August 1971 Italy had denounced Convention No. 88 and that the denunciation would take effect on 9 August 1972. Before opening the general discussion on this item he expressed the Governing Body's thanks to the Chairman of the Committee, Mr. Parodi, and to its two other members, Mr. Vitaic Jakasa and Mr. Fogam.

Mr. Salvi reminded the Governing Body that the origin of the representation lay in the fact that in Italy employers and workers did not have equal representation on placement commissions, contrary to the relevant clause of Convention No. 88.

The Committee which had examined the representation had rightly considered in the first instance the question of the applicability of Article 19(6) of the Constitution. It had made a thorough study of this question and drawn the necessary conclusions. First, the clause was applicable to those provisions of Italian legislation which went beyond the requirements of the Convention but not to those which were incompatible with it. Secondly, if it were accepted that the special features of national legislation which were alleged to be more favourable to workers justified the non-application of a provision of a ratified Convention, the consequences might be very serious. The Committee had therefore rightly considered that there had been a departure from Article 4, paragraph 3, of the Convention, which provided for representation of employers and workers in equal numbers. However, he failed to see why a member of the Committee had felt that that clause should not apply to executive committees; if the placement service was to remain a public service its neutrality must be ensured and, a fortiori, equality of representation must be maintained on committees with executive functions.

He also regretted the failure of the report to make it sufficiently clear that the attitude previously adopted had created the hope that national legislation would be brought into conformity with the standards laid down in the Convention. Italy had repeatedly indicated its intention of conforming to the principles laid down by the ILO when revising its employment service legislation. Unfortunately it had not done so, and the legislation was still in contradiction with the Employment Service Convention, which the Government had ratified. That situation would persist until the denunciation of Convention No. 88 took effect.

1 "In no case shall the adoption of any Convention or Recommendation by the Conference, or the ratification of any Convention by any Member, be deemed to affect any law, award, custom or agreement which ensures more favourable conditions to the workers concerned than those provided for in the Convention or Recommendation."
In view of the new situation thus created, he wished to know what action should be taken on the complaint and what procedure was to be applied. It was regrettable that the Convention had been denounced, and he hoped that it would be possible to apply it again in the future because the Italian Constitution sought to ensure that the Italian legal system conformed to the standards of international law, and it encouraged and promoted the conclusion of international agreements which affirmed and regulated workers' rights.

It was also surprising to note that the reasons given for the denunciation were incompatible with the terms of the resolution concerning the strengthening of tripartism adopted by the Conference at its last session, which expressly provided for equal representation of employers and workers on tripartite bodies, even if they did not come within the scope of ILO Conventions.

Lastly, the procedure followed for the denunciation of the Convention raised certain questions; these, however, were matters of domestic Italian law and were not really the concern of the Governing Body.

Mr. Ago pointed out that under the system contemplated in Convention No. 88 the employment service operated through offices coming under the control of a national authority. Provision was made for equal representation of employers and workers, but only in an advisory capacity. When it came to running the employment service - a public service, but one whose main purpose was to serve workers' interests - the Italian system went beyond the provisions of the Convention. It was based on the idea that workers, who were the persons most interested in the employment service and who derived most benefit from it, should participate directly in its operation. Accordingly, while the national and regional offices of the Ministry of Labour included representatives not only of workers but of employers, management personnel, craftsmen and farmers, the workers' participation was preponderant, exceeding that not only of the employers but of the Government itself. The commissions referred to in the report were thus of an entirely different character from the bodies provided for in the Convention; they were not advisory but operational bodies established on quite different lines.

The Italian Government could not therefore regard its system as incompatible in any way with Convention No. 88. It noted in that connection that there had been a divergence of views in the Committee, the Worker member of which had expressed an opinion in accordance with its own.

Nevertheless, the Government fully recognised that difference of view might subsist as regards the meaning of Convention No. 88; and since it wished neither to find itself in a position of not complying with its obligations under a ratified Convention nor to weaken in any way the protection which its laws afforded to the workers of Italy it had decided to denounce Convention No. 88 in accordance with the relevant provisions of the Convention itself.

The fact remained that if Convention No. 88 could be interpreted as excluding more favourable treatment for the workers then it was indeed out of date. Its recent denunciation by both the United Kingdom and Italy should at last impel the Committee on Standing Orders and the Application of Conventions and Recommendations to consider its partial revision.

The Governing Body took note of the Office paper.

EIGHTH ITEM ON THE AGENDA

Reports of the Committee on Freedom of Association

Mr. Goroshkin recalled that on several past occasions his delegation had pointed out that it was time to make the Committee on Freedom of Association more representative and its procedure more democratic. It had suggested that the Committee should include representatives of various trade union tendencies and of governments with various social systems. However, no action had yet been taken on those suggestions; the Soviet Government delegation would therefore once again refrain from participating in the examination of the Committee's reports and conclusions.
ONE HUNDRED AND TWENTY-SIXTH REPORT

I. Introduction

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

II. Conclusions concerning Case No. 638 relating to Lesotho

The Governing Body adopted the recommendations in paragraph 30 of the report.

ONE HUNDRED AND TWENTY-SEVENTH REPORT

I. Introduction

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

II. Questions of Procedure

Mr. Morris agreed to the Committee's recommendation and suggested that a report on the operation of the new procedures should be submitted to the Governing Body at a forthcoming session.

The Chairman took it that that was agreed.

Mr. Eggermann (Observer representing the World Confederation of Labour) pointed out that for some years past his organisation had been one of those which had complained most frequently about the procedures of the Committee on Freedom of Association. It was therefore most encouraging to find that questions of procedure were dealt with in its present report and that the conclusions submitted to the Governing Body represented an important step forward.

Paragraph 15 gave grounds for deep satisfaction, and the report called for by the Chairman of the Workers' group would be awaited with interest.

In paragraph 18 it was suggested that ILO regional offices might be called upon to approach governments to draw their attention to the importance of supplying observations or information requested of them. The World Confederation of Labour had repeatedly asked that the ILO should suspend technical assistance to any government which persistently refused to apply ILO standards on freedom of association and that the Director-General should ensure that that was done.

He fully approved the statement in paragraph 19 but wondered how the Office proposed to give wider publicity to the Governing Body's recommendations.

He also concurred in the views set out in paragraph 20. However, instead of waiting for an invitation from governments, the Director-General could perhaps take the initiative of sending missions to countries to ascertain the facts concerning violations of freedom of association.

Lastly, as regards paragraph 26, the World Confederation of Labour considered that freedom of association was not dependent on a government's ratification of a Convention; it was a question of foremost importance to workers, and from that point of view any distinction between countries which had ratified the freedom of association Conventions and those which had not had very little meaning. The ILO's duty was to ensure that freedom of association was respected everywhere.

Mr. Briki said that his Government welcomed the new steps proposed by the Committee on Freedom of Association to strengthen its procedure. As regards direct contact with governments, he shared the views of the previous speaker: government consent was of course necessary but the initiative should come from the Director-General. That would give greater impetus to the Committee's work and
ensure that it was not hamstrung by governments' failure to reply or delay in replying to the questions put to them.

The Governing Body adopted the recommendation in paragraph 29 of the report.

III. Complaints Which the Committee Recommended should Be Dismissed as Irreceivable under the Procedure in Force

The Governing Body adopted the recommendations in paragraphs 36 and 39 of the report.

IV. Cases Which the Committee Considered Did Not Call for Further Examination

The Governing Body adopted the recommendations in paragraphs 47 (Case No. 573: Bolivia), 58 (Case No. 627: United States), 57 (Case No. 647: Portugal), 79 (Case No. 650: El Salvador), 86 (Case No. 653: Argentina) 92 (Case No. 664: Colombia) and 99 (Case No. 680: United Kingdom) of the report.

V. Definitive Conclusions in the Cases relating to Paraguay (Case No. 439), Spain (Cases Nos. 520 and 540) and Argentina (Case No. 633)

Mr. Morris, referring to Cases Nos. 520 and 540 said that the Workers were extremely concerned and disturbed by the events of last September. He mentioned several cases of workers being killed or wounded by the police for carrying on trade union activities and workers who were awaiting judgment by military tribunals for the same reasons. Every day workers were arrested, imprisoned, fined or dismissed from their jobs; every day trade union and human rights were trampled underfoot.

It seemed that, far from complying with the suggestions of the Study Group, the Spanish Government had hardened its attitude and intensified repression, and was persistently violating ILO principles and standards. He hoped that the Director-General and the Committee on Freedom of Association would intensify their efforts to induce the Spanish Government to ensure full restoration of trade union rights in Spain in accordance with ILO principles and standards.

The Governing Body adopted the recommendations in paragraphs 106, 133 and 150 of the report.

VI. Interim Conclusions in the Cases relating to Guatemala (Case No. 396), Senegal (Case No. 591), Brazil (Case No. 632), Mali (Case No. 644), and Mauritania (Case No. 660)

The Governing Body adopted the recommendations in paragraphs 157, 188, 197, 225, 256 and 306 of the report.

ONE HUNDRED AND TWENTY-EIGHTH REPORT

The Governing Body decided to examine the report at its 185th Session (February-March 1972).
NINTH ITEM ON THE AGENDA

Reports of the Financial and Administrative Committee  

First Report

FINANCIAL AND GENERAL QUESTIONS

Mr. Neilan, dealing with the Committee's three reports together, said that the Employers were satisfied with paragraphs 7, 31, 40, 58, 79, 96, 108, 115 and 121 of the first report, paragraphs 25, 37, 38 and 47 of the second report, and paragraphs 9, 25, 26, 30 and 41 of the third report. As regards the reports of the Joint Inspection Unit, he hoped the Director-General would be cautious about extending appointments of persons who had been in charge of unsuccessful projects.

Mr. Sánchez Madariaga also intended to comment on the three reports at the same time. In regard to the first report, Mr. Plant, the Workers' spokesman in the Committee, had expressed gratitude to countries which had paid the whole of their 1971 contribution quickly and had commended those which had already paid or would soon pay all or part of their 1972 contribution. That helped the Office to carry out its programme without resort to extra-budgetary measures. It should also be pointed out that thanks to the steps taken by the Office there had been little difficulty or delay in the execution of the programme, which was being carried out as planned. It was therefore possible to be fairly optimistic about the future, and governments should be encouraged in their efforts to ensure that the Organisation would continue to have the funds needed to maintain its programmes.

The Workers had endorsed a number of transfers made within the budget, together with measures designed to meet the consequences of recent monetary developments which had resulted in a financial loss when contributions calculated in dollars had been exchanged for Swiss Francs.

The Workers had also supported the proposed budget of the joint ILO-ISSA account for 1972-73. They hoped that ISSA's activities would be regularly maintained, and indeed strengthened, and that they would be pursued with even greater vigour than in the past.

The Workers hoped, as regards the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR), that it would be possible to overcome the Centre's current financing difficulties and, so far as the new ILO headquarters building was concerned, that its construction could proceed smoothly despite the substantial increases in costs which had made it necessary to increase the original estimates.

As regards the second report, the Workers were prepared to support the amendments to the Staff Regulations, especially those relating to the education grant and to the special duty allowance at Geneva. They also approved the sections of the report relating to exceptions to the Staff Regulations entailing additional expenditure, the Staff Pensions Fund and General Service salaries.

As for the third report, it was gratifying to note that the ILO was one of the organisations which had best withstood the test of critical scrutiny by the Joint Inspection Unit. The Unit's inspection activities should be encouraged since they would lead to better co-ordination in the execution of the programmes being carried out in certain countries with the help of several organisations.

Mr. Amaral de Sampaio expressed satisfaction at the implementation of the programme of savings approved by the Governing Body. The Director-General had shown that he was firmly resolved to weather the current financial crisis, and it was to be hoped that a prompt solution would obviate the need for further reduction of the ILO's activities. However, if the crisis continued there would have to be further drastic cuts in ILO programmes; such a course, though highly

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1 See also seventh sitting.
regrettable, would be the only acceptable choice among those suggested in the Office paper. The negotiation of a loan from public or private institutions would be incompatible with the Organisation's independence of action. Moreover, it would be unfair, since the entire membership would then have to repay the loan and thus accept a burden for which they were not responsible. Emergency financial assistance by member States should also be avoided, since it would take the form either of a donation, which might have undesirable political implications, or a loan, which would subsequently have to be repaid by the whole membership.

The serious nature of the ILO's present financial difficulties should not obscure the need for the reform of its scale of contributions, which should be brought into line with the United Nations scale so as to ensure a fairer distribution of expenditure among member States.

Mr. Pozharsky said that of the many consequences of the uncertainty concerning the dates of payment of the United States contribution the most unacceptable were the political consequences. By refusing to discharge its financial obligations and threatening possible withdrawal from the Organisation, the United States was clearly exerting political pressure whose consequences were apparent daily in all aspects of the ILO's activities, such as staff recruitment, dismissal of staff with short-term contracts, technical assistance, seminars, recruitment of experts, publications and candidatures from various regions, especially Eastern Europe, i.e. the group of Socialist countries.

The Soviet Government did not wish to meddle in the internal affairs of the United States or to examine the relationship between the Congress and the Administration of that country. It was the United States - and the United States alone - which must determine its attitude to the Organisation in a manner which did not damage the legitimate interests of other member States which paid their contributions and continued to discharge their constitutional obligations. A paradoxical situation in which one member State violated its obligations and used that violation to increase its pressure and its influence on ILO activities was unacceptable. If the Organisation had neither the strength nor the courage to oppose such attempts there was a very grave danger that the financial crisis would become a general crisis of the Organisation.

As regards the technical aspects of the present situation, the only course open to the ILO was continued economy, however unpleasant that might be. The present economy measures should therefore be continued and strengthened so as to adapt expenditure to actual income and reduce the consequences of the financial uncertainty to a minimum.

The Soviet Government's attitude in this regard - which was set out in the report, especially in paragraph 24 - remained unchanged. It would certainly be necessary to consider new economy measures of a kind which would not seriously prejudice the Organisation's activities and prestige - for example a reduction in the number of Governing Body delegations. He hoped that the Director-General would submit to the Governing Body at its next session proposals for making such savings.

Mr. Persons, referring to Mr. Pozharsky's concern regarding the political aspect of the financial situation, agreed that there was indeed a political crisis in the ILO - a crisis related to the tripartite character of the Organisation which went back to 1954 or thereabouts and antedated by far the present financial difficulties which were merely a consequence of it - and which Mr. Pozharsky had perhaps tended to over dramatise in his remarks concerning dismissals and technical assistance.

As regards in particular the content of ILO publications, he had already had an opportunity in previous exchanges with Mr. Pozharsky to draw attention to inclusion in official ILO publications of articles which called into question the tripartite structure of the Organisation and which had caused justified concern in the United States. However, his country had never sought to exert the slightest pressure on ILO publications. On the other hand, all had heard threats as to what would happen if, for example, the results of the elections in the Industrial Activities Committee were not adjusted in some way to meet certain demands which the voting had not justified. Was that not a case of political pressure, concerning which Mr. Pozharsky had so rightly expressed concern?
As long as there was a crisis of the kind that had existed since 1954, the Organisation would be in a difficult position. As long as it was a Member of the ILO the United States Government would express its concern for the preservation of the Organisation's tripartite character. It was therefore likely that the crisis would continue in some form until the autonomy of the groups was accepted and recognised by all.

So far as the present financial difficulties were concerned, he could repeat what he had said on previous occasions, namely that the United States accepted its legal obligation to pay its bills and that - as he had said in the Financial and Administrative Committee - the United States Government planned to request the Congress to appropriate the funds owing to the ILO budget in the form of a supplementary appropriation, and thus restore a normal financial relationship with the Organisation.

It should again be stressed, however, that the accusation of political pressure of the kind suggested by Mr. Pozharsky was not one that could rightly be levelled against the United States. The United States had not been engaging over the years in political pressure with respect to every function of the Director-General or the Organisation, and the present financial problem was merely the reflection of the erosion of the tripartite principle within the ILO which had been going on for some time.

1970-71 Regular Budget Account at 31 October 1971

Position of the Working Capital Fund

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

Proposed Transfers Within the Programme and Budget for 1970-71

The Governing Body authorised the Director-General to submit the proposed transfers within the 1970-71 budget to the Chairman for his approval, in accordance with the usual practice, prior to the closing of the 1970-71 accounts in January 1972, subject to confirmation of such approval by the Governing Body at its 185th Session (February-March 1972).

Financing of Expenditures Not Provided for in the Programmes and Budgets for 1970-71 and 1972-73

The Governing Body -

(a) decided that the additional budgetary costs resulting in 1971 from the changes in exchange rates which occurred from August 1971, estimated at $102,000, should be met by savings under Part I of the Programme and Budget for 1970-71;

(b) decided that the additional budgetary costs resulting from these changes in 1972 and 1973, estimated at $1,400,000 for the biennium, should, as regards the early months of 1972, be met by savings under Part I of the Programme and Budget for 1972-73;

(c) requested the Director-General to submit to it at its next session further proposals concerning these costs in 1972 and 1973.

Proposed Budgets of Extra-Budgetary Accounts for 1972-73

Proposed Budget of Joint ILO-ISSA Account for the 1972-73 Biennium

The Governing Body approved the 1972-73 expenditure and income estimates for the Joint ILO-ISSA Account as set out in detail in Annex C to the report, it
being understood that they remained subject to possible reduction if the financial situation so required.

Proposed Budget of the Safety Information Centre Account for 1972-73

The Governing Body approved the 1972-73 expenditure and income estimates for the Safety Information Centre extra-budgetary account, as set out in detail in Annex D to the report, it being understood that they remained subject to possible reduction if the financial situation so required.

Proposed Budget of the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) for 1972-73

Mr. Végh Garzón expressed keen satisfaction at the content of paragraph 76 of the report. After some initial financial difficulties the Centre was now working very well. All the Latin American countries appreciated its work and looked forward to its continued help in the future. He was grateful to the Director-General and the ILO for their efforts.

The Governing Body approved the budget of the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) for 1972-73 as shown in Annex E to the report, it being understood that it remained subject to possible reduction if the financial situation so required.

Appointments to the Investments Committee of the International Labour Organisation

The Governing Body reappointed Colonel Terence Maxwell and Mr. Yves Oltramare and appointed Mr. Christoph Erdeyler as members of the Investments Committee for a period of three years until 31 December 1974.

Proposed Amendments to the Financial Regulations

The Governing Body decided to propose to the International Labour Conference at its 57th (June 1972) Session the adoption of the following draft resolution:

The General Conference of the International Labour Organisation —

Decides to amend the provisions relating to external audit in the Financial Regulations of the Organisation, the amended text of these provisions to consist of the new version of Chapter IX and the new Appendix which are appended.1

Report of the Building Subcommittee

The Governing Body decided to recommend to the Conference at its 57th Session (June 1972) the adoption of a resolution in the following terms:

The General Conference of the International Labour Organisation —

Recalling the Resolution concerning the Proposed Loan to Finance the Construction of the New Headquarters Building, adopted by the Conference at its 50th Session, on 14 June 1966; and

1 i.e. the text set out in Annex F to the report.
Noting the decision of the Governing Body at its 183rd Session authorising the Director-General to complete at the earliest practicable date the letting of contracts for the remaining work lots on the building, with the understanding that total costs shall not exceed 135 million Swiss francs;

Decides that, subject to approval by the Governing Body of the terms of an appropriate supplementary agreement, the Director-General be authorised to contract with the Property Foundation for International Organisations for an increase of not more than 27 million Swiss francs in its loan for the financing of the construction of the building required for the headquarters of the ILO.

The Governing Body expressed appreciation to the Swiss Government for the terms on which the new loan had been offered.

Local Cost Contributions for Regular Budget Technical Co-operation Activities

Thirty-Seventh Report of the Administrative Committee on Co-ordination

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

The sitting closed at 8.05 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi Njotowi Jong, Chairman.
MINUTES OF THE SEVENTH SITTING

(Friday, 19 November 1971 - 10.30 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOHAINA, Mr. BERGENSTRÖM,
Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DARSA, Mr. DE BOCK, Sir Grant FEBRIER,
Mr. FOGAM, Mr. GARGOUM, Mr. GEORGET, Mr. GHAYOUR, Mr. GOMEZ, Mr. GONZALEZ NAVARRO,
Mr. GOROSHKIN (replaced during part of the sitting by Mr. POZHARSKY and
Mr. ASLANYAN), Mr. GROS ESPIELL, Mr. HEALY (personal substitute for
Mr. HENNIKER-HEATON), Mrs. IONESCU, Mr. KOKU, Mr. KONATE, Mr. KUNOGI (replaced
during part of the sitting by Mr. OHKI), Mr. LINDNER (personal substitute for
Mr. EKDMANN), Mr. LOVE (replaced during part of the sitting by Mr. LAPOINTE),
Mr. MAKHLOUF, Mr. MERCADO, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. MAYAK,
Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NOQUEIRA BATISTA, Mr. OTHIENO, Mr. PARODI,
Mr. PERSONS, Mr. PIMENOV, Mr. SALVI, Mr. SANCHEZ MADARIAGA, Mr. SHIOJI, Mr. SUNDE,
Mr. VERSCHUEREN, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZÖLLNER.

Absent: China.

NINTH ITEM ON THE AGENDA

Reports of the Financial and Administrative Committee (concl.)

Second Report

PERSONNEL, PENSIONS AND ADMINISTRATIVE QUESTIONS

Statement by a Staff Representative

The Governing Body took note of the statement.

Composition and Structure of the Staff of
the International Labour Office

Mr. Briki, while welcoming the information in the Office paper, hoped that
in future the statistical tables relating to the distribution of ILO staff by
grade and type of contract would also indicate their nationality. He asso­
ciated himself with the USSR Government member's request for information on the
number and nationality of officials who had joined or left the Office since
August 1970, i.e. since the beginning of the current financial difficulties.

The Algerian Government was gratified to hear that the Director-General had
recently assured the staff that the employment situation was not expected to
worsen, at least in the short term. It was vital to protect the staff, who had
already made great sacrifices to keep the ILO going, from hardship due to the
financial situation.

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

1 See also sixth sitting.
Proposed Amendments to the Staff Regulations

Amendment concerning Education Grant (Article 3.14)

The Governing Body approved, with effect from 1 December 1971, the amendment to article 3.14 of the Staff Regulations set out in the annex to the report.

Amendment concerning Special Duty Allowance at Geneva (Article 3.8)

The Governing Body approved, with effect from 1 November 1971, the amendment to article 3.8 of the Staff Regulations set out in the annex to the report.

Amendment concerning Staff Relations (Article 10.1)

Mr. Murín asked for a reply to the questions recorded in paragraph 45 of the report.

The Chairman indicated that the information would be given in due course.

The Governing Body approved, with effect from 1 December 1971, the amendment to article 10.1 of the Staff Regulations set out in the annex to the report.

Exceptions to the Staff Regulations Entailing Additional Expenditure

Questions relating to the Administrative Tribunal of the ILO

Report of the Administrative Board of the ILO Staff Pensions Fund

Report of the ILO Staff Pension Committee (United Nations Joint Staff Pension Fund)

Report of the Board of Trustees of the Special Payments Fund

Other Personnel, Pensions and Administrative Questions

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 if the United Nations General Assembly adopted the proposal of the Joint Staff Pension Board in regard to the pension adjustment system the pensions of the Fund which were in payment on 1 January 1972 should be increased by 5.4 per cent with effect from that date, and that if the change in question was not adopted by the General Assembly the pensions of the Fund should be increased by 2.3 per cent instead of 5.4 per cent.

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

The Governing Body decided, in application of the decision of the International Labour Conference at its 54th Session, that, with effect from 1 January 1972, the pensions of the Fund which were in payment on that date should be increased by the same percentage, either 5.4 or 2.3 per cent, as was applied to the pensions of the ILO Staff Pensions Fund.
Third Report

FINANCIAL AND GENERAL QUESTIONS

Reports of the United Nations Joint Inspection Unit

Mr. Morgan expressed appreciation of the Unit's work and endorsed the practice of submitting its reports dealing with technical co-operation matters also to the Committee on Operational Programmes.

Mr. Gómez noted with interest the observations on the ILO's work in Colombia and especially on the in-plant training programme. The Colombian Government welcomed the proposal to submit a similar project for management training to the UNDP Governing Council at its next session since that project would supplement earlier ones for training at other levels.

The Governing Body took note of the report.

First Report (concl.)¹

FINANCIAL AND GENERAL QUESTIONS

Proposed Budgets of Extra-Budgetary Accounts for 1972-73

Proposed Budget of the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) for 1972-73

Mr. Gros Espiell expressed deep satisfaction at being in a position to confirm that from 1972 his Government intended to increase its voluntary contribution to the Centre, which had greatly helped Latin America with its vocational training programmes. It hoped thus to encourage similar action by other countries concerned.

He expressed appreciation of the work of Mr. Denby, Chief of the ILO Finance and General Services Department, during his recent mission to Montevideo.

Mr. Polanco thanked the Government of Uruguay and the ILO for their generous support of the Centre. The budget of an institution which had given such useful assistance to national vocational training bodies such as the Institute for Educational Co-operation in Venezuela should be maintained or increased, and in any case not reduced. He hoped that once it had overcome its own financial problems the ILO could increase its contribution from the regular budget to the Centre.

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour (cont.)²

Mr. Bergenström said that, having had a chance to examine the revised Latin American text resulting from the debate at the fifth

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¹ See also sixth sitting.
² See also third, fourth, fifth and eighth sittings.
sitting, the Employers wished to submit subamendments; these had already been circulated in writing. In order to make paragraph 111(a)(i) more general they

1 This text, which was now before the Governing Body in writing, was as follows:

"111. The Governing Body is invited to decide whether it would wish to request the Director-General:

(a) to arrange, in co-operation with other international organisations, especially UNCTAD, for the preparation of a study or studies to be submitted to the 186th Session of the Governing Body and aimed at:

(i) identification of the goods from the developing countries, liberalisation of the imports of which into industrialised countries, under preferential conditions, would have the greatest impact on the employment situation in the developing countries;

(ii) assessing the order of magnitude of the employment effects in both developing and industrialised countries; and

(iii) analysing appropriate policies for coping with possible adjustment problems;

these studies to cover not only problems of reducing the displacement of workers and of finding jobs for displaced workers, but also of identifying and overcoming skill shortages which may threaten to prevent countries from taking advantage of access to new markets (paragraphs 88 and 89);

(b) to report at each session of the Governing Body on the progress of studies in appropriate ILO meetings or conferences with a view to tripartite examination of the issues and consideration of ways in which the ILO, especially perhaps by encouraging active manpower policies, might be able to contribute to employment-expanding trade liberalisation (paragraph 91); and

(c) to give special attention to strengthening elements in the ILO's technical co-operation programme and the programme of the International Centre for Advanced Technical and Vocational Training at Turin that directly contribute to export promotion (paragraph 95).

112. The Governing Body is further invited to decide whether it would wish:

(a) to invite the Director-General to prepare for consideration by the Governing Body at its 185th Session a paper in which an attempt would be made to indicate as explicitly as possible:

(i) measures which the International Labour Organisation would wish to see taken in the field of international trade in favour of developing countries, having in mind their beneficial effects on employment and economic development of such countries;

(ii) measures which the ILO would wish to see taken to ensure that the fullest possible consideration is given to compensating all those who might be injured by measures of trade policy, and particularly to the employment situation of workers threatened with displacement in importing countries, by means of an appropriate combination of (1) measures to reduce the displacement of workers; (2) measures to provide other jobs (accompanied by retraining facilities and removal grants as necessary) to workers who are displaced; and (3) measures of income maintenance during transitional periods and perhaps indefinitely for workers beyond a certain age or in other special circumstances; and

(iii) measures which the ILO intends itself to take, in co-operation as appropriate with other organisations, especially UNCTAD, to help promote employment-expanding trade;

(footnote continued on following page)
proposed replacing "under preferential conditions" by "in accordance with the relevant principles of the International Development Strategy of the United Nations". They were also proposing a new subparagraph (a)(ii), to be inserted before the present subparagraph (a)(ii) which, together with the remaining subparagraphs, would be renumbered accordingly. The proposed insertion would read as follows:

"(ii) assessing the effect on employment of increases or decreases in the importation of such goods by the industrialised countries;"

Mr. Nogueira Batista indicated that in a spirit of compromise the Latin American Government members, having carefully studied the Employers' subamendments, could accept them in a final effort to achieve the widest possible consensus.

Mr. Morris, on behalf of the Workers' group, accepted the Employers' subamendments to paragraph 111(a), but otherwise the group continued to support the original Office text in preference to that put forward by the Latin American governments.

Mr. Lapointe, though prepared to endorse the Employers' subamendments, expressed anxiety lest the ILO encroach on the work of other organisations. The reference to economic development in paragraph 112(a)(i) of the revised Latin American text exceeded the ILO's competence and was unacceptable. The original text of that subparagraph was preferable, as well as that of paragraph 113.

Mr. Allaf endorsed the revised Latin American proposals with the Employers' subamendments.

Mr. Koku stated a similar position on behalf of the African governments.

Mr. Morgan, though in favour of paragraph 111 of the revised Latin American text as subamended, shared Mr. Lapointe's misgivings about the reference to economic development in paragraph 112(a)(i). Though concerned with many aspects of economic development, and particularly employment, the ILO was not the specialised agency most closely concerned with economic development as such. The original Office text was therefore preferable.

Mr. Persong, though also willing in a spirit of conciliation to accept the Latin American text with the Employers' subamendments, shared the concern of Mr. Lapointe and Mr. Morgan at the reference to economic development in paragraph 112(a)(i), which would go beyond the ILO's competence.

The Latin American amendment to paragraph 113 of the Office text did not seem strictly necessary, since presumably the proposed preliminary study would in any case be made available to the Committee on Standing Orders and the Application of Conventions and Recommendations. The United States Government could accept it on the understanding that the question of fair labour standards and

(footnote continued from previous page)

this paper to be prepared on the understanding that if the Governing Body finds on examination that it can endorse it the paper might serve as an agreed ILO policy statement to be submitted to the Third UNCTAD Conference (paragraphs 97-98); and

(b) to appoint a special working party of the Governing Body to meet immediately before its 185th Session and to examine the proposed paper, which would be distributed to all members of the Governing Body as a normal Governing Body paper (paragraph 98).

113. Finally, the Governing Body is invited to decide whether it would wish to request the Director-General to submit to the Governing Body at its next session a preliminary examination of the questions relating to fair labour standards in international trade, taking into special consideration the debates at the 184th Session of the Governing Body."
the Director-General's paper on it would be referred to an appropriate Govern­ning Body organ.

Mr. Ohki supported the Latin American text as amended by the Employers' pro­posals. For the reasons given by previous speakers, however, he could not endorse a sweeping reference to economic development in paragraph 112(a)(i).

Mr. Morris again stated the Workers' preference for the original Office text of paragraph 111(b) and (c).

Mr. Murín expressed his Government's reservations as to paragraph 111(c). Technical co-operation aimed at export promotion was the responsibility not of the ILO but of UNCTAD and other organisations.

Mr. Goroshkin expressed a similar position concerning paragraph 111(c).

The Governing Body adopted the revised text proposed by the Latin American Government members for paragraph 111 of the Office paper, subject to the Employers' subamendments, and in so doing requested the Director-General -

(a) to arrange, in co-operation with other international organisations, especially UNCTAD, for the preparation of a study or studies to be sub­mitted to the 186th Session of the Governing Body and aimed at:

(i) identification of the goods from the developing countries, liberali­sation of the import of which into industrialised countries, in accordance with the relevant principles of the International Development Strategy of the United Nations, would have the greatest impact on the employment situation in the developing countries;

(ii) assessing the effect on employment of increases or decreases in the importation of such goods by the industrialised countries;

(iii) assessing the order of magnitude of the employment effects in both developing and industrialised countries; and

(iv) analysing appropriate policies for coping with possible adjustment problems;

these studies to cover not only problems of reducing the displacement of workers and of finding jobs for displaced workers, but also of identifying and overcoming skill shortages which may threaten to prevent countries from taking advantage of access to new markets (paragraphs 88 and 89 of the Office paper);

(b) to report at each session of the Governing Body on the progress of studies in appropriate ILO meetings or conferences with a view to tripartite examination of the issues and consideration of ways in which the ILO, especially perhaps by encouraging active manpower policies, might be able to contribute to employment-expanding trade liberalisation; and

(c) to give special attention to strengthening elements in the ILO's technical co-operation programme and the programme of the International Centre for Advanced Technical and Vocational Training at Turin that directly contrib­ute to export promotion (paragraph 95 of the Office paper).

Mr. Morgan asked the Latin American governments whether they would agree to delete the reference to economic development in paragraph 112(a)(i) of the Latin American proposals.

Mr. Nogueira Batista said that the Latin American governments could unfortunately not accept such a deletion.

Mr. Morgan accordingly reiterated his Government's serious reservations on the text proposed for paragraph 112(a)(i).

Mr. Morris confirmed the Workers' opposition to the proposed amendments to paragraph 112 and their support for the original Office text.
Mr. Parodi preferred the original text of paragraph 112(a)(i) and, like Mr. Morgan, was opposed to the insertion of a reference to economic development. ILO competence in trade matters was confined to the area of employment promotion.

Mr. Lapointe confirmed his Government's opposition to paragraph 112(a)(i) of the revised Latin American text.

Mr. Persons intended to abstain on paragraph 112(a)(i); its inclusion in the final text would not, however, prevent his Government from voting in favour of that text as a whole.

Mr. Ohki reaffirmed his Government's opposition to the mention of economic development in paragraph 112(a)(i).

Mr. Allaf was glad to note that the United States Government could support the Latin American text as a whole, even with paragraph 112(a)(i) in it. For those who had objected to that paragraph, he wished to point out that it referred not to action to be taken by the ILO itself, but merely to measures which it might think desirable in the interest of economic development - with, of course, emphasis on employment creation - and which could be taken by other organisations.

Mr. Gros Espiell felt that in the light of Mr. Allaf's explanations, which he fully endorsed, no one need have any compunction about accepting paragraph 112(a)(i).

Mr. Morris found Mr. Allaf's reasoning unacceptable. The decisions taken by the Governing Body were bound to be interpreted as reflecting its views, even if they referred to action to be taken elsewhere.

Mr. Allaf regretted the Workers' unco-operative response to his argument, which was perfectly tenable.

The Director-General suggested that the words "employment and economic development" might be replaced by "employment as an element in economic development".

Mr. Lapointe demurred. The Governing Body was encroaching on matters within the competence of UNCTAD.

Mr. Morgan, Mr. Persons, Mr. Nogueira Batista, speaking on behalf of the Latin American Government members, and Mr. Gómez considered the Director-General's suggestion acceptable.

Mr. Morris said that, if the words "and social" were inserted after "economic", the Workers could also accept it.

Mr. Nogueira Batista, speaking for the Latin American Government members, concurred.

Mr. Lapointe, given the present spirit of compromise, could accept the text resulting from the Director-General's suggestion, as subamended by Mr. Morris.

Mr. Ohki could also accept it.

The Governing Body adopted the revised text proposed by the Latin American Government members for paragraph 112 of the Office paper as further amended in the light of the discussion, and in so doing -

(a) invited the Director-General to prepare for consideration by the Governing Body at its 185th Session a paper in which an attempt would be made to indicate as explicitly as possible:

(i) measures which the International Labour Organisation would wish to see taken in the field of international trade in favour of developing countries, having in mind their beneficial effects on employment as an element in economic and social development of such countries;

(ii) measures which the ILO would wish to see taken to ensure that the fullest possible consideration is given to compensating all those
who might be injured by measures of trade policy, and particularly to
the employment situation of workers threatened with displacement in
importing countries, by means of an appropriate combination of
(1) measures to reduce the displacement of workers; (2) measures to
provide other jobs (accompanied by retraining facilities and removal
grants as necessary) to workers who are displaced; and (3) measures
of income maintenance during transitional periods and perhaps inde­
finitely for workers beyond a certain age or in other special cir-
cumstances; and

(iii) measures which the ILO intends itself to take, in co-operation as
appropriate with other organisations, especially UNCTAD, to help pro-
 mote employment-expanding trade;

this paper to be prepared on the understanding that if the Governing Body
finds on examination that it can endorse it the paper might serve as an
agreed ILO policy statement to be submitted to the Third UNCTAD Conference
(paragraphs 97-98 of the Office paper); and

(b) decided to appoint a special working party of the Governing Body to meet
immediately before its 185th Session and to examine the proposed paper, which
would be distributed to all members of the Governing Body as a normal
Governing Body paper (paragraph 98 of the Office paper).

Mr. Morris, for the Workers, proposed that appropriate employers' and
workers' organisations which had regular observer status in the Governing Body
should be invited to send observers to meetings of the working party mentioned in
paragraph 112(b).

Mr. Polanco expressed the hope of the Latin American Government members that
in appointing the working party the Governing Body would take account of fair geo­
 graphical distribution, the ILO's tripartite character and the need to have repre­
sentatives of countries at different stages of development.1

The Chairman invited discussion on paragraph 113.

Mr. Morris said that the Workers were strongly opposed to the proposed Latin
American text for that paragraph. They had revised their opinion, expressed at
the third sitting, that the Committees on Standing Orders and the Application of
Conventions and Recommendations was not necessarily the most appropriate body
to consider questions relating to fair labour standards and they now supported
the original Office text of paragraph 113.

Mr. Gómez recalled the Director-General's earlier assurance that no extra
credits would be needed to finance the preparation of the preliminary study pro­
posed in paragraph 113 of the revised Latin American text. The preparation of
such a study would provide an excellent basis for further ILO action in this
field.

The Chairman suggested a short adjournment during which informal consulta­
tions might take place with a view to finding a generally acceptable formulation
for paragraph 113.

The sitting was adjourned from 11.35 a.m. to 11.55 a.m.

The Director-General, on the basis of the consultations he had had, suggested
that the Governing Body should not now vote on either the original or the revised
text of paragraph 113, but that he should submit to the Governing Body at its next
session a full preliminary report on the questions relating to fair labour stan­
dards in international trade dealt with in paragraphs 99 to 110 of the Office
paper. On the basis of that report the Governing Body could then decide what
action to take.

Mr. Morris accepted that suggestion on behalf of the Workers' group.

1 For the working party's composition see eighth sitting.
Mr. Nogueira Batista said that, in a spirit of compromise, the Latin American Government members could also accept it.

It was so agreed.

TENTH ITEM ON THE AGENDA

Report of the Allocations Committee

The Governing Body noted that no paper was before it on this item of its agenda.

ELLEVENTH ITEM ON THE AGENDA

Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

Mr. Coln was glad to note that the Committee would continue to study the question of the possible abrogation of certain obsolete Conventions. He was greatly attracted by the Canadian proposal that the Committee should try to identify instances where revision was desirable and subject areas not yet adequately covered by Conventions and carry out a more systematic review of Conventions so as to keep them up to date. He would consult the competent authorities and employers' and workers' representatives in Denmark on that proposal. The working parties of government experts set up in the Nordic countries to keep the question of ratification of Conventions under review would also be consulted.

As regards the partial revision of the Employment Service Convention, 1948 (No. 88), which Italy and the United Kingdom had recently denounced, the Danish Government would, like the Employer members of the Committee, regret any disruption of the network of obligations incurred by the fifty other States which had ratified the Convention. At the same time, however, and in view precisely of the paramount importance of the instrument - inasmuch as an efficient employment service was the key to an "active" employment market policy - its provisions should be flexible enough to permit the smooth functioning of a modern employment market. He could in that connection subscribe to the Worker members' view, expressed in the Committee in connection with the United Kingdom's denunciation, that account should be taken of the provisions of the instruments on fee-charging employment agencies. The Workers' suggestion that the ILO should examine the problems due to the spread of temporary work agencies was also welcome. The Danish Government did feel, however, that partial revision of Convention No. 88 should be further considered, perhaps in the context of the comprehensive review of Conventions proposed by the Canadian Government.

Mr. Yllanes Ramos expressed agreement with the previous speaker. So far as the revision of Conventions was concerned, each should be judged on its own merits and not be branded obsolete simply because it had been adopted many years before. The oldest one, for example, the Hours of Work (Industry) Convention, 1919, was by no means outdated, as witnessed by the fact that many countries still did not apply the standards which it set. The Office would no doubt give the Committee full information as a basis for further study of the question.

The Employer members supported the Committee's recommendations relating to denunciation in paragraph 34 of its report, which would ensure the co-operation of employers' and workers' organisations - or even in some cases place a definite responsibility upon them - and so make for stricter observance of Conventions. It was most desirable, though not obligatory, for a government to consult those organisations before denouncing a Convention and, if it did decide to take such a grave step, to give its reasons.

As was explained in paragraph 41 of the report, the Employers were against revising the Employment Service Convention: it had received a high number of ratifications and its recent denunciation by two countries afforded no grounds for disregarding the obligations of the fifty others which had ratified it.
The Employers endorsed the recommendation in paragraph 14 of the report that the Director-General should append to the forms of report for certain Conventions the text of supplementary Recommendations and the explanatory note set out in paragraph 12. Recommendations differed in character from Conventions, and governments were of course under no constitutional obligation to include in their reports on a Convention information on the effect given to a supplementary Recommendation. The Employers nevertheless agreed that any such information which governments might supply voluntarily might give a much clearer idea of the extent of application of the Convention.

Mr. De Bock expressed the Workers' support for the Committee's recommendations.

The Worker members had not yet reached a decision on the Canadian proposal for comprehensive review of the International Labour Code and could not make their position known to the Committee until the May 1972 session, since the group would not meet as a whole until after the Committee's February meeting. The Workers were naturally chary of any suggestion for dispensing with a supposedly obsolete Convention. One instrument mentioned as a candidate for abrogation was the Forty-Hour Week Convention, 1935 (No. 47): yet Belgium, for one, was intending to ratify it in 1975.

The report ought to have mentioned in paragraph 41 the United Kingdom Government's failure to consult the Trades Union Congress before denouncing the Employment Service Convention; that would have served to impress on governments their duty to consult the trade unions before denunciation.

Mr. Love said that the Canadian proposals for revision of the International Labour Code summarised in paragraph 16 of the report were the outcome of a systematic comparative review recently undertaken in Canada of ILO instruments and federal and provincial law and practice. Though not yet completed, the review had already produced valuable results, not the least of which was an increase in Canadian appreciation of the value of ILO instruments. In the process, close consultation had taken place between federal and provincial authorities and had already led to improvements in law and practice. Further improvements, as well as a modest but significant increase in the number of ratifications by Canada, might be expected in due course.

Though now much more appreciative of the usefulness of ILO instruments on the whole, Canada had come to the conclusion that they suffered from significant shortcomings. Some of their provisions were obsolete or obsolescent; others were superfluous because they related to matters already covered; and there was often a confusing multiplicity of provisions on the same subject or closely related subjects. Such defects were not surprising in a body of standards drawn up over a period of more than half a century. In the belief, however - no doubt shared by many other countries - that the ILO should continually strive to enhance the practical value of its instruments, Canada had proposed a comprehensive review designed to produce a body of standards which, while in no way weakened in their substance, would be simpler to understand, interpret and apply. Not only would this provide governments, labour and management the world over with much clearer guidelines for economic and social progress, but the ILO would find it easier to define its aims and assess progress towards achieving them by reference to such standards.

Some had already expressed support for the proposal; others were aware of the technical difficulties and afraid of sacrificing provisions of substantial value. The problems were real enough but, given ample time, not insuperable. Having had personal experience of Canada's recent review of ILO standards, he had no hesitation in commending his Government's proposal to the Governing Body for serious consideration.

Mr. Aslanyan thought that the Committee had had a most useful general discussion on the question of the possible abrogation of certain obsolete Conventions. As everyone had agreed and as Mr. Yllanes Ramos had just observed, the ILO would have to proceed with great caution, examining in detail the substance of any provisions of Conventions whose abrogation might be proposed, as well as the legal and other consequences of abrogation.
Some committee members had had serious doubts about the wisdom of the Canadian proposals, although there had been no time to consider them in detail. A comprehensive review of the International Labour Code would go much further than the mere re-examination of certain Conventions suggested by the Office. Though there was no objection to further study of the Canadian proposals by the Committee, the Canadian Government should bear in mind the criticisms already made. The USSR Government, which had always been in favour of strengthening, developing and updating ILO standards, would judge the proposals solely in the light of any benefits to be anticipated from a comprehensive review. There was a danger of losing much more than would be gained from the exercise.

Mr. Morgan, while welcoming the Canadian Government's initiative, felt that its proposals, and the technical and perhaps also constitutional problems which they raised, deserved lengthy and careful scrutiny.

His Government fully supported the recommendation in paragraph 34(a) of the report relating to the denunciation of a Convention. It also endorsed the Committee's view, recorded in paragraph 33, that the principle of consultation of organisations in no way implied that the Government's decision would depend on their consent.

The Governing Body adopted the recommendations in paragraphs 3, 14 and 34 of the report.

TWELFTH ITEM ON THE AGENDA

Report of the International Organisations Committee

Mr. Yllanes Ramos, speaking for the Employers, pointed out that, as paragraphs 9 and 10 of the report indicated, the Employer and Worker members in the Committee had been most anxious that the ILO's tripartite and autonomous character should not be forgotten in the Administrative Committee on Co-ordination, in which it should take an independent stand whenever necessary.

The Employers noted with interest the information supplied by the Office on the recent activities of the Economic and Social Council, the Second United Nations Development Decade and inter-agency co-operation on agricultural education, science and training. As the report stated in paragraph 31, the Employers were disappointed that so few were pursuing agricultural education in developing countries. Industrialisation would make no headway in those countries unless agriculture was thriving and strong enough both to meet domestic demand and generate capital for investment in processing industries. The development of such industries and of handicrafts in the poorer nations was the key to the raising of living standards.

In Resolution 1645(LI) the Economic and Social Council had recommended governments and other specialised agencies to promote projects related to the so-called "Green Revolution". Besides permitting spectacular increases in food production, the spread of high-yield varieties of crops afforded tremendous scope for expanding employment, and the ILO's task in that context was clearly to promote suitable vocational training programmes. The Employers felt - as appeared from paragraph 36 of the report - that leaving until the 1976-77 biennium the proposed study of vocational training requirements arising out of the "Green Revolution" was not good enough, and they hoped that the Director-General would give the project higher priority.

In most countries meetings were being held to prepare for the United Nations Conference on the Human Environment to be held in Stockholm in June 1972, and legislation was being passed to arouse awareness of the alarming threat posed by industrial and urban expansion to the human environment and to secure the public's co-operation in meeting that threat. Like the Workers, the Employers attached great importance to the Stockholm Conference and, though unfortunately it would coincide with the forthcoming ILO Conference session, hoped that the Director-General would submit to the Governing Body at its February-March session proposals for sending a tripartite ILO delegation. Paragraph 39 of the report recorded the Employers' doubts as to whether the ILO need really have submitted
to the Administrative Committee on Co-ordination its contribution to the consolidated United Nations document for the Stockholm Conference. The ILO was, after all, eminently-qualified to deal with certain matters to be discussed in Stockholm, namely the problems relating to the work environment, and it should beware of sacrificing its independence merely for the sake of inter-agency co-ordination, however desirable some degree of co-ordination might be. The Employer members of the Committee looked forward to having an opportunity at the Governing Body's next session to examine the ACC consolidated document and for making constructive criticisms and perhaps suggestions for improving the ILO's contribution.

Mr. Végh Garzón was also afraid that the Administrative Committee on Co-ordination might be making inroads into the ILO's autonomy and expressed dismay at the interpretation being put on that Committee's competence. To judge from its 37th Report, the ACC was setting up working parties - like the FAO/WHO/UNICEF Protein Advisory Group - holding meetings and concerning itself with all sorts of subjects of no particular relevance to its prescribed task of co-ordination, such as science and technology, the human environment and outer space. Could the Director-General give an assurance that the ACC was not in danger of turning into a new international organisation which would lord it over all the others?

Like Mr. Yllanes Ramos, he warmly welcomed United Nations efforts to promote agricultural education and training. For all the importance they gave to industrialisation, Latin American and other developing countries should try harder to boost agricultural production. That was why the Employers thought it vital to improve agricultural training and invest in it much more heavily.

Finally, he hoped that the ILO would make a worth-while contribution to the United Nations Conference on the Human Environment and particularly to the discussions on the problems of the work environment, which it was unquestionably qualified to deal with.

Mr. Murin observed that the statement in paragraph 8 of the report that the Government member in question "had participated in the discussion on the ACC at the joint ACC/CPC meetings held in July" was incorrect.

The Governing Body adopted the recommendations in paragraphs 12 and 14 of the report.

THIRTEENTH ITEM ON THE AGENDA

Report of the Industrial Activities Committee

Mr. Neilan, drawing attention to paragraph 62 of the report, expressed the Employers' disappointment at the lamentable response of governments to the Office's request for information for the Eighth Session of the Building, Civil Engineering and Public Works Committee. All governments, and especially those invited to attend, should help the Office by promptly sending in full information.

Subparagraph (iii)(a) of Resolution No. 81 of the Building, Civil Engineering and Public Works Committee, referred to in paragraph 76 of the report, was oddly worded. Should it not read "where climatic conditions so permit", rather than "... so require"?

Mr. Aslanyan regretted that owing to the late distribution of the Office papers the Committee had felt obliged to postpone consideration of two important items on its agenda, as explained in paragraph 109 of its report. The Office had had ample time to prepare the papers, especially the one on the criteria and procedures for reviewing the membership of Industrial and analogous Committees, a subject which by now had a familiar history.

Mr. Végh Garzón deplored the failure of governments to respond adequately to the Office's request for information for the Eighth Session of the Building, Civil Engineering and Public Works Committee and urged them to be more helpful in future.

Mr. Murin hoped that the two items mentioned by Mr. Aslanyan would be examined at the Governing Body's next session.
The Director-General observed that the Committee had decided to discuss those items in May 1972, when it would next meet.

The Governing Body adopted the recommendations in paragraphs 24, 43, 53, 59, 64, 66, 68, 70, 95 and 100 of the report.

The sitting closed at 1.05 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE EIGHTH SITTING
(Friday, 19 November 1971 - 3:45 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOBAINA, Mr. BERGENSTRÖM, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DARSAY, Mr. DATCU (replaced during part of the sitting by Mrs. IONESOU), Mr. DE BOCK, Sir Grant PERRIER, Mr. FOGAM, Mr. GARGOUM, Mr. GEORGET, Mr. GHAYOUN, Mr. GÓMEZ, Mr. GOROSHEKIN (replaced during part of the sitting by Mr. ASLANYAN), Mr. GROS-ESPIEIL, Mr. HEALY (personal substitute for Mr. HENNICKER-HEATON), Mr. KONATE, Mr. KUNOGI, Mr. LINDBERG (personal substitute for Mr. ERDMANN), Mr. LOVE, Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MOYAL, Mr. MUHR, Mr. MURÍN, Mr. NAYAK, Mr. NEILAN, Mr. NGAI-VOUETO (replaced during part of the sitting by Mr. SELENGUE), Mr. Nogueira BATISTA (replaced during part of the sitting by Mr. AMARAL DE SAMPAIO), Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PIMENOV, Mr. SALVI, Mr. SÁNCHEZ MADARIAGA, Mr. SHIOJI, Mr. SINDON, Mr. SUNDE, Mr. TATA, Mr. UKPABI, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZÖLLNER.

Absent: China.

FOURTEENTH ITEM ON THE AGENDA

Report of the Committee on Operational Programmes

Mr. Yoshimura, speaking for the Employer members of the Committee in Mr. Nasr's absence, drew attention to the Employers' and also Workers' repeated advocacy of closer and more active collaboration and participation by employers' and workers' organisations in all ILO technical co-operation programmes as a sure means of improving the results of such programmes. Where such collaboration and participation were not formally prescribed, even informal consultations on a tripartite basis would be of great help.

With regard to the seminars and meetings organised under the ILO's technical co-operation programmes, the Employers were keen that participants should be selected in consultation with employers' and workers' organisations in the particular area or country. They felt equally strongly about the desirability, if not the necessity, of having relations officers in ILO Regional Offices, but they also felt that this should not impose any additional burden on the financial or staff resources of the offices; perhaps this latter point could be met by arranging for technical advisers and experts on field assignments to be suitably briefed in Geneva so that they might act also as liaison officers with employers' and workers' organisations in the regions where they were posted.

Some posts of expert or adviser to employers' organisations were still vacant and should be filled so that the organisations concerned might be given adequate assistance.

He did not wish to comment on the reports of the Joint Inspection Unit dealing with technical co-operation matters, as Mr. Neilan had already done so in his capacity as spokesman for the Financial and Administrative Committee. However, he recommended, on behalf of the Employers' group, that the two points for decision should be adopted, the group being in full agreement with the opinions expressed in the Committee's report.

Mr. Abid Ali urged that the Committee's recommendations, which were virtually unanimous, should be speedily implemented. The Office would be deserving of the highest praise even if half of those recommendations were carried into effect by the time the Committee met in November of the following year.
Mr. Amaral de Sampaio was pleased that the report was now analytical and critical rather than descriptive as it used to be in the past. His Government, while acknowledging that the ILO's technical co-operation programmes had been improved and expanded and now covered more than thirty countries, doubted whether, given the present structure of international trade, they would cumulatively safeguard the developing countries' interests and whether ILO technical co-operation projects under the UNDP as now conceived were of more than purely marginal value in the struggle against underdevelopment. The main scope for ILO operational activities lay in the context of the relationship between international trade and the World Employment Programme, and even a dynamic and well-balanced technical co-operation policy was of little value if it bypassed this major preoccupation. If tariffs and other barriers to imports of raw materials and manufactures from the developing countries could be eliminated, employment levels would rise as a direct consequence.

Mr. Georget voiced concern, as he had done at the last Conference session, about the continuing decline in the Organisation's operational activities, which threatened to fall below the 1969 level. Since the uncertainty concerning the United States contribution was the sole reason given for the decline, he ventured, in the light of Mr. Person's statement of the previous day, to express the hope that the Office would find it possible to halt this downward trend. Developing countries set great store by the ILO's operational activities, particularly those of the Turin Centre, and were quite ready to help the Centre to obtain the greatest possible assistance from UNDP. Curtailment of the Centre's activities as part of the over-all decline in ILO technical co-operation activities to which he had already referred would be especially regrettable.

Mr. Parodi observed that, if the Governing Body did not linger over the reports of the Committee on Operational Programmes, it was certainly not because it did not attach any importance to this extremely important area of ILO activity, but because the material presented was of such excellent quality and had given the Committee such a satisfactory and reassuring impression of the present position.

Mr. Morgan associated himself with the previous speaker's remarks.

Mr. Gargoum, while sharing the preceding speakers' views, said that certain aspects of the ILO's operational activities, concerned with the vital issue of recruitment of experts from developing countries, needed further clarification. His own country, which benefited from the services of foreign experts, knew from experience the convenience of having experts from neighbouring countries.

So far as the associate experts programme was concerned, though basically acceptable as reflecting the good intentions of some advanced countries it seemed likely in the long term to be detrimental to the recruitment of experts from developing countries.

The Governing Body adopted the proposal in paragraph 112 of the report.

Future Work of the Committee on Operational Programmes

The Governing Body approved the recommendation in paragraph 115 of the report.

FIFTEENTH ITEM ON THE AGENDA

Report of the Committee on Discrimination

ILO Action against Discrimination in Employment and Occupation

The Governing Body took note of this section of the report.
Questions Arising out of the Resolution concerning "Apartheid" and the Contribution of the International Labour Organisation to the International Year for Action to Combat Racism and Racial Discrimination

Mr. Allaf welcomed the Director-General's decision, in accordance with paragraph 7(a) of the resolution, to arrange for translation of the ILO booklet on apartheid into Arabic, Swahili and Afrikaans; he also expressed appreciation for the fact that the Director-General was contemplating the publication of an Arabic translation and, if possible, other translations of the Special Report on apartheid, beginning with the next one, i.e. the Eighth Special Report. But paragraph 15 of the Committee's report made no reference to implementation of paragraph 7(a) of the resolution as regards either the steps already taken by the Director-General or the matters in respect of which it had been understood at the 183rd Session that specific proposals would be put forward and which concerned the dissemination of material on racial discrimination in all countries, including countries and territories under a colonial regime and foreign domination. On behalf of the Governments of Algeria, Libya and the Syrian Arab Republic he therefore wished to submit an amendment to paragraph 15 consisting of the insertion of a new subparagraph (a), as follows:

(a)(i) to approve the Director-General's plans for publishing future special reports on apartheid, and other ILO documents on racial discrimination, in Arabic, and if possible in other languages, in addition to the present languages of publication;

(ii) to request the Director-General to ensure the widest possible distribution of these publications, particularly in countries, territories and regions referred to in paragraph 7(a) and (c) of the ILO Conference resolution of 1971 concerning apartheid.

He proposed no change in the rest of the paragraph other than the consequential renumbering of the original subparagraphs.

There was nothing new in this proposal, which was simply designed to refer to what had already been done by the Director-General as well as to what he had undertaken to do pursuant to the Conference resolution. The movers of the amendment had deliberately refrained from recommending specific action regarding distribution, leaving this to the Director-General's discretion.

Mr. Yllanes Ramos, referring to paragraph 15(a), said that the Committee had introduced two new elements in addition to those listed in the original Office paper with regard to forms of discrimination: these were the reference to "similar" criteria (additional to those of race, colour, religion, national extraction and social origin) and the singling out of problems of minorities. Without speaking of any particular case, there were undoubtedly various large countries where racial minorities suffered from discrimination.

The invitation to the Committee of Experts to consider the possibility of direct contacts with ratifying countries was specially deserving of attention because it would afford the opportunity for analysis of doubtful situations at the request of governments rather than an inquiry, and it had received the support of all three groups. This form of preventive enforcement designed to clear up any doubts that might exist with regard to the interpretation of so important a Convention was preferable to placing governments in an embarrassing situation before the Committee of Experts or at the Conference.

Regarding Mr. Allaf's proposal, he felt some misgivings about the possibility that ILO documents might come to be used for political purposes through an extensive interpretation of discrimination. Although he believed it would be valuable to translate the relevant publications into Arabic and other languages he wondered what those other languages would be. This and other specific forms of action should be left to the Director-General's discretion. It was essential to remain strictly within the spirit of the resolution and other relevant international instruments.

Mr. Aslanyan saw no cause for misgivings in connection with Mr. Allaf's proposal since it merely gave specific shape to the provisions of the Conference resolution. Paragraph 10 of the report did in fact mention the
Director-General's decision to issue the relevant publications in languages other than the normal working languages. The member quoted in the same paragraph as saying that the ILO should take active steps by all legal means to ensure the wide dissemination of those publications was the USSR Government member.

Mr. De Bock hoped that the ILO would receive a number of requests from governments to carry out on-the-spot investigations in their countries, but doubted whether governments in whose countries discrimination continued would be inclined to inform the ILO of that situation and to request expert missions or direct contacts.

There had been lengthy discussion in the Committee concerning distribution of material as envisaged in the second part of Mr. Allaf's proposal. While he personally was satisfied with the Committee's conclusions, he would be grateful if the Director-General would again explain how it was possible to ensure such distribution. Both in the Office paper submitted to the Committee and in the present discussion reference had been made to distribution in countries under foreign domination and in colonial countries; if the ILO were really to put these proposals into effect it was liable to be accused of violating national sovereignty or engaging in subversive activity. Anyone who had experienced foreign occupation knew the dangers and difficulties of resistance, and it was hard to imagine an international organisation doing what others might undertake at their own risk. The Conference had of course accepted the proposal and the Governing Body was free to approve the amendment, but it might be very difficult for the Director-General to put it into effect.

Mr. Chayour believed that, if it was proper and in the interests of the ILO to distribute internationally recognised ILO instruments in languages other than the working languages, there was no reason to refuse to distribute the publications in question in so important a language as Arabic. He endorsed Mr. Yllanes Ramos's statement concerning minorities.

Mr. Polanco, speaking on behalf of the Latin American Government members, endorsed the publication of the relevant documents in Arabic. It was desirable for the greatest possible number of people to be informed of the ILO's resolutions.

The Director-General thanked Mr. De Bock for drawing the attention of the Governing Body to some of the very real difficulties which distribution of the kind contemplated might raise and which also arose in the case of other publications which might at times be highly controversial, such as those relating to freedom of association.

The fact remained, notwithstanding, that the ILO had been fairly successful in disseminating ILO reports dealing with such matters even in cases where they were highly sensitive. That had been done without any formal directive from the Governing Body, and the most successful approach in the future would still consist of building up closer collaboration with those whose primary responsibility it was to ensure the widespread distribution of information issued by the Office rather than for the ILO to accept any excessive responsibility in respect of actual distribution.

Concerning the question raised by Mr. Yllanes Ramos as to other languages, there was ample evidence that much the highest priority in respect of the Special Report on apartheid should go to the issue in Afrikaans, in which there was real interest and for which there existed means of legal distribution in a most effective and useful way. With a view to expanding publishing activities in Arabic and securing much wider distribution, he had made arrangements to discuss with the Secretary-General of the League of Arab States in Cairo in January the whole question of ILO co-operation with that organisation in regard to further translations into Arabic and the distribution of ILO publications in Arabic.

He therefore wondered whether Mr. Allaf would again be prepared to let him see in the interval between sessions what further action was possible on the basis of the discussion in the Governing Body, which he felt would permit more solid practical progress than could be expected through a formal directive.
Mr. Allaf reminded Mr. De Bock that the question of requesting the Governing Body to ensure the widest possible distribution of publications had already been settled by the Conference in its resolution on the subject.

Although regimes occupying or dominating a country could not be expected to co-operate, regard should be had to the moral prestige of the ILO; and even in such cases possibilities might exist. There might, moreover, be ways of convincing governments, especially as such publications would probably refer to the principle of combating discrimination, rather than name particular countries. The proposed amendment deliberately mentioned the "widest possible" distribution, which allowed the Director-General to exercise his discretion.

At the previous session it had been held by speakers on all three sides that the Director-General should report at the present session on action already taken and further action proposed, but the points for decision contained no such provision. It was regrettable that a further adjournment had been proposed.

Arabic was the language of more than 100 million people and a score of States; although the League of Arab States, and his own Government in particular, would do their utmost to collaborate in plans of distribution, responsibility lay with the ILO to provide for publication and distribution of the relevant documents in Arabic.

Mr. Morris found a great deal of merit in the first part of Mr. Allaf's proposal; with regard to the second part, however, he shared the fear voiced in the Committee that too much publicity might shut the existing pipeline for distribution to employers' and workers' organisations. The Workers' group was therefore prepared to adopt the first part of the proposal as paragraph 15(a), the other subparagraphs to be relettered accordingly, but he hoped that Mr. Allaf would agree to discuss the remainder of his proposal at some future meeting.

After a further exchange of views in which Mr. Allaf suggested inserting the words "preferably through employers' and workers' organisations" after "possible distribution" and Mr. Morris reiterated his objection to a formal decision which might negate the very aim which was being sought, Mr. Allaf agreed to postponement of a decision on how to distribute and ensure distribution. He proposed that the Director-General should prepare a paper for the next session containing proposals on how to ensure distribution.

The Chairman took it that the matter could be left in abeyance until the Governing Body had before it the paper which the Director-General would prepare.

The Governing Body adopted the recommendations in paragraph 15 of the report, subject to insertion of the first part of Mr. Allaf's proposal as a new subparagraph (a) and consequential relettering of the rest of the paragraph.

SIXTEENTH ITEM ON THE AGENDA

Composition and Agenda of Committees and of Various Meetings

First Paper: Composition of Standing Bodies and Composition and Agenda of Meetings

Committee of Experts on the Application of Conventions and Recommendations

The Governing Body adopted the proposal in paragraph 1 of the first Office paper.
Fifth Session of the African Advisory Committee and Fifteenth Session of the Asian Advisory Committee

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

Meeting of Experts on Paid Educational Leave

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

Meeting of Experts on Control and Prevention of Occupational Cancer

The Governing Body adopted the proposals in paragraph 15 of the first Office paper.

Ad Hoc Committee on the Occupational Safety and Health Programme

The Governing Body adopted the proposal in paragraph 16 of the first Office paper.

Second Paper: Composition of Meetings

Meeting of Experts on Paid Educational Leave

In reply to a question from Mr. Parodi concerning the large number of experts nominated, the Director-General explained that, as previously agreed, only eight persons in each group would be invited to attend and that the remaining persons were listed as substitutes. The purpose of the meeting was to prepare a major item on the agenda of the Conference.

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

Meeting of Experts on Control and Prevention of Occupational Cancer

The Governing Body adopted the proposals in paragraph 9 of the second Office paper, together with the proposal in a supplementary note to paragraph 7.

Ad Hoc Committee on the Occupational Safety and Health Programme

In reply to a question from Mr. Bergenström concerning appointment of a Governing Body delegation to the Committee, the Director-General suggested that the nominations might be made later since the meeting was not to be held until after the next session of the Governing Body.

The Governing Body adopted the proposal in paragraph 12 of the second Office paper.
Mr. Gómez had greatly appreciated having had an opportunity to visit the Centre and believed that definite progress had been achieved in the operation of the Centre. His Government had, however, expressed strong reservations regarding the UNDP consultants' report; it had found that report rather disjointed and had called for a thorough evaluation study for the benefit of the Centre. Nobody questioned the value and the necessity of the Turin Centre, but he was disappointed that the report failed to reflect after paragraph 20 the statement which had been made by the Colombian Government representative at that stage of the debate.

As he recalled it, there had been a consensus on all three sides in the Board that the consultants' report went somewhat beyond their terms of reference. Moreover, the report on the meeting failed to mention the agreement reached in the Board on a proposal by its Chairman to the effect that on a matter of such substance and outstanding importance the reply to the UNDP should be fully harmonised between the ILO and the Centre. If there had indeed been such an agreement he sought an assurance that it would be duly recorded.

Nor did the report refer to the decision to invite a Latin American regional organisation to be represented on the Advisory Board on Programmes. He had himself expressed the Latin American countries' interest in such an invitation. It was with this understanding that his delegation had been able to support the appointment of representatives of the Asian Productivity Organisation and the Industrial Development Centre for Arab States.

Mr. Bergenström, referring to paragraph 40 of the report, observed that the sum corresponding to the Centre's budget in the outstanding contribution of the United States amounted to $175,000, and that a clear declaration had been given by that Government's representative on the Governing Body concerning the Administration's intention to ask for supplementary appropriations early in 1972.

The failure of Byelorussia, Czechoslovakia, Mongolia, Poland, the Ukraine and the USSR to pay that part of their contribution for 1971 corresponding to their share of the subsidy to the Turin Centre, amounting to $102,600, was at least equally important. Refusal by governments to pay that part of their contribution which corresponded to activities with which they did not agree was a dangerous threat to the budget and indeed to the existence of an international organisation. In the case of the United Nations, refusal by two great powers to pay for their share of the Congo operation was a major reason for the shockingly bad financial situation in the United Nations, compared with which that of the ILO was very sound.

The Employers expected early declarations that the six countries he had mentioned intended to pay their full contributions to the ILO. Otherwise the Organisation would be in a dangerous position which might lead to a fatal result. The Employers asked that the Director-General should submit a full report on both of the problems he had raised to the Financial and Administrative Committee at the Governing Body's next session.

Mr. Amaral de Sampaio associated himself with the statement of Mr. Gómez.

Mr. Selengue congratulated the Director of the Centre on the excellent organisation of the Board's meeting, which had ensured the best possible working conditions.

His Government's representative on the Board had disagreed with the UNDP consultants' conclusion that vocational training, particularly for skilled and highly-skilled workers, should no longer be conducted at the Centre, which should
instead concentrate on management development. That was a strange conclusion because the consultants had praised the running of the Centre but had not visited most of the developing countries for which it catered. Moreover, the African countries' desire to decentralise activities had been frustrated and the Director's efforts in that connection had also proved fruitless.

The consultants' recommendation was contrary to the developing countries' interests and their immediate needs for medium-level personnel. It also ran counter to the purposes of the Turin Centre, which represented one of the ILO's fundamental contributions to the development of human resources in the developing countries. Vocational training at the Centre should not only be maintained but should be expanded as long as the developing countries were unable to provide such facilities themselves, and a proper balance between the two forms of training should be achieved; but that implied an understanding by consultants and other experts of the true needs of developing countries which they could not hope to acquire within the four walls of their offices.

Mr. Murin expressed certain misgivings about the evolution of the Centre. He did not dispute the role which it could play in improving the training of the skilled manpower needed by the developing countries, but greater clarity was called for in defining the role of the Centre's programme within the ILO's overall development activities. He also questioned the cost-effectiveness of travel by officials of the Centre and publicity undertaken for the Centre, while pointing out that the need for such activities was not clearly apparent if in fact the demand for the Centre's activities in the developing countries was as heavy as was claimed.

His Government had clearly stated its reasons for objecting to the decision to finance the Centre through the ordinary budget, which was contrary to the original agreement setting up the Centre. It was a decision taken under the pressure of financial difficulties experienced by the Centre rather than as a consequence of general agreement on the priority to be given to the Centre within the framework of the ILO's activities.

Czechoslovakia had given the developing countries every form of assistance and would continue to do so. In relation to the size of its population it occupied one of the leading places in that respect. But he deplored the practice under which decisions were imposed without adequate examination and governments were expected to pay steadily increasing contributions under what then became regular items of the budget despite the strong criticism to which such decisions continued to be exposed.

Once the questions remaining unsettled in regard to the whole concept of the Centre and its financing had been dealt with, his Government would be prepared to fulfill its obligations. Until then it had to do whatever was necessary to draw proper attention to its views.

Mr. Ghayour said that the visit of Board members to the Centre and the opportunity they had had of seeing its equipment and talking to the trainees had enabled them to appreciate the progress that had been made by the Centre.

The most important item on the Board's agenda had been the report of the UNDP consultants, which had shown how necessary the Centre was for the industrialisation of the developing countries. Although the UNDP had become an important user of the Centre's facilities and it was to be hoped that UNDP financing would increase in step with the services provided at Turin, it was essential that the Centre should remain exclusively under the authority of the ILO in view of the Organisation's unique tripartite structure and, by the same token, it was only logical that the ILO should help to finance the Centre.

The consultants' views on the technical aspects coincided with the Board's, but on matters of policy they had gone beyond their functions on some points, and it was impossible to agree with their proposal to amend the Statute of the Centre so as to separate it from the ILO. Otherwise the report was very encouraging for the Centre, and great hopes could legitimately be entertained for its future.

Concerning the Advisory Board on Programmes he had made certain proposals on behalf of the Employers. These had been supported by members of the other groups as well and would be discussed at the next session.
He wondered whether it would not be possible for the next session of the Board to take place on some day other than a Saturday, when the atmosphere was not conducive to thorough examination of very important matters. He concluded by congratulating the Director of the Centre on the progress achieved.

Mr. Aslanyan endorsed Mr. Murin's statement. His Government has been guided by the same considerations in withholding that part of its contribution relating to the financing of the Turin Centre. Although it in no way objected in principle to the activities of the Centre and indeed considered them useful, it categorically opposed its financing out of the regular budget, which violated the original agreement to establish the Centre.

Mr. Bergenström had asked a question to which he, and no doubt the rest of the Governing Body, knew the answer, but if the Director-General was prepared to submit a document on the subject the speaker would be only too pleased because that would fully reflect his Government's attitude as well as the position taken by other members since the Centre was set up.

Mr. Ukpabi was generally satisfied with the report. Paragraph 24 mentioned him as being particularly interested in the distribution of books and teaching materials, but that interest actually went beyond what was suggested in the paragraph in question, since what really mattered was that the knowledge embodied in such material actually reached those for whom it was intended. Maximum benefit could not be obtained from the work of the Centre unless the assistance and guidance which it could give was available at the national level also.

He agreed with the objection raised by Mr. Gómez to the last sentence in paragraph 37, which failed to reflect the understanding that representation of the competent organisations from Africa and Latin America on the Advisory Board on Programmes was a matter of urgency.

Mr. Végh Garzón was very pleased to note the progress achieved in the operation of the Centre, in which great hopes had been placed from the start, as a new means of training. He warmly congratulated the Director of the Centre and the Chairman of the Board.

He had read the UNDP consultants' report with great satisfaction, because it stressed the need to maintain the work of the Centre and to expand its scope to the fullest extent permitted by financial resources.

He shared Mr. Bergenström's regret at the attitude adopted by certain countries which were not contributing to the financing of the Centre, and he hoped that the situation would be satisfactorily cleared up.

Mr. Ago found himself only partly in agreement with the UNDP consultants' report, but it did show that the Centre was on the right track and would be able to continue to improve its programmes.

He deplored the shortfall in the Centre's budgetary income due to the failure of certain governments to pay their contributions, not so much because of the actual amounts involved as because it further reduced what was already only a very small contribution by the ILO. There was a flagrant contradiction in praising the Centre for its activities on behalf of the developing countries and retaining full and direct control over the Centre while refusing to make the smallest financial sacrifice for that right of control. A careful reading of the consultants' report showed the danger of allowing other international organisations to take over from the ILO the responsibility for financing the Centre.

The Director of the Centre (Mr. Blamont) said that the reply to the consultants' report would certainly be combined with the Director-General's reply to the UNDP Administrator, as contemplated in paragraph 34 of the Board's report.

He assured Mr. Ghayour that the letters of appointment or reappointment to the Advisory Board on Programmes would mention that the relevant decisions had been taken subject to examination of the whole question at the next session of the Board.
With regard to paragraph 37 of the report, he assured Mr. Gómez and Mr. Ukpabi that their understanding of the position in regard to the representation of Latin American and African organisations was quite correct. Since the most recent session of the Board of the Centre the Organisation of American States had agreed to join the Advisory Board, which would not preclude the invitation of technical organisations from Latin America. Negotiations were going ahead with regard to African representation, and if it were possible to issue an invitation before the next session of the Advisory Board, due to take place on 21 January, that would be done in consultation with the Officers of the Board of the Centre.

Replying to Mr. Murfin, he stated that missions of the Centre's officials to developing countries for the selection and recruitment of trainees had been paid for by the UNDP as part of its projects. Whereas there had been virtually no travel during the previous five years, since August 1970 the system of financing by the UNDP had necessitated frequent missions; the Director's travel had been covered by the budget of the Centre, while the UNDP had paid for other officials' travel; in future all such expenses would be covered by the UNDP. The proportion represented by such missions in the $2,400,000 to be received from the UNDP in respect of operational programmes was very slight. The publicity material mentioned by Mr. Murfin was the result of demand by member States, and the handsome presentation of some such publications had been kindly paid for by the Italian Committee for the Centre, which the Director again thanked most warmly.

The UNDP consultants' report was an essential element in enabling the UNDP Governing Council to decide to finance the activities of the Turin Centre on a multi-annual basis. The Government members who had agreed that the Centre should be financed through voluntary contributions such as those from the UNDP would thus be well advised to support the consultants' and the Board's conclusions when the matter came before the Governing Council.

He assured Mr. Ghayour that it was not the Director of the Centre who wanted the Board to meet on Saturdays and spend only a few minutes discussing a programme and budget exceeding five million dollars. Once the Centre's activities had expanded sufficiently the Board's meetings might perhaps be held at a time more convenient to its members.

The Governing Body took note of the report on the Thirteenth Session of the Board of the Centre.

Appointments to the Board of the Centre

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

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

EIGHTEENTH ITEM ON THE AGENDA

Report of the Director-General

Part II

I. Obituary

Mr. Morris expressed the sorrow of the Canadian labour movement at the death of Mr. Percy Bengough, an old and valued friend of his who had made a very significant contribution to the growth of the trade union movement in Canada. In the course of a career spanning half a century he had held for nearly twelve years the Presidency of the Trades and Labour Congress of Canada, at the time the

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1 See also below, same sitting.
most important labour post in the country. The crowning achievement of his life had no doubt been the founding of the Canadian Labour Congress through the merger of the TLC with the Canadian Congress of Labour.

Always active in the international labour field, Mr. Bengough had for many years been a member of the Governing Body and had attended several sessions of the International Labour Conference. He had also helped to found the International Confederation of Free Trade Unions. With his passing the Canadian labour movement had lost one of its most respected leaders, whose wise counsel would be sorely missed by all.

The Governing Body requested the Director-General to convey its sympathy on the death of Mr. Bengough, OBE, to Mr. Bengough's family and its sympathy on the death of Sir Douglas Copland, KBE, CMG, to the Australian Government and to the deceased's family.

II. Composition of the Governing Body

III. Progress of International Labour Legislation

IV. Publications

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

NINETEENTH ITEM ON THE AGENDA

Programme of Meetings (Including Date and Place of the 56th (1973) Session of the International Labour Conference)

Fourth Paper: Programme for the 185th Session of the Governing Body

Mr. Morris said that, while he agreed with the proposals in paragraphs 1 to 4 of the Office paper, paragraph 5 presented some difficulty as the Workers would find it impossible to attend the meeting of the Board of the Turin Centre scheduled for Saturday, 26 February. He suggested that the meeting should be postponed until immediately after the Governing Body session.

The Director-General said that the paper proposed the date of 26 February because the Board had wished to meet before the Governing Body did, particularly as it would have the Turin Centre's programme and budget before it.

Mr. Bergenström suggested that the Board of the Turin Centre and the Board of the Institute should both meet in the afternoon of Tuesday, 22 February.

The Director-General observed that Mr. Bergenström's last suggestion would put him in a position of some difficulty since he served as Chairman of both Boards. Perhaps the difficulty could be got round by having the Turin Board meet on Tuesday afternoon and the Board of the Institute on the date originally fixed for the Turin Board, that is on the morning of Saturday, 26 February.

Mr. Waline felt that it would be helpful if the old practice of circulating to the Governing Body at each session a full and detailed programme of meetings for the following session could be resumed.

The Director-General said that in future a copy of the standard programme would be appended to any document similar to that under consideration. However, it might be well to keep any new points on which a decision was required separate from the agreed standard programme which many members had found it convenient to have as a firm undertaking.

1 See also below, same sitting.
Mr. Bergenström, reverting to the question of the dates for the two Board meetings, said that Saturday, 26 February did not suit the Employers as they would be otherwise occupied on that day.

The Director-General replied that in that case the Board of the Turin Centre could meet in the afternoon of Tuesday, 22 February, and the Board of the Institute on the Saturday morning (4 March) following the Governing Body session, as originally proposed by Mr. Morris for the Turin Board.

EIGHTEENTH ITEM ON THE AGENDA

Report of the Director-General (concl.)

Mr. Bergenström remarked that the information presented in an entirely new form in Part I of the Director-General's Report was both interesting and valuable, which made it a document of lasting importance and extremely handy for reference purposes. Although some of the Employer members felt that in so far as the information given in it could be found elsewhere its preparation represented a duplication of effort which ought not to be encouraged in the present financial circumstances, he personally found the idea of having in one report succinct information on the progress of ILO programmes and projects a most attractive one, and he hoped that this new idea would be continued and developed in the future.

Mrs. Ionescu described the Fourth International Conference on Pneumoconiosis (Bucarest, 27 September-2 October 1971) referred to in paragraph 70 of the report as a great success, representing not only a step forward but a consolidation of past progress. Both from the scientific and the administrative points of view the ILO had contributed effectively to this successful outcome. Offering thanks to the Director-General and the ILO staff for their support, the speaker assured the Governing Body that her country would in future continue to take the same interest in co-operation activities at the international level.

Mr. Persons found the new format given to the Director-General's Report exceedingly useful in that it would at regular intervals focus the Governing Body's attention on ILO activities which, though they might be reported in other papers, would otherwise have escaped its notice, and thus encourage a more fruitful exchange of views in the Governing Body on significant activities. The Governing Body's examination at each session of the progress made since the previous session would greatly facilitate the preparation by the Office of more meaningful annual reports on programme implementation than had been possible in the past, by drawing the attention of the Office to the matters to which the Governing Body attached importance and on which it desired further information, and thus heighten interest in the annual review of programme implementation both in the Financial and Administrative Committee and in the Governing Body.

The progress reports submitted by the Director-General to the Governing Body at each session could thus become a valuable new element in the whole process of programme planning and implementation in addition to the others, which were the long-term plan, the biennial programme and budget, the annual programme implementation report and the programme by programme in-depth studies.

Future reports might perhaps place less emphasis on the subject of major meetings, concerning which the Governing Body was quite fully informed in any case, and give greater attention to the activities that had occurred since the previous session under the other headings in the Report.

It was regrettable that there had not been more time to discuss the present Report. Some very interesting points were made in it, as for example in paragraph 53 which, in describing the ILO's role in the launching of the United Nations Volunteers Programme, revealed that about 40 per cent of all volunteers under the Programme on 1 January 1972 were expected to be on ILO projects. Such information was of great interest and fully deserved to be brought to the Governing Body's attention.

1 See above, same sitting.
He concluded by thanking the Director-General for this innovation and expressing the hope that the experiment would be carried further and also that more time could be found in the future to consider this type of report in greater detail than had been possible at the present session.

Mr. Morgan concurred in the previous speaker's remarks as regards both the merits of the document before the Governing Body and the desirability of having more time to devote to its consideration.

Mr. Love, associating himself with the remarks of Mr. Bergenström, Mr. Persons and Mr. Morgan, considered the Report as an important innovation, for which he congratulated the Director-General and his staff.

Mr. Aslanyan, too, welcomed the new form given to the Director-General's Report, while expressing the hope that the Report might in future be made available a few days earlier in order to permit a thorough study of what was an extremely useful document covering almost all the ILO's activities.

Mr. Gómez, referring to paragraph 27 dealing with the general resolutions adopted by the Committee on Work on Plantations, recalled that in addition to the resolutions cited there the Committee had adopted a resolution calling upon industrialised countries, under the Development Strategy for the Second Development Decade, to transfer as soon as possible 1 per cent of their gross national product to developing countries. He considered that this resolution should also have been mentioned.

Mr. Sánchez Madariaga reported that the Workers' group, following a thorough discussion on the Report, had concluded that it would be very useful to receive such documents in the future. The Workers also appreciated the Director-General's responsiveness to wishes which had been expressed concerning the form of presentation of his Report and congratulated him on his initiative.

Mr. Briki joined with the previous speakers in congratulating the Director-General. He inquired whether it would not be possible to transmit the Report to all member States after each Governing Body session. Such periodic reports would prepare them for proper consideration, in June, of the annual report on the activities of the ILO during the preceding year submitted by the Director-General to the Conference.


First Supplementary Report

Report of the Officers of the Governing Body

Representation of Non-Governmental Organisations at the Seventh Asian Regional Conference of the ILO

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

NINETEENTH ITEM ON THE AGENDA

Programme of Meetings (Including Date and Place of the 58th (1973) Session of the International Labour Conference) (concl.)

Fourth Paper: Programme for the 185th Session of the Governing Body (concl.)

Mr. Bergenström, reverting to the question of the proposed date for the meeting of the Board of the Turin Centre, asked whether there would be any objection to its meeting on the morning of Tuesday, 22 February, as there might not be enough time if the meeting started in the afternoon.

1 See above, same sitting.
The Director-General suggested that the Turin Board should meet in the morning and that the question of whether it would be the Turin Board or the Financial and Administrative Committee that met in the afternoon should be left open. If the afternoon were not needed for the Financial and Administrative Committee, the Turin Board could then go on all day.

Subject to this understanding, and to the further understanding that the Board of the International Institute for Labour Studies would meet on Saturday, 4 March 1972, the Governing Body approved the programme for its 185th Session as set out in the fourth Office paper.

First Paper: General Programme of Meetings

The Governing Body adopted the proposals in paragraphs 4 and 8 of the first Office paper.

Second Paper: Fourth African Regional Conference

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

Third Paper: Inter-American Advisory Committee (Third Session)

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

TWENTIETH ITEM ON THE AGENDA

Appointment of Governing Body Representatives on Various Bodies

Seventh Asian Regional Conference

Mr. Aslanyan wished to place on record his Government's view, already expressed at a meeting of the Government group, that a seven-member Governing Body delegation to the Regional Conference was too large, bearing in mind the financial difficulties of the Organisation, and that on financial as well as other grounds - since there was no clear advantage in appointing a large delegation - it would be preferable to reduce the delegation to three.

Mr. Bergenström stated that the Employers were not prepared to make any adjustments to the figure of seven members for which budgetary provision already existed.

Communicating the names of Mr. Ghayour and Mr. Nasr as the Employers' nominees, he added that because of the great importance his group attached to the questions on the agenda, all of which were directly linked to the crucial problem of job creation, and because the consequences of ILO decentralisation in Asia were also bound to come up for review, the Employers were particularly anxious to see full tripartite participation in the Conference. Of late, certain countries had failed to send tripartite delegations to the General Conference and to regional meetings. Some of them possibly faced serious foreign exchange difficulties but should now make some effort to send complete delegations to the Teheran Conference, which after all was being held in their region. Perhaps the Director-General might address a special appeal to those countries that had not yet advised him of their intention to attend, stressing the need for full tripartite participation.

Mr. Ago, returning to the question of numerical composition raised by Mr. Aslanyan, indicated that in the Government group some members had in fact expressed concern about what they regarded as over-representation of the Governing Body at different meetings. This was a question of principle which the Government group would be considering at a forthcoming session of the
Governing Body, and its conclusions would be duly communicated to members. As for the Teheran Conference, the Government group considered that the delegation should consist of seven members led by the Chairman of the Governing Body and that the two Government members—in addition to the Chairman himself—should be Mr. Parodi and Mr. Gros Espiell, both former Chairmen of the Governing Body.

Mr. Shioji, on behalf of the Workers' group, proposed Mr. Abid Ali and Mr. Louet as Worker members of the delegation, with Mr. Fogam as substitute.

Mr. Murfin, confirming what Mr. Ago had said, added that there had been some talk of the Government group meeting even before the end of the present session and that its decision on the question of numerical composition was not yet final.

Mr. Ghayour thanked the Government and Workers' groups for having chosen such outstanding personalities to attend the Conference. He looked forward to welcoming them to Iran.

The Director-General promised Mr. Bergenström that his suggestion regarding a special appeal to governments on the desirability of full tripartite participation in the Teheran Conference would be put into effect first thing on Monday of the week following the Governing Body session.

The Governing Body appointed the following delegation to represent it at the Seventh Asian Regional Conference (Teheran, 4-15 December 1971):

**Government group:**
- The Chairman of the Governing Body (Mr. NJOTOWIJONO)
- Mr. GROS ESPIELL
- Mr. PAROLI

**Employers' group:**
- Mr. GHAYOUR
- Mr. NASR

**Workers' group:**
- Mr. ABID ALI
- Mr. LOUET

Substitute: Mr. FOGAM

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour (concl.)

The Chairman said that the composition of the Working Party on Trade, Aid Employment and Labour which the Governing Body had decided to set up still had to be fixed.

Mr. Ago, on behalf of the Government group, proposed that the Working Party should be presided over by the Chairman of the Governing Body and consist, on the Government side, of six members.

Mr. Bergenström pointed out that the Employers would have preferred the Working Party to consist of four members from each group. However, even if the Government group insisted on having six members, the Employers for their part would be content with four as it was their understanding that there would be no voting.

Mr. Polanco, supported by Mr. Amaral de Sampaio, Mr. Olivieri and Mr. Gómez, expressed the desire of the Latin American group that the Chairman of the Governing Body should at the same time be entitled to take an active part in its work as a full member.

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1 See third, fourth, fifth and seventh sittings.
On the nomination of the groups, the Governing Body appointed the Working Party as follows:

Chairman: The Chairman of the Governing Body (Mr. NJOTOWIJONO)

Government group: Algeria
Brazil
Czechoslovakia
France
Japan
United States

Employers' group: Mr. TATA

Substitutes: Mr. YOSHIMURA
           Mr. WIJESINGHE
           Mr. LEE

Mr. YLLANES RAMOS

Substitute: Mr. VÉGH GARZÓN

Mr. VERSCHUEREN

Substitutes: Mr. ERDMANN
           Mr. LINDNER

Mr. GEORGET

Substitutes: Mr. ABATE
           Mr. BASTID

Workers' group: Mr. MORRIS
Mr. SHIOJI
Mr. FOGAM
Mr. SÁNCHEZ MADARIAGA

Substitute: Mr. DE BOCK

OTHER MATTERS

Changes in the Membership of Governing Body Committees

The Governing Body approved the following changes in the composition of its committees: Mr. MAKHLOUF to replace Mr. Dachraoui; and Mr. MOYAL to replace Mr. Becker.

The session was declared closed at 7.05 p.m.

Approved by the Governing Body at the seventh sitting of its 185th Session, held on 3 March 1972.

Umarjadi NJOTOWIJONO, Chairman.
APPENDICES

APPENDIX I.A

AGENDA

- Additional item: Representation of China in the International Labour Organisation: communication and request from the Secretary-General of the United Nations.

1. Approval of the minutes of the 183rd Session.

2. Trade, aid, employment and labour.

3. Action to be taken on the resolutions adopted by the International Labour Conference at its 56th Session (June 1971).


6. Effect given to the recommendations of the Commission of Inquiry concerning the observance by Greece of the Conventions on freedom of association.

7. Report of the Committee to consider the representation submitted by the General Confederation of Italian Agriculture concerning the application of the Employment Service Convention, 1948 (No. 88), by Italy.


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

17. International Centre for Advanced Technical and Vocational Training.


19. Programme of meetings (including date and place of the 58th (1973) Session of the International Labour Conference).

20. Appointment of Governing Body representatives on various bodies.

Appendices I.B to XX reproduce the papers submitted to the Governing Body on the above agenda items.
APPENDIX I.B

Additional Item on the Agenda

REPRESENTATION OF CHINA IN THE INTERNATIONAL LABOUR ORGANISATION: COMMUNICATION AND REQUEST FROM THE SECRETARY-GENERAL OF THE UNITED NATIONS

1. In virtue of Article 9, paragraph 3, of the Standing Orders of the Governing Body the Chairman of the Governing Body has, with the consent of the Vice-Chairmen, added to the agenda for the present session as an additional item to be considered immediately after the calling of the roll the following question:

"Representation of China in the International Labour Organisation: Communication and Request from the Secretary-General of the United Nations".

2. This decision has been taken in accordance with Article IV, paragraph 1, of the Agreement between the United Nations and the International Labour Organisation which provides that the International Labour Organisation shall "arrange for the submission, as soon as possible, to the Governing Body, the Conference or such other organs of the International Labour Organisation as may be appropriate of all formal recommendations which the General Assembly ... may make to it".

3. The Director-General has received the following communication from the Secretary-General of the United Nations:

"I wish to inform you that on 25 October 1971 the General Assembly adopted by 76 votes to 35 with 17 abstentions the following resolution entitled "Restoration of the Lawful Rights of the People's Republic of China in the United Nations". The text reads:

THE GENERAL ASSEMBLY,

Recalling the principles of the Charter of the United Nations,

Considering that the restoration of the lawful rights of the People's Republic of China is essential both for the protection of the Charter of the United Nations and for the cause that the United Nations must serve under the Charter,

1 See first and second sittings."
Recognising that the representatives of the Government of the People's Republic of China are the only lawful representatives of China to the United Nations and that the People's Republic of China is one of the five permanent members of the Security Council,

Decides to restore all its rights to the People's Republic of China and to recognise the representatives of its Government as the only legitimate representatives of China to the United Nations, and to expel forthwith the representatives of Chiang Kai-Shek from the place which they unlawfully occupy at the United Nations and in all the organisations related to it.'

In this context I also wish to draw the attention of your Organisation to General Assembly Resolution 396 (V) on Recognition by the United Nations of the Representation of a Member State. This resolution, which affirmed the role of the Assembly in the consideration of issues involving representation, recommended 'that the attitude adopted by the General Assembly or its interim committee concerning any such question should be taken into account in other organs of the United Nations and in the Specialised Agencies'.

I should be grateful to be informed immediately when any action on the matter is taken in your Organisation.

U Thant"
The General Assembly,

Considering that difficulties may arise regarding the representation of a Member State in the United Nations and that there is a risk that conflicting decisions may be reached by its various organs,

Considering that it is in the interest of the proper functioning of the Organisation that there should be uniformity in the procedure applicable whenever more than one authority claims to be the government entitled to represent a Member State in the United Nations, and this question becomes the subject of controversy in the United Nations,

Considering that, in virtue of its composition, the General Assembly is the organ of the United Nations in which consideration can best be given to the views of all Member States in matters affecting the functioning of the Organisation as a whole,

1. Recommends that, whenever more than one authority claims to be the government entitled to represent a Member State in the United Nations and this question becomes the subject of controversy in the United Nations, the question should be considered in the light of the Purposes and Principles of the Charter and the circumstances of each case;

2. Recommends that, when any such question arises, it should be considered by the General Assembly, or by the Interim Committee if the General Assembly is not in session;

3. Recommends that the attitude adopted by the General Assembly or its Interim Committee concerning any such question should be taken into account in other organs of the United Nations and in the specialised agencies;

4. Declares that the attitude adopted by the General Assembly or its Interim Committee concerning any such question shall not of itself affect the direct relations of individual Member States with the State concerned;

5. Requests the Secretary-General to transmit the present resolution to the other organs of the United Nations and to the specialised agencies for such action as may be appropriate."

9. At its Fifth Session, in 1950, the General Assembly of the United Nations decided to set up a special committee to examine the question of the representation of China. That Committee did not report until 1951 and was unable to make any recommendation (A/1923). Various proposals for a change in representation made in later years failed to obtain the necessary majority for adoption; until 25 October 1971, the Government of the Chinese Republic continued to represent China in the United Nations.

10. Following the adoption by the General Assembly of Resolution 396 (V) on 14 December 1950, the Governing Body on 10 March 1951 decided to request the Director-General to bring the resolution, and any position which might be taken by the General Assembly in such cases as may arise from time to time, to the attention of the Conference in order that they might be taken into account as recommended by the General Assembly. The resolution has been brought to the attention of the Credentials Committee of the Conference at the 34th Session of the Conference in June 1951 and at every successive session of the Conference since that time.²

¹ Minutes of the 114th Session of the Governing Body, pp. 62 and 111.

11. At every session of the Conference from 1950 onwards an objection has been lodged against the credentials of the Chinese delegation. At each successive session the Credentials Committee has consistently taken account of the fact that the General Assembly had not yet taken any decision on the question of Chinese representation, and has continued in the meantime to accept the credentials of the representative of the Government of the Chinese Republic as valid. The basis on which the Credentials Committee has acted was stated particularly fully in its report of 1955:

"The basic question is how the Chinese nation and the Chinese people should be represented at the International Labour Conference. This question is essentially political in character. The Credentials Committee has consistently taken the view that, pending a general solution in which the United Nations would take the lead, the ILO should refrain from taking independent action. While such action would not be beyond the constitutional competence of the ILO, the Credentials Committee has taken that view on the ground that independent action would be undesirable, having regard to the existing relationship between the ILO, the United Nations and the other specialised agencies. The Committee supports the view, previously taken by the Conference, that in a political question of such a controversial nature the United Nations and the specialised agencies should if possible adopt a uniform attitude."

12. The General Assembly has now recognised that "the representatives of the Government of the People's Republic of China are the only lawful representatives of China to the United Nations".

13. All the draft resolutions submitted to the General Assembly of the United Nations at its present session on the issue of Chinese representation envisaged the application in the specialised agencies of the decision of the General Assembly. The draft resolution submitted by Albania and twenty other countries (A/L.630), which was finally adopted and the text of which is quoted in the communication from the Secretary-General set out in paragraph 1 above, provides for the expulsion forthwith of "the representatives of Chiang-Kai-Shek from the place which they unlawfully occupy at the United Nations and in all the organisations related to it". The draft resolution submitted by the United States and sixteen other countries (A/L.635) contains the following final paragraph: "Recommends that all United Nations bodies and the specialised agencies take into account the provisions of this resolution in deciding the question of Chinese representation". There was no dissentient voice in the General Assembly from the view that the decision to be taken should be implemented throughout the United Nations system.

14. As the General Assembly has no power under the Charter, the Constitution of the ILO and the Agreement between the United Nations and the International Labour Organisation to take a decision in the matter in respect of the International Labour Organisation, the decision of the General Assembly operates in relation to the International Labour Organisation as a recommendation to the Organisation in accordance with the Charter and the Agreement between the United Nations and the International Labour Organisation. Article IV (2) of the Agreement between the United Nations and the ILO provides that the ILO will enter into consultation with the United Nations upon request with respect to such recommendations and will report on the action taken by the Organisation or by its Members to give effect thereto.

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2 Record of Proceedings, 38th Session, p. 529.
15. The Constitution of the ILO contains no provision regarding the expulsion of member States. In the present case, no question of expulsion arises. The General Assembly has not dealt with the matter as one involving the admission to membership or expulsion from membership of any State but as one relating to the right to represent a State which has remained continuously a Member of the United Nations. It therefore falls to be considered in the light of the established practice of the Organisation as recapitulated above on the basis of Resolution 396 (V) of the General Assembly and the action taken by the International Labour Organisation since that time.

16. When General Assembly Resolution 396 (V) was considered by the Governing Body in March 1951 the Government representing China in the International Labour Organisation was the Government recognised by the General Assembly as entitled to represent China; in those circumstances the only action by the Governing Body which was necessary was to draw the resolution of the General Assembly to the attention of the Conference for its guidance in the consideration of any objections to the credentials of delegates appointed by that Government which might be lodged before the Conference.

17. The situation now is the reverse of that which has existed hitherto. The situation prior to 25 October was that the position in the ILO coincided with that in the United Nations so long as no action was taken in the Conference or elsewhere to change it. The situation since 25 October is that if the Governing Body were now to content itself with referring the matter to the Conference there would be a sharp divergence between the position in the ILO and that in the United Nations. In this new situation it becomes necessary for the Governing Body to consider the substance of the action to be taken by the International Labour Organisation in regard to the recommendation of the General Assembly.

18. Three matters arise at once: the representation of China on the Governing Body; the representation of China at the Asian Regional Conference which opens at Teheran on 4 December; and the determination of the Government to which the Director-General should address henceforth communications to China as a Member of the Organisation. The first of these questions is in the first instance a matter for the Governing Body. The second and third are wholly matters for the Governing Body.

19. China is a member of the Governing Body as one of the Members of chief industrial importance. It was designated as such by the Governing Body, in pursuance of article 7, paragraph 3 of the Constitution, by decision of April 1944, affirmed in 1948, 1954, 1963 and 1969. The Governing Body acted, in every case from 1948 on, on the basis of reports of a committee of statistical experts set up in compliance with that constitutional provision; these reports have at all times used as the basis for their evaluation statistics covering the mainland of China. The Constitution entrusts to the Governing Body the function of determining which are the Members of the Organisation of chief industrial importance; any appeal against such a decision to the Conference does not suspend the application of the decision (article 7, paragraph 3).

20. The Seventh Asian Regional Conference is due to meet at Teheran on 4 December. By virtue of Article 1, paragraph 3 of the Rules concerning the Powers, Functions and Procedure of Regional Conferences, approved by the Conference, the duty of determining "which governments shall be invited to nominate delegates and advisers to attend regional conferences" is entrusted to the Governing Body.

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1 An amendment to the Constitution adopted in 1964, and designed to make provision for expulsion from membership of the International Labour Organisation of any Member which the United Nations has expelled therefrom, has not yet come into force.

2 See, e.g., Minutes of the Governing Body, 125th Session, pp. 52-5; 154th Session, pp. 88-9; 174th Session, pp. 64-6.
21. It is the Governing Body which, under article 8, paragraph 1, of the Constitution is competent to give the Director-General any instructions which it may think appropriate concerning the government to which he should address communications intended for China as a Member of the Organisation, including communications relating to the 1972 Session of the International Labour Conference.

22. In these circumstances decisions on these matters by the Governing Body would appear to be necessary.
APPENDIX II

Second Item on the Agenda

TRADE, AID, EMPLOYMENT AND LABOUR

Introduction

1. In addressing the International Labour Conference at its 56th Session on 9 June 1971, His Excellency Léopold Sédar Senghor, the President of Senegal, said:

"Among the problems with which we are confronted, there are in our view two of paramount importance and which, in addition, are dialectically connected: world trade, the balance of which must be expressed in altogether new terms in order to limit the tormenting problem of the deterioration of the terms of trade; and productive employment for millions of young people leaving school or migrating from rural areas. In both spheres, the action of your Organisation can, by seeking just and enduring solutions, make an important contribution to the maintenance of peace among nations."

President Senghor called upon the ILO to "propose decisive measures" for the solution of these problems and added that "the implementation of such a policy must arise from a freely accepted dialogue between the industrialised countries and the others".

2. The relationship between trade and employment was also one of the questions discussed by the Conference Committee on the World Employment Programme, whose conclusions, adopted by the Conference on 23 June 1971, called for "the promotion of a rapid liberalisation of trade policies through the reduction or elimination of tariff and non-tariff barriers to imports into industrialised countries of goods produced in developing countries, with due regard to the stabilisation of commodity prices".

3. In addition, the Conference adopted on 23 June 1971 a Resolution concerning Relations between International Trade and Employment which invited the Governing Body to request the Director-General:

"(a) to carry out a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme of the ILO;"

1 See third, fourth, fifth, seventh and eighth sittings.
(b) to contact the appropriate organs and bodies of the United Nations, as well as the GATT, to ensure that full consideration is given to the effects on employment, wages and conditions of life in economic development and trade during the Second Development Decade when they establish and put into effect their own programmes."

4. In his reply to the discussion of his Report to the Conference on 22 June 1971 the Director-General said that:

"President Senghor spoke for much more than himself or Senegal. He spoke for much, if not all, of the developing world, and we have a clear obligation to give prompt and thorough consideration to what we can do to respond to his plea.

I have discussed with the Officers of the Governing Body the procedure which should be followed for dealing with the matter expeditiously and effectively, and they have agreed that a special and major item on trade, aid, employment and labour should be included in the agenda of the November session of the Governing Body.

Meanwhile I propose to do two things.

I will tell the United Nations Economic and Social Council at its forthcoming session in two weeks' time that this matter has been raised in the Conference and is pending before the Governing Body, which will consider it prior to next year's session of the United Nations Conference on Trade and Development (UNCTAD).

I will also pursue preliminary consultations with the executive heads of the other international organisations concerned to the point which will enable the Governing Body to discuss the matter in November with a full knowledge of the relationship between what the organisations primarily responsible for trade and aid are doing and what the ILO might contribute to their efforts."

5. In fulfilment of this undertaking to the Conference the Director-General, addressing the Economic and Social Council on 7 July 1971, said:

"President Léopold Sédar Senghor of Senegal placed squarely before the Conference the question of the relationship between the dialogue among countries on the terms of trade and the dialogue within countries on social progress. He told the Conference that "the Third World countries urge the ILO today, in the name of the ideals which it fosters and the targets at which it aims, to go at once to the heart of the matter and to start, within the framework of the United Nations and international opinion, a large-scale dynamic campaign" to secure general recognition that "the radical solution for the employment problem in the underdeveloped countries" lies in what he called "a new strategy for a new system of truly international trade".

At the conclusion of the Conference its President, Mr. Pierre Waline, speaking with fifty years' experience of the ILO and the authority of one who served for a generation as Employers' Vice-Chairman of the Governing Body, responded to President Senghor's appeal by insisting on the responsibility of the ILO to voice the social need for economic measures to lay a solid economic foundation for social justice.

In so doing he interpreted the general mood of the Conference which had adopted unanimously a resolution drawing attention to the estimated increase in the labour force of developing countries of some 592 million persons during the next two decades and the dependence of the economic growth of the developing countries on the expansion of their export trade; the resolution requested the ILO to carry out a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme and to contact the appropriate organs and bodies of the United Nations, as well as GATT, to ensure that full consideration is given to the effects on employment, wages and conditions of life of economic development and trade during the Second Development Decade.
The question of trade, aid, employment and labour has now been included in the agenda of the next session of the Governing Body which will be held in November. This will give the Governing Body an opportunity to express a tripartite view on the matter prior to the nextUNCTAD Conference.

In replying to the general debate at the Conference I indicated that I would initiate consultations on the subject with the Secretary-General, the Secretary-General of UNCTAD, the Director-General of GATT, and the Secretary-General of OECD and would bring the matter to the attention of the Economic and Social Council. I have already initiated these consultations with my colleagues and will pursue them with a view to reaching an agreed basis on which the Governing Body can consider how the ILO can most usefully co-operate with the other organisations concerned.

It would be neither proper nor profitable for me to attempt to anticipate now the outcome of the consideration by the Governing Body of these difficult and at times sharply controversial issues. We will, the Council can rest assured, approach them with a full consciousness that the responsibility for action on trade matters clearly rests elsewhere, but no less conscious that trade, aid, employment and labour are inseparable elements of the complex problem of development and that we fail to fulfil our own responsibility if we neglect the relationship of management development and vocational training to trade opportunities, the effect on employment in industrialised countries of trade liberalisation policies, or the need for the adoption of effective manpower adjustment measures calculated to facilitate trade liberalisation measures by eliminating or reducing some of the grounds of opposition to them. In this difficult matter we have responsibilities to developing and industrialised countries alike."

6. Immediately after President Senghor's speech the Director-General initiated consultations with the executive heads of other organisations; these are being and will continue and expanded. The help of the executive heads of other organisations in the preparation of this paper is gratefully acknowledged, but the responsibility for the paper rests with the Director-General alone.

7. The competence and responsibility of the ILO "to examine and consider all international economic and financial policies and measures" in the light of its fundamental objective as defined in the Declaration of Philadelphia is of course not in question. In his closing speech the President of the Conference said:

"Our eminent guest solemnly placed this crucial problem before us. We have the duty to pass on his cry and warning... Since we have placed at the head of our programme the development of employment throughout the world we must at least tell the other organisations, which are better placed than we are to elaborate certain economic agreements, that our efforts at the social level will be insufficient if they are not assisted by the achievements of the others. One often speaks of the United Nations family; if there is a subject where there is a family responsibility, it is indeed in this particular respect".

8. The purpose of this paper is to consider what the ILO can do to respond to President Senghor's challenge and to meet the wishes of the Conference as expressed in the Resolution concerning the relation between international trade and employment. Before formulating some specific questions on which it is suggested that discussion in the Governing Body might focus, this paper brings briefly under review certain key elements in the relation between trade and employment. It considers in particular (i) the need of developing countries to expand their exports in order to provide employment for their rapidly expanding labour forces as well as to permit more rapid economic growth; (ii) some features of recent developments in world trade, particularly the diminishing share of developing countries; (iii) what has been or is being done and what more needs to be done to promote exports at fair and reasonable prices from developing countries; and (iv) implications of trade policy for employment in advanced countries.
9. This paper was in an advanced stage of preparation when world-wide discussion on trade and monetary matters entered into a new phase in the third week of August 1971. These matters are now under consideration in the International Monetary Fund, GATT and UNCTAD, and in these circumstances it would be premature to refer to them further in this paper at the present stage.

Trade, Aid and Employment in Developing Countries

10. Because of the importance of rapid economic growth as a condition for overcoming mass poverty in the developing countries, the ILO shares the general interest in the expansion of trade as an engine of growth. A correlation of rates of growth of national product (GDP) with rates of growth of exports shows a quite strong association between the two. This lends support to the view that accelerated development is made easier by a vigorous export trade, which can play an important role in the expansion of production frontiers and the structural transformation of developing economies.

11. The ILO has a special interest in trade expansion for the sake of its contribution to employment promotion.

12. Among the familiar advantages of trade is that faster growth of exports, to the extent that it makes for faster growth of production, makes also for larger savings and investment, i.e. contributes to overcoming the shortage of capital which is so serious an obstacle to the expansion of productive employment.

13. Secondly, the foreign exchange earned by exports permits the purchase from abroad of, among other things, machines, materials and equipment needed for expanding production and employment. The need for foreign exchange is a basic development need, and countries on the road of development are likely to go through a period of acute shortage of foreign exchange, regardless of what happens to their terms of trade. The shortage is, however, rendered even more acute if there is a deterioration in their terms of trade so that their imports become dearer in terms of their exports.

14. By far the most important source of the foreign exchange that is needed for the expansion of production and employment in developing countries is their export earnings, including earnings from tourism and other services. Foreign aid and private foreign investment are important supplements to export earnings as sources of foreign exchange, and increases in both are greatly to be desired. But whereas the developing areas in 1969 earned over $35,500 million for exports, they received, net of amortisation, only some $7,000 million in official aid and some $6,000 million in the form of private lending.

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2 In some developing countries in some years a deterioration in their terms of trade with advanced countries seems to have swallowed up, or even exceeded, the whole of their receipts of foreign aid. There was in general a marked deterioration in the terms of trade between primary commodities and manufactured goods between 1950 (the time of the Korean war) and 1962, followed by some recovery between 1962 and 1969 and a renewed deterioration more recently. Very different impressions can be created about what has happened to terms of trade by taking different base years and different price index numbers. And in interpreting the significance of changes in the terms of trade between primary commodities and manufactures, it has to be remembered that nearly half of world exports of primary commodities come from, and about two-thirds of world exports of manufactures go to, advanced countries. (GATT: International Trade, 1969 (Geneva, 1970), table 7, pp. 20-21.)
15. Thirdly, countries tend in general to have a comparative advantage in the production of goods and services produced by resources, human or material, of which they have relatively abundant supplies. The more freely countries with abundant supplies of labour can trade with the rest of the world, the more their exports are likely to take the form of labour-intensive commodities. When outlets for these are restricted, countries' needs for foreign exchange may lead them to produce and export instead goods the production of which employs little labour. A group of experts in Asia has recently pointed out that:

"At present the developing countries are faced with the difficulty that the industries which contribute most to employment cannot be expanded unless the import policies of prosperous countries are liberalised. Printing, food processing, textiles, leather, machine tools, timber products and shipbuilding may be industries which should be developed in the ECAFE region but they would face severe import quotas and tariffs in export markets."1

It has been shown that the more labour-intensive an industry the higher tend to be the nominal tariffs levied on its competing imports.2 It is well known that a number of advanced countries provide heavy protection for their agriculture.

16. At present the bulk of the labour force in the developing world outside Latin America is engaged in agriculture. This will change, but in countries such as India and Pakistan in which over 70 per cent of the labour force is in agriculture, even very rapid expansion of employment (if that can be achieved in the relatively small industry and service sectors will bring about only a slow decrease in the relative numbers engaged in agriculture, accompanied by continuing large increases in absolute numbers so engaged. Whence the recognised importance, at least for many years to come, of the agricultural sector as a provider of employment. From this also follows the special importance from the point of view of employment of more remunerative trade in agricultural commodities. Not only does agriculture provide the bulk of the jobs (including self-employment) in most developing countries; agricultural work in these countries is also generally labour-intensive; compared especially with modern industry little capital per head of workers employed is required. This is of great importance for employment in countries where very little capital is available. To stress the present importance, from the point of view of employment, of international trade in agricultural commodities is not, however, to deny that expansion of employment and export earnings in the future may depend increasingly on moving into higher levels of processing and manufacture.

17. Nor should it be thought that there is a simple relationship between trade expansion and employment growth. The effects of trade expansion on employment will depend not only on the numbers of people directly employed in the production of goods for export, but also upon the resultant net increase in import capacity, the composition of imports and changes, if any, in the level and composition of investment. While trade expansion may contribute in important and complex ways to employment growth, the indirect and long-term contributions may be more important than the direct and short-term ones, and the employment problems of developing countries cannot be solved through a solution of trade problems alone.


2 Hal B. Lary: Imports of Manufactures from Less Developed Countries, Columbia University Press, New York, 1968. Nominal tariffs do not, however, necessarily measure the degree of effective protection accorded to an industry. See footnote to para. 44 below.
Some Recent Developments in World Trade

18. Over the 11-year period ending in 1969, there was uninterrupted growth in world trade averaging 8 3/4 per cent annually in value and over 8 per cent annually in volume. The rate of increase in volume as well as in value was greater in the last two years of the period than over the period as a whole. World trade increased faster than world commodity production (estimated at 5 per cent annually). It seems certain that the proportion of employment as well as of production directly dependent on world trade increased.

19. The share of developing countries in world exports shrank from 21.5 per cent by value in 1960 to 17.9 per cent in 1969. Without suggesting that maintaining or increasing this share is necessarily in itself an appropriate objective, it is worth observing that if the 1960 percentage had been maintained, this would have been worth an extra $9,800 million to the developing countries or 135 per cent of the amount of foreign aid received by them in 1969. The last three years have, however, seen rapid expansion in the exports of developing countries, the latest GATT figures indicating increases of 10 per cent in 1968, 12 per cent in 1969 and 11 per cent in 1970.2

20. The share of world exports originating in developing countries shrank over the decade by the following percentages: from 15 per cent to 13 per cent or by about one-eighth in the case of exports to the industrial areas; from 4.9 per cent to 3.6 per cent, i.e. by more than a quarter in the case of exports to other developing countries; and from 1 per cent to 0.9 per cent in the case of exports to the Eastern trading area.3

21. This decline in the share of developing countries in world trade (coinciding of course with a substantial increase in their share of world population) is associated with a change in the composition of world trade. Primary products account for more than three-quarters and manufactures for less than a quarter of the exports of developing countries. Among the exports of advanced countries the proportions are, in very round figures, approximately reversed. And trade in manufactures has been increasing much faster than trade in primary products (by 124 per cent compared with 57 per cent over the decade 1960 to 1969). The broad picture with important exceptions, most notably petroleum, is that the developing countries have a small share in the kinds of trade that are growing most rapidly. They are thus faced with the prospect of a continuing decline in their share of world trade unless either the rate of growth of trade in primary products increases relatively to that in manufactured goods, or the developing countries can substantially increase the proportion of manufactures among their exports. Probably both these things will be necessary. The developing countries have in fact been relatively successful in increasing the proportion of manufactures among exports. This increased from about 16 per cent in 1963 to 20 per cent in 1967, 22 per cent in 1968 and 23 per cent in 1969. But this was not enough to check the continuing decline in the share of developing countries in world trade.

22. Some 70 per cent of the manufactures imported from developing countries are so-called "basic" items made from a specific raw material. Among these basic manufactures by far the largest single group is that of non-ferrous metals. Over half of these basic manufactures other than non-ferrous metals consist of three categories of goods: textile yarns and fabrics, wood and cork products and leather products. Reference is made below to the difficulties that may arise for importing countries from the high degree of concentration of exports from developing countries over a narrow range of goods.

1 All subsequent trade figures are in value terms.
3 Albania, Bulgaria, Czechoslovakia, Eastern Germany, Hungary, Poland, Rumania, USSR, China (Mainland), Mongolia, North Korea and North Viet-Nam.
Measures to Stabilise and Expand the Export Earnings of Developing Countries

23. There is widespread concern over the inadequacy of the export earnings of developing countries, and measures have been and are being taken to stabilise and expand them. But much more needs to be done. Only a brief and incomplete account of developments and needs under this heading can be given in this paper, which will briefly examine efforts to increase or stabilise earnings from exports of primary commodities, to remove or reduce trade barriers in the developed countries against imports from the developing ones, to expand developing countries' exports to the socialist countries and to expand their exports to other developing countries.

Stabilisation of Primary Commodity Markets

24. For agricultural exporters at least of tropical products the avoidance of excessive price fluctuations and the maintenance of a reasonable parity between the prices of agricultural exports and those of manufactured imports are probably more important than reductions in trade barriers.

25. International efforts toward stabilisation of primary commodity prices date back to the inter-war period. The progress made, however, has been slow. At the time of the second session of the United Nations Conference on Trade and Development (UNCTAD) in 1968 formal international agreements were in operation with respect to only four commodities — coffee, tin, wheat and olive oil, and two informal international arrangements were in operation for fibres and jute. The International Sugar Agreement was re-established in 1968 after a lapse of many years.

26. Since then accomplishments in formal international commodity agreements have consisted exclusively of renegotiation and renewal of former commodity agreements, though some of them have introduced substantial improvements. On cocoa, a major primary commodity of developing countries for export, an agreement has yet to be reached after many years of negotiation. Of the five international commodity agreements only those for coffee, sugar and tin seem to have an important stabilising effect on the world market.

27. In the sphere of informal intergovernmental arrangements some progress has been made with respect to tea. The developing petroleum-exporting countries co-operate through the Organisation of Petroleum Exporting Countries (OPEC).

28. Though the number of commodities covered by formal international agreements or by informal intergovernmental arrangements has not increased since the second session of UNCTAD, there has been, nevertheless, a notable expansion and intensification of activities, mainly in the FAO and UNCTAD, seeking to develop possible lines of international co-operation with respect to many other primary commodities.1

29. International financial institutions have been contributing to the stabilisation of primary commodity markets. In 1969 the International Monetary Fund and the World Bank both took decisions to help member countries in stabilising prices of primary commodities. The IMF made available facilities for financing international buffer stocks and up to now has extended assistance to three developing countries in financing their contributions to the international tin buffer stock. The World Bank decisions also referred to financing of buffer stocks but only under certain special conditions.

30. The principal decisions of the Bank were directed toward intensifying the Bank's activities in promoting the diversification of productive activity in the primary producing countries. Subsequently this objective has been furthered...

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1 For a description of various activities undertaken by UNCTAD, FAO and other international bodies in the commodity fields see UNCTAD: Review of International Trade and Development, Part Two, pp. 22-31.
by the Bank Group's recent lending in a number of project areas, in particular its lending for livestock, fishery and forestry development and for industrial projects and also by the economic analysis undertaken of national economies and specialised topics.

31. The Bank also has increased its activities in strengthening the competitive positions of agricultural commodities, another main objective of the decisions. These activities have included projects designed to decrease costs of production as well as collaboration with other international organisations in making feasibility studies and giving assistance to experimental research programmes and extension services.

32. It is thus clear that international action in its various forms has not yet produced any significant impact on world primary commodity markets except for a few commodities. The very real difficulties encountered - technical, administrative, financial and political - are fully recognised. It is, however, encouraging that the International Development Strategy for the Second United Nations Development Decade (hereafter referred to as the International Development Strategy), in paragraphs 21 and 24, declares that all efforts will be made (a) to secure international action before 31 December 1972, including, where appropriate, the conclusion of international agreements or arrangements on certain primary commodities mentioned in a resolution adopted by UNCTAD at its second session, and (b) to reach agreement, before the third session of UNCTAD, on a set of general principles on pricing policy, paying particular attention to securing stable, remunerative and equitable prices, as guidelines for consultations and actions on individual commodities.

33. Efforts to raise or stabilise prices and to protect countries against losses or possible shortfalls in export earnings from primary commodities need to be accompanied by measures to expand markets for these products, especially if more rapid growth of employment opportunities is to be achieved. Removal of trade barriers is discussed in the next section. Two other types of measures may be mentioned briefly here.

34. For tropical products such as coffee, cocoa and tea, which do not compete with products in the advanced countries but are still taxed for revenue purposes, a reduction or abolition of such fiscal charges could help to raise the consumption of these products, even though the price elasticities of demand for some of them are relatively low. In view of the importance of this subject the Report of the Commission on International Development recommends that "developed countries should eliminate as soon as possible excise and import duties on non-competing products of special interest to the developing countries". Discussions have continued for some time in the GATT on proposals for the removal of such duties by the advanced countries.

35. For primary commodities facing competition from synthetics and other substitutes (e.g. rubber, hard fibres, cotton and wool) there is a clear need for stepping up co-ordinated international efforts in research and development to strengthen their competitive position on world markets through improvement of their technical characteristics, the development of new uses and reduction of costs. At the same time, special attention needs to be given to the line of action embodied in paragraph 29 of the International Development Strategy, which declares that "where natural products are able to satisfy present and anticipated world market requirements, in the context of national policies no special encouragement will be given to the creation and utilisation of new production, particularly in the advanced countries, of directly competing synthetics". Environmental considerations strengthen the case for the use of natural products instead of some synthetics.

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2 For example, research has been undertaken in Malaysia on natural rubber, new strains being developed to reduce costs and to make natural rubber more competitive with synthetic rubber.
Removal of Trade Barriers in Advanced Countries

36. In discussing trade barriers in advanced countries against imports from developing countries, a distinction needs to be drawn, where possible, between (a) primary commodities, (b) semi-processed and processed agricultural products and semi-manufactures generally, and (c) manufactured goods. The removal of trade barriers to imports in these different product categories could have different effects on employment in developing and industrialised countries.

37. Mainly for social and political reasons agricultural protectionism is a feature of the economies of many advanced countries. The measures employed are complex and vary in different countries. They include among others import duties, quantitative restrictions, tax devices and direct support of producer prices by subsidies to domestic agricultural producers. These measures have combined to reduce the export prices of agricultural products and to restrict the expansion of world exports of such products. Internally, they have raised agricultural prices, stimulated increased production and tended to reduce domestic consumption of agricultural products in the advanced countries. This in turn has created surpluses, the disposal of which by the countries concerned has sometimes further restricted the export markets of other countries. For example, export subsidies have been granted to certain agricultural products (e.g. vegetable oils, tobacco, cereals, cotton and dairy products) by some advanced countries.

38. Among the primary commodities exported from the developing countries those most adversely affected by protective measures in the advanced countries are foodstuffs, especially sugar, cereals (wheat, coarse grains and rice), meats, oils and fats, certain oilseeds, citrus fruits, wine and tobacco, and in a small number of countries, cotton, wool, fish and petroleum. It has been suggested by the Commissioner for Agriculture in the European Economic Community that the problem of agricultural surpluses in the Community would be solved if about 1.9 million elderly farmers were pensioned and about 1.5 million younger farmers moved to other sectors, and that this might not be excessively difficult in an area in which there are 2.5 million foreign workers.

39. During the second half of the 1960s concrete action taken by the advanced countries to open their markets to primary commodities from developing countries was very limited compared to the potentialities. Some progress has been made on import duties. The Kennedy Round has succeeded in reducing the tariffs of advanced countries on a variety of primary commodities of export interest to the developing countries. However, these were largely tropical products (e.g. cocoa beans and raw coffee), protective barriers on foodstuffs in the advanced countries having remained high.

40. Non-tariff barriers and domestic agricultural support policies in the advanced countries are generally more powerful than import duties in restricting the entry of primary commodities. These trade impediments were unaffected by the Kennedy Round. Thus far they are a source of difficulty among the advanced countries rather than between the advanced countries as a bloc and the developing countries. But difficulties between the advanced and the developing countries seem likely to increase if present policies continue. Little progress has been made in the relaxation or removal of quantitative restrictions on agricultural products of interest to the developing countries. This is particularly true of

1 On the other hand, surplus foodstuffs used as food aid, bilaterally or multilaterally under the World Food Programme, have often been of great benefit to developing countries.


temperate zone products; in some cases the trading conditions have worsened. Over the next decade the effects on developing countries' exports of cereals of protectionist policies of the advanced countries are likely to increase unless these policies are changed, as the "green revolution" in cereal production, particularly wheat and rice, would enable more developing countries to become net exporters of these products at much lower prices than those now maintained in many developed countries. Whether or not export outlets were made available to these products could have radical repercussions on agricultural employment in these developing countries.

41. A confrontation of some FAO projections with those of OECD suggests that unless fairly drastic changes in present policies can be negotiated there will be growing difficulty in disposing of some of the major categories of agricultural exports, and consequently a growing threat to the capacity of the agricultural sector to make an adequate contribution to the solution of employment problems in developing countries. In an FAO study the self-sufficiency ratio (i.e. the ratio of domestic production to consumption) for the advanced countries as a whole (including the more developed socialist countries) is shown as falling between 1965 and 1985 from 105 to 99 for wheat, from 99 to 55 for rice, from 79 to 72 for sugar and from 98 to 90 for beef and veal if these countries absorbed the provisionally estimated net export availabilities of the developing countries. On the other hand some OECD projections indicate that the OECD countries' balance with the rest of the world in the commodities covered (including grain, beef and veal, sugar, pig meat, poultry meat and eggs) would shift from a net import of about $1.500 million in 1961-63 to a net export of about $3.300 million (at 1961-63 prices) in 1985. The increased export availabilities would be accounted for mainly by grains.2

42. Intergovernmental activities have been proceeding in the UNCTAD and GATT to seek agreed ways and means of improving access of developing countries to the markets of advanced countries the need for which is recognised in Article XXXVI of the General Agreement on Tariffs and Trade. At the Second Session of the United Nations Conference on Trade and Development, the developing countries submitted a concrete programme of immediate action for liberalisation of trade in primary commodities in favour of these countries. However, no agreement was reached at that session. The matter was referred to the Trade and Development Board. The Board subsequently at its Tenth Session in 1970 adopted resolution 73 (X) on "commodity problems and policies, pricing policies and the liberalisation of trade", which contains among other things specific provisions relating to liberalisation of trade in primary products. These provisions served as a basis for the broadly similar provisions on the subject embodied in paragraphs 25 and 26 of the International Development Strategy which are reproduced below:

"(25) No new tariff and non-tariff barriers will be raised nor will the existing ones be increased by developed countries against imports of primary products of particular interest to developing countries."

"(26) Developed countries will accord priority to reducing or eliminating duties and other barriers to imports of primary products, including those in processed or semi-processed form, of export interest to developing countries"


3 For a comparative analysis of this proposed programme of immediate action submitted by the developing countries and the alternative proposals submitted by the advanced market economy countries, see UNCTAD, Trade and Development Board, Committee on Commodities, Fifth Session, 7 July 1970: Liberalisation of trade and access to markets: Texts of proposals submitted to the Second Conference (Document TD/B/C.1/79/Add. 1, 8 May 1970, mimeographed).
through international joint action or unilateral action with a view to ensuring that developing countries have improved access to world markets and to market growth for products in which they are presently or potentially competitive. This objective will be sought to be achieved through the continuance and intensification of intergovernmental consultations with the aim of reaching concrete and significant results early in the decade. Efforts will be made with a view to achieving these results before 31 December 1972.

43. In the field of manufactures and semi-manufactures the trade barriers imposed by the advanced countries against imports from developing countries have mainly taken two forms: discrimination against these imports in the tariff structure and quantitative restriction.

44. The discriminatory character of advanced countries' tariff structure has two features. Firstly, the import duties in these countries generally escalate sharply with the stage of processing or fabrication of the products in question. Tariff escalation has made it difficult for developing countries to export products in processed or finished form rather than in crude or raw form. Secondly, the average nominal and effective duties on manufactured goods from developing countries are substantially higher than those on the total imports of manufactured goods into the advanced countries.

45. Quantitative restrictions still in force in the advanced countries have affected to varying degrees different groups of manufactured and semi-manufactured imports from developing countries. The two broad groups most seriously affected are textiles and clothing products and processed and semi-processed agricultural products. These are precisely the kinds of export products which the developing countries count upon for increasing non-agricultural employment during the next decade.

46. International action taken in recent years toward trade liberalisation for manufactures and semi-manufactures from developing countries has been concerned primarily with tariff barriers. The two steps taken in this direction were the Kennedy Round completed in 1967 and the mutually acceptable preferential arrangements for developing countries' exports of manufactures and semi-manufactures reached within the UNCTAD in 1970. The Kennedy Round has resulted in reduction of duties on a range of products in which developing countries have a current or potential export interest. The preferential arrangements in favour of developing countries have been heralded as a major breakthrough in the trade relations between the advanced and the developing countries.

47. The agreed system of preferential arrangements drawn up in the UNCTAD has now become part of the International Development Strategy. The preference-giving countries have expressed their determination to seek as rapidly as possible the necessary legislative or other sanctions with the aim of implementing the preferential arrangements as early as possible in 1971, and a number of them have already done so. The initial duration of the agreed system will be ten years.

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1 Effective duty is the protection given to value added to the cost of material inputs. For a statistical analysis of these two discriminatory features of developed countries' tariff structure with respect to manufactures see United Nations: The Kennedy Round - Estimated Effects on Tariff Barriers: Part Two: The Structure of Protection of Production in Industrial Countries and its Effects on the Exports of Processed Goods from Developing Countries, prepared by Bala A. Balassa, Annex: Table I (New York, 1968), p. 205.

2 For a detailed evaluation of the effects of the Kennedy Round on the exports of manufactures and semi-manufactures from developing countries, see United Nations: The Kennedy Round - Estimated Effects on Tariff Barriers, op. cit.

3 The scheme of the European Economic Community came into force on 1 July 1971 and that of Japan on 1 August. It has been announced that the Norwegian scheme will come into force on 1 October, and the British, Czechoslovakian and Hungarian schemes on 1 January 1972. Denmark, Finland, Sweden, Austria, Canada, the United States, Ireland, Switzerland and New Zealand are, at the time of writing, in process of obtaining the necessary legislative sanction, or have published proposed schemes.
48. While the individual schemes of preferences offered by the preference-giving countries are not uniform, they all so far share the common characteristic of according less favourable treatment to semi-processed and processed agricultural products than to industrial semi-manufactures and manufactures. This is clearly reflected in the product coverage. Also some countries have placed some of the most important labour-intensive industrial products, such as footwear, on exception lists. These two features of the agreed system of preferential schemes as thus far applied appear to have diminished considerably its employment-creating potential in the developing countries. The least developed of the developing countries, in particular, are likely to derive the least benefits from this system of preferences. It has therefore been agreed that in its implementation special measures will be taken in favour of these countries, including, among others, financial and technical assistance for the establishment and development of industries likely to further the exports of produce included in the generalised system of preferences.

49. It may also be emphasised that the agreed system of preferences is focused exclusively on tariff barriers. The need for immediate international action to eliminate non-tariff barriers has been underscored in paragraph 34 of the International Development Strategy, which reads as follows:

"(34) Intergovernmental consultations will be continued and intensified with a view to giving effect early in the Decade to measures for the relaxation and progressive elimination of non-tariff barriers affecting trade in manufactures and semi-manufactures of interest to developing countries. Efforts will be made with a view to implementing such measures before 31 December 1972. These consultations will take into account all groups of processed and semi-processed products of export interest to developing countries."

A welcome recent development has been the commitment of the Commission of the European Economic Community to a policy of liberalising textile imports into the Community. The pace proposed for liberalisation is gradual—a 5 per cent a year reduction in quota restrictions over the next five years. The Commission intends to use its powers to modernise the textile sector, and it is planned that the social fund should finance retraining of workers.

Increasing Exports to Socialist Countries

50. The developing countries are also concerned to promote a more rapid increase in their exports to the socialist countries.

51. Though exports from developing to socialist countries are on a small scale, the major products among them are labour-intensive, and a number of them are faced with tariff or non-tariff barriers in the advanced market economy countries. The "food, beverage and tobacco" group accounted for 44 per cent and

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1 As employment creation as such is not the primary aim of the system of preferential arrangements, the latter's usefulness to developing countries should not be assessed solely in the light of direct employment considerations. The primary aim is to render more competitive a wide range of industrial exports of developing countries and thus help these countries to move away from a position in which their exports are largely confined to traditional labour-intensive products, in many of which they are already so competitive that the main obstacles they encounter in the markets of advanced countries are not tariffs but non-tariff barriers.

2 Established in accordance with Articles 123-127 of the Treaty of Rome, the Fund is to cover, on the demand of a member State, and subject to defined conditions, 50 per cent of the costs incurred by that member State for vocational retraining of workers, reinstallation grants and income maintenance grants.
textile fibres and textiles (excluding clothing) for 24 per cent respectively of
developing countries' total exports to the socialist countries in 1968.¹ By
adapting their production plans and foreign trade plans to comparative advantage
and to the special export needs of the developing countries, the socialist
countries could provide scope for a substantial expansion of imports, on a planned
basis, of primary products and semi-manufactures and manufactures of an in­
creasing variety from the developing countries with special emphasis on products
of a labour-intensive nature.

52. In this connection particular attention may be drawn to the Joint
Declaration by five socialist countries of Eastern Europe at the second part of
the Fourth Session of UNCTAD's Special Committee on Preferences in 1970 on the
measures to be taken by these countries for according preferential treatment to
the imports from developing countries.² In the Joint Declaration these countries
express the view that in principle preferential treatment should be extended not
only to the manufactures and semi-manufactures but also to the raw materials and
processed agricultural products from the developing countries and that suitable
measures designed to expand the range of goods and to increase the imports from
the developing countries will be included in their economic plans, as far as
possible. Recognising that tariff preferences can be granted only by some of the
socialist countries of Eastern Europe where custom tariffs exist, the Joint
Declaration further emphasises that each of these socialist countries will imple­
ment the measures for preferential treatment in accordance with the modalities of
its foreign trade system.

53. Most of the trade between the developing and the socialist countries has
been conducted by bilateral agreements. More recently there has been a shift
from short-term to long-term agreements which are more conducive to the promotion
of trade flows between the two groups of countries. However, as past experience
of several socialist countries has shown, a greater element of flexibility in pay­
ment arrangements seems to be needed to facilitate the expansion of developing
countries' exports to the socialist countries.³

54. The considerations raised above have found expression in paragraph 38
of the International Development Strategy relating to the trade between the
developing and the socialist countries, which provides that:

"The socialist countries of Eastern Europe will take duly into con­
sideration the trade needs of the developing countries, and in particular
their production and export potential, when quantitative targets are fixed
in their long-term economic plans, adopt appropriate measures designed to
maximise and diversify imports of primary commodities from developing
countries and undertake measures so that imports of manufactures and semi­
manufactures from developing countries constitute a growing element in their

¹ UNCTAD, Trade and Development Board, Tenth Session, 26 August 1970: Item 6: Review of International Trade and Development 1969/70, Part One: Recent Trends in Trade and Development, Annex, table II, (TD/B/309, 7 August 1970, mimeographed). The nature of the imports received by the developing countries in exchange for their exports to the socialist countries under the bilateral arrangements that usually regulate this trade also needs to be taken into account in assessing the total effects on employment.


total imports of manufactures and semi-manufactures. They will promote the diversification of the structure and geographical basis of their trade with developing countries in order that the largest possible number of developing countries derive the maximum benefit from this trade. Socialist countries of Eastern Europe will take the necessary action fully to implement, by the beginning of the decade, and in any case not later than 1972, recommendations contained in section II of Resolution 15(II) of 25 March 1968 adopted by the United Nations Conference on Trade and Development at its Second Session. As no uniform method of introducing multilateralism in payments relations between developing countries and socialist countries is practical at this time, it is considered desirable that elements of flexibility and multilateralism be progressively introduced or extended in such payments arrangements by appropriate consultations among the countries concerned, taking into account specific circumstances and patterns of trade."

Trade Expansion among Developing Countries

55. Trade expansion among the developing countries, in so far as it promotes more rapid growth and development of the countries of the region, will tend also to open up new employment opportunities. It may have this effect through contributing to specialisation, increased productivity and thus increased competitiveness of products of developing countries.

56. Throughout the decade of the sixties, encouraged by the advantages of economic co-operation, the developing countries have expanded and intensified their efforts at trade liberalisation and economic integration mainly at the regional and sub-regional level. In the process, however, many difficulties and problems have been encountered.

57. In Latin America, the Latin American Free Trade Association (LAFTA) with its eleven members has decided to extend the transitional period to a free trade area by seven years (1973 to 1980) and has introduced provisions granting more favourable treatment to its less developed members and allowing more flexibility in trade liberalisation for member countries generally. Furthermore, in addition to their membership of LAFTA, five of the LAFTA countries - Bolivia, Chile, Colombia, Ecuador and Peru (the Andean Group), have by the Cartagena Agreement signed in May 1969, established an Andean customs union.* The Central American Common Market (CACM) with its five members, which had achieved much success in expanding their mutual trade during the earlier years, was operating with increasing difficulty in more recent years owing chiefly to the deterioration in the balance of payments but partly also to the losses of customs revenues in the member countries. In the Caribbean area the eleven Commonwealth countries have set up a Caribbean Free Trade Association (CARIFTA) since May 1968 which provides for immediate removal of all the barriers to trade between these countries except for a certain number of goods produced by existing industries.

58. In Africa the East African Community (Kenya, Tanzania and Uganda) appears to be one of the most successful arrangements made in this field; it has brought about an appreciable expansion of trade within the Community. Other African regional trade groupings include the West African Customs Union, now being transformed into a new West African Economic Community (CEAO), the Central African Customs and Economic Union (UDEAC), the Organisation of Senegal Riparian States

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1 The Cartagena Agreement includes among its aims the elimination of tariff and non-tariff barriers among the member countries within eleven years. It provides for a common external tariff, for special treatment to Bolivia and Ecuador as the less developed of the partners and for machinery for industrial co-ordination.

2 Dahomey, Ivory Coast, Mali, Mauritania, Niger, Senegal and Upper Volta.

3 Cameroon, Central African Republic, Congo (Brazzaville), Gabon.
59. In the Middle East, the members of the Arab Common Market (the Arab Republic of Egypt, Iraq, Jordan and Syria) have been putting into effect a programme of trade liberalisation among them with respect to customs duties.

60. In Asia, regional or sub-regional trade and economic co-operation arrangements are still in the stage of preparation chiefly under the auspices of the United Nations Economic Commission for Asia and the Far East. Since 1967 Indonesia, Malaysia, Philippines, Singapore and Thailand have joined together to form a new Association of South-East Asian Nations (ASEAN), but its activities have not yet reached beyond studies of appropriate means of achieving ends. The only regional economic co-operation arrangement in operation in Asia thus far is the Regional Co-operation for Development (RCD) established by Iran, Pakistan and Turkey, which covers a wide range of fields for co-operation. In the field of trade, the RCD member countries have continued their efforts to conclude individual bulk purchases on a bilateral basis.

61. Despite the multiplicity of trading and economic co-operation arrangements existing among developing countries, only a few have been firmly established and have worked satisfactorily. Many of them have newly come into existence, while several others have only recently been, or are being, reorganised. Taken as a whole, they have not yet produced any perceptible impact on the trade flow among the developing countries. Among the main developing regions only in Latin America did the share of exports to its own region in the region's total exports show some increase between 1960 and 1969 (from 9 to 12 per cent), whereas in Africa (8 per cent), in South and East Asia (14 per cent) and in West Asia (5 per cent) the share in 1969 remained exactly the same as in 1960.

62. Continuing rapid improvements in transport make it unnecessary to place the whole emphasis on policy measures aiming to stimulate intra-regional trade of developing countries. Opportunities for mutually beneficial trade among developing countries of different regions and continents are growing rapidly. A number of developing countries are at present engaged in negotiations for the exchange of tariff and trade concessions of a multilateral character aimed at expanding their mutual trade. The negotiations are open to all developing countries whether members of GATT or not. The concessions will be applicable only to developing countries and are being exchanged on the principle of mutual benefit, due account being taken of the financial, trade and development needs of individual countries. It is expected that the first results of the negotiations will be presented for approval to the GATT contracting parties in November 1971.

Trade, Employment and Labour Conditions in Advanced Countries

63. The ILO is as much concerned about employment in advanced countries as in developing ones. Just as there is a world interest, shared by the advanced countries, in promoting higher levels of productive employment in developing countries, so there is a world interest, shared by the developing countries, in maintaining high levels of employment in the advanced countries. The relationship between a liberal trade policy and job security in importing countries raises difficult and important questions.

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1 Guinea, Mali, Mauritania, Senegal.
2 Cameroon, Central African Republic, Chad, Congo (Brazzaville), Congo (Democratic Republic of), Dahomey, Gabon, Ivory Coast, Malagasy Republic, Mauritius, Niger, Rwanda, Senegal, Togo, Upper Volta.
3 Dahomey, Ivory Coast, Niger, Togo and Upper Volta.
4 Cf. the statistics quoted in paragraph 20 above.
The familiar classical view is that free trade (with some recognised exceptions such as temporary protection for well chosen "infant industries" until they can stand on their own feet) is in the best interests of the world as a whole, and in general of each individual country. For free trade, it is argued, enables each country to specialise at producing the goods and services it is best equipped to produce. It can then, in exchange for exports of these, import larger quantities of the things it is comparatively inefficient at producing than it could have produced for itself with the capital and labour devoted to exports. Trade liberalisation, it is further argued, does not threaten the level of employment in importing countries, but may call for changes in the structure of employment. It does not threaten the level of employment because, under a free trade or a protectionist régime alike, a country cannot continue for long to buy from other countries more than it sells to them (allowance being made for capital items in its balance of payments). For no country can maintain a balance-of-payments deficit for longer than its reserves and borrowing powers permit. National price levels, or if these are not flexible enough international exchange rates, settle under a free trade as under a protectionist régime at levels that enable the different countries of the world to finance their imports by exporting. Resources, according to this argument, will be differently, and more productively, employed under a free trade régime as compared with a protectionist one; they will not be less fully employed.

These ideas have led to much progress since the 1930s in the direction of greater freedom of trade. But even those who are firmly convinced that in the long run the world will be better off with freer trade, recognise that the transition from a less to a more liberal trade régime may be painful. Some workers are likely to lose jobs, some entrepreneurs and shareholders are likely to lose money. Even if new opportunities are expanding as fast or faster in growing sectors of the economy as old ones are contracting in shrinking sectors, this does not help those who do not have access to the new opportunities. The benefits of structural adaptations to permit better utilisation of resources are widely diffused; the costs, human and financial, are apt to fall, perhaps with devastating effect, on relatively small groups. There are however ways, to be discussed below, in which society can reduce and spread the costs.

Several features of the contemporary scene have tended in a number of advanced countries to focus attention in recent years more on the costs than on the long-term benefits of freer trade, and have led perhaps to more questioning of whether the gains are worth the costs. Four such features may be mentioned briefly, because unless anxieties or dissatisfaction arising out of them can be allayed it will be difficult to create a climate of opinion favourable to a restructuring of world trade in accordance with what will be necessary if the World Employment Programme is to succeed. These four features are (i) the relatively high level of unemployment prevailing in some advanced countries at the present time, (ii) differential rates of productivity growth and associated fears of "unfair competition", (iii) the growth of multinational corporations, and (iv) a sense that change is proceeding too fast and too far.

On the other hand, there are at least two hopeful features of the contemporary scene which may serve as a reminder that it is easy to exaggerate the difficulties and costs of adaptation to freer trade. These are, first, the astonishing capacity demonstrated by modern economic systems to absorb, with little unemployment, technological changes which have revolutionised life in a generation; and, secondly, the growing experience of what can be done by means of well-chosen adjustment policies to reduce and share the costs and spread the benefits of structural changes. These various points will be taken up in turn.

Unemployment in Advanced Countries

During the post-war period most advanced countries have become labour-shortage countries. Continental Western Europe has drawn heavily on immigrants from Southern Europe and North Africa, the United Kingdom on people from Ireland, 1 Paragraphs 75-83.
India, Pakistan and the Caribbean, the United States on Puerto Ricans and Mexicans. But in nearly all the developed countries there are pockets of unemployment, and in a number of them there is at present serious concern over the general level of unemployment. For example in Ireland this currently exceeds 7 per cent, in Canada and the United States it exceeds 6 per cent, in the United Kingdom it is at its highest level in thirty years, and there has been a substantial increase in France. The loss of a job is a much more serious hardship when jobs are scarce than when they are plentiful, and at such times trade unions cannot be expected to support trade liberalisation measures which they might otherwise support or at least not resist. High and stable employment through successful management of national economies is not only highly desirable in itself, but is almost certainly a necessary condition for any decisive advance towards freer trade.

Fears of Unfair Competition

69. Low-wage competition from abroad is less feared when it is known that low wages are associated with very low productivity. But substantial gains in industrial productivity are easier to achieve in the earlier than in the later stages of the industrialisation process. In the modern sectors of developing economies modern technology, yielding levels of labour productivity approximating to (though usually still substantially below) those in (unusually still substantially below) those in advanced countries, is increasingly being employed, and though wage levels and other conditions of employment in modern industrial establishments are usually substantially higher than in the traditional sector of the same countries, they remain very much below the levels prevailing in advanced countries. This kind of competition is increasingly seen as unfair by those affected by it. There are fears both that this kind of competition may be a factor in increasing unemployment in advanced countries and that counter-measures may "re-export" this unemployment to the competing countries.

Multinational Corporations

70. Multinational corporations play a major role in spreading advanced technology in developing countries. Many of their activities are of recognised social value. They cause capital, entrepreneurship and technical know-how to be spread less unevenly throughout the world, and they bring to developing countries modern management techniques, including modern conceptions of industrial relations, personnel management, training and management development. But some of them are extremely wealthy and powerful. The fact that the whole of their activities are not under the jurisdiction of any one government, with the opportunities which this affords for evading social control, arouses mistrust. In the context of this paper, there is no doubt that attitudes towards foreign trade have been greatly affected by the fact that multinational corporations may use export capital which could have been used for providing jobs at home and use it to provide instead jobs abroad at lower wages; and may then sell the goods so produced in competition, at home or abroad, with goods produced by undertakings that pay higher wages. On the other hand, it has often been pointed out that, when a multinational corporation invests abroad, production at home is frequently not an economically viable alternative. Thus in many cases if a firm from one country had not invested abroad a firm from another country would have done so with similar effects on production and employment in the first country. This point is made, for example, in an influential recent United States report, which goes on to give reasons, in the tradition of classical liberal economics, why in the longer run the workers of a country may stand to gain both directly and indirectly from investment by that country abroad. Inequality of bargaining power between multinational corporations and the trade unions of any one country presents, however, difficult problems, and there is a growing feeling in the most varied quarters that the term "fair competition" needs to be interpreted in a way that includes greater supervision of, or at the very minimum as a starting point, greater publicity for, the investment and production decisions of multinational corporations.

71. In no previous generation has the material standard of living of so many people risen so fast as in the last thirty years. But no previous generation has been exposed to technological, and associated social and cultural, changes as far-reaching and as uprooting as those that have transformed the way of life of industrially developed countries and of the modern sectors of developing ones in the last thirty years. Apart from uneasiness about the impact of technological change on the environment and on the social fabric, the pace and scale of change arouse uneasiness in themselves and prompt the question whether some sacrifice of potential growth may not be a reasonable price to pay for greater stability and security, of employment, among other things, and less tension.

Adaptability of Economic Systems

72. On the other hand, reference has been made above to the astonishing capacity of economic systems to absorb dramatic technological changes relatively smoothly, or at least with relatively little unemployment. Spontaneous movements of workers, capital and enterprise from job to job, from firm to firm and from place to place make economic systems much more flexible than they are often thought to be. Provided an adequate level of effective demand is maintained, a high proportion of workers and employers affected by structural change have shown themselves fully capable of finding other jobs or converting to other products without needing any special help. In the advanced countries the years of high employment since the war have witnessed, to mention only some of the more dramatic technological changes, a revolution in transport, a revolution in retail distribution, the take-over of millions of jobs by automation and computers, and an unparalleled fall in the proportion, and even in the absolute numbers, of people engaged in agriculture. Yet the typical situation in these countries over the past thirty years has been not a shortage of jobs, but a shortage of labour. Compared with these technological changes, the magnitude of the disturbances to be expected in the economies of the more highly developed importing countries through feasible shifts in the currents of trade, if these disturbances were widely spread throughout these economies, would be scarcely perceptible. An increase of 1 per cent in imports of manufactures from developing countries can be lethal for particular undertakings and the jobs they provide if it takes the form of huge increases in a narrow range of commodities such as cheap cotton shirts or canvas shoes.

73. The spontaneous powers of adaptation of an economic system, though important, are not, however, sufficient. Deliberate adjustment policies, as discussed below, are of great importance to supplement and facilitate the process of spontaneous adjustment. One reason for their importance in the context of trade is that the disturbances caused to the economies of advanced countries by admitting more imports from developing countries, at least of manufactures, are usually concentrated and not diffused. An increase of 1 per cent in imports of manufactures from developing countries can be lethal for particular undertakings and the jobs they provide if it takes the form of huge increases in a narrow range of commodities such as cheap cotton shirts or canvas shoes.

1 Using OECD projections regarding the rate of growth of GDP, and assuming an unchanged ratio between the rate of growth of GDP and imports of manufactures into industrial countries, it can be calculated that a five-fold increase in imports of manufactures (excluding non-ferrous metals) into industrial countries from developing countries between 1970 and 1980 (as compared with an increase from $1,400 million to $5,800 million between 1960 and 1970) would represent only some 9 per cent of the increment of industrial countries' imports of manufactures during the coming decade.

2 Paragraphs 75-83.
74. It is sometimes thought inconsistent to argue that freer admission of exports from developing to advanced countries is at the same time a major need from the point of view of employment in the developing countries and only a minor threat to the security of employment in the advanced ones. The magnitudes involved are an important and neglected subject for study, as suggested below. Pending such study, two points need to be borne in mind. The first is that even with advanced technology more labour is usually employed per unit of output in developing countries than in developed ones. Thus a volume of imports which displaced 1,000 workers in an advanced importing country might well provide direct employment for 2,000 or 3,000 workers in an exporting developing country (and the adjustment problem in a labour-shortage country is generally easier than in a labour-surplus one). A second and more important point arises out of the difference between taking a short-run and a long-run view of the question. It seems clear that even the maximum expansion of exports from developing to advanced countries that is possible in the short run (say over the next two or three years) would displace relatively few workers in importing countries and provide relatively few (though probably rather more) jobs in exporting countries. But whereas in assessing the disturbance to the importing countries it is mainly the short run that counts, in assessing the benefit to both the importing and exporting countries it is mainly the long run. Provided successive short-term disturbances are effectively dealt with, there will be no long-run disturbance. In the long run a freer trade policy does not mean taking present jobs away from those presently doing them; it mainly means that a larger share of the expanding future markets for some goods will be satisfied by imports, while the country's exports in turn will satisfy a larger part of the future demand in other countries for other kinds of goods. Thus the apparent inconsistency pointed out at the beginning of this paragraph seems to be resolved, or at least to be capable of being resolved if adequate adjustment policies are adopted to deal with short-run disturbances.

Adjustment Policies

75. Measures to reduce the costs of adjustment to change, and to ensure that those who would otherwise be called upon to bear these costs unaided are as fully compensated as possible by society, include measures to:

(i) reduce the displacement of workers to what is clearly economically advantageous and can at the same time be made socially acceptable by means of adjustment assistance;

(ii) facilitate the prompt re-employment of any workers who are displaced; and

(iii) maintain during a transitional period, or in special cases an extended period, the incomes of those adversely affected.

Measures may also be taken to help enterprises increase their competitive efficiency, to convert to other products or to relocate.

76. Maintaining employment. Measures to redeplo workers who might become redundant are often covered by collective bargaining procedures and practices. Preferably, employers and workers in consultation plan for the eventualities and agree on the methods by which attrition policies, transfer rights and unavoidable layoffs are to be applied. Under attrition programmes new hirings are suspended or drastically reduced, and openings which occur through deaths, retirements and quits are so far as possible assigned to workers who would otherwise become redundant. To accelerate attrition, financial and other inducements to voluntary leaving and early retirement may be provided. To permit the transfer of workers within the undertaking special procedures may have to be worked out and special training provided. Work sharing may be an effective temporary expedient maintaining employment while new production lines are being set up.
77. **Facilitating re-employment.** Advance notice gives a worker as much time as possible to find another job before becoming unemployed. In a number of countries employers are required to give advance notification of impending redundancies to the local employment office which then has time to undertake placement activities; if re-employment cannot be provided locally, other areas can be canvassed. Preferential hiring helps to keep interruptions in employment short in so far as it puts workers declared redundant at the top of the hiring lists of a particular plant or several related plants. Further training and retraining programmes by improving a worker's qualifications and increasing his versatility, can not only facilitate a worker's transfer within the undertaking, but also help him to get a job elsewhere. Relocation assistance has grown in importance in manpower adjustment programmes along with retraining. It may include allowances for travel, separation and resettlement as well as housing aid.

78. **Redundancy compensation and income maintenance.** Provisions have been very widely made in legislation or through collective agreements, or both, to provide compensation to redundant workers and financial assistance for a given length of time or until they can be re-employed. Compensation is usually a lump-sum payment at the time of leaving, while assistance during unemployment takes the form of benefits paid out regularly over a specific period. Both forms of assistance are mentioned in the ILO Termination of Employment Recommendation, 1965. Severance pay is commonly based on wages and length of service. General income maintenance programmes established on the basis of unemployment insurance or unemployment assistance legislation may be supplemented for particular categories of workers by special measures which often provide certain related benefits to the flat minimum of the general scheme and by contractual schemes based on collective agreements. For certain categories of workers, particularly those over a certain age, generous early retirement pensions may be the most humane way of dealing with a problem of displacement.

79. **Assistance to firms.** When firms incur losses because of government policies adopted in the interests of society as a whole they have a strong claim to be compensated as fully as possible by society as a whole. In addition, special assistance to firms in difficulties may sometimes be the best way of providing help to their workers. Information and consultation services may be made available through government agencies which aid in market research and new product development. Financial assistance, including both loans and guarantees, may be given in a wide variety of forms and under a wide range of qualifying conditions. Subsidies and cash grants may be made available to assist in converting to new products or increasing competitive efficiency in existing ones. Fiscal benefits are a common type of adjustment assistance. A wide range of concessions and facilities may be offered to firms establishing plants in, or relocating to, areas where there is a specially serious unemployment problem, whether or not trade liberalisation measures have contributed to this. Under long-term readjustment or modernisation programmes, often combining several of the above types of compensatory measures, the amount of hardship suffered by contracting industries can be considerably relieved with the co-operation of the workers affected.

80. The foregoing paragraphs are not intended to provide a complete catalogue of the kinds of adjustment assistance that may be provided. The problems of adaptation to shifts in the currents of trade are very similar to those of adaptation to other structural changes perennially occurring in all dynamic economies, such as technological progress, shifts in consumer demand and the emergence of new sources of supply within the same country. Attempts to establish special programmes for workers and firms affected by trade liberalisation measures sometimes encounter difficulties in determining how far a particular disturbance is due to increased imports and how far to other factors. For example, in the United States the Trade Expansion Act of 1962 established a programme of adjustment assistance to particular firms or groups of workers injured or threatened with injury by competing imports. Largely because of the way in which certain provisions of the law were interpreted, little use could be made of this law until November 1969. Between then and June 1971, however, some 40 worker cases were processed and about 15,000 workers certified as eligible to apply for adjustment assistance. Another 20 to 30 worker cases and about 10 cases involving firms were pending.
The United States Commission on International Trade and Investment Policy has identified a number of matters which it believes call for immediate action in that country. Some of these matters may be of importance in many other countries too. The Commission believes that:

"The programme for workers should be improved by instituting a series of administrative or legislative changes addressed to the principal shortcomings of the present programmes, including action to:

- make adequate amounts of assistance available as quickly as possible after eligibility has been established;
- provide greater incentives, including wider benefits, to accept training or relocation assistance;
- make allowances available for the full period of retraining, in addition to retroactive allowances paid during a period of unemployment while awaiting retraining;
- give qualified workers the opportunity to pursue technical, professional, or academic as well as vocational training;
- relax the requirement concerning previous work and earnings, thereby enabling recent entrants into the labour force to qualify for the programme;
- provide family health benefits for workers in the adjustment assistance programme; and
- provide subsidies to allow older workers, who are not yet eligible for full social security benefits, to enter the social security programme without reduction of benefits.

In addition, a way must be found to protect the pension rights and health and welfare benefits of workers who have to change jobs."

This brief discussion of problems of adjustment assistance suggests at least three important conclusions. First, such measures as those listed are likely to be much more successful in periods of prosperity when jobs are plentiful than in times of recession. Advance notice, placement, retraining and relocation measures help workers to find and fit themselves for available jobs; they do not create jobs. Such measures as attrition programmes and preferential hiring help reduce dislocation at the cost of reducing employment opportunities for others. Effective demand management at the national level, steering between inflation and deflation and preventing cyclical or general unemployment is an essential counterpart to adjustment policies aiming at keeping structural unemployment at a minimum.

Secondly, even if an integrated set of adjustment policies worked so perfectly that no worker ever lost a job before there was another equally good one waiting for him, it would still be very understandable if many workers felt very resentful at being obliged willy-nilly to change jobs and have the pattern of their lives disrupted. Workers in this situation are entitled to be treated with the utmost consideration - the more so since adjustment policies, though they may help a great many people, can scarcely attain perfection. A generous and deep world concern about the employment problems of the developing countries needs to be matched by full recognition of the serious damage that may be done to workers and investors in industrialised countries when import regulations which directly affect their incomes and working lives are changed for the benefit of others. This implies that there should be substantial public financial assistance to workers and firms injured by measures of import liberalisation.

Thirdly, as emphasised in the conclusions submitted by the Committee on the World Employment Programme unanimously adopted by the Conference on 23 June 1971, employers' and workers' organisations can play an important part...
in educating and enlightening their members on the implications and effects of international trade on employment and conditions of work in developing and developed countries, and also on the measures for readjustment which may be required.

The Role of the ILO

85. The ILO of course has no responsibility for international action relating to trade as such, but has a close interest in the development of trade because workers, employers and social policy as a whole are all affected by it.

86. No aspect of social policy is more closely affected by trade than employment, and for international action relating to this the ILO is the focal point.

87. What can the ILO do to respond to President Senghor's challenge and to give effect to the Conference resolution concerning relations between international trade and employment? As a starting point for discussion, five lines of action are tentatively suggested in the following paragraphs, namely:

(a) to study and spread knowledge of aspects of the question coming within the ILO's area of competence;

(b) to arrange for examination of adjustment problems by ILO meetings and conferences;

(c) to provide technical co-operation, again within the ILO's area of competence, to help increase the competitive efficiency and export potential of developing countries;

(d) to prepare an agreed statement of ILO policy for submission to the Third UNCTAD Conference in April 1972; and

(e) to try to meet concern about unfair competition in international trade.

Studies and Diffusion of Information

88. As suggested earlier, the question of the probable magnitude of the impact of trade liberalisation on employment opportunities in both developing and advanced countries is an important and neglected subject for study, and one that falls squarely within the ILO's field of competence. Until a serious attempt has been made to quantify these matters, the importance of trade liberalisation as an instrument of employment promotion will remain uncertain, and the case for trade liberalisation, which the International Labour Conference has called for unequivocally in the Conclusions adopted on the occasion of its 1971 discussion of the World Employment Programme, will suffer from this uncertainty. Such a study could, moreover, be designed to respond to the request for a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme that was called for in the Conference resolution concerning relations between international trade and employment. It is accordingly suggested that the ILO, in co-operation as appropriate with other international organisations, should carry out a study aimed at:

(a) identification of the main internationally traded goods, liberalisation of the imports of which into industrialised countries would have the greatest impact on the employment situation in the less developed countries;

(b) assessing the order of magnitude of the employment effects in both developing and industrialised countries; and

(c) analysing appropriate policies for coping with the adjustment problems.

Under point (c) above, consideration could be given to the "principles, standards and practices of international trade". Problems of adjustment to shifts in the currents of world trade are similar to adjustment problems arising from other
structural changes, and this is an age in which the International Labour Office has already made a number of studies but which it needs to keep under continuous review.

89. It is not only in advanced countries that freer trade would give rise to problems of structural change and adaptation to such change. A system of non-reciprocal tariff preferences covering trade in manufactures accorded by the advanced countries to the developing ones should create in the latter countries expanding opportunities for employment in some branches of industry on a scale that would be expected to outweigh greatly any reduction in employment opportunities in other branches of industry. But freer trade in agriculture, combined with the effects of the green revolution, might lead to considerable shifts in the sources and destination of rice and other agricultural products, and confront countries at all levels of development with problems of contracting and opportunities for expanding different branches of agriculture. And successful efforts to increase intra-regional trade within developing regions would give rise to problems of labour displacement in the industrial as well as the agricultural sector. These questions have received very little study, and the ILO should be ready to help countries study them, perhaps giving special attention to the labour implications of movements towards the establishment of regional trade groupings. Such studies should cover not only problems of averting threats of displacement or of finding jobs for displaced workers, but also of identifying and overcoming skill shortages which may threaten to prevent countries from taking advantage of access to new markets.

90. Another subject calling urgently for study is the impact on employment of the activities of multinational corporations, both directly and through their effects on trade. Provision for an exploratory meeting on the possibilities of ILO action concerning the relationship between multinational corporations and social policy is made in the Programme and Budget for 1972-73.

Examination of Issues at ILO Meetings

91. It is suggested that proposals should be made to the Governing Body from time to time for placing the results of studies before appropriate ILO meetings or conferences with a view to tripartite examination of the issues and consideration of ways in which the ILO, especially perhaps by encouraging active manpower policies, might be able to contribute to employment-expanding trade liberalisation. Trade problems, when they occur, usually concern a particular industry or group of industries. To prepare adequately for useful discussion of these problems at ILO meetings it may be necessary for the Office to strengthen its capacity for studying the specific problems of particular industries and for maintaining close and direct contacts with such industries and particularly with the employers' and workers' organisations in them.

Technical Co-operation

92. With the approval of the Governing Body, given at its 170th Session, the ILO already participates in the United Nations export promotion programme by providing technical co-operation aimed at helping countries to increase their exports. 4

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1 For example, Unemployment and Structural Change, Studies and Reports, NS 65, 1962; Employment and Economic Growth, NS 67, 1964, Chapter V; Manpower Adjustment Programmes, Labour and Automation Bulletin Nos. 4, 6 and 7 (1967 and 1968).

2 Such reductions might, however, occur in some countries if a generalised system of tariff preferences changed the comparative advantages of different developing countries in selling certain goods to developed countries.

3 See Appendix XIX, first paper, paragraph 5.

4 An account of the contributions to this programme of the various members of the United Nations system including the ILO is to be found in a document entitled Regional Co-operation, United Nations Export Promotion Efforts, Report of the Secretary-General, E/4940, 23 March 1971.
In 1970 it provided technical co-operation to more than 20 countries in export product promotion through management development projects. These included training and consultative activities to governments and industry in export marketing, marketing management and research, promotion of sales, product design and testing, improvement of quality standards and technical level of goods, quality control techniques, selection and use of appropriate production methods and other assistance.

93. Even management development and vocational training projects which are not directly concerned with export promotion influence the export capacity and competitiveness of developing countries by enhancing the competence of managerial personnel and workers and improving the overall performance of enterprises in both the public and private sectors of the economy.

94. Export marketing management and the management of tourism are two specific trade and employment promoting features built into the range of training programmes and seminars run annually for 1,500 participants by the Turin Centre, whose activities represent an essential component of the total ILO technical co-operation effort. The Centre's programmes on export marketing management were initiated in co-operation with the UNCTAD/GATT International Trade Centre. These programmes are designed for senior marketing executives mainly from developing countries. They help participants to evaluate export prospects; plan and carry through suitable export marketing schemes; explore available private and government support activities; and deepen and widen their activities after returning home. The ILO Centre's programmes on the management of tourism are designed for middle to senior-level executives from tourism enterprises or government officials of similar rank mainly from developing countries. They have been co-ordinated with the International Union of Official Travel Organisations, in conjunction with which the Centre also runs a series of advanced study cycles.

95. It is suggested that the ILO should give special attention to strengthening the elements in its technical co-operation programme which directly contribute to export promotion, and that the importance of export promotion should continue to be fully reflected in the programme of activities of the International Centre for Advanced Technical and Vocational Training at Turin. In countries where ILO management development projects operate alongside general export promotion and similar projects for which other agencies are responsible, every measure should be taken to ensure the co-ordination and mutual support of these projects.

Preparation of an ILO Policy Statement for the Third UNCTAD Conference

96. President Senghor, as noted above, called upon the ILO to "propose decisive measures" for the solution of the problems discussed by him. The wishes of the Conference in regard to ILO contacts with other organisations have been quoted in paragraph 3 above.

97. An opportunity for consideration by other organisations of matters relating to trade, aid, employment and labour conditions to which the ILO would wish to draw their attention will be presented by the Third UNCTAD Conference starting in April 1972. It is suggested that a paper might be prepared for consideration by the Governing Body at its next session, in which an attempt would be made to indicate as explicitly as possible -

(a) measures which the ILO would wish to see taken in the area of trade because of their expected beneficial effects on employment in developing countries;

(b) measures which the ILO would wish to see taken to ensure that the fullest possible consideration is given to compensating all those who might be injured by measures of trade policy, and particularly to the employment situation of workers threatened with displacement in importing countries, by means of an appropriate combination of (i) measures to reduce the displacement of workers; (ii) measures to provide other jobs (accompanied by retraining facilities and removal grants as necessary) to workers who are displaced;
and (iii) measures of income maintenance during transitional periods and perhaps indefinitely for workers beyond a certain age or in other special cases;

(c) measures which the ILO intends to take, in co-operation as appropriate with other organisations, to help promote employment-expanding trade.

98. In drafting the paper, full account would of course be taken of views and suggestions expressed in the Governing Body when discussing the present paper. The Governing Body might wish to appoint a special working party of the Governing Body to meet immediately before its 185th Session and to examine the proposed paper (which would, however, be distributed to all members of the Governing Body as a normal Governing Body paper). If the Governing Body found on examination that it could endorse such a paper, the paper, revised as necessary in the light of the Governing Body's discussion and accompanied by such comments as the Governing Body might wish to make, might serve as an agreed ILO policy statement to be submitted to the Third UNCTAD Conference.

Fair Labour Standards

99. There remains the question whether the ILO could make any constructive suggestions looking towards the establishment of a code of "fair competition", so far as labour standards are concerned, in international trade.

100. Objections to trade liberalisation spring from various causes, some of which have been discussed in paragraphs 68-71 above. There are particularly strong objections to competition from abroad that disrupts domestic markets and causes substantial labour displacements. The most effective way of reducing such objections seems likely to be an active manpower policy which is seen to take full advantage of new opportunities for redeploying workers in more productive jobs, while reducing to a minimum the human costs of adjustment to change and ensuring that those who would otherwise be called upon to bear these costs are compensated as fully as possible by society as a whole, which benefits from the change.

101. Active manpower policy may do little to reconcile people to competition from abroad which is considered "unfair". Whence the suggestion that international understandings defining and pledging adherence to certain minimum labour standards may constitute a way of preventing disruptive competition in certain cases and may remove some objections to employment-expanding trade liberalisation.

102. Nobody would argue that all cases of "disruptive" competition could be dealt with in this way, for "disruptive" competition and low labour standards are two quite distinct phenomena which may or may not occur together. A policy of making the raising of labour standards in low-wage countries a condition for the continuation or expansion of certain trade transactions would contribute nothing to the solution of problems of "disruptive" competition from producers whose labour standards are not low, nor to those of raising labour standards in cases where these are very low but do not give rise to international competitive difficulties. Recognising its limitations, however, one may still explore the usefulness of this approach as a way of dealing with situations where low labour standards and "disruptive" competition do occur together. There is great advantage in countries being free to compete in quality, prices, design and so on, but they should not be free to exploit sweated labour.

103. It may be recalled that the never-ratified Havana Charter for an International Trade Organisation contained a so-called "fair labour standards clause", without however defining the concept. Article 7 of Chapter II of the Charter, paragraph 1, reads in part as follows:
"The Members ... recognise that all countries have a common interest in the achievement and maintenance of fair labour standards related to productivity, and thus in the improvement of wages and working conditions as productivity may permit. The Members recognise that unfair labour conditions, particularly in production for export, create difficulties in international trade, and accordingly each Member should take whatever action may be appropriate and feasible to eliminate such conditions within its territory" (underlining added).

There is provision (in paragraphs 2 and 3 of Article 7) for co-operation with the ILO as concerns this undertaking. Under Article XXIX of the General Agreement on Tariffs and Trade the contracting parties "undertake to observe to the fullest extent of their executive authority" the general principles of certain provisions of the Havana Charter, including Chapter II.

104. What is meant by "fair labour standards" in international trade? What commitments in the matter of labour standards might be asked for as a counterpart for new trade concessions?

105. As a starting point for discussion, it may be suggested that fair labour standards in international trade mean that (i) the conditions of employment of workers in exporting firms and industries are not inferior to those of the generality of workers doing comparable work in the country concerned; (ii) a fair share of the existing national income goes to workers as a whole; and (iii) workers share equitably in increases in the national income.

106. Practical difficulties arise, however, in finding and applying objective and verifiable tests of equity. Any attempt to define equity or fair labour standards in precise quantitative terms seems unlikely to be fruitful. Any such definitions would be difficult both to agree upon and to apply. As a possible alternative, it might be worth considering whether a workable test of the fairness of a country's labour standards might not take quite a different form, namely that a country might be considered to apply fair labour standards if it was applying certain selected international labour Conventions to the satisfaction of the supervisory bodies of the ILO.

107. The Conventions to be selected should presumably ensure, for example, that freedom of association was guaranteed and the right to organise was protected, that equality of opportunity and treatment in respect of employment and occupation was actively promoted, that machinery had been established for the fixing of minimum wages when necessary, that adequate weekly rest was assured, and that a system of labour inspection in regard to these matters was maintained. Application of the provisions of Conventions ensuring these things would not of course mean that all countries would have the same labour costs in international trade; but perhaps it could be taken as providing evidence that governments had shown concern for labour standards and were taking action to promote higher labour standards.

1 For example, by prescribing minimum rates of wages in export firms or industries as a percentage of the general level of wages for similar work in other industries, or minimum rates of wages in a country as a whole as a percentage of the average of all incomes in that country, or minimum rates of increase in wages in relation to rates of increase in the national income per head.

Of the various quantitative standards that have been proposed from time to time perhaps the commonest is that wages should be adjusted to productivity in such a way that wage costs per unit of output would not be lower in exporting than in importing countries (e.g. if labour productivity in an industry in country A is one-half of that in the same industry in country B, the wages of the workers concerned in country A could be one-half [but not less] of those in country B). A difficulty is that this, in addition to eliminating a great deal of employment-creating trade, would have the effect of penalising the most efficient firms and industries in poor countries by requiring them to pay wages out of line with those prevailing in the country concerned and would be likely to make for severe distortions in the country's wage and income structure. It would make for "islands of high wages in a sea of low-wage workers".
108. If an acceptable solution could be found to the problem of defining fair labour standards, or at least of agreeing on criteria by which the fairness or otherwise of labour standards could be judged, there would remain questions of machinery and procedure.

109. Two questions in particular would call for further consideration. First, is there scope for a "certification procedure" — a procedure whereby the ILO would on request in appropriate cases certify that a country was applying selected labour standards to the satisfaction of its supervisory authorities? Second, how would complaints of unfair labour standards be dealt with? Cases of non-compliance with the relevant Conventions might be brought to the attention of the Committee of Experts and the Conference Committee on the Application of Conventions and Recommendations and, in appropriate instances, this could provide an opportunity for initiating the procedure of "direct contacts" between the ILO and the government concerned with a view to clarifying and resolving the questions at issue. A more formal procedure for the examination of complaints of non-observance of ratified Conventions is available under Article 26 of the ILO Constitution. Could this procedure usefully be applied in connection with the subject under discussion? Would it be appropriate for the Governing Body to indicate its willingness to exercise its authority under Article 26 of the Constitution to appoint a Commission of Inquiry at the request of any government that had ratified a Convention considered to be of special importance in connection with fair labour standards in international trade and which complained of non-observance by another ratifying country, or on the request of GATT or UNCTAD?

110. These are important and in some respects difficult questions, and before expressing any opinion upon them the Governing Body may prefer to have them more fully examined, possibly in the first instance by its Committee on Standing Orders and the Application of Conventions and Recommendations.

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1 Article 26 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 the complaint and to 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."
111. The Governing Body is invited to decide whether it would wish to request the Director-General:

(a) to arrange, in co-operation as appropriate with other international organisations, for the preparation of a study or studies aimed at:

(i) identification of the main internationally traded goods, liberalisation of the imports of which into industrialised countries would have the greatest impact on the employment situation in the less developed countries;
(ii) assessing the order of magnitude of the employment effects in both developing and industrialised countries; and
(iii) analysing appropriate policies for coping with the adjustment problems; these studies to cover not only problems of reducing the displacement of workers and of finding jobs for displaced workers, but also of identifying and overcoming skill shortages which may threaten to prevent countries from taking advantage of access to new markets (paragraphs 88 and 89);

(b) to make proposals to the Governing Body from time to time for placing the results of studies before appropriate ILO meetings or conferences with a view to tripartite examination of the issues and consideration of ways in which the ILO, especially perhaps by encouraging active manpower policies, might be able to contribute to employment-expanding trade liberalisation (paragraph 91); and

c) to give special attention to strengthening elements in the ILO's technical co-operation programme and the programme of the International Centre for Advanced Technical and Vocational Training at Turin that directly contribute to export promotion (paragraph 95).

112. The Governing Body is further invited to decide whether it would wish:

(a) to invite the Director-General to prepare for consideration by the Governing Body at its 185th Session a paper in which an attempt would be made to indicate as explicitly as possible:

(i) measures which the ILO would wish to see taken in the area of trade because of their expected beneficial effects on employment in developing countries;

(ii) measures which the ILO would wish to see taken to ensure that the fullest possible consideration is given to compensating all those who might be injured by measures of trade policy, and particularly to the employment situation of workers threatened with displacement in importing countries, by means of an appropriate combination of (1) measures to reduce the displacement of workers; (2) measures to provide other jobs (accompanied by retraining facilities and removal grants as necessary) to workers who are displaced; and (3) measures of income maintenance during transitional periods and perhaps indefinitely for workers beyond a certain age or in other special circumstances; and

(iii) measures which the ILO intends itself to take, in co-operation as appropriate with other organisations, to help promote employment-expanding trade; this paper to be prepared on the understanding that if the Governing Body finds on examination that it can endorse it the paper might serve as an agreed ILO policy statement to be submitted to the Third UNCTAD Conference (paragraphs 97-98); and
(b) to appoint a special working party of the Governing Body to meet immediately before its 185th Session and to examine the proposed paper, which would be distributed to all members of the Governing Body as a normal Governing Body paper (paragraph 98).

113. Finally, the Governing Body is invited to decide whether it would wish to refer to its Committee on Standing Orders and the Application of Conventions and Recommendations for preliminary examination the questions relating to fair labour standards in international trade mentioned in paragraphs 99 to 110.
APPENDIX III

Third Item on the Agenda

ACTION TO BE TAKEN ON THE RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 56TH SESSION (JUNE 1971)¹

Resolution concerning ILO Action for Promoting the Equality of Migrant Workers in all Social and Labour Matters

1. During the Conference discussion on this resolution, which was adopted unanimously ², the main points mentioned related to the growing importance of migrant workers both in industrialised countries and in many developing countries and to the fact that migration no longer takes place solely between neighbouring countries but also between continents. It was pointed out that migratory movements benefit both the host countries and the countries of origin and that for many countries migration has become crucial to economic development and to the implementation of national full employment policies.

2. At the same time growth in migration has created many economic, social and human problems which cry out for a solution. Significant among these are stability of employment, vocational training and promotion, equality of treatment as between foreigners and nationals, social security, the lack or inadequacy of recruitment, reception and housing services, opportunities for migrant workers to be accompanied by their families and discriminatory practices of all kinds, especially as regards the exercise of trade union rights.

¹ See sixth sitting.

3. In some host countries the laws and regulations protecting migrant workers are only partially applied and this underscores the role of employers' and workers' organisations in ensuring that they are at least given practical effect on the shop floor.

4. After referring to past ILO activity in this field, several speakers stressed the failure of legislation in many countries to keep pace with the latest developments and the need for speedy action to supplement and revise existing ILO standards.

5. These various considerations are set forth in the resolution's preamble.

6. The first operative paragraph invites the Governing Body to request the Director-General to give priority to these problems and prepare a co-ordinated programme of action, to appeal to host countries not to use the presence of migrant workers to exert pressure, to undertake various studies on the nature and extent of discriminatory practices and the means of remedying them, to give particular attention to the serious human and social problems facing migrant workers, to study the laying down of rules governing repatriation of workers to their country of origin, to intensify the activities of the ILO with regard to social welfare, security and assistance for migrant workers and their families, and, lastly, to draw the attention of member States to the effective and practical advantages of concluding agreements as comprehensive as possible on the protection of migrant workers.

7. The second operative paragraph of the resolution invites the Governing Body to request the Director-General to submit to it during the 1972-73 biennium a general study on migrant workers, to consider the need for revising the existing instruments and drawing up new instruments, to request the Director-General to obtain information on policies, plans and programmes for the achievement of full and productive employment and to include the problem of migrant workers in the agenda of one of the forthcoming sessions of the Conference.

8. To give effect to these two paragraphs a comprehensive programme will be required, due account being taken of the urgency of the problem, the work already done by the ILO and other organisations and the three main objectives defined by the resolution; viz. study of the present position of migrants, revision of international standards, and the co-ordination and harmonisation of national legislation.

9. As regards the programme of studies, first priority will be given to the report for the Governing Body which will be submitted to it as soon as possible in the 1972-73 biennium. Consultations will be held with other organisations and work on the study itself begun before the end of this year. Such studies already have been - or are being - carried out on a regional basis, particularly in Europe, where they deal with such questions as housing, occupational safety and health, remuneration and conditions of work of migrant workers. The proposed report will enable the Governing Body to identify the most urgent problems and set priorities.

10. Three other general studies are also planned. The first will deal with inequality of treatment affecting the employment and living conditions of migrants. The second will review arrangements for vocational training of migrants both in countries of origin and in host countries. The third will measure trends in migration for employment and attempt to define the role of such migration in full employment policies, the institutional and administrative problems which it creates and the employment problems faced by migrant workers on return to their countries of origin. Employment missions such as those already carried out in Colombia and Ceylon will, where appropriate, consider the problems associated with migrant labour. It is also proposed to prepare a summary of national statistics on foreign workers (nationality, sex, age, etc.).

11. As regards regional action, the Governing Body has before it under another item of its agenda a proposal of the African Advisory Committee that the

1 See Appendix IV.
agenda of the Fourth African Regional Conference should include an item on "Employment, status and conditions of migrant workers and other workers holding the nationality of other African countries". Similar proposals will be submitted later in regard to other regions, e.g. Europe and America.

12. Lastly, under the programme of industrial activities the agenda of forthcoming Industrial Committee sessions will, if the Governing Body so decides, include provision for the study of problems concerning migrant workers employed in construction and civil engineering and in hotels and restaurants; many migrant workers are employed in these branches of industry, where living and working conditions are particularly difficult.

13. The question of revision of international standards, especially the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migration for Employment Recommendation (Revised), 1949 (No. 86), is under consideration. The Director-General will submit proposals to the Governing Body at a forthcoming session.

14. As regards policies and plans for achieving full employment, the Committee of Experts on the Application of Conventions and Recommendations will, in accordance with a previous decision of the Governing Body, consider in March 1972 the information provided by member States under Article 19 of the Constitution on the action taken on the Employment Policy Convention, 1964 (No. 122), and the Employment Policy Recommendation, 1964 (No. 122).

15. With respect to the co-ordination and harmonisation of legislation relating to social welfare, security and assistance, the Office has for many years provided considerable assistance to the European Communities, the Council of Europe, the countries of Central America, the Common African, Malagasy and Mauritian Organisation and other organisations. This assistance will be continued and extended to cover other groups of countries, i.e. emigration countries in the Mediterranean region of Europe, countries of North Africa and East Africa, and countries in Latin America and the Caribbean. The current formation or strengthening of regional and subregional groups makes this aspect of the programme necessary and urgent.

16. 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, drawing the special attention of governments to subparagraphs 1(b) and 1(h) of the resolution, as well as to the Secretary-General of the United Nations and to other international and regional organisations concerned; and

(b) to request the Director-General to submit to it at one of its forthcoming sessions the general study called for by the resolution.

1 "1. Invites the Governing Body of the International Labour Office to request the Director-General:

(b) in cases when political, economic or other differences arise between the host country and the country of origin of migrant workers, to appeal to countries receiving migrant workers not to use in any way the presence of these workers to exert pressure, to ensure the security of individuals and property, and to condemn vigorously discriminatory practices which, in general, are likely to affect the dignity of migrant workers;

(h) to draw the attention of member States to the effective and practical advantages of concluding agreements as comprehensive as possible on the protection of migrant workers."
Resolution concerning Future Activities of the International Labour Organisation in the Field of Social Security

17. This resolution, which was adopted unanimously\(^1\), contains in its operative paragraph 1 a number of requests which the Governing Body is invited to address to the Director-General. All of them will call for final consideration in the course of an in-depth review to be undertaken during the next biennium. Meanwhile, the Director-General proposes to take the steps indicated in the present paper.

18. Subparagraph (a) calls for an intensification of efforts for the rapid extension of social security protection to all segments of the population, in particular to the hitherto uncovered vulnerable social groups, with particular reference to rural and foreign migrant workers and also to low-income groups, the disabled, invalids, the mentally handicapped and the aged, and for study of the systems of financing required by this extension, taking account of the economic potential of the country concerned.

19. The extension of social security coverage to hitherto unprotected groups of the population, in particular vulnerable and low-income groups, needs to be pursued and intensified first of all through technical co-operation. In many developing countries the ILO is providing assistance in the drawing up of new social security legislation designed to benefit workers and low-income sections of the population and taking into account the economic potential of each country.

Concrete examples include the following:

(a) plans for extending statutory social security protection to all, or large sections of, the employed urban workers (Antigua, Bahamas, Liberia, Ethiopia, Equatorial Guinea, Kuwait, Indonesia, Trinidad and Tobago, Mauritius, Saudi Arabia, St. Kitts and the People's Republic of Yemen);

(b) extension or improvement, or both, of employees' disability, old-age and survivors' benefits (Cameroon, Ghana, Tanzania, Tunisia), and extension of coverage to the self-employed (Barbados);

(c) extension of medical care services or benefits under social security to further groups of workers and their dependants, sometimes including the rural population (Costa Rica, El Salvador, Guatemala, Iran, Lebanon and Libya); and

(d) study of the system of financing required by the extension of social security coverage (Barbados, Lebanon, Iraq, Jamaica, Libya, Tanzania and Tunisia).

20. Migrant workers are among the vulnerable groups referred to in the resolution. It is important that the ILO should undertake extensive research and provide full technical support to member States and regional organisations in establishing or implementing bilateral and multilateral agreements and administrative arrangements to provide effective social security protection for migrant workers by guaranteeing equality of treatment, transferability of rights and the possibility of exporting benefit entitlements. In addition to the action outlined in paragraph 15 above, mention may be made of two studies about to be issued, one dealing with the adaptation of the Regulations of the European Communities in view of the possible entry into the Common Market of four new countries (Denmark, Ireland, Norway and the United Kingdom) and the other dealing with methodology and techniques of bilateral and multilateral social security agreements for migrant workers.

21. As to other vulnerable groups, work has begun on a major study on income security for the disabled, the invalids and the aged in industrialised countries; it is hoped that the findings will be available by the first half of 1972.

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22. Subparagraph (b) of operative paragraph 1 of the resolution calls for an examination of lines of action for promoting the adjustment of social security benefits to variations in the cost of living and, wherever possible, to the social needs of persons dependent on social security benefits and to the improvements in the living standards of the active population, taking account of the economic potential of the country concerned.

23. The ILO will, of course, in its technical co-operation work, continue to include appropriate statutory guarantees in draft legislation submitted for consideration and enactment by member States. A review of the effectiveness of statutory measures for the adjustment of long-term benefits to variations in the cost of living and the general level of wages will be proposed for inclusion in the agenda of the next meeting of the Actuarial Subcommittee of the Committee of Social Security Experts, for which provision is made in the 1972-73 Programme and Budget.

24. In subparagraph (c) the Governing Body is invited to request the Director-General to study the degree to which harmonisation of social security schemes fosters regional economic and social integration through bilateral agreements, regional conventions or any other appropriate means of regional economic and social co-operation.

25. Studies on harmonisation of social security schemes in the context of economic integration are included in the 1972-73 Programme and Budget and are being considered for inclusion in the 1974-79 Long-Term Plan. Progress has already been made with regard to the European Communities; a first ILO study on the prospects of harmonisation and on the problems and obstacles which arose was submitted to the European Communities; a second major project is to be negotiated shortly with the Council of Europe.

26. Subparagraph (d) calls for an examination of the problems posed by technological progress and invites the Governing Body to request the Director-General to propose possible remedial action, including measures related to social adjustment and income security.

27. Both the problems and the possibilities of remedial action are to be explored in the framework of -

(a) a study on the financial organisation of unemployment insurance to be carried out for submission to the Actuarial Subcommittee of the ILO Committee of Social Security Experts at its meeting to be held in the 1972-73 biennium;

(b) a study on the purpose and scope of possible new or revised ILO instruments on unemployment benefit also included in the 1972-73 Programme and Budget; and

(c) preparatory work for the revision of the Unemployment Provision Convention, 1934 (No. 44).

28. In subparagraph (e) the resolution invites the Governing Body to request the Director-General to examine the problems caused by the differences between the various types of social security benefit and to propose, if necessary, possible remedial action.

29. Questions of equity arising out of qualifying conditions for entitlement to cash benefits, the amount of such benefits and their adequacy in each case - e.g. loss of wages due to illness or injury - are dealt with in recent social security standards, such as the Employment Injury Benefits Convention, 1964 (No. 121), the Invalidity, Old-Age and Survivors' Benefits Convention, 1967 (No. 128), and the Medical Care and Sickness Benefits Convention, 1969 (No. 130).

Such questions will continue to be reviewed in the light of the situation in different countries and the findings published.

30. Subparagraph (f) urges that more attention should be paid to problems of social security in workers' education and management training programmes.

31. In order to give full effect to this wish, consultations are in progress to strengthen the social security component in workers' education and management training programmes; an ILO workers' education manual on social security was recently revised and reprinted in English, French and Spanish.

32. Finally, subparagraph (g) calls for the fullest possible use of technical co-operation programmes in order to strengthen and expand aid and technical and material assistance for setting up national social security programmes so as to promote the ILO's objectives in the field of social security and urges that special consideration be given to such action in relation with the World Employment Programme.

33. The fullest possible use of ILO technical co-operation will continue to be made to strengthen and expand social security in developing countries and promote relevant ILO objectives. The number of technical co-operation projects is increasing: 34 ILO social security experts were in post in 1970 as against 18 in 1967 and 12 in 1969. The number of ILO regional advisers in social security has grown from one to nine in a few years; five are financed by the regular budget and four by the UNDP. The 1974—79 Long-Term Plan will include concrete proposals for the further expansion of ILO aid to member States in the financial and actuarial review of their social security schemes. It is proposed, for example, to set up an ILO International Actuarial Service for Social Security both to provide direct assistance and to train actuaries in developing countries. Subject to the availability of resources, this project could be started in 1972-73. An ILO social security adviser was attached to the World Employment Programme team in Ceylon, and the same approach will be considered in future operations, depending on local circumstances and WEP requirements. Decentralisation will strengthen the impact of ILO social security programmes in the field by making governments more aware of the availability of ILO expertise to deal with the widest possible range of social security questions. The Director-General has instructed Regional Directors to take advantage as far as possible of the new UNDP "country programming" approach to widen the basis of financial support for ILO operational activities in social security. The expansion of technical co-operation will, however, require additional resources, including a substantial contribution from the regular budget.

34. In its operative paragraph 2 the resolution invites the Governing Body, taking into account the reports and studies carried out, to give consideration to initiating a co-ordinated programme of activities in the field of social security.

35. An in-depth review of the social security programme is being prepared for submission to the Governing Body through the Financial and Administrative Committee at the 185th Session of the Governing Body (February—March 1972). This should provide an opportunity for thorough consideration of a co-ordinated approach to the implementation of the objectives set out in the resolution.

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2 See ILO: Draft Programme and Budget 1972-73, op cit., p. 6, paragraph 61.
36. 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 United Nations for the special attention of the UNDP Governing Council and the Social Commission of the Economic and Social Council; and

(b) to invite the Director-General -

(i) to take account of the requests contained in operative paragraph 1 of the resolution both in the implementation of the 1972-73 Programme and Budget and in the preparation of the Long-Term Plan for 1974-79; and

(ii) to take account of operative paragraph 2 of the resolution in formulating proposals for future action in the framework of the in-depth review of the social security programme to be submitted to the Governing Body at its 186th Session (February-March 1972).

Resolution concerning the Social Problems Raised by Multinational Undertakings

37. This resolution, which was adopted unanimously\(^1\), in its operative paragraph 1 notes with satisfaction the decision of the Governing Body to consider holding a technical meeting on the possibilities of action by the ILO regarding the relationship between multinational undertakings and social policy, to be attended by a large number of employers' and workers' representatives. Paragraph 2 expresses the wish that this meeting should be held as soon as possible.

38. Provision is made in the 1972-73 Programme and Budget for a Meeting on the Relationship between Multinational Corporations and Social Policy, and the Director-General has indicated his intention of submitting proposals to the Governing Body at its next session regarding the holding of such a meeting in the course of 1972.\(^2\)

39. Operative paragraph 3 of the resolution requests the Governing Body to decide, in the light of the conclusions reached at the meeting, what action the ILO should take on the question, including its examination by the International Labour Conference at a future session.

40. Following the meeting, its conclusions will be submitted in the normal way to the Governing Body, which will then be consulted on the question of further action, and in particular action by the International Labour Conference.


\(^2\) See Appendix XIX, first paper, paragraph 5.
Resolution concerning the Relations between International Trade and Employment

41. The operative part of this resolution, which was adopted unanimously¹, invites the Governing Body to request the Director-General:

(a) to carry out a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme of the ILO;

(b) to contact the appropriate organs and bodies of the United Nations, as well as the GATT, to ensure that full consideration is given to the effects on employment, wages and conditions of life in economic development and trade during the Second Development Decade when they establish and put into effect their own programmes.

42. The subject of the study called for in paragraph (a) is dealt with in the general paper on trade, aid, employment and labour submitted to the Governing Body under the second item of its agenda, which contains indications as to the manner in which the Director-General would propose, in carrying out the World Employment Programme, to take account of the related trade aspects.

43. As regards paragraph (b), the Director-General would propose in transmitting the resolution to the international bodies concerned to draw their special attention to this clause of the resolution.

44. The Governing Body is invited to authorise the Director-General to communicate the resolution:

(a) to the governments of member States and through them to employers' and workers' organisations; and

(b) to the Secretary-General of the United Nations and the executive heads of GATT, UNCTAD and UNIDO and the specialised agencies concerned, drawing their special attention to operative paragraph (b).

APPENDIX IV

Fourth Item on the Agenda

REPORT OF THE AFRICAN ADVISORY COMMITTEE
ON ITS FOURTH SESSION¹
(Yaoundé, 26 July-5 August 1971)

1. In accordance with decisions taken by the Governing Body at its 180th (May-June 1970) and 182nd (March 1971) Sessions and at the generous invitation of the Government of Cameroon, the African Advisory Committee held its Fourth Session in Yaoundé from 26 July to 5 August 1971. The Governing Body will no doubt wish to express its deep gratitude to the Government of the Federal Republic of Cameroon for the facilities placed at the Committee's disposal and for the cordial welcome extended to it.

2. The Committee examined the subjects on its agenda, which had been fixed by the Governing Body as follows:

I. Employment, status and conditions of non-national workers in Africa.

II. Promotion of balanced development in rural and urban areas.

The Committee's report and conclusions are appended.

3. The Governing Body may wish to authorise the Director-General to transmit the Committee's report and conclusions to the governments of ILO member States, and through them to the employers' and workers' organisations, as well as to the international organisations concerned.

Proposals for the Agenda of the Fourth African Regional Conference

4. In paragraph 72 of its report the Committee recommended the inclusion in the agenda of the Fourth African Regional Conference of:

(1) an item entitled: "Employment, status and conditions of migrant workers and other workers holding the nationality of other African countries"; and

¹ See sixth sitting.
(2) an item with a title such as "The promotion of balanced rural and urban development".

5. The Governing Body is invited to decide that the two items mentioned in paragraph 4 above, together with the Report of the Director-General, should constitute the agenda of the Fourth African Regional Conference of the ILO.

6. The Governing Body may wish to authorise the Director-General to take account, in preparing the report for the Fourth African Regional Conference on the first of these items, of the recommendations made by the Committee in paragraphs 20, 21 and 22 of its conclusions on this question (Appendix 1 to the report).

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7. The Governing Body may wish to authorise the Director-General to take into consideration, in drawing up the Organisation's programmes, the recommendations and suggestions made by the Committee with regard to the questions which were before it, on the understanding that the general question of ILO activities in Africa will form the subject of discussions at the next session of the African Advisory Committee, to be held in 1972.
Annex

TEXT OF THE REPORT OF THE AFRICAN ADVISORY COMMITTEE ON ITS FOURTH SESSION

1. The African Advisory Committee of the International Labour Organisation held its Fourth Session at Yaoundé (Cameroon) from 26 July to 5 August 1971, in accordance with decisions taken by the Governing Body of the International Labour Office at its 180th (May-June 1970) and 182nd (March 1971) Sessions.

Agenda

2. The agenda of the Committee as fixed by the Governing Body at its 180th Session was as follows:
   
   I. Employment, status and conditions of non-national workers in Africa.
   
   II. Promotion of balanced development in rural and urban areas.

Representation of the Governing Body

3. The members of the Governing Body delegation at the session were:
   Mr. Umarjadi Njotowijono, Ambassador, Permanent Representative of the Republic of Indonesia to the United Nations and other International Organisations in Geneva, Chairman of the Governing Body of the International Labour Office;
   Mr. Kazuo F. Yoshimura, Director, Japan Federation of Employers' Associations, Employer deputy member of the Governing Body, and Mr. Olaf Sunde, Legal Adviser, General Confederation of Trade Unions of Norway, Worker member of the Governing Body. The members of the Governing Body attending the session were present to ensure liaison between the Committee and the Governing Body and have no responsibility for the conclusions reached, which are those of the Committee only.

Attendance at the Session

4. In accordance with decisions taken by the Governing Body at its 176th Session (June 1969) and its 180th Session (May-June 1970) and elections held in the course of the 53rd (1969) Session of the International Labour Conference, the Committee consists of the representatives of the following twenty Governments: Algeria, Cameroon, Central African Republic, Democratic Republic of the Congo, People's Republic of the Congo, Ethiopia, Gabon, Ghana, Kenya, Libya, Mauritania, Morocco, Niger, Nigeria, Somalia, Sudan, Tanzania, Uganda, United Arab Republic, and Upper Volta, together with ten Employer members and ten Worker members. The United Nations Development Programme, the United Nations Educational, Scientific and Cultural Organisation, the Food and Agriculture Organisation of the United Nations, the Common African, Malagasy and Mauritian Organisation and the Organisation of African Unity were invited to be represented and sent observers to the

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The Governments of Mauritania, Morocco and Sudan did not send representatives. Two Employer members and three Worker members were not able to attend the session and were not replaced.
session. The International Confederation of Free Trade Unions, the International Organisation of Employers and the Pan-African Workers' Congress also sent observers. A list of the participants appears in Appendix 3 to the present report.

Officers of the Committee and Officers of the Groups

5. The Committee unanimously elected the following officers:

Chairman: Mr. NZO-EKHAH-NGHAKY, Minister of Labour and Social Welfare of Cameroon (Government member, Cameroon).

Vice-Chairmen: Chief N.A. MENE-AFEJUKU (Nigeria), Director, Central Commercial Enterprise, Warri; President of the Chamber of Commerce of Warri (Employer member).

Mr. Gabriel B. FOGAM (Cameroon), Secretary-General, West Cameroon Trade Union Congress; member of the Governing Body of the International Labour Office (Worker member).

6. The groups elected the following officers:

Employers' group:

Chairman: Mr. Henri GEORGET (Niger).

Vice-Chairman: Mr. I.M. AHMED (Sudan).

Workers' group:

Chairman: Mr. Ferdinand KIKONGI (Democratic Republic of the Congo).

Vice-Chairman: Mr. R. DELANNE (Niger).

7. The Director-General of the International Labour Office personally attended the session during the first few days. His representative as from 29 July was Mr. Albert Tévoédjré, Assistant Director-General. For the discussion on the two items on the agenda, the Director-General was represented by Mr. Hel Bongo, Director of the ILO Office in Dakar (Employment, status and conditions of non-national workers in Africa), and Mr. Ndisi, Regional Director for Africa (Promotion of balanced development in rural and urban areas).

Working Parties

8. The Committee established working parties to draw up the conclusions in respect of each of the items on the agenda. These working parties were made up as follows:

Employment, Status and Conditions of Non-National Workers in Africa

Mr. A. NOTE (People's Republic of the Congo, Government member), Chairman and Reporter

Mr. J.D. VANDERPUYE (Ghana, Government member)
Mr. S. DARODA (Nigeria, Government member)
Mr. A. BASTID (Ivory Coast, Employer member)
Mr. I. HAFEZ (Libya, Employer member)
Mr. I. SEYDI (Senegal, Employer member)
Mr. Y. BRIKI (Algeria, Worker member)
Mr. R. DELANNE (Niger, Worker member)
Mr. M.A. LY (Senegal, Worker member)

Promotion of Balanced Development in Rural and Urban Areas

Mr. Balla BENÖIT (Cameroon, Government member), Chairman
Mr. J.M. MUTUGI (Kenya, Government member), Reporter
Mr. A.A. BELAZOUG (Algeria, Government member)
Mr. S.A. MULENDWE (Uganda, Employer member)
Mr. I.M. AHMED (Sudan, Employer member)
Mr. P.T.A. BLAKE (Sierra Leone, Employer member)
Mr. F. KIKONGI (Democratic Republic of the Congo, Worker member)
Mr. G.B. FOGAM (Cameroon, Worker member)
Mr. L.K. SENKEZI (Uganda, Worker member)

Opening Sitting

Speech by the President of the Republic

9. The President of the Federal Republic of Cameroon, His Excellency El Hadj Ahmadou Ahidjo, addressed the Committee at the opening sitting.

10. The President of the Republic said that Cameroon, a land dedicated to encounter, dialogue and convergence of opinions, deeply appreciated the fact that the Fourth Session of the African Advisory Committee was to take place in Yaoundé, extended a warm welcome to all participants and wished full success to the work of the Committee. He pointed out that development, the most obsessive myth of modern times, was first and foremost a matter of men and that the mobilisation of human resources was the mainspring of development. In creating the African Advisory Committee in 1959, the ILO's main concern had been to make this body a privileged organ for the study not only of African social problems but also of specifically African aspects of many-sided problems which the ILO had the task of resolving. This demonstrated the vitality and realistic spirit of the ILO, which had understood the need to assess the situation and outlook of labour, to formulate practical suggestions relevant to local conditions in the African Continent and to make an estimate of requirements in human resources based on aims or forecasts concerning the national product, the structure of production and the variable economic situation of African countries.

11. President Ahidjo paid tribute to the ILO, the oldest organisation in the United Nations family, and expressed his faith in the ideals of the ILO, which had acquired a historical dimension illustrating the vitality and continuity of international action. Its objectives were all devoted to the promotion of human rights, which were the foundation of all liberty and the requisite for all social and international peace, as His Holiness Pope Paul VI had recalled at the 50th Anniversary Session of the International Labour Conference. In choosing for its ultimate aim the principles of "universal and lasting peace ... based upon social justice", the ILO had exalted the primacy of the human person not only over nature and matter, which he transformed by his labours, but also over toil itself. Man thus assumed his proper place in the hub of his own development. But for this ethical vocation of the ILO, man ran the risk of being caught up, crushed and carried away by the bewildering tide of his scientific conquests and, bereft of his many inborn resources, of becoming enslaved by a computer civilisation. The ILO attached great importance to the fundamental aspirations of man: the desire for
greater well-being and the protection of human life, the increase of man's power over nature, his moral improvement and the spreading of justice. Therein lay the foundation of a social project which did not arise from instrumental logic, economics or technical development. The aim was now to establish a different order of priorities from that which proceeded from quantitative efficiency.

12. The African Continent, which, more than any other, knew the sufferings caused by bondage, dehumanisation, discrimination of all kinds, forced labour, industrial ghettos and the arrogance of landlords or overseers was now master of its fate. Moved by the powerful breath of freedom, it could not but give its most fervent support to the ILO activities which were both regulatory and operational. The inflow of African States into the ILO and their unflagging participation were proof of their confidence in an institution which had readily adjusted its structures and methods to historical change and developed a framework, a place and means of encounter which enabled States, and partners in the dynamic reality of modern economic conditions, to grow aware of their solidarity and, in consequence, of the value, nay the necessity, of their co-operation. The adhesion of Africa betokened its determination to direct ILO action towards the fulfilment of its most legitimate aspirations and to stimulate this action through its stirring faith and ardour.

13. President Ahidjo was particularly pleased with the operational activity of the ILO in the essential sector of vocational training. The African Regional Centre for Labour Administration established in Yaoundé would serve the African States concerned as a functional instrument for the training and promotion of intermediate-level management personnel, not only in the field of labour, but also in those of social security and insurance.

14. The promotion of balanced development in rural and urban areas - a subject of the first magnitude, whose implications went far beyond the limits of the institutional compass of the ILO - related to all the fundamental factors of development by man and for man, and underlined the importance of the social and economic factors whose interaction, or rather whose harmonious ordering, constituted the development "project". Development planning had to aim at being a simultaneous and balanced extension of progress throughout the national territory and at every national stratum in order to promote that humanist philosophy of solidarity, harmony and equity in development. At a time when the integrated programming of development in every country was becoming an all-round doctrine for the United Nations system as a whole, the intentions of the ILO were not only directed towards the necessary realism and efficacy; they were also an incentive to grasp development in its totality and to devise mechanisms whereby development brought into play every aspect of mankind.

Opening Speeches

15. Mr. U. Njotowijono, Chairman of the Governing Body of the International Labour Office, expressed the Committee's gratitude to President Ahidjo for his inspiring and thought-provoking speech and to the Government and people of Cameroon for their generous hospitality. In his capacity as Chairman of the Governing Body, he stressed the fact that its representation evidenced the keen interest of the Governing Body in the work of the Committee and was a striking symbol of tripartism; as an Indonesian, he emphasised the spirit of constructive solidarity prevailing in Afro-Asian co-operation.

16. Mr. Wilfred Jenks, Director-General of the International Labour Office, thanked President Ahidjo for the signal honour he had done the Committee by welcoming it personally. The concern of the ILO with human freedom in Africa went back to its earliest days and had left its mark in such varied fields as the equal treatment of all human beings, freedom of association for workers and their employers, the development of labour departments and administration, labour legislation, social security, and the recognition of the key importance of employment for development.
17. The Director-General then reminded the Committee that at its 56th Session the Conference had approved important decisions concerning the future role and work of the regional advisory committees of the ILO. Henceforth there would normally be two sessions of each advisory committee in the interval between successive regional conferences; one of those sessions (the next session as far as the African Advisory Committee was concerned) would normally be devoted to a general appraisal of the work of the ILO in the region, and one to the substantive preparation of items envisaged for the next regional conference.

18. The question of the employment, status and conditions of non-national workers in Africa, thrown into sharp relief during the Third Regional Conference at Accra, would now be reviewed in a wider and larger perspective. He summarised the general principles he had suggested as a framework of discussion at Accra to afford the elements of an accepted long-term policy and as the elements of a wise and humane approach to the problem - propositions the essence of which were the importance of knowledge, foresight, consultations, explanation, notice, restraint and effective organisation. Further progress depended on reducing those broad concepts to politically acceptable rules of conduct and administratively workable arrangements. The solution of all employment problems had to be found in a sustained expansion of the whole economy, and only in such a sustained expansion could one hope to reconcile the highest level of employment opportunities for national workers with the avoidance of hardship to non-national workers who had come to the country in search of employment and to lay the foundation for progress in regional economic development. The Committee might also want to give special emphasis to the paramount importance of three practical precautions which should always be taken before any measures were adopted to reduce the numbers of non-nationals in employment. The first was to ascertain objectively, and publish, the facts regarding the activities in which non-nationals were employed, where they came from, their length of residence, the probable economic effect of their departure and the availability of nationals to take their place. The second was to provide for the consideration of the facts by the authorities and tripartite advisory bodies responsible for employment matters, with a view to ensuring that any measures proposed were envisaged as an integral part of employment policy. The third was to provide for adequate discussion, covering among other things the opportunities of resettlement, with other governments substantial numbers of whose nationals might be affected by any restrictions envisaged.

19. While the problem of foreign workers was of far-reaching political, economic and human importance, it was of relatively limited compass as compared with the second item on the agenda - the promotion of balanced development in rural and urban areas. The rural sector, despite its importance as the source of livelihood of the overwhelming majority of the population of Africa and as a major contributor to foreign exchange earnings, had had far too small a share of the development effort. Lack of opportunity in the countryside had flooded the towns, concentrating the frustrations of the countryside in an explosive form. There was no problem more crucial for the whole future of social progress than the balance of rural and urban development. Rural development involved the whole quality of life in the countryside: training and skills, disparities of income, social services, the amenities of life, a more real voice for rural lives and the development of the range of necessary governmental services. The vastness and complexity of the problem, and its far-reaching bearing on every aspect of any social policy, made it vital for the ILO to be fully enlisted in the common effort of the whole United Nations family to achieve a better balance of rural and urban development.

20. How could the ILO best help to build an Africa in which men went back to the village because giving new life to the village gave them a new life? What part could and should the ILO play in the exchange of information, research, standards (revised or new), promotional activities and technical co-operation? On all these matters the Committee was called upon to advise. In the final analysis, the solutions to the grave problems of non-national labour and urban-rural imbalance lay in the fuller and more rational utilisation of human resources through programmes of full, productive and freely chosen employment. Employment policy required the creation of a climate of international and regional awareness as the essential prelude to concrete activity. Since the adoption of the Jobs and Skills Programme for Africa in Accra, the ILO had made a modest beginning in this field. It had organised seminars on employment policy for a broad spectrum of high-level policymakers, which had been held in Senegal and Kenya. A substantial number of requests under the Programme had already been received. It was planned to strengthen the ILO field structure in Africa. In the initial stages the main operational emphasis would be on country employment strategy projects to assist governments in diagnosing and solving their specific employment problems.
comprehensive employment strategy mission, the first such mission to Africa, would visit Kenya early next year. Further assistance might take the form of national employment teams serving for periods ranging from one to two years.

21. Above all, the future of the Programme would depend upon the efforts of those directly concerned, both within and beyond the ILO, to generate the political awareness at the domestic and the international level which was essential for the success of the Programme. The ILO stood ready to supplement those efforts by its own experience and by close co-operation with the other international and regional agencies concerned, including the Organisation of African Unity, the Economic Commission for Africa, the United Nations Development Programme and bilateral development programmes. The ILO contribution could be distinctive because the ILO had a unique structure which was not something alien to African tradition and African needs, but the transposition to the problems of an industrialised society of the ancient tradition of the palaver. Success would depend upon the creation of free, vigorous and sensitive patterns of social participation and communication involving all groups in society. Quoting a statement he had made at the First Session of the Advisory Committee, the Director-General observed that a sound system of industrial relations was the spearhead of all free and united social action. Such systems, resolving conflicts of interests within a common framework of shared aspirations, could knit the fabric of African society, cement the African policy and bridge the moment of stress between past tradition and contemporary change.

22. The Director-General concluded by saying how much pleasure it gave him to attend the beginning of the session, since he had participated in every session of the Committee and every African regional conference, the sequence of which had been a long journey through many obstacles towards a world-wide brotherhood where men of every origin and race worked together for the common good.

Opening of the Committee's Work

23. Mr. Nzo-Ekhah-Nghaky, in taking the chair, thanked the Committee for his election, which he regarded not only as a token of confidence and friendship to him, but also as a tribute to the Government of Cameroon and, through it, to the Federal Republic of Cameroon.

Tribute to the Memory of President Tubman

24. At its inaugural sitting, the Committee rose for a minute's silence in memory of President Tubman, President of the Republic of Liberia.

Laying of the Foundation Stone of the African Regional Centre for Labour Administration

25. On 28 July 1971 the members of the Committee attended an official ceremony to mark the laying of the foundation stone of the African Regional Centre for Labour Administration (CRADAT). The Minister of Labour and Social Welfare of Cameroon, members of the Government, the Governing Body delegation, the Director-General and the UNDP Resident Representative were present.

26. The Minister of Labour stated that CRADAT, which had just completed its Seventh Session, had already trained more than 140 labour supervisors and 80 labour inspectors and was about to initiate a technical course in social security and a high-level seminar on accident prevention. In addition, the Centre would be able to assist labour administrations by providing its own specialists or national technicians. First established with ILO and UNDP assistance, CRADAT had developed into a Cameroonian centre of regional scope, the Government of Cameroon donating the premises, including all the necessary facilities and accommodation for trainees.
27. The Director-General emphasised the fundamental role of a good labour administration. In the evolution of labour administrations in Africa towards a strengthening of their structures and their importance in social policy, Cameroon had set the example by gearing its Ministry of Labour to economic and social development and, over and above the traditional tasks of protecting workers, to the integration of social objectives within planning processes. Through its contact with the social partners, labour administration had a privileged situation within the state machinery and played an important role in social peace. The setting up of CRADAT in a federal and bilingual State was the portent of a fruitful expansion of contacts among those responsible for labour questions in African countries.

Consideration of Items on the Agenda

I. Employment, Status and Conditions of Non-National Workers in Africa

28. The Committee examined the first item on its agenda - employment, status and conditions of non-national workers in Africa - on 27, 28 and 29 July 1971. In introducing this item, the representative of the Director-General (Mr. Hel Bongo) referred to the Director-General's statement that it was the task of the Committee to convert generally agreed principles in this field into acceptable rules of conduct and administratively workable arrangements so that concrete proposals on this subject might be presented for discussion at the next African regional conference. On the basis of information available to the Office it seemed that the most acute immediate problems related to the access of non-nationals to employment and that among these problems the most urgent were those relating to the withdrawal from non-nationals of the right to continue working in a specific country. Members would of course wish that any measures which they suggested should be consistent with the relevant international labour standards. It would be desirable for the Committee to reach conclusions also on a number of more technical questions, such as procedures for the issue of work permits and for enforcement of legislation relating to equality of treatment, as well as questions relating to the trade union rights of non-nationals and their social security. He suggested that, though this question was of political and social importance at the present time, it might in the long run be of less importance than vigorous expansion of all African economies and the promotion thereby of more employment opportunities for nationals and non-nationals alike. He hoped that the conclusions of the Committee might help Africa over the present difficulties and pave the way to better utilisation of the continent's human resources as a whole.

29. There was general agreement that discussion of this subject by the ILO was timely and welcome. There was a danger that, if the present trend towards restrictions continued, this would lead to a breach with African traditions of hospitality and obstruct the path to African unity. Old colonial frontiers should not act as barriers between fraternal peoples. In other parts of the world the trend was towards regional planning and freer movement of peoples; this should be the aim in Africa also.

30. It was necessary to distinguish between two main categories of non-national workers: those who had been long established and had contributed much to the economy, and the newcomers. The former should not be regarded as obsolete parts to be thrown away when they were no longer needed; the latter should be subject to some control to see that their employment corresponded to a real need.

31. The Committee agreed that it was not primarily concerned with expatriates. Some speakers considered that there were still some problems in regard to the employment of expatriates. For instance, if national workers were not available, employers sometimes recruited direct from Europe instead of inquiring whether African candidates were available in neighbouring countries; some African countries had been slow to train national workers who could replace expatriates; and some employers were prejudiced in favour of the young expatriate graduate as against the young national graduate. However, the principles regarding the employment of expatriates and their gradual replacement were already widely accepted and required little further discussion.
32. The Employer members pointed out that the position of African non-nationals often depended on economic circumstances; if a recession led to unemployment there was resentment against foreign workers, resulting in pressure from governments and national workers to reduce their number. Some non-national workers had been treated badly, had not been defended by their own governments and had not been given help in resettling in their home countries.

33. One observer suggested that there could be no African unity without freedom of movement within African countries. In reply, one Government member considered that, while this was acceptable as an ideal, in practice, in the event of unemployment, governments first had to look after their own people. They could not justify the continued employment of non-nationals in unskilled jobs which could easily be done by unemployed nationals; it was necessary to put one's own house in order before inviting guests.

34. Several Worker members and two Government members suggested that in some cases employers had contributed to the problem by engaging non-nationals in preference to nationals. A Worker member reported that trade unions sometimes had difficulty in organising non-nationals, with the result that they accepted sub-standard wages.

35. The Employer members said that they had no wish to discriminate among their workers and gave equal treatment to all; in fact in certain cases they were very sorry to see long-standing workers who happened to be non-nationals depart in response to government or trade union pressure.

36. Several Worker members took exception to a statement in the report that non-national workers were sometimes employed because nationals were unwilling to go to remote areas. If a national worker did not accept employment in a remote area it was because of the bad conditions and wages prevailing; the remedy would be to improve conditions, not to employ non-nationals. Moreover, they did not consider that in present-day African circumstances the employment of a non-national at supervisory level could be justified on the ground that it might create jobs for unskilled national workers.

37. It was agreed that the crux of the problem was to reconcile protection of national workers with some security for non-rational workers who were contributing to the economic growth of the country. Several Government members briefly summarised policies followed in their countries in attempting to reconcile these two requirements.

38. The Nigerian Government member referred to his country's policy with regard to British subjects or persons under British mandate who were part of the labour force at the time of independence. Under the Nigerian Constitution these persons had become citizens of the country at the time of independence if their parents, being British subjects or persons under British mandate, had been born in Nigeria. Migrant workers from other West African countries with valid papers were allowed to enter the country and to seek work or to trade; few problems arose as they did not go to unemployment areas. Non-nationals occupying technical or managerial posts were admitted strictly on a temporary basis, with an undertaking by employers to train nationals to replace them; applications went to an expatriate quota board and, if approved, a stay permit was issued normally for three years, which gave the expatriate worker security during this period. Emigration of Nigerian workers to Fernando Po and Rio Muni (now Equatorial Guinea) had been regulated by a succession of agreements between the two Governments which provided for steadily improved conditions and the stationing of a Nigerian labour officer in the island to supervise application of the agreement.

39. The Kenyan Government member said that Kenya had no problem in regard to African workers; Ugandan and Tanzanian workers required no permit to work or trade, and the number of workers from other African countries was too small to constitute a problem. Problems arose only in respect of Asians and Europeans; those who had taken Kenyan citizenship enjoyed equal rights, but those who had not taken the opportunity to become citizens were not, in the Government's view, entitled to equal treatment.

40. The Ghanaian Government member said that Ghana's action under the Aliens Compliance Order, 1969, had been widely misunderstood. Ghana was a cosmopolitan country which continued to employ a large number of well-established non-national
workers. The Order was not directed against them, but against illegal entrants; the latter were in effect given the option between complying with the law or leaving the country. The Ghanaian Business Promotion Act, 1970, sought to reserve certain fields of trade for indigenous Ghanaians; the Lebanese who had previously been employed in these fields did not have to leave the country but could transfer their activities to other fields. The Government was wholeheartedly in favour of good treatment for long-standing non-nationals; discussion should be concentrated on this aspect.

41. One Government member insisted that migration should only take place in response to economic need and should be from labour surplus to labour shortage countries. Each country should use its own resources first, and only if these did not suffice should it employ workers from friendly neighbouring countries. In no circumstances should migration to the Republic of South Africa be encouraged.

42. Several members considered that problems could best be sorted out by bilateral agreements or at the level of subregional organisations. A few had doubts as to how far the ILO could establish standards for solution of these problems which would be valid for Africa as a whole.

43. There was unanimous agreement that once a non-national had been admitted he must have equal treatment; in fact the legislation of most countries already provided for this. As for improved treatment of non-national workers, a Worker member suggested that this could best be ensured by improved treatment for all workers. One minor exception to complete equality of treatment reported by two Government members was in respect of office-holding in trade unions; in one country a non-national was eligible for office only after two years' residence, and in another not at all, as this was considered to be a post of political responsibility which should be reserved for citizens.

44. Several members appealed to OAU and OCAM to be more active in preparing the ground for better treatment by their member countries of workers from other member countries. The representative of OAU said that his organisation had in fact done a lot. At an early stage it had urged free movement of persons between African countries but had encountered opposition from its member governments. The Secretary-General of the OAU was very concerned about recent expulsions, and the subject had in fact been proposed for discussion at an OAU meeting of African ministers of labour timed for the first half of the year. However, this meeting had not taken place. The OAU was collaborating with ECA in studying action to make better use of African manpower. Some progress was being made in discussions with governments, but in the meantime little publicity could be given to the organisation's efforts. Following this statement, several members appealed for more regular distribution of information about what the regional and subregional organisations were doing, and the representative of a regional trade union confederation appealed for more participation of workers' representatives in the work of the organisations.

45. The Employer and Worker members and the majority of the Government members considered it important that this subject should be discussed at the next African regional conference. The Kenyan and Ugandan Government members thought that, as far as their countries were concerned, there were subjects of greater urgency. However, they did not wish to oppose discussion of the subject if that was the general wish of the Committee.

46. The Government members insisted, however, that further consultation with governments was necessary before a satisfactory report on the subject could be prepared for the African regional conference. The subject was delicate and had political overtones, and not enough was yet known about the attitudes of African governments as a whole or of the types of common rule which they would be prepared to accept. The Committee recommended, therefore, that its conclusions and the summary of its discussions should be submitted to African governments with a request for their comments on the measures proposed by the Committee and that any further report on the subject should be written only after receipt of the governments' comments. In accordance with normal practice, governments should be asked to consult representatives of employers' and workers' organisations before sending their comments.

47. The conclusions of the Committee on this item will be found in Appendix 1 to this report.
II. The Promotion of Balanced Development in Rural and Urban Areas

48. The Committee examined the second item on its agenda - the promotion of balanced development in rural and urban areas - on 30 July and 2 August 1971. In introducing this item, the representative of the Director-General (Mr. M. Ndisi) recalled that, while the problem of rural-urban imbalance was common to both the developed and developing countries, in Africa it was a crucial problem. In Africa, with its overwhelmingly rural population and the great reliance on agriculture as a means of livelihood and a major source of foreign exchange earnings, it was the urban areas which had received the major share of development benefits. Yet, despite the disproportionate concentration of industry, educational facilities, social services and other amenities in the cities, the urban population was growing more rapidly than the cities' ability to provide productive employment for them. At the same time, a deteriorating rural situation continued to flood the towns with rural migrants seeking better social and economic opportunities. As the Director-General had said, the frustrations engendered by these unfulfilled expectations placed the whole future of African social justice in jeopardy.

49. It was for such reasons, he said, that the problem of rural—urban imbalance demanded urgent consideration. The report before the Committee attempted to identify some of the major aspects of this problem and to suggest policies and measures not only for redressing existing rural-urban imbalances but for promoting more harmonious future development in African States. A major theme running throughout the question of the promotion of balanced rural-urban development was that of employment, for in the final analysis the solution to the grave problem of urban-rural imbalance lay in the fuller and more rational utilisation of human resources.

50. In the general discussion which followed the delegates expressed their appreciation of the report prepared by the Office, which was considered to constitute a good basis for further work in the subject.

51. The spokesmen for the Employers' group opened the discussion by stating that, in the view of employers, action for the promotion of more vigorous rural development was mainly a responsibility of governments, which should, among other things, encourage the establishment of major infrastructural improvements, including self-help projects, as well as the provision of social services and amenities. Employers' associations, in co-operation with chambers of commerce and chambers of industry could engender a sense of confidence in individual employers for the establishment of enterprises in rural areas, but this required some measure of investment security on the part of the governments. The Employers considered the continuing deterioration of the terms of trade for African primary produce as a major obstacle to African efforts to concentrate on rural development as a principal means of redressing existing rural-urban imbalance. They further indicated that research and study material produced by ILO and other UN organisations on the problem of balanced development should be made widely available.

52. The spokesmen for the Worker members considered that social institutional reforms and effective social participation of the rural population were principal elements of a rural development strategy. These must go hand in hand with the kinds of rural infrastructural improvement programmes referred to by the Employer spokesmen. The Workers' statement called the attention of the Office to the fact that more and more agricultural trade unions were being organised and integrated into national African trade union centres. One Worker member thought that the Office report did not provide sufficient analysis on some questions of particular concern to workers, such as present-day marketing systems and the need for workers' representation on marketing boards, the question of African land-tenure systems and the need for agrarian reform and land settlement programmes.

53. The key role of human resources in the promotion of increased development of rural areas was recognised by all three groups and in a number of contexts. The chief of these was that of education and training, it being pointed out that adult literacy campaigns were just as important as educational facilities for young people. There was a primary need for the adaptation of rural school curricula to better prepare young people for living and working in rural areas. With respect to rural vocational training it being pointed out that employment opportunities must be ensured for the people trained. If their training was such that they would find no opportunities for utilising their skills in remunerative work on the conclusion of their course, frustration and unrest would inevitably result.
54. The observer from UNESCO thanked the ILO for the opportunity of participating in the discussions of the Committee and expressed the willingness of her organisation to collaborate with the ILO in order to improve the relevance of educational facilities to rural development needs. A strategy for the provision of lifelong continuing educational opportunities should be defined as an integral part of a global development plan.

55. Further aspects of the human resources factor that were recognised as being important related to women and youth. Women should not only have access to education and training for the sake of themselves; it was perhaps even more important that they should be educated to help their children find a better future in rural life. This was seen as an essential complement to the need for appropriate education and training for young people.

56. Several Government members drew attention to the experience in their countries in the setting up of special youth services both for the training of rural youth and as a measure to slow down the movement of youth from the countryside towards the towns.

57. The importance of strengthening the economic and social infrastructure of rural areas as a factor not only in limiting the rural exodus but in promoting rural development generally was recognised by Government, Employer and Worker members. It was agreed to be of major importance that educational, health and recreational facilities in rural areas to make life there more attractive. This could involve the decentralisation of central government administrative services and the strengthening of the local government structure. The latter is an important step in giving the rural peoples more say in the allocation of development funds to projects in their areas.

58. In the context of regional development planning, it was generally agreed that there was need for better co-ordination of central government services, in order to ensure that the authorities responsible for the provision of infrastructural development in rural areas work to a common plan. The Employer members in particular stressed the importance of access roads; these and other construction works would help to provide more regular employment for rural peoples.

59. Several governments had taken important steps to ensure better co-ordination of rural development either by setting up ministries of rural development, or co-ordinating committees meeting regularly. The importance was recognised of strengthening local government authorities in order to bring them into active consultation with the central co-ordinating body.

60. One Worker member stressed the fact that economic development and increased employment did not necessarily go together. In this connection there was wide agreement amongst the Worker members that agro-industrial complexes should be set up to enable a certain amount of processing of primary products to be undertaken in the rural areas where they were produced. A number of Government members reported that the policy of establishing rural industries has already been undertaken, both for local processing of raw materials and for the setting up of small-scale industries. One Government member voiced the need to expand larger villages into rural towns in order that they might serve as growth poles. One member considered it important not to lose sight of the contribution which decentralised heavy industries could make to the solution of the problems of rural employment and the rural exodus.

61. There were expressions of opinion from all three groups that agrarian reforms including the distribution or redistribution of land, as well as a full range of supporting measures, were desirable. This would make possible the expansion of rural settlement programmes, such as those intended especially to benefit young persons, including those just finishing their education. A Worker member stated that agrarian reform necessarily implied a social element. It was necessary, he pointed out, not only to redistribute land, but to make it possible for peasants to acquire means of production and to provide social amenities for families as well as appropriate training facilities. Another Worker member stressed that rural and urban populations should be associated with agrarian reforms, taught how to appreciate that the reforms are being introduced for their benefit and shown how best to take advantage of them.

62. There was general agreement on the need to promote popular participation through which all sectors of the population could be involved actively in the formulation of development policies and plans as well as in the implementation and
supervision of development activities. Workers and Government representatives underlined the importance of promoting involvement through the encouragement of rural workers and peasant associations, while Employer representatives indicated the need for more vigorous rural employer associations.

63. Attention was devoted to the question of excessive disparities between rural and urban incomes. Most Government and Worker members who spoke on the subject considered that it was illogical to have wage zones that provided higher wages for urban workers, as this only tended to encourage the rural exodus. At least one Government member said that in his country an effort was being made to eliminate these differential rates, but another Government member questioned the practicability of having uniform wages throughout the country, in view of the higher cost of living in the cities. This was because of the higher rents and other charges imposed on the city dweller as well as the higher prices he had to pay for food brought from rural areas. According to one Worker member, there were sometimes outrageous differences within the urban zones for people doing the same kind of work. This applied to some expatriates.

64. The question of internal marketing arrangements for agricultural produce was given considerable attention. Government and Worker members stressed the importance of setting up marketing boards for this purpose.

65. Co-operatives were recognised as having a major role to play in transport, storage and marketing, particularly of food crops where speedy handling was vital. The importance of co-operative education in order to make peasants aware of the advantages that their participation in co-operative movements could bring was stressed. The provision of credit facilities to agricultural producers was seen as an important function of co-operatives, while mention was also made of the employment that could be provided by the establishment of consumer co-operatives. Reference was made to the importance of ensuring that associations of workers have an effective voice in policy formation and in the planning, execution and control of the setting up of co-operatives of all types. Taking into account the unfavourable situation in rural areas, and the need to improve the standard of agricultural equipment available, the need for the creation of specialised credit institutions, such as rural development banks, was stressed.

66. As regards the overseas marketing of primary products, Government, Employer and Worker members stressed the deteriorating terms of trade of African countries, especially for agricultural produce, which made it necessary to produce more and more agricultural produce to maintain the trade in balance. Reference was made to the desirability of establishing an African Common Market.

67. In dealing with technical co-operation activities by the ILO and other international agencies, one Government member stressed the need for an integrated approach to rural development. Only minimal results could be secured by experts in a single discipline, say from the ILO, in tackling the problem of rural employment creation. Such efforts would be of no avail unless they were accompanied by experts of UNESCO to improve educational facilities, WHO experts in improving health standards, and FAO experts in the introduction of improved farming techniques. It was the general opinion that increased technical co-operation, both in volume and range, was required if the rural-urban gap was to be diminished.

68. A Government member mentioned the need for the encouragement of research in Africa by Africans, which he suggested should be encouraged by the provision of scholarships for study abroad for selected research workers as well as by increased rates of pay and bonuses for research staff in Africa. He went on to say that there was a serious loss of highly trained professional people from African countries, who tended to stay in the more developed countries, as a result of what was popularly referred to as the "brain drain". He went on to suggest that as this represented a contribution by the developing countries to the developed countries, the latter should be willing to increase the level of economic and technical assistance that they were prepared to contribute to the economic and social progress of the developing countries.

69. Following the general discussion on this item on the agenda, the Committee was again addressed by the representative of the Director-General (Mr. Ndisi), who mentioned that several of the statements made had implied a hesitation to accept certain suggestions contained in the report regarding means of overcoming rural-urban imbalance. Clarification of these points would, he felt, facilitate the detailed consideration of the suggested points for discussion at the end of the report.
70. He wished to make only three specific points. The first was that notice had been taken of the view expressed by a Worker member that the report incorrectly referred to the agricultural trade unions as being rare in Africa, except in some of the plantation areas. This was a question that the Office would certainly examine more closely. The second question to which he drew attention was that of how social security systems could be extended more adequately to the rural areas. Unfortunately, there was no ready solution to this problem, and it was under current study by the competent technical service in the ILO. Any leads which could be given that would be helpful in dealing with this subject would be much appreciated. These might well emerge during the course of any future technical meetings having a bearing on the question. His last point was intended to clarify the true intention of the Office's report in connection with the suggestions it made regarding the application of labour-intensive techniques in the developing countries of Africa. It had been found through experience in the course of field research by the ILO that in large-scale works involving earth moving the introduction of relatively minor changes in labour-intensive techniques enabled major improvements to be made in the efficiency of traditional methods of construction. This experience had been confirmed by the statement of a delegate from Kenya in the Committee on the World Employment Programme at the recent session of the International Labour Conference.

71. A working party was appointed to set out the conclusions and recommendations of the Committee, which appear in Appendix 2 to this report.

Agenda of the Fourth African Regional Conference

72. The African Advisory Committee decided to recommend to the Governing Body that the agenda of the Fourth African Regional Conference should include:

(1) an item on "Employment, status and conditions of migrant workers and other workers holding the nationality of other African countries"; and

(2) an item with a title such as "The promotion of balanced rural and urban development".

Closing Speeches

73. Mr. Yoshimura (Employer member of the Governing Body delegation) congratulated the Chairman on his excellent conduct of the proceedings. He promised to make a highly favourable report to his group and to recommend the Governing Body to take careful account of the Committee's unanimous conclusions with a view to the inclusion of both the items which they dealt with in the agenda of the next African regional conference. The motto of Cameroon displayed in the Conference Hall - "Peace-Labour-Country" - was in striking concordance with the ILO's own ideals. He thanked President Ahidjo and the Government, people and employers' and workers' organisations of Cameroon for their warm and moving welcome to the Committee in Yaoundé.

74. Mr. Sunde (Worker member of the Governing Body delegation) expressed cordial thanks for the marvellous hospitality of the Government and people of Cameroon. The earnestness of the debates and the dedication of Committee members augured well for the future of Africa. The guidelines contained in the Committee's conclusions and recommendations, on which he would make a favourable report to his group in the Governing Body, would greatly help the Governing Body and the African countries in their task and the industrialised countries in gaining a deeper insight into Africa's problems. Indeed a heavy responsibility fell upon the governments of the industrialised countries, as well as on their trade union movements, which would lend whole-hearted support in achieving the economic and social emancipation of Africa.

75. Mr. Potolot (Government member, Central African Republic), on behalf of the Government group, warmly thanked the Government and people of Cameroon for their generous hospitality. He had been especially impressed by the personal interest in the meeting shown by President Ahidjo, which afforded further proof of the importance attached by African governments to the human aspects of development. He
congratulated the Chairman of the Committee on his success in fostering a spirit of fraternal co-operation; thanks to his efforts and to those of his colleagues, of the secretariat and of the Cameroonian press, to which he paid special tribute, the Committee had reached positive conclusions which offered fresh promise of fruitful tripartite co-operation in the ILO aimed at better utilisation of Africa's human resources and at creating a united and prosperous continent.

76. Chief Mene-Afejuku (Employer Vice-Chairman of the Committee) expressed the Employers' deep satisfaction with the Committee's work. The two important items on its agenda had a close bearing on improvements in the lot of both rural and industrial workers, and the Employers were glad to have been able to make a full contribution to examining them. They wholeheartedly endorsed the Committee's conclusions, which would help them to prepare for the forthcoming regional conference. The speaker paid tribute to the spirit of friendly co-operation which all the participants had shown and to the dedicated efforts of the secretariat. He thanked President Ahidjo and the Government of Cameroon for their hospitality, which had enabled the Committee to meet in the best possible material and psychological conditions. Expressing thanks also to the people of Cameroon, he concluded by paying tribute to the Chairman's firm but good-humoured conduct of the debates.

77. Mr. Fogam (Worker Vice-Chairman of the Committee) congratulated the Chairman on his competent conduct of the discussions. The rebirth of freedom was the chief political aim of all countries, but freedom which had no economic or social content led only to disappointment: to give it such content was the real responsibility of States. The Committee had carried out a thorough examination of the two items on its agenda and had drawn two main conclusions: the solution of employment problems lay in sustained economic expansion, and such expansion was the only way of reconciling the interests of migrant and national workers. Equal treatment for all men was the pivot of political thinking in Africa and, in that regard, the ILO's Declaration and Programme relating to apartheid were extremely sound and realistic. Despite the impairment of freedom of association to which the cases dealt with by the Governing Body's Committee on Freedom of Association bore witness, industrial relations in Africa were inspired by the ILO's ideals, as well as by acceptance of the need for close association of employers' and workers' organisations in all economic and social activities. For their part, the Worker members pledged themselves to join in the concerted campaign for economic and social development in their countries, but must not be expected to make sacrifices on that account, particularly with regard to wages, which at present showed huge disparities.

78. Mr. Tévoédjrè (representative of the Director-General) paid tribute to the openmindedness so characteristic of Cameroon, a country which represented a crossroads of Africa and a kind of synthesis of that continent. The Committee was deeply beholden to the Chairman's firm but friendly guidance for the successful outcome of its work. Thanks, too, were due to the authorities of Cameroon for their hospitality. To sum up the Committee's achievements, it had provided the ILO with a really explicit mandate concerning the two topics on its agenda.

79. The first item related to the problems of non-national and migrant workers. The territorial limits and the diversity of the African countries were of course facts to be faced. But account must also be taken of an even more inexorable truth: if the African countries clung to a narrow nationalism, tried merely to operate the diminishing market for their primary commodities and neglected to organise themselves, they would see the gap between rich and poor nations continue to widen and live to see their continent hopelessly outstripped. Yet, according to geopolitical theory any vast territory with a growing multitude of men and minds - and so also of potential producers and consumers - at its disposal was ripe for economic and social development. Mobility of knowledge, mobility of manpower and security for those who contributed to economic growth offered excellent prospects of promoting the development of Africa. But - leaving aside the question of the soundness of Africa's economy - the meaning of Africa for the world and for itself was its integral humanism: as a continent it stood for the concepts of family, community, dialogue and brotherhood. The Committee's specific recommendations in its conclusions on migrant and non-national workers had been based on suggestions made with equal sincerity by employers, workers and governments. They bore witness to the realism and boldness of the views expressed in the Committee - to give only three examples, the recommendations in paragraph 14 on migrant worker services in the country of origin and the host country, and those in paragraphs 15 and 16 on trade unions.

80. The same spirit of understanding and desire for effectiveness had marked the discussion on the second agenda item, which in several ways was linked with the question of migrant and non-national workers. The cities were attracting people
from the countryside, just as countries with more dynamic economies were attracting a satellite work force. The phenomenon of migration was comparable with the tendency of rural workers to drift into the cities. After all, why should anyone be willing to stay behind in the countryside to toil with the hoe or the machete for an income of not more, on an average, than $100 a year? Given the conditions under which African peasants laboured, sweeping denunciations of the rural exodus seemed less than convincing. How was the evil to be attacked at the root, and urgently? African countries, it should be remembered, often imported almost all their consumer goods, even though local craftsmen could have supplied them. Such a situation was the very antithesis of development. A firm political purpose might well be enough to ensure the kind of rational organisation through which local products could not only gain an advantage but be fully absorbed by the national economy. If the rural and urban areas could achieve concurrent development and if the cities could give life and wealth to the rural areas instead of allowing their fascination with distant poles of attraction to drain all their energy, the dream of development might well become a reality. Here the Committee had made some important recommendations, particularly in its conclusions concerning the setting up of suitable structures and, through the encouragement of public and private investment, of physical and social infrastructures; the building up of institutions to help bridge the gap between town and countryside in relation to economic and social progress; the modernisation of methods of cultivation and production in agriculture and the setting up of agro-industrial development centres based on the processing of agricultural produce, which would make it possible to conserve foreign exchange and provide new employment; and the adoption of a constructive philosophy based on the organisation of co-operatives and in other ways. The Committee had also recommended such measures as the adaptation of education programmes to meet the needs of African countries in relation to employment and development generally; encouragement of the training of farmers in rural training centres and the provision of complementary training leading to effective employment. The Committee also recommended the mobilisation of youth for development purposes by means of extensive programmes of out-of-school training and apprenticeship in employment as craftsmen in rural areas or for agricultural trades and through special programmes designed to provide young Africans with the basic, technical and social training necessary to enable them to find employment in agriculture or industry and to give young graduates opportunities for putting their qualifications at the disposal of the community. Finally, the speaker referred to the Committee's recommendations concerning the social position of women, who should be prepared by training courses for fuller participation in the development of their countries. The Committee's conclusions on the second item thus gave cause to hope that African statesmen, trade union leaders and heads of undertakings would soon come to grips with the most crucial problem afflicting the frail economies of Africa. The ILO was ready to lend full support not only within its constitutional terms of reference, but also through its regular contacts and close co-operation with the other United Nations organisations, the Common African, Malagasy and Mauritian Organisation, the Organisation of African Unity and other intergovernmental African organisations.

81. Underdevelopment was just another name for suffering - the suffering of the toiling peasant, the ragged labourer and the migrant worker secretly crossing the border - which took full possession of a man's existence and steadily eroded his spirit. Several attitudes could be adopted towards Africa's formidable problems, ranging from simple dogmatism and slogan-making to a negative scepticism and inertia. Between those two extremes there was room for a constructive philosophy based on faith. The International Labour Organisation was one forum in which such faith could be bred, since the social partners who agreed to meet there knew that it stood for equal opportunity and basic human freedom.

82. Mr. Nzo-Ekhah-Nghaky (Minister of Labour and Social Welfare of Cameroon and Chairman of the Committee) thanked the three groups for their co-operation and congratulated them - as well as the observers, who had taken an active part in the proceedings - on the excellent atmosphere which had prevailed. He paid tribute to Mr. Tévoédjrè's contribution and asked him to thank the Director-General for assisting the Committee in the early stages of its proceedings.

83. The Chairman then observed that the quality of the Committee's achievements would strengthen the African countries' faith in the ILO and their hopes of achieving social justice. The conclusions adopted would provide most useful guidelines for other ILO bodies in their future work. After suffering centuries of inhumanity, in their first decade of independence the African nations had played a leading part in the work of the ILO, which they had found ever ready to help in solving their problems - as was shown by the technical assistance it gave them, its policy of
decentralisation in Africa and the regional bodies which it had set up to hold discussions and carry out studies.

84. The keynote of the Yaoundé meeting, the Chairman concluded, had been the triumph of dialogue - dialogue between governments, employers and workers, whose partnership was the lifeblood of modern-day development - dialogue which held the key to the ILO's survival and transcended all the forces of dissension.
CONCLUSIONS AND RECOMMENDATIONS CONCERNING EMPLOYMENT, STATUS AND CONDITIONS OF NON-NATIONAL WORKERS IN AFRICA

General Conclusions

1. The major problem in the field of the employment, status and conditions of non-national workers in Africa at present and for the next few years is likely to be that of better regulation of the access to employment of non-national workers who hold the nationality of an African country, whether they be migrant workers as defined in the Migration for Employment Convention (Revised), 1949 (No. 97), or other workers. The provisions of this Convention and of the Migration for Employment Recommendation (Revised), 1949 (No. 86), should be taken as a basis for efforts to solve this problem.

2. Any solution to this problem must attempt to reconcile the following objectives:

(a) to maintain the number of employment opportunities open to national workers at as high a level as possible;

(b) to avoid hardship to the non-national workers who may be adversely affected by any measures for the protection of national manpower; and

(c) to favour efforts towards more effective regional economic co-operation and the conclusion of bilateral and multilateral agreements.

3. Before any measures are taken to reduce the numbers of non-nationals in employment, preliminary action is necessary, such as:

(a) ascertainment and publication of the facts regarding the activities in which non-nationals are employed, where they come from, their length of stay and the probable economic effect of their removal; and of the facts regarding the availability of nationals to take their place;

(b) examination of these facts by the authorities and tripartite advisory bodies responsible for employment matters so that any measures proposed will be conceived as an integral part of employment policy;

(c) discussion with other governments, substantial numbers of whose nationals might be affected by such reductions, covering among other things the possibilities of resettlement open to such workers.

4. Different policies and measures are required in respect of long-term residents and short-term migrants. Attempts should be made to harmonise the policies of African countries in respect of the treatment of each of these categories of workers. Such harmonisation might proceed by bilateral agreements or by agreements at the sub-regional or regional level.

Long-Term Residents

5. As regards long-term residents the aim should be wider application of the provision contained in paragraph 16(2) of the Migration for Employment Recommendation (Revised), 1949 (No. 86), relating to freedom from employment restrictions for migrants who have regularly resided in the country "for a period, the length of which should not, as a rule, exceed five years" and for their families. An essential preliminary step to the application of this provision is better information regarding the employment history of workers and better exchange of information between the labour administrations of the respective countries. Tax receipts, pay slips, social security records or other official documents may provide useful evidence of length of residence.

6. The special status of long-resident non-nationals should be recognised either by offering facilities for naturalisation or, should the persons concerned not wish to change their nationality or should naturalisation be refused, by the
issue of certificates of establishment or the granting of privileged status. The latter option should be open to persons who have been continuously resident in the country for a defined period; this period should not be more than ten years and the aim should be, by bilateral, sub-regional or regional agreements, to reduce this to a period not as a rule exceeding five years.

Migrant Workers

7. Migrant workers may be subject to control through a system of work permits liable to review at annual or longer intervals. Responsibility for decisions on the issue or renewal of work permits should lie with the ministry responsible for labour affairs which, except in specific individual cases, should take its decision after consulting its tripartite advisory body. A work permit should carry the right to residence for the same period.

8. It may be possible to exempt certain migrant workers such as seasonal agricultural workers from holding a work permit. However, this should not diminish in any way the responsibility of the authorities to ensure that these workers are given full protection and enjoy equal treatment with national workers.

9. In the event of a decision not to renew a permit for a non-national so that he has to leave the country of his employment, regard should be had to the standards set in paragraphs 18 and 20 of the Migration for Employment Recommendation (Revised), 1949 (No. 86). When a permit is not to be renewed, the worker concerned should, under normal circumstances, receive from the authorities a sufficient period of notice, proportionate to his length of employment in the country, to enable him and his family to dispose of their assets. In cases where the worker's home country is in a different currency area and exchange control measures apply, special arrangements should be made for the transfer of savings to the extent that these are clearly derived from legitimate earnings. Consideration might also be given to introducing, in bilateral, sub-regional or regional agreements, provision for the payment, in the home country, of deferred wages.

10. Provision should be made in any written employment contract for payment by the employer engaging a migrant worker of the expenses of the worker's return travel on expiry of the contract.

11. Printed information regarding the rights and obligations of non-national workers should be made available in appropriate languages at consulates, reception centres, if any, and the workplace. A copy should be attached to any written contract of employment for a non-national worker. Short orientation courses on national laws and customs should be organised for immigrant workers by governments, employers' or workers' organisations, or charitable organisations.

12. Any relaxation of the procedures for work permits might most profitably be discussed and introduced in the first instance in sub-regional organisations.

13. National legislation regarding equality of conditions of employment for non-national workers is generally satisfactory. However, the absence in many countries of adequate labour legislation and labour inspection services covering agricultural employment places seasonal agricultural migrants at a disadvantage.

14. There is a need for migrant worker services both in the home and the host country. Experience shows that, where considerable numbers of workers are concerned, there are great advantages in stationing, by bilateral agreement, a representative of the labour administration of the home country in the host country to help migrant workers to solve their employment and social problems.

Trade Unions and Non-National Workers

15. Non-national workers should have complete freedom to join trade unions of their own choosing.

16. The trade unions of home countries should take an interest in the conditions of work and life of their nationals working abroad, and the trade unions of host countries should concern themselves with the conditions of work and life of non-nationals working in their country. There should be co-operation between
the trade unions of the two countries concerning the employment of migrant workers.

Social Security for Migrant Workers

17. The provisions of the Equality of Treatment (Social Security) Convention 1952 (No. 118), should be applied. African governments should discuss the possibility of concluding further social security reciprocity agreements; this is particularly important in the case of retirement pensions and employment injury or disability benefits so that the non-national worker who returns to his home country does not lose the benefit of social security contributions which he has paid. The possibility should be explored of extending the OCAM General Convention on Social Security of January 1971 to other OAU countries.

18. With a view to better protection for migrant workers, the ILO should be invited, in conjunction with the sub-regional and appropriate international organisations, to study the possibility of harmonising social security systems in Africa, and to organise a seminar at which the social security systems of different African countries would be studied and compared.

Recommendations regarding the Agenda of the Next African Regional Conference

19. The Committee recommends to the Governing Body that it place this subject on the agenda of the Fourth African Regional Conference with the title "Employment, status and conditions of migrant workers and other workers holding the nationality of other African countries".

20. The report to be prepared for discussion of this subject should cover, in addition to the matters discussed by the Committee, the following topics:

   (a) the vocational training of migrant and other non-national workers;

   (b) problems of the resettlement of returning migrants in their home countries;

   (c) harmonisation of labour legislation to prepare the way for greater freedom of movement;

   (d) the effect on agricultural migrant workers of the absence of adequate labour legislation and labour inspection services covering agricultural employment;

   (e) problems of the employment of refugees, including refugees from the Republic of South Africa and Portuguese territories.

21. The Governing Body should invite the Office, before preparation of the report, to transmit these conclusions to African governments, which, after consultation with representative employers' and workers' organisations, would give their views on the measures proposed.

22. One of the objects of discussion of this subject at the next African regional conference should be to prepare African countries to play a more effective part in discussions which might take place at later sessions of the International Labour Conference concerning the revision of Convention No. 97 and Recommendation No. 86.
Appendix 2

CONCLUSIONS AND RECOMMENDATIONS CONCERNING
PROMOTION OF BALANCED RURAL AND URBAN DEVELOPMENT

1. Rural development must be conceived within a global strategy of development which calls for mass participation. In this connection workers' and employers' organisations should be closely associated with the elaboration and implementation of all plans aimed at promoting economic development and social progress.

I. General Strategy

2. The problem of balanced rural and urban development is one of major importance for the countries of Africa.

3. The Committee recognised that, while rural exodus is a problem throughout the world, it is particularly acute in African countries, where agriculture involves methods and working and living conditions that are hard and unattractive, and where the yields of agricultural work performed in the traditional setting are uncertain. This often forces agricultural workers to migrate to the towns either permanently or on a seasonal basis. The desertion of land can, and usually does, result in a reduction in the total cultivated area in a country, and so in the reduction of its production. Furthermore, the influx of people into the towns increases the unemployment, underemployment and overpopulation which already characterise the large urban centres in Africa.

4. It is therefore urgently necessary to take co-ordinated measures to achieve a more balanced development of rural and urban areas, following a thorough study and analysis of the questions related to such development and the problems that it poses.

5. Consequently, the object of a balanced strategy of development in Africa must essentially be to ensure that the rural economy becomes progressively more prosperous.

6. In order to attain such an objective, the Committee stressed the following points:

(a) the need to encourage the creation of structures and institutions well adapted to the present needs of development both in rural and in urban regions, taking into consideration the complementary nature of the economic and social problems of such regions, and to correct existing imbalances;

(b) the need to encourage both public and private investment in the setting up of physical and social infrastructures, rather than in the execution of inappropriate industrial projects or of luxurious urban facilities;

(c) the assignment of more importance in development plans to the creation of an institutional system and administrative machinery capable of bridging the gap between town and countryside in relation to economic and social progress;

(d) the modernisation of methods of cultivation and production in agriculture, in order to increase productivity and to raise the levels of production and internal consumption and, as a result, to promote exports and increase gross national product;

(e) the setting up of agro-industrial centres based on the processing of agricultural products, thus making it possible to conserve the foreign exchange needed to import manufactured goods and foodstuffs, and to increase local employment opportunities;

(f) the provision of rural credit for development purposes, through the setting up of specialised governmental banking institutions, and by the organisation of co-operatives or other appropriate means, in the light of the special conditions of various countries.
7. In the general strategy of balanced development between rural and urban areas, a programme of human resources planning integrated within an over-all development plan in the country plays an important role in all African countries. Such planning should be seen as an integral part of the concept of integrated rural development.

8. Human resources planning should be based on:

(i) the identification of fields and conditions in which the employment of labour-intensive techniques is to be applied; and

(ii) workers' education, vocational training and functional literacy for young people in such a way as to permit the more intensive and more productive utilisation of available manpower and so check rural exodus.

9. Rural development should be based on a regional approach, which should be made the responsibility of centrally-placed special bodies, for example district or regional committees set up within the framework of a national plan. Administrative units, or development zones, having uniform characteristics should be designated for this purpose.

10. Regional development plans should be put into effect, mainly through the creation of rural growth poles or growth centres. For example, the establishment of agro-industries for the processing of the primary products of the region and for the supply of agricultural inputs such as fertilizers could be considered, as well as the development of medium-sized towns in order to provide the young people leaving rural areas with a destination other than the main cities. In this way the problems of congestion and overpopulation of the larger cities, where unemployment and underemployment are already serious, can be countered by economic, administrative and social decentralisation, so making more readily available to populations living outside the larger urban centres such state-controlled services as social security, health and welfare facilities, employment services, industrial relations facilities and social amenities.

II. Means of Action

11. The Committee gave consideration to the most effective means of action that might be employed to achieve in an integrated manner the balanced development of rural and urban areas. In this context it recognised that it would be necessary to encourage in each African country the necessary changes in the economic and social infrastructure by various measures, including the reform of agrarian structures wherever this appears necessary, either by the sharing out of land or the consolidation of cultivated holdings or by the rational evolution of traditional tenure systems in the interest of regional and national development.

12. The implementation of settlement programmes could also be a useful means of relieving the population pressure in the more crowded regions. The establishment of viable rural communities not only represents a means of providing a livelihood for unemployed young people, but also constitutes a means of demonstrating improved agricultural techniques and encouraging the introduction of new crops.

13. At the same time, efforts to modernise land tenure systems or to promote new settlements cannot be successful unless they are accompanied by agricultural extension schemes, training programmes and appropriate financial and technical assistance, as well as the development of the institutions needed to increase popular participation in such programmes.

14. The co-operative movement could help, within the framework of rural development, in finding a solution to marketing, credit and other problems. However, in promoting co-operatives in Africa, account should be taken of the traditional structures and of the special economic and social conditions. This should be accompanied by a programme of co-operative education and training for membership, as well as for managers and other co-operative personnel.

15. Popular participation should also be encouraged by the action of peasants' organisations, both traditional and modern, and of associations of employers and workers. Workers' education programmes should be undertaken both for the purpose of teaching the methods of establishing and operating trade unions and of making rural and other populations more widely and more acutely aware of the advantages
of social and economic progress that can be secured through such forms of
association.

16. Furthermore, community development schemes and the methods of rural
"animation" should with advantage be used in Africa as a means of activating the
rural populations and improving their awareness of the nature of the problems
facing them, so enabling them to adapt their traditional social structures to the
needs of development.

17. Education programmes should be adapted to the needs of African countries
in relation to employment possibilities and development generally. Courses avail­
able, as well as methods and means of instruction, should correspond better to the
needs of school pupils in rural areas. Education should also prepare rural young
people to play a useful role in their villages and should inculcate in them a
desire to engage in rural occupations.

18. It is also necessary to encourage the training of farmers in rural
training centres and to provide complementary training. It should be ensured as
far as possible that such training leads to effective employment. For example,
courses in functional literacy could be provided both for young people and adults,
within the framework of pilot projects for rural development.

19. The mobilisation of youth for development purposes could also be achieved
by means of extensive programmes of out-of-school training to prepare them for
employment either as craftsmen in rural areas or for agricultural trades. It
would also be of particular importance to encourage in Africa two types of special
programmes for the training of young people: first, those calculated to provide
them with not only the basic training but also the social and technical training
necessary to enable them to find employment either in industry or in agriculture;
and secondly, programmes intended for young secondary school leavers or university
graduates, such as to enable them to take advantage of opportunities of placing
their qualifications at the disposal of the community by working in the poorer
sectors of the towns and in the less-advanced regions of their countries, either
in the execution of community development programmes, in teaching activities, in
literacy campaigns or in public health services.

20. In view of the social position of women in Africa, it would be desirable
to establish training courses not only to prepare women for the occupations tradi­
tionally assigned to them, such as home economics and other domestic duties, but
also to provide them with the opportunity of participating more fully in the
general development of their countries, including the desire to influence their
children to remain in rural areas on completion of their education. This could
be done by providing them with literacy and training courses similar to those
existing for men, so that they may execute more effectively tasks related to agri­
cultural production, handicrafts, etc.

21. The Committee considered that research should be undertaken both before
and during any programme of rural development. In order that the improvement and
modernisation of agriculture may proceed in a harmonious and rational manner,
essential studies and research should be undertaken. Such research activities
should include soil surveys, land use, the most profitable types of crops that can
be grown in various regions, and agricultural methods and techniques; stock
raising questions, including the best selection of livestock in given conditions;
dairying techniques; development of irrigation and of grazing facilities; in­
estigation of the epizootic diseases common in Africa; and other relevant
questions. The establishment of agricultural research institutes in rural areas
should be encouraged, as well as the training of technicians and personnel to
specialise in agricultural extension, taking account of the needs of each African
country in these fields.

22. The Committee stressed the value for African countries of undertaking
effective public works programmes, such as land clearing and development, irriga­
tion and drainage, road construction, the building of schools, community centres,
hospitals, appropriate housing, etc., in order to create the essential infra­
structural facilities for rural development and for the attainment of equilibrium
between the rural and urban zones.

23. The encouragement of small-scale industries, including rural industries
and handicrafts, could contribute to the diversification of the economy and could
offer additional productive employment possibilities for the rural manpower
resources.
24. In order to bridge the gap between the rural and the urban zones, it is not sufficient merely to provide new employment opportunities. Efforts should be made, as far as practicable, to ensure that the incomes of rural populations are not lower than those of people in the towns, and that conditions of work and life in the country are not below the level necessary to meet essential needs.

25. The increase of the incomes of rural populations depends to a great extent upon increase of world trade in agricultural products. In this connection the conclusion of international price agreements for raw materials in order to make possible the maintenance of buffer stocks of a number of tropical products could be extremely useful, and such practices should be extended. The ILO should, whenever appropriate, bring its influence to bear in its relations with UNCTAD and other appropriate international organisations, in order to persuade them to orient their action along lines calculated to cause the industrialised countries of the world to give priority to the problem of price stabilisation for tropical products. Such countries might with advantage adapt their trade policies along such lines as to reduce the obstacles to the importation of primary products, and to increase their imports of manufactured and semi-manufactured products from developing countries by reducing or eliminating the tariff and other barriers which limit these imports. Development programmes aimed at bringing about a greater degree of equality between the towns and the countryside can hardly be successful if African countries must always pay high prices for the manufactured products which they import, while receiving but little foreign exchange for the raw materials which they export.

26. In view of the deterioration in the terms of trade between developed and developing countries, it is necessary to encourage the treatment of raw materials in African countries themselves, so permitting the export of products having a greater value. In this way national industries may be encouraged also to satisfy local needs for foodstuffs and raw materials for the home market. Particular attention should also be devoted to the promotion of trade among African countries within the framework of common markets; rational policies of trade promotion and pricing are also likely to encourage increases in agricultural productivity, as well as the incomes of the rural population.

27. An over-all wages policy providing for uniform minimum rates for both rural and urban areas could provide encouragement for young people and senior personnel to remain in country areas, thus enlarging markets and consumption and consequently contributing to over-all economic growth.

28. The improvement of agricultural wages should be accompanied by corresponding improvements in the conditions of work and life generally in rural areas. This would entail bringing hours of work, weekly rest periods and annual holidays in agriculture more closely in line with those applying in industry, subject to the adjustments needed to take account of the special nature of work in agriculture. Certain variations may, however, need to be allowed, in keeping with the special conditions applying in rural areas.

29. Social security systems should be progressively extended in rural areas, and the means sought of applying them to non-wage earners as well as to wage-paid workers.

30. As regards social amenities:

(a) effective systems of medical services and social welfare generally, properly equipped and staffed, should be introduced or extended in rural areas;
Community development programmes can play an important role in extending social services to rural areas;

(b) the development of cultural activities should be vigorously pursued for the benefit of rural communities.
III. Action by the ILO

31. The Committee observed that the ILO should intensify its action in helping countries in Africa to secure, both in the short-term and in the long run, more balanced rural and urban development. This could apply to studies and research into the many problems involved in achieving such balanced development; to the dissemination of information gathered in the course of such research; to promoting the exchange of experience amongst African countries by the organisation of technical meetings, seminars, forums and symposiums with the participation of workers' and employers' organisations; to the adoption of new international standards and the strengthening of those that already exist; and to the undertaking of technical co-operation activities.

32. The Committee considered that, when drawing up new international standards, the ILO should take account of the economic and social conditions of African countries and their needs in relation to integrated economic development.

33. The ILO could, at the request of governments, extend its technical co-operation activities in Africa by assisting the developing countries in the promotion of rural development, in employment creation and vocational training in agriculture and industry, in the development of small-scale industries and rural crafts, in relation to conditions of work and life, and in the field of social security.

34. The ILO should also follow up and extend its participation in interdisciplinary projects, with the collaboration of other United Nations agencies, in order to investigate the conditions needed to ensure the success of development policies.

35. It was generally accepted that the ILO should assist the developing countries to ensure the close association of organisations of employers and workers with the elaboration of strategies calculated to bring about more effectively balanced rural and urban growth. Organisations of rural workers and of farmers should be encouraged and assisted to participate in the planning and execution of measures for development.

36. The Committee, having noted the serious loss of highly trained professional people from African countries who tended to remain in the developed countries after completing their training in those countries, in what is commonly referred to as the "brain drain", considered that something should be done to compensate the developing countries for this contribution to the developed countries. This might take the form of an increased level of economic and technical assistance by the developed countries, in keeping with the aims set out in the strategy for the Second Development Decade.

37. Finally, the Committee recommended that, in fixing the agenda for the next African regional conference, the Governing Body might consider including an item with a title such as "The promotion of balanced rural and urban development".
Appendix 3

LIST OF PERSONS ATTENDING THE SESSION

Delegation of the Governing Body of the International Labour Office

Mr. Umarjadi NJOTOWIJONO, Ambassador, Permanent Representative of the Republic of Indonesia to the United Nations and Other International Organisations in Geneva; Chairman of the Governing Body of the International Labour Office.

Mr. Kazuo F. YOSHIMURA, Director, Japan Federation of Employers' Associations; Employer Deputy Member, Governing Body of the International Labour Office.

Mr. Olaf SUNDE, Legal Adviser, General Confederation of Trade Unions in Norway; Worker Member, Governing Body of the International Labour Office.

Government Members

Algeria

Mr. Abdul Aziz BELAZOUG, chargé de mission; Ministry of Labour and Social Affairs.

Cameroon

Mr. NZO-EEKHAH-NGHAKY, Minister of Labour and Social Welfare.

Mr. MINSO BITTA, Director of Labour, Ministry of Labour and Social Welfare.

Mr. BALLA BENOT, Director, Secretariat of State for Rural Development.

Mr. Emmanuel NTEPP, Chief, External Relations Service, Ministry of Labour and Social Welfare.

Central African Republic

Mr. Joseph POTOLOT, Minister of the Civil Service and of Labour; representative of the Central African Republic, Governing Body of the International Labour Office.

Mr. Paul OTTO, Director of Labour.

Democratic Republic of the Congo

Mr. A. MBUYI MAMPAKA, Director, Cabinet of the Minister of Labour.

People's Republic of the Congo

Mr. Agathon NOTE, Director of Labour.

Ethiopia

Mr. Yemane ARAYA, Director, Labour Relations, Ministry of National Community Development and Social Affairs.

Mr. Getennet ZEWIDIE, Research Assistant, Manpower Section, Ministry of National Community Development and Social Affairs.

Gabon

Mr. A. NGUE MAHONDO, Director, Vocational Training and Employment.

Ghana

The Hon. A.A. da COSTA, M.P., Ministerial Secretary, Ministry of Labour.

Mr. J.D. VANDERPUYE, Chief Labour Officer, Ministry of Labour.
Kenya

Mr. J.M. MUTUGI, Deputy Labour Commissioner, Ministry of Labour.

Mr. J.B.O. OMONDI, Senior Labour Officer, Ministry of Labour.

Libya

Mr. Mohamed MAHJOUB, Director-General of Labour, Ministry of Labour and Social Affairs.

Mr. TAYARI, Assistant Director-General of Labour, Ministry of Labour and Social Affairs.

Niger

Mr. Yacouba ISSA KONE, Director of Labour and Social Security.

Nigeria

Mr. S. DARODA, Deputy Director of Labour, Federal Ministry of Labour.

Mr. UKPABI, Principal Labour Officer, Federal Ministry of Labour.

Somalia

Mr. Mahmoud Salah NOOR, Director, Department of Labour, Ministry of Justice and Labour.

Tanzania

Mr. B. MPANGALA, Deputy Labour Commissioner.

Uganda

Mr. Moses Steven OWOR, Labour Commissioner, Ministry of Labour.

United Arab Republic

Mr. Mohammed ABUELNASR, Deputy Director-General, Department of Foreign Labour Relations, Ministry of Labour.

Upper Volta

Mr. Konate SEYDOU, Regional Labour Inspector.

Employer Members

Mr. Ibrahim Mohamed AHMED (Sudan), Secretary, Employers' Consultative Association.

Mr. Auguste EASEID (Ivory Coast), Vice-President, Chamber of Industry; Deputy Member, Governing Body of the International Labour Office.

Mr. P.T.A. BLAKE (Sierra Leone), Director, Industrial and Public Relations, Aureol Tobacco Company Ltd.

Mr. Henri GEORGET (Niger), Public Works Contractor; member of the Governing Body of the International Labour Office.

Mr. Ibrahim HAIF (Libya), President, Libyan Employers' Federation.

Chief N.A. WENE-AFEJUKU, J.P. (Nigeria), Director, Central Commercial Enterprise, Warri; President of the Chamber of Commerce of Warri.

Mr. M.S.A. MULENDWE (Uganda), Chief of Personnel.

Mr. I. SEYDI (Senegal), Deputy Director, SONADIS, West African Inter-Occupational Union of Enterprises and Industry.

Worker Members

Mr. Youcef BRUKI (Algeria), General Union of Algerian Workers.

Mr. R. DELANNE (Niger).
Mr. Gabriel B. FOGAM (Cameroon), Secretary-General, West Cameroon Trade Union Congress; member of the Governing Body of the International Labour Office.

Mr. Ferdinand KIKONGI (Democratic Republic of the Congo), General Secretary, National Union of Congolese Workers.

Mr. Mohamed Abdoulaye LY (Senegal), Confederal General Secretary, National Confederation of Senegalese Workers.

Mr. Joseph OUEDRAOGO (Upper Volta), President, National Union of Upper Volta (CAEC); President of the National Assembly.

Mr. Lawrence K. SENKEZI (Uganda), General Secretary, National Union of Clerical, Commercial and Technical Employees.

Representatives of Intergovernmental Organisations

United Nations Development Programme

Mr. James J. BERNA, Senior Technical Adviser, UNDP Headquarters, New York.

Mr. CHALLONS.

United Nations Educational, Scientific and Cultural Organisation

Miss C. VAUGRANTE, Lecturer in Educational Planning and Statistics of Education.

Mr. A.N. VERSPOOR, Associate Expert in Educational Planning and Economics of Education.

Food and Agriculture Organisation of the United Nations

Mr. Robert GALLIEN, Senior Agricultural Adviser, FAO representative in Cameroon.

Mr. Frans Louis SCHMIDGALL, Specialist in Rural Institutions, Division of Rural Institutions.

Common African, Malagasy and Mauritian Organisation

Mr. Falilou KANE, Secretary-General.

Mr. François NZIENGUI, Chief, Labour Service.

Organisation of African Unity

Mr. Petit-Pierre MFUNI, Chief, Social Affairs Section.

Observers of Non-Governmental Organisations

International Confederation of Free Trade Unions

Mr. José AGUIRIANO, Economic, Social and Political Department, ICFTU.

Mr. Abdou Salam GAYE, ICFTU Representative in Africa.

International Organisation of Employers

Mr. Raphael LAGASSE, Secretary-General.
Pan-African Workers' Congress

Mr. Jean DIALLO, Administrative Secretary for Vocational Training.

Mr. Gilbert PONGAULT, Secretary-General.

Officers of the Committee

Chairman: Mr. NZO-EKHAH-NGHAKY (Cameroon), Minister of Labour and Social Welfare.

Employer Vice-Chairman: Chief N.A. MENE-APEJUKU (Nigeria).

Worker Vice-Chairman: Mr. G.B. FOGAM (Cameroon).

Officers of the Groups

Employers' group:

Chairman: Mr. Henri GEORGET (Niger).

Vice-Chairman: Mr. I.M. AHMED (Sudan).

Workers' group:

Chairman: Mr. Ferdinand KIKONGI (Democratic Republic of Congo).

Vice-Chairman: Mr. R. DELANNE (Niger).
APPENDIX V

Fifth Item on the Agenda

REPORT OF THE MEETING OF EXPERTS ON
FISCAL POLICIES FOR EMPLOYMENT PROMOTION
(FURTHER CONSIDERATION)

1. At its last session the Governing Body had before it the report of
the Meeting of Experts on Fiscal Policies for Employment Promotion held at
the International Labour Office from 4 to 8 January 1971. It invited the
Director-General to express appreciation to the Chairman of the Meeting, to
the experts who had participated and to the international organisations which
had nominated some of them, while postponing further consideration of the
matter to its present session.

2. The report of the Meeting is accordingly resubmitted to the Governing
Body for consideration.

3. The Meeting was attended by two experts from government circles,
three from employers' circles, three from workers' circles, and by experts
nominated by the United Nations, the International Monetary Fund, the
International Bank for Reconstruction and Development, the Food and Agriculture
Organisation, the United Nations Conference on Trade and Development, and the
United Nations Industrial Development Organisation. The participants are
listed in Appendix I to the report.

4. Sixteen papers were prepared to serve as documentation for the Meeting
(see Appendix II to the report). Copies are at the disposal of the members
of the Governing Body. Eight of them were prepared by experts from other inter-
national organisations.

1 See sixth sitting. See also Minutes of the 183rd Session of the
Governing Body, first and second sittings and Appendix IV.

5. The quality of the documentation provided and the substantial measure of agreement that was found to exist among participants made it possible to prepare a more substantial report than had been expected; but the short duration of the Meeting made it impossible to submit the draft report to the Meeting in written form. The general outline and structure of the report having been agreed, the report was discussed on the basis of an oral presentation by the Chairman. It will be observed that the report is described (paragraph 5) as having been prepared "on the responsibility of the Chairman along lines generally agreed by the Meeting". This procedure was accepted by the Meeting on the understanding that participants would receive copies of the written text of the report at the earliest possible date and would be given an opportunity to append to it, on their individual responsibility, short supplementary observations if they wished to do so.

6. The attention of the Governing Body may be drawn to the following features of the report:

(a) While the experts state in paragraph 6 that they found their task extremely difficult, and explain why. The Director-General is in agreement with the general assessment contained in this paragraph of the usefulness and limitations of the report. He believes, however, that the report provides a framework of agreement on broad principles within which further work can be pursued. This would have been lacking if the ILO had initiated its work in this area by convening a meeting with narrower terms of reference.

(b) The report identifies "a considerable increase in the capital intensity of production" (paragraph 14) as one of the most important reasons for the critical employment situation in developing countries. It records, in paragraph 9, the conviction that "No foreseeable rates of growth of output can possibly absorb these [i.e., the expected] increases in the labour force, let alone reduce the backlog of already existing unemployment and underemployment, unless growth in the future is associated to a larger extent with increasing labour inputs". The greater part of the report is devoted to ways in which fiscal measures may be used to counteract a number of factors, summarised in paragraphs 17 and 18, that tend to favour the employment of capital and to discourage the employment of labour in developing countries. The general purpose underlying the different measures discussed is described in several places but perhaps most clearly in paragraph 72, read in conjunction with paragraph 29. In particular, the report stresses (paragraph 72) that "There is no question of recommending measures that reduce the average net yield of capital, which by checking capital formation would tend to have adverse effects on long-term employment prospects as well as on growth. But capital can be embodied in equipment that is used in conjunction with much or little labour. What are wanted are incentives to tilt the balance of advantage in the direction of embodying more capital in equipment that uses much labour and less in equipment that uses little labour".

(c) Both in the section on agricultural employment (paragraphs 35 ff.) and in that on employment in industry and services (paragraphs 68 ff.), a number of alternative approaches to attaining the broad purpose mentioned in (b) above are listed and briefly discussed. The choice between alternative instruments would have to depend on the conditions of individual countries (paragraphs 63, 79) and the Governing Body may wish to note the suggestion in paragraph 6 that "It is important to pursue the subject further, but preferably in meetings dealing with more limited and homogeneous groups of countries, and perhaps devoted also to a more restricted range of issues. It should be possible in this way to arrive at more specific conclusions having greater operational value".

(d) The report recognises (paragraph 82) that "The impact on employment that could be expected to result from the kinds of changes in fiscal policies suggested above would provide at best only a limited, perhaps severely limited, contribution to the solution of the employment problem". It also recognises, however, (paragraph 21) that "Even if the short-run consequences are limited, the cumulative impact over time of efforts to redress the present distortion can be significant". The group believed (paragraph 83) that an increase in the level of savings could make a potentially more important contribution. If the Meeting gave little attention to this problem, this was in recognition of the fact that the contribution of
fiscal policy to increases in savings and investment, and thus indirectly to employment, is a general problem of development economics that has been extensively discussed in the literature. The topic to which the experts devoted the greater part of their attention and their report has in contrast been much neglected (cf. paragraph 6).

7. The Governing Body is invited:

(a) to take note of the report of the Meeting of Experts on Fiscal Policies for Employment Promotion;

(b) to authorise the Director-General to communicate the report to the governments of member States, and through them to employers' and workers' organisations; and

(c) to invite the Director-General to formulate proposals in due course for pursuing, within the framework of the World Employment Programme and in co-operation as appropriate with other international organisations, the work initiated by the Meeting of Experts.
APPENDIX VI

Sixth Item on the Agenda

EFFECT GIVEN TO THE RECOMMENDATIONS OF THE COMMISSION
OF INQUIRY CONCERNING THE OBSERVANCE BY GREECE OF THE
CONVENTIONS ON FREEDOM OF ASSOCIATION

1. At its 183rd Session (May-June 1971) the Governing Body had before it
two papers in which the Director-General transmitted various communications from
the Greek Government relative to the effect given to the recommendations of the
Commission of Inquiry concerning the observance by Greece of the freedom of
association Conventions. At its afternoon sitting on 28 May 1971 the Governing
Body also heard a statement on the question by the Permanent Delegate of Greece,
as well as statements by the Workers' group, which asked for an adjournment to
permit examination of the new legislation mentioned by the Government. The
Workers' group also asked to be supplied with the text of the legislation and
proposed that a legal analysis should be made of its compatibility with the
freedom of association Conventions. The discussion was accordingly adjourned
until the Governing Body's next session.

2. The Director-General later received from the Permanent Delegate of Greece
the Greek texts of Legislative Decree No. 890 respecting occupational associations
and federations and Legislative Decree No. 891 respecting financial support to
workers' associations and federations, which appeared in the Official Journal of

3. Translations of these texts have been published in the July-August 1971
number of the Legislative Series (Gr.1A and 1B) and are appended.

4. At the 56th (June 1971) Session of the Conference the matter was dis­
cussed by the Conference Committee on the Application of Conventions and Recom­
mendations. The Committee pointed out that it was not in a position to examine
the compatibility of the new legislation with Convention No. 87 and it referred

1 See sixth sitting.
2 See Minutes of the 183rd Session of the Governing Body, Appendix X.
3 Not reproduced here.
4 See ILO: Record of Proceedings, International Labour Conference, 56th
of Conventions, paragraph 50, p. 593, and Appendix I.B, pp. 615-616.
the question to the Committee of Experts for careful and detailed study. It expressed the hope that, as a result of this examination by the Committee of Experts, it would be able to note next year that fundamental changes had been made and that, in addition to action on the legislative aspects of the matter, a new general climate would be allowed to develop in which any sense of constraint in the exercise of freedom of association for trade union purposes and the right to organise would have disappeared.

5. The Committee of Experts on the Application of Conventions and Recommendations will thus be called upon at its next session (March 1972) - as indeed its mandate also requires - to examine the extent to which the new measures adopted in Greece, and particularly the legislation in force, are in conformity with Conventions Nos. 87 and 98 on freedom of association, which Greece has ratified. Moreover, the Commission of Inquiry recommended in paragraph 279 of its report that in the reports which it supplies under Article 22 of the ILO Constitution the Greek Government should indicate regularly the measures taken by it during the period under review to give effect to the Commission's recommendations.
APPENDIX VII

Seventh Item on the Agenda

REPORT OF THE COMMITTEE TO CONSIDER THE
REPRESENTATION SUBMITTED BY THE GENERAL CONFEDERATION
OF ITALIAN AGRICULTURE CONCERNING THE APPLICATION
OF THE EMPLOYMENT SERVICE CONVENTION,
1948 (No. 88), BY ITALY

1. Following the representation made under Article 24 of the ILO
Constitution by the General Confederation of Italian Agriculture concerning
the observance by Italy of the Employment Service Convention, 1948 (No. 88),
the Governing Body at its 180th Session (May-June 1970), in accordance with
the Standing Orders concerning the procedure for the discussion of repre­
sentations, appointed a committee consisting, on the Government side, of
Mr. A. Parodi, who served as Chairman, with Mr. Vitalic Jakasa (Employer)
and Mr. Fogam (Worker) as members. The Governing Body empowered the
committee to perform all the functions entrusted by the above-mentioned
Standing Orders to the Governing Body until such time as it was in a position
to submit to the Governing Body proposals as to the measures, if any, to be
taken on the representation. It was understood that the committee would
report to the Governing Body in due course.

2. The committee's report is appended.2

3. As the Director-General will indicate in his report to the Governing
Body under agenda item 18, under the heading "Progress of International Labour
Legislation", on 9 August 1971 Italy communicated its denunciation of the
Convention in question. The denunciation will take effect on 9 August 1972.

1 See sixth sitting.

2 Not reproduced here. It will be published in the Official Bulletin
(Geneva, ILO).
APPENDIX VIII

Eighth Item on the Agenda

REPORTS OF THE COMMITTEE ON FREEDOM OF ASSOCIATION

[At its sixth sitting the Governing Body dealt with the 126th and 127th Reports of the Committee on Freedom of Association. It decided to examine the 128th Report at its 185th Session. The texts of these reports will be published in the Official Bulletin (Geneva, ILO).]

APPENDIX IX

Ninth Item on the Agenda

REPORTS OF THE FINANCIAL AND ADMINISTRATIVE COMMITTEE

[The first and second reports of the Financial and Administrative Committee, being of a confidential nature, are reproduced separately in accordance with the usual practice.]

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1 See sixth and seventh sittings.
Third Report

FINANCIAL AND GENERAL QUESTIONS

1. The Financial and Administrative Committee of the Governing Body met on 10 November 1971 under the chairmanship of Mr. Umarjadi Njotowijono, Chairman of the Governing Body. Mr. A.M. Morgan was Reporter.

Reports of the United Nations Joint Inspection Unit

2. The Committee had before it, for information and observations, the following reports of the Joint Inspection Unit, together with the Director-General's comments thereon:

(a) Third Report on the Activities of the Joint Inspection Unit - July 1970-June 1971;
(b) Report on UN Activities in Indonesia.

3. The Committee also had before it further information provided by the Director-General in response to a comment made during its discussion at the 181st Session of the Governing Body (November 1970) on the report entitled "Observations on the Work of the International Labour Office in Colombia".

4. In order to ensure that the Director-General's observations, and any points made during the discussion of the reports in the Committee and the Governing Body, should be made available to all members of the Organisation, the Committee decided to deal with them in a public sitting. It is accordingly submitting the present separate, and non-confidential, report on them to the Governing Body.

Report on the Activities of the Joint Inspection Unit - July 1970-June 1971

5. The Third Report on the Activities of the Joint Inspection Unit had been received by the Director-General with a request that it should be placed before the appropriate body at the earliest opportunity. It described the activities of the Joint Inspection Unit for the period 1 July 1970 to 30 June 1971. Two
similar reports, one covering the period 1 July 1968 to 30 June 1969, and the other the period 1 July 1969 to 30 June 1970, had been submitted for consideration by the Financial and Administrative Committee at the 177th and 181st Sessions of the Governing Body respectively.

6. In its report, the Joint Inspection Unit referred to a number of recommendations of the Fifth Committee which had a bearing on its work, indicating that in determining its programme of work account had been taken of these recommendations. The report gave an indication of the work in progress and of the work to be undertaken in the future, and included a recapitulation of all reports and informal notes prepared by the Unit since it had been established. It discussed progress made in the handling of Joint Inspection Unit reports and concluded by recalling the agreement reached between ACC and CPC under which each agency would include in its annual report to ECOSOC a section on the work of the Inspection Unit in relation to that agency, thereby enabling ECOSOC and member States to have a complete picture of the work of the Unit.

7. The Director-General had noted with satisfaction that the Joint Inspection Unit was taking into account the recommendations of the Fifth Committee which had been considered at the 25th Session of the General Assembly of the United Nations. As far as the ILO was concerned, the Director-General felt that the arrangements for the handling of JIU reports worked satisfactorily. He looked forward to even closer consultation and co-operation with the Inspectors. On the question of annual reports to the Economic and Social Council, he wished to point out that the ILO had consistently included in its annual report to ECOSOC a section on the work of the Joint Inspection Unit in so far as it related to the ILO.

Discussion in the Financial and Administrative Committee

8. Mr. Plant said that the Workers had found only one specific recommendation in the report, which was that each agency should include in its annual report to ECOSOC a section on the work of the Joint Inspection Unit in relation to that agency. The Director-General had indicated that this recommendation was already being followed by the ILO.

9. Mr. Neilan, speaking on behalf of the Employer members, said that the report set out a number of valuable suggestions, some of which, although not addressed to the ILO, might usefully be taken into consideration by the Director-General and the Governing Body. For example, it referred to the Unit's recommendations for reducing the number and volume of documents in the United Nations. Some of these might perhaps be applied to the documentation submitted to the Governing Body.

Report on UN Activities in Indonesia

10. This report, which had been prepared by Mr. Robert Macy of the Joint Inspection Unit, offered comments of concern to those organisations of the United Nations family which provided technical assistance to Indonesia. The report was divided into a section containing general observations on matters of concern to the UN system and another containing observations on specific matters of concern to the ILO.

General Observations

11. The Director-General considered that the report provided a good insight into the problems faced by the Indonesian authorities with respect to the programmes of technical assistance of the UN and other agencies. The report was interesting and instructive and merited serious examination, particularly on the issues concerning country programming and inter-agency co-ordination. The Director-General fully supported those recommendations in the report which called for international assistance in strengthening the planning capacity at all levels (central planning, sectoral planning and functional programming within sectors).

12. The Director-General had noted the importance which the Inspector attached to establishing Bappenas (National Development Planning Agency) as the focal point for co-ordinating technical assistance and promoting a closer relationship between UNDP-supported projects and priorities expressed in the Five-Year
Plan. He agreed that any development towards strengthening Bappenas should be encouraged in order to ensure balanced programming among the UN organisations.

13. The strengthening of technical ministries, to which Inspector Macy had referred, was entirely in accordance with ILO policy. In connection with his comment expressing disappointment at the ILO's lack of aggressiveness as regards strengthening the planning function in the Ministry of Manpower, it should be observed that earlier the ILO had offered the Department of Manpower assistance in the field of manpower planning and assessment and related fields, but that at that time the Indonesian authorities had committed themselves to assistance in this field from the Dutch bilateral agency as well as the Ford Foundation. However, as a result of the technical mission to Indonesia, the current revisions of the draft project for instructor and supervisory training provided for a reinforcement of the Ministry of Manpower.

14. Inspector Macy had mentioned a number of proposals for improving medical services in Djakarta, which he thought were at present inadequate and causing concern to the UN personnel. The Director-General welcomed the proposal to upgrade the list of UN physicians in Djakarta and to improve diagnostic facilities. He was of the opinion, however, that the proposal to adopt a unified procedure for medical travel by all members of the UN family should be treated with caution. The provisions for medical travel in the ILO were governed by the rules and regulations of the ILO/ITU Joint Staff Health Insurance Fund and had proved quite satisfactory. Nevertheless, the Director-General did not object to the Inspector's recommendation that UNDP take the initiative to seek adoption of standard unified procedures for medical travel by all members of the UN family, and the ILO would be willing to participate in an examination of the problem through the appropriate inter-agency machinery.

Specific Observations

15. With respect to the Inspector's recommendations regarding the proposed trade instructor and supervisory training project, the Director-General agreed that there was a need for strengthening the capacity of the Ministry of Manpower to plan and programme its activities. The strengthening of this Ministry had been under discussion with the Government for some time and a technical mission composed of staff of the Regional Office in Bangkok had visited Indonesia recently to revise the draft project. The revisions had resulted in the preparation of an outline of a new project which called for strengthening the Ministry of Manpower by providing the necessary expertise. The mission had also recommended that the Directorate for Skill and Vocational Development be raised to the level of a Department of Vocational Training, Productivity and Management. The outline of the new project was now under discussion with the Indonesian authorities and was expected to be included in the 1972-76 Country Programme for Indonesia.

16. The Inspector stated that the instructor and supervisory training project had not been properly co-ordinated with the World Bank Technical Education Investment Project. In an appraisal report received by the Office from the Bank in November 1970 on its technical education project, it had been underlined that the IBRD project proposal would benefit from the ILO project in respect of the training of vocational training instructors. In fact, it was foreseen that the instructor staff (240 workshop instructors) for the five technical training centres being set up by the IBRD training project would be trained in the proposed ILO project. Furthermore, a crash programme for training the first batch of ninety instructors was under preparation and would be executed at the Bandung Centre, which was at present a UNDP-financed ILO project.

17. The Inspector also stated that he did not find any evidence of close co-ordination between the ILO's work and UNESCO's education activities. It should be pointed out that when the request for the instructor and supervisory training project had been received, plans for the UNESCO project had apparently not crystallised or at least the ILO had not been informed of them. However, in the meantime, as pointed out by Inspector Macy in a footnote, the ILO staff in Indonesia had participated in meetings in Djakarta with representatives of UNESCO, the World Bank and government officials from the Education and Manpower Departments, where an understanding had been reached on inter-agency co-ordination. The Director-General was satisfied that the present arrangements provided for sufficiently close co-ordination on the spot.
18. The Inspector's suggestion that the results of the National Assessment of Education Project for the assessment of manpower and education needed to be taken into account in designing the proposed ILO instructor and supervisory training project had been noted. The technical mission which had visited Indonesia had examined this matter and had reported that the results of the National Assessment of Education Project, which were already overdue, had not yet been published. However, the mission members had consulted with the UNESCO Adviser in Educational Planning and the new project would reflect the co-ordinated views of the ILO and UNESCO.

19. With respect to the doubts expressed by the Inspector on the usefulness of specialised TA projects, it should be observed that the UNDP/ILO/TA project 68/70 (Training for Industry) located in Bandung and Pasar Rebo had made a considerable impact in the field of vocational training. It was true that at one stage no workshop training had been possible owing to the complete run-down of the equipment. Great strides had since been made, especially in rehabilitating the Bandung and Pasar Rebo Centres, which were now in full operation. The Bandung Centre had contributed to the training of instructors in the field of management development under the ILO project in West Irian (FUNDWI).

20. The Director-General had noted the Inspector's observations under the heading of "Selection of Experts" where it was suggested that the ILO should follow the experience of UNESCO and UNIDO in the use of subcontracting. The Director-General agreed that the feasibility of subcontracting should be explored. A decision concerning subcontracting would be taken when the final structure of the project became clear.

21. The Director-General had taken note of the comments of the Inspector on the assignment of specific functions to individual expert positions. Decisions on such matters would of course depend on the final project design and the skills and experience of available candidates for the expert posts in question.

22. Turning to the Inspector's recommendation concerning FUNDWI/2, that the ILO should take the necessary steps to strengthen the management of this project and accelerate its construction programme, the Director-General agreed that unfortunately the project had had very severe teething problems. He would not, however, share the Inspector's view that the staff on the project had been under-utilised. During what the Inspector termed the "slack period" much had been achieved and progress had been made towards full project implementation, including the following essential work items:

(a) the project office had been set up and working relations had been established with all institutions concerned;
(b) site plans, detailed sketch plans and the supply of essential building materials had been prepared by project staff;
(c) construction of the Centre's facilities had been initiated and Phase I of the construction work had been completed during the first quarter of 1971; this had included construction of facilities for automechanics, machine shop, woodwork and building trades training;
(d) the Government had made funds available for the second phase of construction work, which included the remaining buildings of the Centre and the hostel;
(e) arrangements had been completed for building the roads on and to the site and for the supply of electricity;
(f) training equipment valued at about US$200,000 had been delivered and checked. Also, three project vehicles had been delivered;
(g) teaching materials, syllabi and lesson plans had been prepared by the experts and counterparts;
(h) counterpart instructors, who had been assigned to the project, had completed special training courses for further upgrading;
(i) supplementary lists of tools and teaching materials had been prepared for the machine shop, automotive, woodwork and electrical trades.
23. The vocational training centre had been officially inaugurated on 15 March 1971. Mr. Edmond F. Janssens, Executive Secretary of FUNDWI, during his visit to ILO headquarters on 26 August 1971, had expressed his complete satisfaction with the project and had emphasised that it was now considered one of the model FUNDWI projects in the region. The Inspector's query as to why the project manager and the staff of the ILO/FUNDWI project had not prepared a really penetrating manpower survey was pertinent. The Director-General would observe that unfortunately no expert in manpower planning had been requested by the Indonesian authorities. However, an ILO/FUNDWI project review mission would visit West Irian and Djakarta in January 1972 to discuss with the Indonesian authorities ways of remediying this weakness.

24. The Director-General was gratified to read the encouraging comments made by the Inspector concerning the ILO handicrafts and small industries project. Steps had been taken to assist the Indonesian handicraft exporters in overcoming their marketing problems by the provision, under UNDP/TA, of three experts, one of whom would be dealing with general marketing aspects while the other two would be advising on changes in production processes and quality standards needed to produce batik and silk products meeting the requirements of export markets. This might eventually lead to the development of a Special Fund/UNCTAD project to which the Inspector referred, although it could also become a joint ILO/UNCTAD project.

Discussion in the Financial and Administrative Committee

25. Mr. Neilan said that the Employers had had some difficulty in dealing with this report, in that its comments on the work of the ILO and other agencies were not always presented separately. Nevertheless, it demonstrated the problems encountered in technical co-operation work. The Employers had noted the criticisms relating to insufficient co-ordination between ILO and government staff and between ILO activities and those of other organisations such as IBRD and UNESCO. They considered that every effort should be made to ensure that projects were co-ordinated as appropriate in order to achieve maximum impact; they regretted that insufficient attention had been paid to the need to strengthen the capacity of the Ministry of Manpower for planning and programming, even in the framework of a project designed with this objective in mind. To remedy such difficulties the ILO should take steps to improve the briefing of the experts which it sent to the field.

26. The Employers had noted with interest the suggestion that greater use should be made of subcontracting. They had also noted that the range of knowledge and skill of certain experts was inadequate. They appreciated the problem of recruiting suitably qualified expert personnel, but felt that part of the difficulty might stem from existing grade structures, which did not encourage staff to upgrade their capacities. They had been struck by the fact that machinery and equipment had lain idle for lack of repairs at the same time that large quantities of machinery and equipment had been on order. They were disappointed to note the delay which had occurred in launching project FUNDWI/2, the Plan of Operation of which had been one of the first to be signed, and the comparative slowness in the construction of the training centre. The Inspector's comment on the failure to use the slack period to prepare a penetrating manpower survey was particularly pertinent. Great care should be exercised when employing project staff.

27. The French Government member considered that the report gave a valuable insight into the actual situation in the field. It was clear that when ILO experts were sent to a country they should be fully briefed on the activities of other organisations in that country; he regretted that co-ordination had been inadequate in certain cases. He would be grateful for further information on "subcontracting", which was referred to in the report.

28. The Director-General said that subcontracting involved the use of the services of outside organisations, including other organisations in the United Nations family, for carrying out all or parts of projects.

29. Mr. Bastid said that there were a number of firms of management consultants which could make available staff specialised in all branches of activity. When one of the organisations of the United Nations system found it difficult to
recruit a specialist for a given project it could call upon such a firm for the
specialist required. The specialist continued to report to his firm, but the
latter became responsible to the organisation for the performance of the work
required and billed the organisation for it. Such an arrangement was referred
to as "subcontracting".

30. Mr. Yoshimura noted that the report referred to the ILO handicraft
industry project in Djakarta. During the last session of the Asian Advisory
Committee in Bandung he had become familiar with this project, which was very
successful. He would have been pleased if the attention of the participants in
the meeting had been drawn to this project as well as to the vocational training
school in Bandung, which they had visited.

Observations on the Work of the International Labour Office in Colombia

31. The Committee recalled that it had considered this report, and the
Director-General's observations on it, at the 181st Session of the Governing Body
(November 1970). During the discussion the spokesman of the Employer members
had pointed out that the In-Plant Training Programme (UNDP/Special Fund project
COL-26) had been a disappointment in that its first two years of operation did
not appear to have been used effectively. He had hoped that information would
be made available to the Governing Body on the results of the evaluation mission
to this project which was to be conducted by the UNDP and the ILO.

32. The Director-General was pleased to report the findings and recommenda­
tions of the joint UNDP/ILO evaluation mission to Colombia which had taken place
in February 1971. The mission had presented a very comprehensive report on the
COL-26 project.

33. As a general observation, the evaluation mission had noted the
enthusiastic support of the Colombian authorities for the objective of this
project, namely the training of 15,000 to 18,000 middle-level technicians for
industry within the next five years. The Colombian authorities had expressed
their satisfaction with the present staff of experts for the project. It had
therefore been decided to extend this project by one year, i.e. until the end of
1972. Moreover, a project of a similar type, but geared to the training of
management personnel, would be submitted for approval to the UNDF Governing
Council at its next session, within the framework of the 1972-76 Country Pro­
gramme for Colombia. As in the case of the In-Plant Training Programme (COL-26),
this project (Asesorfa a las Empresas) would be managed under the auspices of the
National Apprenticeship Service of Colombia (SENA).

34. Coming to the first finding of detail of the evaluation mission, the
Director-General shared the view that a major difficulty of the project had been
the inadequate calibre of the first project manager and the delay in the recurit-
ment of his successor. The mission had recommended that the replacement of the
second project manager (who had had to be transferred to Geneva) should be
accomplished within ninety days. This had been done; a new project manager
had taken up his duties in June 1971.

35. The consultants had noted that an advisory committee on hotels and
tourism fully supported the work of the project's ILO adviser for the hotel and
tourist industry but had suggested the need for additional experts in the field
of financial management of hotels. It was expected that this adviser's contract
would be extended until December 1972. As part of his duties on the COL-26
project, he was to collect all necessary information for a possible large-scale
technical assistance project for the hotel industry. It was anticipated that
this project request would include expert services in hotel financial management.

36. The Director-General had noted the consultants' recommendation that
guidelines governing the respective duties and relationships between experts and
counterparts be drafted to facilitate, in particular, more efficient collabora­
tion. Such guidelines had now been prepared and were in use on the project.

37. The consultants had stated that delay in the implementation of the
over-all project had resulted in only the most limited implementation of the
fellowship programme. They had recommended that the fellowship programme be
re-established and implemented. The Director-General would undertake to have
the fellowship programme implemented in the course of 1972.
38. The consultants had found that the trainee drop-out rate was too high; this had been caused by the requirement that trainees attend night school five nights a week. They had recommended a less rigorous attendance requirement and had pointed to courses of a similar nature elsewhere in which two nights a week were sufficient to complete the course over a four-year period. In this connection, it should be observed that the ILO team, in collaboration with the Colombian Television Services, had prepared specialised television programmes for those trainees who could not attend night school on the required basis. These programmes enabled trainees to follow, at home or at television showing centres, at least a part of the training programme.

39. The consultants, in recommending the continuation of the project, had suggested certain changes in the composition of expert services and fellowships provided and had strongly urged the continuation of several of the experts. This was being done. The contracts of most of the experts recommended for continuation into 1972 were in the process of being extended; changes in the composition of expert services and in the fellowship programme were also being taken into account.

40. Finally, the Director-General had noted with satisfaction the comment of the consultants that during their mission they had been able to ascertain that definite improvements were being achieved in the industrial sector as a result of the COL-26 project.

Discussion in the Financial and Administrative Committee

41. Mr. Neilan said that the Employers had noted with disappointment this example of the difficulties which arose owing to inadequate performance by project managers. The Director-General should ensure himself in recruiting such staff that they were fully competent to perform their mission successfully.
APPENDIX X

Tenth Item on the Agenda

REPORT OF THE ALLOCATIONS COMMITTEE

[No paper was submitted to the Governing Body on this item on its agenda.]
APPENDIX XI

Eleventh 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 Thursday, 11 November 1971, under the chairmanship of Mr. Purpura (Government member, Italy).

Application of Conventions and Recommendations

Form of Report (Article 22 of the Constitution) on the Labour Inspection (Agriculture) Convention, 1969 (No. 129)

2. In accordance with the usual procedure, the Committee considered and approved the draft form to be used as a basis for the annual reports which governments of ratifying States will be required to submit under article 22 of the Constitution on the application of the Labour Inspection (Agriculture) Convention, 1969 (No. 129).

3. The Committee recommends the Governing Body to approve the form for report on the Labour Inspection (Agriculture) Convention, 1969 (No. 129), which will be found in Appendix I to this report.†

† See seventh sitting.

‡ Not reproduced here.
Addition to the Report Forms on Certain Ratified Conventions (Article 22 of the Constitution) of the Text of Supplementary Recommendations

4. At the 181st Session of the Governing Body (November 1970), following a suggestion made in the Committee on the Application of Conventions and Recommendations at the 54th Session of the Conference (June 1970), the Governing Body Committee on Standing Orders and the Application of Conventions and Recommendations had before it a paper concerning the possibility of appending to the forms of reports due on ratified Conventions under article 22 of the Constitution the text of certain supplementary Recommendations. The Committee decided to accept this proposal in principle and, in the light of the views expressed during the discussion, instructed the Office to submit to it more detailed proposals as to the practical methods of application which might be envisaged.

5. At the present session, pursuant to the above-mentioned decision, the Committee had before it proposals on the measures which might be taken in this connection. In these it was stressed that, in order to avoid any misunderstanding as to the purpose of the proposed arrangements, which is solely to assist governments in connection with the measures to be taken to give effect to Conventions which they have ratified, no change should be made in the report forms adopted by the Governing Body, but that a simple explanatory note should be appended to these report forms in those cases in which the supplementary Recommendation was to be annexed. Suggestions regarding the terms of the explanatory note and as regards the list of the Recommendations to be selected were also laid before the Committee.

6. General approval was shown, throughout the discussion, of the principle that Recommendations could in certain cases serve as useful guides in the application of the Conventions which they supplemented, particularly where the Convention laid down a general principle and where the Recommendation suggested the measures by which this principle could be implemented. General emphasis was also laid on the fact that a decision to append the text of certain Recommendations to the relevant report forms could not be taken as implying an obligation for governments to apply the provisions of the Recommendations in question.

7. The terms of the explanatory note to be appended to the report forms were discussed in detail by the Committee. The Employer members stated that the last sentence of the note proposed was too negative and gave the misleading impression that Recommendations were unimportant, whereas on the contrary article 19, paragraph 6, of the Constitution defined their legal nature and the obligations of governments in relation to them. The Worker members indicated, in a proposed amendment, that whilst the explanatory note should emphasise that governments were under no obligation to supply information on the effect given to the Recommendation appended to the report form, such information would facilitate more precise assessment of the application of the Convention and of any problems which might have arisen.

8. The Employer members in general agreed with this view. They also pointed out that the terms used should not be such as to imply that governments need not give proper consideration to Recommendations, even if these instruments could not be assimilated to mandatory texts such as ratified Conventions, and that, for example, the procedure of appending the text of certain Recommendations to report forms in no way prejudiced the provisions of article 19(6) of the Constitution concerning the obligations of Members in respect of Recommendations.

9. A Government member expressed concern lest the new procedure of attaching certain Recommendations to report forms might have consequences on the comments made by the supervisory bodies regarding the application of the Convention concerned. It was pointed out in this regard that the fact that a government did not supply information on the effect given to a Recommendation in a report on a ratified Convention required under article 22 could in no way be considered as an infringement of constitutional and other obligations. It was agreed that no reference should be made to the supervisory bodies in the explanatory note.
10. Another Government member, whilst fully supporting the object of the proposal under consideration, suggested that if the full text of the Recommendations in question were attached to report forms this might blur the distinction between a ratified Convention and a Recommendation. Governments might also find it difficult to ascertain - at least as regards certain of the Recommendations under consideration - which provisions were relevant to particular requirements of the Convention; it would therefore be preferable if the Office introduced appropriate annotations in the report form indicating that a given article of the Convention should be interpreted in the light of a given paragraph in the supplementary Recommendation. After other members had disagreed with certain aspects of this proposal, the Government member in question indicated that he would not press his point.

11. Finally it was pointed out by another Government member that it should be clearly understood that it was for each government to decide whether it deemed it necessary to refer to the terms of a Recommendation with a view to facilitating the application of the Convention.

12. Following this discussion, and after a brief interruption to permit a small working group to establish a text taking account of the various proposals and comments made by members, the Committee decided that the explanatory note to be appended to the report forms on an experimental basis should read as follows:

"Annexed to this form of report will be found the text of a Recommendation whose provisions supplement those of the present Convention. The sole object of appending the text of this Recommendation to the form of report is to contribute to a better understanding of the requirements laid down in the Convention and to facilitate its application.

The Government is under no obligation to supply in its report on the application of the Convention information on the measures which may have been taken to give effect to the Recommendation as such; however, if the Government deems it useful to supply such information in its report, by way of information on practical application, this would make it possible to assess more precisely the extent to which the Convention is applied and the problems which may have arisen in its application."

13. As regards the proposed list of Recommendations which might be attached to report forms, it was pointed out that the criteria followed in making the selection, at this experimental stage, were to include only those among the supplementary Recommendations (numbering approximately fifty) which were most likely to supply real guidance in the application of general principles laid down in the Convention concerned, and to limit the choice to texts adopted within the past twenty-five years which were by definition more up to date. Approval of these criteria having been expressed, the Committee decided that the new procedure should be confined at the initial stage to a limited number of cases and approved a list of fifteen Recommendations which would be appended to the forms of report on the corresponding Conventions. This list is attached to the present report.

14. The Committee recommends the Governing Body to authorise the Director-General, when sending to governments the forms of report relating to certain ratified Conventions (Article 22 of the Constitution), as listed in Appendix II, to append thereto an explanatory note, as set out in paragraph 12, together with the text of the appropriate supplementary Recommendation.

Question of the Possible Abrogation of Certain Obsolete Conventions

15. The Committee had before it two papers, one prepared by the Office and the other submitted by the Canadian Government member of the Governing Body and entitled "Proposal for Revision of the International Labour Code", which had been circulated on the day preceding the Committee's meeting. The paper prepared by the Office recalled that during the discussion of the draft Programme and Budget for 1972-73 by the Financial and Administrative Committee of the Governing Body (February-March 1971) certain Government members had raised the possibility of removing obsolete Conventions from the International Labour Code and that it was envisaged at that time to submit proposals on the matter to the Committee on Standing Orders and the Application of Conventions and Recommendations regarding

1 Not reproduced here.
the criteria and procedure to be followed in determining whether certain instruments of this kind should remain on the ILO statute book. The paper suggested certain criteria to be followed in this respect. The first category mentioned in this connection included four Conventions which have not received sufficient ratifications for their entry into force and which, in addition, have ceased to be open to ratification as a result of the entry into force of a revising Convention. The second category consisted of a further four Conventions which have been revised and which are not likely to become operative although the revising Conventions have not yet entered into force. The third category comprised Conventions which, while adopted twenty-five years ago or longer, have not yet received sufficient ratifications to enter into force. The Office paper also mentioned the case of certain Conventions which, although adopted more than twenty-five years ago, and no longer open to ratification due to the entry into force of a revising Convention, had become operative and remained binding on a varied number of countries. The Office paper referred, in conclusion, to the procedure which might be adopted in order to abrogate instruments considered obsolete, as well as the effects of such abrogation.

16. In the additional proposals for revision of the International Labour Code submitted by the Canadian Government member of the Governing Body, it was suggested that the ILO's standard-setting activity should be seen as a means of achieving agreed programme objectives. To perform this function, ILO Conventions had to reflect the best modern thinking on the subject they covered, and obsolete instruments should be removed. It was also necessary to avoid superfluity of instruments on the same or similar subjects. The present number of Conventions was too great for these instruments to serve as targets for ratification. The Governing Body should, through its Committee on Standards and the Application of Conventions and Recommendations, undertake a review of existing Conventions to decide which should be retained in a modern code, to identify instances where revision of existing Conventions would be desirable, to identify subject areas not now adequately covered by Conventions, and to suggest a process whereby for the future a more systematic continuing review of ILO Conventions could take place so as to keep the code up to date and adapted to modern concepts. Any Convention not selected as part of the "modern" code - even if not formally abrogated - could be left dormant, not included in the chart of ratifications, and would no longer be regarded as a target for ratification. In planning the agenda of future sessions of the Conference, the Governing Body should, as a matter of urgency, bear in mind the need to revise the International Labour Code.

17. At the outset of the discussion, the Worker members expressed the view that the Canadian proposal raised questions of principle which, due to the very recent receipt of the paper containing the proposal, it had not been possible to submit to the Workers' group of the Governing Body as a whole. The Employer members agreed that it would be preferable in the circumstances to postpone any detailed consideration until the next session as it was necessary to analyse the problem as a whole, including the proposals of the Canadian Government.

18. The Committee thereupon heard a preliminary statement by Mr. Mainwaring, Canadian Government member of the Governing Body, in order to explain briefly the spirit and intent of his proposal. He indicated that the late arrival of his paper had been due in part to the fact that it had first been discussed in Canada on a tripartite basis and revised in consequence. His proposal was motivated by the very positive support which international labour Conventions were receiving in Canada, as witnessed by the detailed review which had taken place in order to secure the ratification of additional Conventions whose subject-matter falls partly within provincial jurisdiction. The workers' and employers' organisations in Canada were fully aware of his Government's efforts in this respect. In the course of this review, it had become increasingly apparent that a number of Conventions which had been revised or which were no longer adapted to modern conditions were not appropriate for ratification, either because they failed to reflect current circumstances or because they could not play a useful role in achieving social progress and in improving labour legislation. It seemed impractical to urge consideration of such Conventions with a view to ratification, and it would be most useful to develop a code of Conventions that would serve as an appropriate target for ratification.
19. Mr. Mainwaring recalled that he had originally been in favour of abrogating out-of-date Conventions, but legal and constitutional considerations had convinced him that this was not a satisfactory approach. As an alternative, he therefore suggested that the types of Conventions just mentioned might be placed in a separate category comprising instruments which would remain in force with respect to the ratifying countries, but would no longer be regarded as a target for ratification by other countries. The Canadian proposal envisaged that the Governing Body Committee on Standing Orders and the Application of Conventions and Recommendations should play a major role in undertaking a review of the existing body of Conventions in order to decide which Conventions should be retained as up to date, to identify instances where revision appeared desirable, to identify subject areas not now covered by Conventions and, finally, to suggest for the future a more systematic review of ILO Conventions so as to keep them up to date and adapted to modern concepts.

20. In conclusion, Mr. Mainwaring expressed the hope that the substantial elements of his proposal would be given due consideration by the Committee. They were put forward as a basis for discussion and might be subject to very considerable amendment in the light of the views put forward by governments, employers and workers. This procedure would undoubtedly take time to work out and to implement.

21. The Employer members considered that the rather novel ideas set forth in the Canadian proposal required careful study. As regards the paper prepared by the Office they drew attention to the differing role which a given Convention could play for various countries, depending on their degree of development and their national conditions. They also felt that the terminology used in discussing "obsolete" Conventions required great care, it being preferable to refer to "obsolescence".

22. The representative of the Secretary-General drew attention to the different approaches underlying the two papers before the Committee. The paper prepared by the Office was confined to the question of the abrogation of a limited number of outdated instruments. There was however also a clear need to adapt certain Conventions to satisfy the varying circumstances of a more and more diversified ILO membership and this was being achieved through a programme of revision. Some thirty of the existing 136 Conventions had already been in fact so revised. The Canadian proposal usefully broadened and supplemented the suggestions concerning abrogation of Conventions previously made. This development had already found initial application in the current effort to adopt a comprehensive Convention on young workers, designed to replace a number of instruments on the subject which would not be abrogated. An effort to determine which Conventions were the most up to date might well assist Members of the ILO in choosing which standards deserved priority in the process of ratification. In these circumstances, the whole matter might be put on the Committee's agenda for the next session, perhaps with a view initially to considering the principles involved and the criteria to be followed, on the basis of concrete examples. The selection of the groups of Conventions concerned might have to be considered at a later stage.

23. The USSR Government member agreed that the whole problem required careful consideration at the next session in the light of fuller information regarding the juridical and practical aspects involved. One such question, for instance, related to the conditions for entry into force of Conventions. The discussion of the Canadian proposal which had already taken place would certainly prove useful when the matter was more fully explored.

24. The United States Employer member expressed the opinion that it might be desirable even at this stage to remove formally from the ILO statute book those four Conventions which have not entered into force and which are not open to ratification because of the entry into force of a revising Convention. This was an administrative decision which would facilitate future action.

25. The French Employer member drew attention to the broader aspects of the Canadian proposal which opened up interesting new ground. Because this proposal introduced a global concept of international labour legislation, it should remain on the Committee's agenda for thorough review.

26. In summing up the discussion, the Chairman indicated that the Office's paper to be submitted to the next session would take full account of the opinions and ideas expressed.
Questions relating to the Denunciation of Conventions

27. During the 183rd Session of the Governing Body concern had been voiced by the Workers' group regarding several recent denunciations of Conventions. They expressed the wish that, when denunciations were made for other than purely technical reasons, the governments concerned would supply the Governing Body with an explanation of the situation which had led to the decision, including the observations and comments of the workers' organisations of their country. The Governing Body decided to refer these questions to the present Committee for consideration and report. The Committee noted that the question of denunciations of Conventions had also been discussed by the Conference Committee on the Application of Conventions and Recommendations during the 56th Session of the Conference.

28. The Committee noted that the question to be considered concerned cases of "pure" denunciations, that is, those not accompanied by or following the ratification of a revising Convention. To date, nineteen denunciations of this kind had been registered. While in a number of cases they had been occasioned by inability to attain the standard of protection laid down in the Convention concerned, in several others the government had considered that the provisions in question were no longer adapted to changed conditions resulting from technological and social development.

29. The conditions governing the denunciation of Conventions are defined by a specific article in each Convention. In the earlier Conventions, it was generally provided that denunciation might be effected at any time after the expiration of ten years (in some instances, five years) from the date on which the Convention first came into force. From 1928 onwards it was provided that, if denunciation were not effected within a year from the expiry of the initial period, ratifying States would remain bound for further successive periods fixed at first at five years and then, from 1933 onwards, at ten years, at the expiration of each of which a new opportunity for denunciation would arise.

30. The Committee noted that, apart from the limitations imposed in regard to the time at which a State might denounce ILO Conventions, these instruments left each ratifying State free to take its decision on the matter. Nevertheless, it had become the practice of the Governing Body to inquire into the reasons for denunciations. In a number of instances, governments had themselves taken the initiative, when communicating a denunciation, to explain the reasons for their decision. In other cases - particularly in recent years - the Worker members of the Governing Body had requested the Director-General to obtain similar information from the government concerned. Accordingly, the Director-General had adopted the practice, whenever a denunciation was not accompanied by indications of this kind, to draw the government's attention to the desire expressed by the Worker members to be informed of the reasons underlying any denunciation of a Convention. On the occasion of a recent denunciation, the Government concerned had stated that, except in respect of one matter on which contemplated changes in national practice would involve departure from the terms of the Convention, it would consider itself still bound by this Convention and would, on a voluntary basis, render the reports provided for by article 22 of the Constitution of the ILO.

31. The Worker members suggested that the Governing Body should endorse the general principle that, before taking any decision to denounce a Convention, governments should consult the representative workers' and employers' organisations. In any case in which the Director-General became aware that denunciation of a Convention was contemplated, he should draw the attention of the government concerned to the desirability of undertaking such consultations. The Employer members supported these suggestions, considering that the consultation of employers' and workers' organisations on any proposal to denounce a Convention would be in conformity with the spirit of Article 23(2) of the ILO Constitution (providing for communication of copies of government reports on ratified Conventions to the representative organisations) and of the resolution on the strengthening of tripartism in the activities of the ILO adopted by the Conference this year. They suggested that any decision on the matter taken by the Governing Body should be brought to the attention of the representative employers' and workers' organisations of member States through the ILO services responsible for relations with these organisations.
32. A Government member pointed out that the Director-General might not become aware of a government's intention to denounce a Convention until the actual denunciation was communicated to him, and that it would then be too late to suggest that organisations of workers and employers be consulted. He thought that it might therefore be more effective to revise the final articles of Conventions so as to introduce a consultation requirement into the article relating to denunciation. It was however noted that this would be a somewhat lengthy and complex procedure, and that as a first step it might be preferable to seek the establishment of a practice of consultation in regard to denunciation, particularly as the total number of denunciations remained relatively small.

33. Another Government member considered that a distinction should be made between internal policy decisions which might make it necessary to denounce a Convention (on which prior consultations with employers' and workers' organisations would be appropriate) and the actual decision to denounce, which was a matter concerning the relations of the member State with the ILO and as such should not be the subject of such consultations. His Government would be opposed to any suggestion that denunciation should be subject to the prior agreement of employers' and workers' organisations, which could only have an inhibiting effect on the ratification of Conventions. The Committee noted, in this connection, that consultation of organisations in no way implied that the government's decision would be dependent upon their consent.

34. The Committee decided to recommend the Governing Body:

(a) to endorse the general principle that, in any case in which the denunciation of a ratified international labour Convention may be contemplated, it is desirable for the government concerned, before taking a decision on the matter, fully to consult the representative organisations of employers and workers on the problems encountered and the measures to be taken to resolve them;

(b) to request the Director-General, in any case in which he becomes aware that the denunciation of an international labour Convention is contemplated, to draw the attention of the government concerned to the above-mentioned principle endorsed by the Governing Body;

(c) to request the Director-General, in any case in which a government communicates to him the denunciation of an international labour Convention without an indication of the reasons which have led to its decision, to request the government concerned to provide such indications, for the information of the Governing Body.

Examination of the Desirability of Partial Revision of the Employment Service Convention, 1948 (No. 88)

35. The Committee noted that the Employment Service Convention, 1948 (No. 88) had recently been denounced by two major industrial countries - Italy and the United Kingdom. In a communication explaining the reason for its decision, the Italian Government had reserved its right to propose the revision of the Convention (a) to establish the principle that equality between the representatives of employers and workers on the employment advisory committees constituted a minimum guarantee permitting more favourable conditions for the workers and (b) to provide that the employment service might also be organised with the participation at the different levels of representatives of employers and workers, but with the possibility that the representatives of the latter might be greater in number than those of the employers. The United Kingdom Government had indicated that its decision to denounce the Convention was motivated by certain proposals for changes in national practice which were under consideration, namely the feasibility of introducing a system of charges to employers for services in connection with the filling of professional and executive jobs. The Government expressed the view that these proposals were dictated by circumstances widely different from those in which the Convention was ratified and that they did not violate the spirit of the Convention. It had nevertheless felt bound to take the opportunity which occurred this year to denounce the Convention, which required that the public employment service should be free.
36. In the light of these developments, the Committee was invited to consider whether it would be desirable to submit recommendations to the Governing Body for the initiation of the procedure for partial revision of the Employment Service Convention.

37. The Committee noted that the problem mentioned by the Government of the United Kingdom as having led to its denunciation arose from the requirement in Article 1 of the Convention for maintenance of a free public employment service. The Government had stated that there was no intention to disturb the present system under which workers were offered placement and counselling services free of charge. It indicated that, whereas the employment service had traditionally been used mainly by manual workers and employers seeking such workers, a growing amount of work was concerned with the placing of workers in professional and executive jobs; in this and other fields the demand from employer and worker alike was for more highly specialised services than in the past, the provision of which was necessarily costly and involved problems in deciding the resources to be applied to them in accordance with the demand. To facilitate the development of these facilities in accordance with the demand for them, the Government was considering the feasibility of introducing a system of charges to employers for services in connection with professional and executive vacancies.

38. The Committee noted that provision for the establishment of a system of free public employment services had already been made in the Unemployment Convention, 1919 (No. 2), that in 1948 the competent Conference Committee had unanimously adopted the principle embodied in Convention No. 88 that the employment service to be maintained under the Convention should be a free public service, and that hitherto this requirement seemed to have been generally accepted and observed by States which had ratified the Convention. The United Kingdom was the only country which had raised with the ILO the question whether in certain circumstances departure from the above-mentioned principle might be justified.

39. The Committee noted that the questions raised by the Italian Government related to the provisions of Articles 4 and 5 of the Convention regarding cooperation of representatives of employers and workers in the organisation and operation of the employment service and in the development of employment service policy through advisory committees, and more particularly to the requirement of Article 4, paragraph 3 that the representatives of employers and workers on these committees should be appointed in equal numbers. The Italian Government has stated that, under the Italian Constitution, the objectives of democracy and equality were based upon the participation of the workers in society's economic progress and social and civic development, and that in its view employment services must be organised so as to give substance to these objectives. For this reason, and in the light of the predominant interest which the workers were recognised to have in the matter, under the Italian system the workers were more strongly represented than the other categories (state officials and representatives of employers) on the collective bodies responsible for the labour market. Since the wording of the Convention might leave room for doubt on this point, the Government had decided to denounce the Convention, while reserving the possibility of proposing its revision on the lines indicated in paragraph 35 above.

40. The Committee noted that the unequal representation of employers and workers on the employment service committees in Italy had recently been the subject of a representation under Article 24 of the ILO Constitution, and that the report of the committee appointed to consider this representation had been submitted to the present session of the Governing Body (Appendix VII). That report contained certain indications concerning the principles underlying the equal representation requirement contained in Article 4, paragraph 3 of the Convention. The Committee further noted the emphasis placed on the importance of equality of representation of workers and employers in tripartite bodies in the resolution concerning the strengthening of tripartism in the over-all activities of the ILO, adopted by the Conference in June 1971. Since the wording of the Italian Government might also envisage an enhanced role for the representatives of employers and workers in the organisation and functioning of employment services - involving their "participation" at different levels rather than co-operation in a purely advisory capacity - it appeared that, so long as the employment service remained a public service under the direction of a national authority (as required by the Convention), nothing in the Convention would prevent such a development.

41. The Employer members considered that it would not be appropriate to undertake the partial revision of the Employment Service Convention. In their view, the recent denunciation of the Convention by two States was not a sufficient ground for
disrupting the network of obligations established over the years for the fifty other States which had ratified the Convention. The Worker members agreed with this view. They pointed out that the reasons for denunciation were quite different in the two recent cases, and stated that in one of these cases the central workers' organisation had not agreed with the position adopted by the Government. The Worker members also stated that, in connection with the question raised by the denunciation of the United Kingdom, account should be taken of another Convention, namely, the Convention concerning fee-charging employment agencies. The ILO should give attention to the problems created by the development of temporary work agencies, which were placing increasing numbers of workers and tended to disrupt the organisation of the employment market. An Employer member observed that the Committee was not called upon to discuss the question of temporary work agencies, but wished to reserve his position in regard to the suggestion that they could be regarded as fee-charging employment agencies. The Italian Employer member stated that the employers' organisations in his country had not been informed of nor supported the Government's decision to denounce the Employment Service Convention.

42. In the circumstances, it did not appear appropriate to the Committee to recommend the partial revision of the Employment Service Convention.

R. Purpura,
Chairman.
1. The International Organisations Committee met on 9 November 1971 under the chairmanship of Mr. Pozharsky, Government member, USSR.

2. Before the Committee began the consideration of the items on the agenda, the representative of the Director-General indicated that the resolution concerning the representation of China adopted by the United Nations General Assembly was not before the Committee because it had been put directly before the Governing Body and would be dealt with as the first item of its agenda.

3. The Chairman added that some members of the Committee had requested him to state that their silence in the International Organisations Committee should not be considered as prejudicing in any way their position in respect of the question of the restoration of the rights of the Chinese People's Republic in the ILO or in the United Nations family. Their position was that the decision of the General Assembly had to be immediately implemented by the Organisation.

Co-ordination of the Activities of the United Nations and the Specialised Agencies

4. Under this item of its agenda the Committee had before it a paper covering in particular the 37th Report of the ACC and the review of the sphere of activities and competence of the ACC. Appended to the document was the 37th Report of the ACC, a letter dated 7 May 1971 from the Secretary-General of the United Nations addressed to the Chairman of the Committee for Programme and Co-ordination, and Resolution 1643 (LI) entitled "Review of the Sphere of Activities and Competence of the Administrative Committee on Co-ordination" which was adopted on 30 July 1971 by the Economic and Social Council.

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1 See seventh sitting.

2 GB.184/10/1/4.
5. In regard to the 37th Report of the Administrative Committee on Co-ordination, the Office paper suggested that, in accordance with the usual practice, the International Organisations Committee should recommend the Governing Body to take note of that report. In regard to Economic and Social Council Resolution 1643 (LIX), the paper, which included an account of developments leading to the adoption of that resolution, after recalling that the first and second preambular paragraphs of the resolution clearly and correctly described the position of the specialised agencies vis-à-vis the United Nations, the nature of the ACC and the basis on which its members participated in its work, concluded that Resolution 1643 (LIX) did not seem to modify the basis on which the Director-General participated in the work of the ACC: he would continue to represent the Organisation as a whole, to speak for the governments, the employers and the workers, to whom he was ultimately accountable, and to act in accordance with the responsibilities vested in him by the Constitution and the Governing Body. The International Organisations Committee was invited to recommend the Governing Body to confirm that it was on this basis that the Director-General participated in the work of the Administrative Committee on Co-ordination.

6. The Employer members noted that there was a feeling in some quarters that the ACC was playing too much of a dominant role in carrying out its co-ordinating functions; however, they believed that the ILO had always welcomed the initiative of the ACC in this field. The views of the Secretary-General and his own assessment of the ACC's functions were noted by the Employer members with particular satisfaction. In regard to the report of the ACC before the Committee, the Employer members welcomed the concern of the United Nations system with matters of science and technology, protein nutrition and satellite communications. A World Population Conference was being planned and the ACC had recommended that all organisations concerned should give favourable consideration to the ways by which they could actively support and collaborate in its work and the World Population Year. The Employer members were pleased to find that the ILO was taking a positive interest in the population question; the feasibility of sending a tripartite delegation to the World Population Conference should be given adequate consideration. In regard to the problems of natural disasters, the possibility of creating an international disaster insurance fund was mentioned. Such a fund might provide immediate aid in cases of major natural disasters on compassionate grounds.

7. Some doubt was voiced by the Employer members regarding the frequency with which special observances were planned by the members of the United Nations family; such special commemorative celebrations and observances could lose all meaning if held too often. Reservations were also stated regarding the financing of common premises and the establishment of a United Nations staff college.

8. One Government member expressed doubts regarding the appropriateness of the phrase in the document which affirmed that the Director-General would continue "to represent the Organisation as a whole, to speak for the governments, the employers and the workers, to whom he is ultimately accountable, and to act in accordance with the responsibilities vested in him by the Constitution and by the Governing Body". The governments held individual views which were expressed by their own representatives and it therefore seemed preferable to say that the Director-General should speak for the Organisation as a whole without mentioning the constituent groups. However, if this were understood, there would be no need to change a formula which seemed to have been accepted over a period of years to define the basis on which the Director-General took part in

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1 Ibid., paragraph 10.
2 Ibid., paragraph 14.
the deliberations of the ACC. This member, who had participated in the
discussion on the ACC at the joint ACC/CPC meetings held in July, had been very
interested in the statements made on that occasion by the Director-General, and
felt that it would be helpful for the Governing Body to have fuller information
on the essence of the proposals he might make on such occasions, and on the
attitude he had taken in regard to the main questions before the ACC itself.

9. The Worker members felt that the ILO should continue to preserve its own
special tripartite personality in the ACC; the Director-General should act on
behalf of the Organisation as a whole while at the same time taking into account
the basic tripartite nature of the ILO. They also shared the hope that the
Director-General would inform the Governing Body of his main proposals and
positions in the ACC. Such information would give the Governing Body a greater
insight into the role played by the ILO in the proceedings of the ACC.

10. It was recognised by the Employer members that the Director-General had
an exceedingly difficult task in representing the ILO in a body such as the ACC
since the three groups often had very distinct and special interests. However,
the ACC was a necessary evil since it came to grips with the problems of over­
lapping in the United Nations family. It had to be able to function effectively
in order to ensure rational and healthy co-ordination of the work programme of
the various agencies.

11. In response to a question from the Employer members regarding the
proposed World Population Conference, the representative of the Director-General
observed that since this meeting was envisaged for 1974 there would be adequate
time left for the Governing Body to give further consideration to the possibility
of providing a tripartite delegation from the ILO. Regarding the inquiry from
one Government member concerning the provision of full information on the dis­
cussions held in the joint ACC/CPC meetings, the representative of the Director-
General noted that these meetings were held in private and that no records were
published, but the report of the co-chairmen of the meetings was produced as an
Economic and Social Council document and could always be made available to
interested members of the Committee. He undertook to convey to the Director-
General the wish of the Committee for more information on the position he had
taken in regard to problems raised in the ACC and observed that this might, for
instance, be provided in a more detailed covering note to future reports of the
ACC. The representative of the Director-General stated further that the
Director-General did not speak for individual governments at meetings of the ACC,
but always reflected the position of the Organisation as a whole on the basis of
the decisions and positions taken by them, together with the Employers and
Workers, in the Governing Body and the Conference.

12. The Committee agreed to recommend the Governing Body to take note of
the 37th Report of the Administrative Committee on Co-ordination.

13. In summing up, the Chairman stated his understanding of the outcome of
the discussion to the effect that, in participating in the activities of the ACC,
the Director-General represented the Organisation as a whole at the secretariat
level, since he could obviously not speak for governments, and acted in
accordance with the responsibilities vested in him by the Constitution and by
the Governing Body, and that this was the sense of the Committee's recommendation.

14. The Committee agreed to recommend the Governing Body to confirm that in
participating in the work of the ACC, the Director-General represents the
Organisation as a whole as composed of governments, employers and workers, and
acts in accordance with the responsibilities vested in him by the Constitution
and the Governing Body.
Activities of the Economic and Social Council

15. Under this item of its agenda the Committee had before it two information papers: one dealing with the 50th Session of the Economic and Social Council and another with the 51st Session of the Economic and Social Council. In accordance with the usual practice, these papers did not purport to give an exhaustive or comprehensive account of all that had taken place in the Council, but to highlight the conclusions reached on matters of particular interest to the ILO. The Committee agreed to defer its consideration of the document covering the Council's 51st Session, since it had only just become available.

16. In Resolution 1581 (L) adopted on 21 May 1971 the Council, after taking note of the 1970 Report on the World Social Situation, recommended that the Report should serve as one of the background documents during the Second United Nations Development Decade and decided that it should be updated periodically for purposes of review and appraisal of social progress during the Decade. The Council expressed the view that the 1974 Report "should serve as a major assessment at mid-Decade and provide an opportunity for modifying objectives in view of changing circumstances". The Worker members expressed a special interest in the 1970 Report and the one planned for 1974. This would certainly be of particular interest to the members of all three groups. They hoped that the 1970 Report would receive the widest possible distribution in view of its general importance. The representative of the Director-General affirmed that these reports were of considerable interest to the ILO and that close contact was being maintained with the United Nations Division of Social Affairs with a view to ensuring that the ILO's policies were accounted for in the 1974 Report, which was to be of particular significance in evaluating the progress being made in the social field during the Second Development Decade. Copies of the 1970 Report could be made available to members of the Committee on request.

17. On 19 May 1971 the Council had adopted Resolution 1573 (L) on the question of the outflow of trained personnel from the developing countries, in which it expressed its concern at the material loss suffered by the developing countries as a result of the "brain drain". The Council believed that this state of affairs called for action by both developing and advanced countries. The Council requested in this resolution that the Secretary-General should continue to study the problem of the brain drain with a view to assessing its consequences for the economic development of the developing countries and to prepare, in conjunction with the specialised agencies concerned, a preliminary study of the means and methods of strengthening co-operation among developing countries for the purpose of overcoming the problem of the "brain drain" by greater common utilisation of their experts and trained personnel. The resolution further invited the governments of advanced countries to refrain from taking any special measures to induce students and trainees from the developing countries to settle permanently in their countries. The ILO was urged to assist "in the implementation of appropriate training and employment measures which would help developing countries to combat the outflow". The Council also called on the organisations of the United Nations system to make increasing use of local qualified experts.

18. The Worker members were particularly pleased to note that the ILO had taken a special interest in the problems resulting from the "brain drain". The Employer members echoed this sentiment and stressed the need for a fairly broad-minded approach to this complex question not involving the establishment of overly rigid guidelines, which could become quite dangerous. A Government
member agreed with the Employer members that the problem was a complex one, while pointing out that much could be done if the question were considered by the ILO from the point of view of presenting and protecting the interests of the workers themselves. He continued that it would not be fair for the geniuses and talented persons of countries not able to make full use of their talents to be restricted in their possibilities. On the other hand, those countries already having qualified personnel in fact derived tremendous wealth through the "brain drain". There could be no doubt that the problems surrounding the "brain drain" should be solved in such a way as to take full account of the interests of the developing countries and of humanity as a whole.

19. Regarding the establishment of the proposed World Tourism Organisation, the Committee was informed of the developments which took place during the Council's 50th Session. On the proposal of the Social Committee the Council had adopted without objection a recommendation that "the Secretary-General should, in consultation with concerned specialised agencies and other organisations, submit proposals to the Economic and Social Council, through CPC, at an early date, on measures to improve the planning and co-ordination of activities undertaken by the United Nations system in the field of tourism". The Committee was also informed that the ILO, which maintained cordial relations with the International Union of Official Travel Organisations (IUOTO), would ensure that its interests were safeguarded in the negotiations which the United Nations would undertake with the new World Tourism Organisation.

20. The Worker members indicated their view that the ILO should be very closely and directly involved in the tourism field. Tourism should reach the least favoured along with the most favoured groups of people from all countries. It was important that a concept of social tourism should be evolved so as to expand the possibilities of all workers for travel. Workers were also very much concerned with the expansion of the tourist industry since it afforded major possibilities for employment. The Employer members emphasised the fact that certain countries having a shortage of natural resources or skilled manpower often had major resources suited to the development of tourism. If the tourist industry were effectively promoted by these countries, it would provide scope for improving their employment situation and standards of living. The training of workers for tourism-related employment was of special importance.

21. The representative of the Director-General informed the Committee that the General Assembly of the United Nations had just adopted a resolution concerning negotiations between the UN and IUOTO with the view to finalising the agreement with the new World Tourism Organisation. One of the operative paragraphs of this resolution stated that the new body should have the decisive and central role in the field of world tourism in co-operation with the existing machinery in the UN family. The ILO did have a very special interest in the field, relating to the training of hotel and catering staff for instance, which would be safeguarded.

22. On 6 May 1971 the Council adopted Resolution 1567 (L), in which it endorsed the Secretary-General's proposed objectives and programmes in public administration for the Second United Nations Development Decade as constituting the basis for a co-ordinated international programme and recommended that it should be taken into account by the governing bodies of all organisations in the United Nations system. The Council invited the Secretary-General to undertake preparations for the Third Meeting of Experts in 1975. The Worker members affirmed their interest in the activities of the ILO in public administration and the possibilities for future ILO activities in this field, especially as regards assistance in the development of ministries of labour and employment. It was hoped that the Joint Committee on the Public Service would be kept fully informed of developments in the UN system. The representative of the Director-General took note of the views of the Worker members.

1 Ibid., paragraph 17.
23. On the basis of the report on trade union rights in southern Africa submitted by the Ad Hoc Working Group of Experts established by the Commission on Human Rights the Council adopted on 21 May 1971 Resolution 1599 (L), in which it:

"...2. Strongly condemns the repression and detention of trade union leaders in southern Africa and calls for their immediate and unconditional release;

3. Condemns also the treatment of African producers of primary products in the territories under Portuguese domination;

4. Calls upon Portugal to stop immediately the confiscation of African lands; ..."

Moreover, the Council welcomed "the activities of the International Labour Organisation in this field and requests it to continue its efforts to bring to an end the discrimination against African workers in southern Africa and to submit the results of its endeavours to the Economic and Social Council as soon as possible but not later than at its 54th Session". Several resolutions in addition to the one on trade union rights were adopted by the Council on 21 May 1971.

24. Employer and Worker members were in full agreement in supporting the ILO's efforts in the protection of trade union rights and human rights. The Worker members expressed interest in the procedures which permitted the Ad Hoc Working Group of Experts to receive complaints and testimony from individuals. They proposed that relevant comments made at the International Labour Conference should be transmitted to this Ad Hoc Working Party. The representative of the Director-General indicated that all relevant activities of the ILO relating to apartheid, including Conference action, were regularly brought to the attention of the United Nations.

Second United Nations Development Decade

25. The Committee had before it a paper concerning the contribution of the ILO to the review and appraisal of progress made towards the goals and objectives of the Second Development Decade. The Strategy for the Development Decade states that "Appropriate arrangements are necessary to keep under systematic scrutiny the progress towards achieving the goals and objectives of the Decade - to identify shortfalls in their achievements and the factors which account for them and to recommend positive measures, including new goals and policies as needed", and it provides for review and appraisal of progress towards the goals and objectives of the Decade at four distinct levels - national, regional, global sectoral and over-all - such appraisals to be closely inter-connected and mutually reinforcing.

26. The Committee was informed of the basic plans for evaluation at the national, regional and global sectoral levels and of the role which the ILO could play. The International Development Strategy vested responsibility for over-all appraisal in the General Assembly of the United Nations through the Economic and Social Council. This over-all appraisal would constitute, in the

1 Ibid., paragraphs 27 and 28.
2 GB.184/10/3/3.
3 For the text of the Strategy, see document GB.181/10/3/11.
terms of the Secretary-General of the United Nations, "the culmination and the end result of the appraisal at different levels". In Resolution 2641 (XXV) of 19 November 1970 the General Assembly invited "the Secretary-General, in consulta
tion with the bodies and organisations of the United Nations family and after ascertaining the views of the governments of States Members of the United Nations, to submit to the Economic and Social Council at its 51st Session a report out­lining the details of a system of over-all appraisal with a view to enabling the General Assembly to give consideration to this matter and take a final decision thereon at its 27th Session". The ILO was closely associated with the process of consultation.

27. The Secretary-General, as requested by Resolution 2641 (XXV), submitted a report to the Economic and Social Council on a system of over-all review and appraisal of the objectives and policies of the International Development Strategy. There was little discussion on the substance of the report at the 51st (July 1971) Session of the Economic and Social Council. In its Resolution 1621 (LI) the Council decided, pending the endorsement by the General Assembly of a recommendation to double the membership of ECOSOC, to establish a committee composed of fifty-four members to enable the Council to assist the General Assembly in the over-all review and appraisal exercise.

28. The Worker members indicated that they had always considered making social progress a driving force of economic development to be the objective of the Second Development Decade. Reference was made to the World Employment Programme in the paper before the Committee, but this, in the view of the Worker members, should not be taken to mean that consideration of the full range of social policy issues would be overlooked. The ILO had to give adequate attention to such matters as living and working conditions along with employment problems. The representative of the Director-General assured the Worker members that the full range of social questions was not being forgotten. He noted that one of the major problems of the Second Development Decade was the development of adequate social indicators for the measurement of social progress. The ILO was very much involved in tackling this complex problem along with other members of the United Nations system.

Agricultural Education, Science and Training

29. The report on the Second Session of the Joint FAO/UNESCO/ILO Advisory Committee on Agricultural Education, Science and Training held in Rome from 17 to 22 May 1971 was considered by the Committee under this item of its agenda.

30. Both the Employer and Worker members were pleased to note the programme which had been launched by the three organisations in this important field. The Employer members approved the list of topics for priority treatment by the Joint Committee which were of special concern to the ILO. They underlined the importance of organising agricultural labour in developing countries; social justice in its true meaning had not yet reached this category of workers in the developing world. This sentiment was endorsed by the Worker members, who felt that there should be real trade unions in this sector so that agricultural labour could be provided with protection equal to that enjoyed by industrial workers. There was a possibility that progress could be made through the expansion of the programme of workers' education.

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1 GB.184/IO/3/3, paragraph 5.
2 GB.184/IO/4/5.
3 Ibid., paragraph 3.
31. The Employer members also referred to the fact that few people were opting for agricultural education in developing countries. The problem of vocational bias against agriculture was a real one. The Worker members hoped that vocational training in this field could be stepped up and that basic education could be made more easily available to agricultural labourers.

32. The Employer members further commented on the need for realistic agrarian reform which would not provide for an overly restrictive ceiling on the size of land holdings. Farms should not be made so small that their chance for economic success was diminished. The Employer members also expressed concern regarding the problem of urban drain on rural areas.

33. Under this item the Committee was informed of the ILO long-term programme of follow-up action on the recommendations of the World Conference on Agricultural Education and Training and the Second Session of the Joint Advisory Committee.

34. A paper on the Green Revolution placing special emphasis on related ILO concerns was before the Committee along with the special report prepared by the ACC on the implications of the Green Revolution and Resolution 1645 (II) adopted on 30 July 1971 entitled "The Green Revolution".

35. The Employer and Worker members were unanimous in emphasising the great importance of the Green Revolution for all mankind. It provided the possibility of saving millions of people from the horrors of famine and narrowing the gap between rich and poor. Specifically, the Employer members felt that agrarian reform should be seen separately from the context of the Green Revolution; they did, however, wish to stress that agrarian reform had to be considered differently in each individual country depending on the conditions which prevailed. The Worker members were of the view that the Green Revolution had to be seen in the context of true agrarian reform.

36. The Employer members hoped that the study of vocational training requirements stemming from the Green Revolution scheduled by the ILO for the 1976-77 biennium could be carried out as soon as possible. Delay in carrying out a study such as this one, which was clearly within the ILO's field of competence, was not acceptable. The representative of the Director-General undertook to look into the possibility of advancing the study.

37. The Committee considered a paper covering the preparations for the United Nations Conference on the Human Environment which is to be held in Stockholm from 5 to 16 June 1972. The Conference, which is to be "action-oriented", is expected to yield a body of substantive decisions containing the elements of a basic post-conference work programme. It is expected that action on several items of a substantive nature will be completed, at least through their initial stages, during the course of the Conference.

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1 GB.184/IO/5/2.
2 Ibid., paragraph 13.
3 GB.184/IO/6/6.
38. The Employer and Worker members were agreed as to the importance which must be ascribed to the preservation of the environment and to the forthcoming United Nations Conference which would be dealing with the full range of questions in this field. The Employer members and Worker members both felt that the ILO should be represented there by a tripartite delegation. It was, however, unfortunate that this Conference would be taking place at the same time as the forthcoming International Labour Conference. The Worker members proposed the establishment of a small tripartite group from the Governing Body to review the documents which had been prepared by the ILO for the Conference and to take part in the final preparations for this meeting.

39. The Employer members wondered whether it was necessary for the ILO to have passed its contribution to the consolidated document on the UN system and the human environment through the ACC. The representative of the Director-General explained in this regard that this document represented a factual outline of the work of each UN organisation in the environment field and not a policy statement. It had been felt that a consolidated document covering the whole UN family would be preferable to separate submissions by each organisation. The document pointed out that the resources of the UN system could be adapted as needs dictated to ensure the implementation of the relevant intergovernmental decisions.

40. The Employer members reaffirmed their view that the ILO's competence rested mainly in the field of the working environment and were pleased to note that the ILO's representative to the Third Session of the Preparatory Committee had expressed the hope that reference in one form or another to the working environment would be included at an appropriate place in the Declaration on the Human Environment. The Employer members expressed the hope that the discussions of pollution at Stockholm would be reasoned and non-emotional; industry was not the only source of pollutions in the human environment, as some seemed to argue.

41. The representative of the Director-General recalled that the preparations for the Conference were the responsibility of the Secretary-General of the Conference and the Preparatory Committee. The ILO was maintaining close contact with the Secretary-General so as to ensure the Organisation's fullest possible participation in the preparatory work and the deliberations at the Conference itself. He observed that the two ILO basic papers which had already been submitted to the Conference secretariat were factual in nature and based on long-standing ILO concerns for the improvement of the environment as it affects workers.

42. The decision on the composition of the ILO's tripartite delegation to the Conference would have to be taken by the Governing Body in the course of its next session at the latest. There would be no difficulty in providing for effective participation of the ILO tripartite delegation. The Director-General would be discussing with the Officers of the Governing Body the possibility of establishing a small working party concerned with looking into the ILO's participation in the Conference.

V.S. Pozharsky, Chairman and Reporter.

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1 Ibid., paragraph 15.
2 Ibid., paragraph 6.
Thirteenth Item on the Agenda

REPORT OF THE INDUSTRIAL ACTIVITIES COMMITTEE

1. The Industrial Activities Committee met on 8 November 1971.

2. In the absence of its Chairman, Mr. Knolle (Federal Republic of Germany), who had relinquished his functions as a member of the Governing Body, the Committee requested the two Vice-Chairmen to be good enough to take the chair in turn until the reconstitution of the Governing Body and its committees in June 1972. It was agreed that on the occasion of the Governing Body's present session the Committee should be presided over by Mr. Erdmann (Employer Vice-Chairman).

3. Mr. Faupl, on behalf of the Worker members, formally moved that the Committee should request the Governing Body to convey to Mr. Knolle its appreciation of the services he had rendered as Chairman and to the Government of the Federal Republic of Germany its thanks for making his services available. Mr. Neilan associated the Employer members with the Worker members' motion, referring to Mr. Knolle's ability to combine charm with firmness.

4. The Government member for the Federal Republic of Germany thanked the Committee on behalf of his Government and undertook to convey its appreciation to Mr. Knolle.

I. INDUSTRIAL MEETINGS IN 1972-73

5. At its 181st (November 1970), 182nd (March 1971) and 183rd (May-June 1971) sessions, the Governing Body had included in the programme of industrial meetings for 1972-73 the following:

Full Meetings

Second Tripartite Technical Meeting for the Timber Industry (Forestry);
Advisory Committee on Salaried Employees and Professional Workers (Seventh Session);
Textiles Committee (Ninth Session).

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1 See seventh sitting.
Smaller Meetings

Meeting of Experts on Safety and Health in Shipbuilding and Ship Repairing;
Joint Maritime Commission (21st Session);
Preparatory Meeting for Civil Aviation.

6. The agenda of the Second Tripartite Technical Meeting for the Timber Industry (Forestry) had been determined by the Governing Body at its 177th Session (November 1969), while that of the Seventh Session of the Advisory Committee on Salaried Employees and Professional Workers had been determined at its 183rd Session.

Agenda of the Ninth Session of the Textiles Committee

7. At its 183rd Session the Governing Body, on the recommendation of the Committee, had determined two of the three items on the agenda of the Ninth Session of the Textiles Committee as follows:

2. The role of the textile industry in the expansion of employment in developing countries.

The Committee was now called upon to make a firm recommendation concerning the third item on the agenda.

8. In the Office paper submitted to the Committee, the Director-General proposed that this item should be selected from among the following subjects: (i) social and labour aspects of the application of work study techniques in the textile industry; (ii) safety and health in the textile industry; and (iii) problems of income maintenance arising from structural and technological changes in the textile industry.

9. Mr. Henniker-Heaton, on behalf of the Employer members, proposed that the subject of safety and health in the textile industry should be selected. He pointed out that textile workers were exposed to the risk of two occupational diseases which were specific to the industry and that the dangers inherent in the operation of certain new machines made it essential to apply efficient safety measures. This was a matter which perhaps required particular attention in developing countries. In regard to the other two alternatives proposed in the Office paper, Mr. Henniker-Heaton expressed the view that while the application of work study techniques in the textile industry raised some interesting problems they hardly differed from those encountered in other industries. Problems of income maintenance, especially those which arose during the restructuring of the textile industry, were also common to other industries and were therefore more suitable for discussion at the General Conference of the ILO.

10. Mr. Faupl, on behalf of the Worker members, shared the concern expressed by the Employer members on the question of the safety and health of workers in the textile industry. He agreed that a number of safety problems arose from the introduction of new machinery. However, the ILO had already formulated industrial safety regulations which lent themselves to application in the textile industry. The Worker members therefore attached more importance to a discussion of the problem of income maintenance. The textile industry was highly competitive, and the constant restructuring which took place as a result of fluctuations and changes in the location of the industry created severe human problems for those workers who became unemployed because of these developments.

11. The Indian Government member supported the proposal to select the question of safety and health as the third item on the agenda.

12. The Government member for Uganda, who also supported the inclusion of an item on safety and health, mentioned how much he had been struck by the hazardous nature of work in textile factories and also by the noise and dust.

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1 GB.184/1A/1/4.
13. The Colombian Government member thought that while all the three subjects mentioned in the Office paper were important, priority should be given to safety and health problems. Income maintenance was an over-all problem which, in Colombia's case, was being tackled with the help of international agencies, whereas safety and health questions were closely connected with the development of the textile industry itself. It was true that there were institutions which laid down standards in regard to safety and health, but their application at the level of the undertaking left much to be desired. He stressed, however, that he by no means minimised the problems which arose in connection with redundancy caused by technological developments in the textile industry.

14. Mr. Mercado emphasised that while considerable progress had been made in dealing with safety and health problems by legislation, collective bargaining and the work of specialised institutions, unemployment in the textile industry, which was sometimes caused by excessive use of advanced technology, had raised grave social problems in his country.

15. Mr. Paupl pointed out that the problem of redundancy and income maintenance was in some respects the obverse of the subject selected as the second item on the agenda, namely the role of the textile industry in the expansion of employment in developing countries. The expansion of the industry in developing countries had led to its contraction in developed countries and consequently to redundancy among the textile workers of these countries. The status and dignity of these workers was also affected. The Worker members therefore very much preferred the subject of income maintenance as an item on the agenda. However, if the majority of the Committee favoured the subject of safety and health he would accept this on the understanding that the General Report would go into questions of redundancy and income maintenance in the light of the experience of both developed and developing countries in dealing with these problems.

16. Mr. Neillan agreed that some attention should be paid to the problem of redundancy. However, the total number of persons affected was relatively small as against the total number employed. This problem could be examined either in the General Report or in the report dealing with the second item on the agenda, as an aspect of the role of the textile industry in the expansion of employment in developing countries.

17. The Colombian Government member supported the compromise proposal made by Mr. Paupl. His Government had always supported a policy of full employment, and the extent of unemployment in his country as a whole gave rise to concern. However, redundancy in the textile industry alone was not a serious national problem.

18. The Belgian Government member supported the original proposal of the Worker members to select the problem of income maintenance as a separate item. The threat of unemployment constituted a serious human problem in many industrialised countries. If the subject could not be dealt with as a separate item, it should be discussed in some detail in the General Report.

19. Mr. Tata stressed the need to take into account the role of the unorganised cottage sector of the textile industry in the developing countries. It must be recognised, on the one hand, that the organised sector, which had to apply advanced technology in order to compete in international markets, offered little scope for absorbing manpower. On the other hand, in many developing countries the number of units in the unorganised sector was tending to increase. The development of co-operative units and the increase in the number of self-employed persons in this sector was absorbing quite a number of workers from the organised sector who had been made redundant by the inevitable transition from labour-intensive to capital-intensive methods. The unorganised sector, by its very nature, was not represented at the ILO tripartite meetings, but it was here that opportunities for employment creation must be sought. He hoped that the General Report would deal with the experiences of various countries in this field.

20. Mr. Paupl pointed out that some of the points raised by Mr. Tata would be covered by the second item on the agenda of the Textiles Committee, which dealt with the expansion of employment in developing countries. The question at issue was one of maintaining the income of textile workers rendered redundant
rather than one of guaranteeing employment in the textile industry. The ILO must see what lessons it could draw from the experience gained in the various countries and what protection could be given to the persons affected.

21. Mr. Henniker-Heaton accepted the suggestion that if the subject of safety and health was selected as the third item on the agenda the problem of income maintenance should be examined in the General Report. The number of workers employed in the industry in his country had undergone drastic reduction, although owing to the change from labour-intensive to capital-intensive methods production had not declined to the same extent. An account of the experience of his country in dealing with the problem of redundancy and income maintenance would be made available to the Office for inclusion in the General Report.

22. The USSR Government member stated that although he was not entirely satisfied with Mr. Faupl's compromise suggestion he was prepared to accept the majority view. He would have preferred safety and health problems to be dealt with in the General Report and the problem of income maintenance to be included in the agenda as a separate item.

23. Mr. Faupl, in reiterating the position of the Worker members, pointed out that at its Eighth Session the Textiles Committee itself had suggested both safety and health and the question of income security as subjects for its future agenda but without indicating any priority. While the Worker members would have preferred income maintenance to be selected as a technical item and safety and health to be treated in the General Report, they had put forward their compromise suggestion in the interests of obtaining a unanimous decision on this question.

24. The Committee recommends the Governing Body to select "safety and health in the textile industry" as the third item on the agenda of the Ninth Session of the Textiles Committee, it being understood that the problems of income maintenance arising from structural and technological changes in the textile industry will be dealt with in the General Report.

Programme of Industrial Meetings
in 1972-73

25. Mr. Faupl remarked that while he agreed with the programme of industrial meetings as indicated in the Office paper and the procedure suggested therein with respect to the smaller meetings, there was no mention in it of the meetings of the Inland Transport Committee, the Petroleum Committee and the Advisory Committee on Rural Development, which had been postponed from the 1970-71 biennium; nor was there any indication in respect of meetings already decided upon within the context of the 1972-73 biennium.

26. The USSR Government member emphasised the desirability of providing advance information on the meetings to be held in each year of the 1972-73 biennium so as to enable the countries concerned to plan their preparation for the meetings in question.

27. The representative of the Director-General pointed out that proposals relating to the programme of meetings to be held in 1972 were before the Governing Body at its present session. Provision was made in these proposals for holding the Ninth Session of the Inland Transport Committee from 24 April to 5 May 1972. It was expected that a proposal to hold the 21st Session of the Joint Maritime Commission towards the end of 1972 would be submitted to the Governing Body at its next session. The Director-General had indicated in the same document that in the present circumstances he was not in a position to make proposals concerning either the other meetings postponed from the 1970-71 biennium, namely the Advisory Committee on Rural Development and the Eighth Session of the Petroleum Committee, or the other industrial meetings for which provision was made in the budget for 1972-73.

1 See Appendix XII, first paper.
28. The USSR Government member stated that, while he appreciated the difficulty of giving precise information in the present special circumstances, he hoped that when these circumstances ceased to exist it would be possible to determine in advance the meetings to be held in the first and second years of each budgetary period so that long-range preparations could be made in the various countries.

II. COMPOSITION OF THE SECOND TRIPARTITE TECHNICAL MEETING FOR THE TIMBER INDUSTRY (FORESTRY)

29. At its 181st Session (November 1970) the Governing Body decided to include the Second Tripartite Technical Meeting for the Timber Industry (Forestry) in the programme of industrial meetings for 1972-73. The agenda had been decided by the Governing Body at its 177th Session (November 1969). The Committee was called upon to make recommendations concerning the countries to be invited to be represented at the Meeting.

30. In the Office paper on this item the Director-General pointed out that the credit of $121,850 provided for in Programme 41.1 of the 1972-73 Programme and Budget was intended to allow for the participation of twenty-four member States, it being understood that the cost of participation of two Employers' delegates and two Workers' delegates from each of those States and the cost of a tripartite Governing Body delegation would be met by the Organisation. After listing the twenty-four countries that had been invited to the first Tripartite Technical Meeting for the Timber Industry (Geneva, December 1958), the Director-General explained that the suggestions made with regard to the composition of the Second Tripartite Technical Meeting were based on statistics covering forestry resources, timber production and exports of roundwood and semi-processed wood. Account had also been taken of geographical distribution, appropriate representation of both advanced and developing countries and the experience of certain countries in such specialised fields as, for example, reafforestation or the employment of foreign workers.

31. In the light of the above-mentioned criteria the Director-General suggested that the Second Tripartite Technical Meeting be composed of representatives of the following twenty-four countries:

- Brazil
- Canada
- Chile
- Colombia
- Czechoslovakia
- Finland
- France
- Gabon
- Federal Republic of Germany
- Ghana
- Indonesia
- Ivory Coast
- Japan
- Malaysia
- Mexico
- New Zealand
- Nigeria
- Sweden
- Tanzania
- Thailand
- Turkey
- USSR
- United Kingdom
- United States
- Ghana
- USSR
- United States
- India

32. Mr. Neilan, on behalf of the Employer members, commented that the statistics on which, amongst other factors, the Director-General had based his suggestions with regard to the composition of the Second Tripartite Technical Meeting were in many cases out of date, some of them relating to 1951. The list of countries which the Director-General had proposed appeared to have been based more on considerations of geographical distribution than on the real importance of the forestry industry in the individual countries concerned.

33. Mr. Faupl, on behalf of the Worker members, endorsed the view which had been expressed on behalf of the Employer members with regard to the statistics which the Director-General had taken into account when formulating his proposals. As regards the countries which the Director-General suggested should be invited to the Meeting, Thailand should be replaced by India - subject, of course, to India's agreement.
34. The Government member for India and Mr. Tata expressed the view that India would no doubt participate in the meeting if it were included in the list of countries invited. The Government member for India felt it was relevant to note that the membership of the first Tripartite Technical Meeting for the Timber Industry had included five countries from Asia, whereas the list which was now proposed by the Director-General included only four countries from that continent.

35. The representative of the Director-General, referring to the comments which had been made with regard to the statistics which had been taken into account in the formulation of the Office's proposals, reported that the figures had come from the Food and Agriculture Organisation and were the most recent available. The various criteria which had been taken into account in the drawing up of the list of countries were those referred to in paragraph 30 above. In reply to a question raised by the Chairman, he stated that it might be possible that the available credit would enable India to be added to the list of countries which had been proposed by the Director-General. However, no definite answer could be given before the situation had been thoroughly ascertained.

36. Mr. Faupl explained that the reason for which the Worker members had proposed that Thailand should be replaced by India was that the latter country would be able to send a truly tripartite delegation to the Meeting, whereas the same could not be said of Thailand, in which there was no trade union movement.

37. The Government member for the United States referred to the credit of $121,850 which was intended to allow for the participation of twenty-four member States. Could an additional country really be invited within that credit, or would further funds be needed for the purpose?

38. The representative of the Director-General stated his belief that a further country could be invited without recourse to further funds. He would, however, have to verify this assumption, as he had indicated in his earlier reply, and he was not yet in a position to confirm it.

39. The Government member for the USSR supported the view which had been expressed on behalf of the Worker members with regard to Thailand, and was opposed to any increase in the total number of countries to be invited to the Meeting.

40. Mr. Neilan, on the other hand, said that the Employer members would favour the addition of India to the number of countries to be invited, thus avoiding the deletion of any country from the proposed list. There were countries other than Thailand in the list, which might not be able to send truly tripartite delegations.

41. Mr. G.Y.L. Lee pointed out that more than half the total area of Thailand was covered by forest, and that the relative importance of the timber industry within an individual country was a relevant factor.

42. By 136 votes in favour, 126 against, with 30 abstentions, the Committee decided to replace Thailand by India in the list of countries to be invited to the Second Tripartite Technical Meeting for the Timber Industry.

43. The Committee recommends the Governing Body to decide that the following 24 member States shall be invited to be represented at the Second Tripartite Technical Meeting for the Timber Industry (Forestry): Brazil, Canada, Chile, Colombia, Czechoslovakia, Finland, France, Gabon, Federal Republic of Germany, Ghana, India, Indonesia, Ivory Coast, Japan, Malaysia, Mexico, New Zealand, Nigeria, Sweden, Tanzania, Turkey, USSR, United Kingdom and United States.

III. EIGHTH SESSION OF THE BUILDING, CIVIL ENGINEERING AND PUBLIC WORKS COMMITTEE: EFFECT TO BE GIVEN TO THE CONCLUSIONS AND RESOLUTIONS OF THE COMMITTEE

44. The Committee had before it the Note on the Proceedings of the Eighth Session of the Building, Civil Engineering and Public Works Committee, which was held in Geneva from 19 to 30 July 1971.
45. The session had been opened under the chairmanship of Mr. Pozharsky (USSR) who, however, had been able to be present on the opening day only, the functions of chairman for the remainder of the session having been discharged alternately by the two Vice-Chairmen, namely Mr. S.D. Chutter (Employer delegate, Canada), and Mr. E. Canonica (Worker delegate, Switzerland). The Committee decided to request the Office to record this fact in the Note on the Proceedings. Mr. Neilan, on behalf of the Employer members, and Mr. Faupl, on behalf of the Worker members of the Industrial Activities Committee, joined in paying tribute to the manner in which the two Vice-Chairmen had acquitted themselves of the important functions with which they had thus been entrusted.

46. Mr. Oechslin commented that the session had been a very good one, but that it would have been even better if all the preparatory documentation could — notwithstanding the current difficulties of the Office, with which they were all familiar — have been issued sufficiently in advance so as to conform to paragraph 16 of the document on the purposes and functions of industrial and analogous committees. It was to be hoped that when the present difficulties of the Office had been overcome there would be an improvement on this score.

47. Mr. Yoshimura urged that continued efforts should be made to stimulate interest in the special sittings on technical co-operation which had now become a regular feature of Industrial Committee sessions.

48. The Building, Civil Engineering and Public Works Committee had adopted the following reports, conclusions and resolutions:

(1) report of the Subcommittee on Social Aspects of Prefabrication in the Construction Industry, and Conclusions (No. 76) on the same subject;

(2) Resolution (No. 77) concerning Occupational Safety and Health in the Field of Industrialised Construction;

(3) report of the Subcommittee on Social Problems in the Construction Industry Arising out of the Industrialisation of Developing Countries, and Conclusions (No. 78) on the same subject;

(4) report of the Working Party on the Effect Given to the Conclusions and Resolutions Adopted by the Committee at its Previous Sessions;

(5) Resolution (No. 79) concerning Paid Educational Leave for the Improvement of the General Education, Occupational Skill and Retraining of Persons Employed in the Construction Industry;

(6) Resolution (No. 80) concerning Measures for Protecting Workers against Possible Detrimental Effects of Mechanical Handling and New Technologies in the Construction Industry; and

(7) Resolution (No. 81) concerning the Future Work of the International Labour Organisation in the Field of Building, Civil Engineering and Public Works.

49. The Committee had before it the Director-General’s proposals concerning the effect to be given to the conclusions and resolutions adopted at the session. It was suggested that the Industrial Activities Committee should recommend the Governing Body to authorise the Director-General to draw the “special attention” of governments to:

(a) the Report and Conclusions (No. 76) concerning Social Aspects of Prefabrication in the Construction Industry;

(b) the Report and Conclusions (No. 78) concerning Social Problems in the Construction Industry arising out of the Industrialisation of Developing Countries; and
50. Mr. Weissenberg wondered why these texts should be the only ones to merit special attention. Surely all the texts adopted by the Building, Civil Engineering and Public Works Committee were of equal importance, yet the Office apparently considered not a single one of the General Resolutions worthy of such attention. This was particularly regrettable as regards Resolution No. 79 concerning Paid Educational Leave for the Improvement of the General Education, Occupational Skill and Retraining of Persons Employed in the Construction Industry - a topic which was as important as any which had been raised at the session.

51. The Chairman explained that all of the texts which had been adopted at the session would be forwarded to governments. The reason why the Office had proposed that the "special attention" of governments should be drawn to Conclusions No. 76 and Conclusions No. 78 was that these texts were the result of the consideration of the two technical items on the agenda and therefore reflected the main work of the session. Moreover, they were primarily intended to provide guidance for action to be taken within individual countries, whereas the General Resolutions dealt exclusively with matters in respect of which the Committee had called for action by the ILO.

52. Mr. Faupl, on behalf of the Worker members, stated that if any industry merited special attention the construction industry did, if for no other reason than that it was called upon to provide shelter for mankind. While the explanation which the Chairman had given in response to the query which had been raised by Mr. Weissenberg was entirely correct, the fact remained that Resolution No. 79 had been adopted by 125 votes in favour with none against and only one abstention, and its subject - paid educational leave - certainly merited emphasis: in no industry was paid educational leave as important as in the construction industry, which was now on the verge of a major technological breakthrough in the field of prefabrication. Collective agreements in the construction industry in some countries already provided for workers to have paid educational leave at regular intervals (in some cases every two years, and in other cases every year) so as to attend university courses, to visit factories or in other ways to improve their knowledge. Resolution No. 79 was accordingly of great importance.

53. The Committee recommends the Governing Body to authorise the Director-General to communicate to governments the reports, conclusions and resolutions adopted by the Building, Civil Engineering and Public Works Committee at its Eighth Session, drawing their special attention to:

(a) the Report and Conclusions (No. 76) concerning Social Aspects of Prefabrication in the Construction Industry;

(b) the Report and Conclusions (No. 78) concerning Social Problems in the Construction Industry arising out of the Industrialisation of Developing Countries; and

(c) the Conclusions set forth in paragraph 27 of the report of the Working Party on the Effect Given to the Conclusions and Resolutions Adopted by the Committee at its Previous Sessions.

informing the governments that the Governing Body has taken note of these documents and requesting that the documents be communicated to the employers' and workers' organisations concerned.

54. In adopting the report of its Working Party on the Effect Given to the Conclusions and Resolutions of its Previous Sessions, the Building, Civil Engineering and Public Works Committee endorsed the view, expressed in paragraph 26 of the report, that it would be desirable if in future the documents prepared by the Office could be translated into Spanish, German and Russian, as had already been requested by the Committee.
55. The Government member for the USSR endorsed the views which had been expressed by the Building, Civil Engineering and Public Works Committee as far as Russian was concerned.

56. Mr. Faupl said that the Worker members supported the views of the Building, Civil Engineering and Public Works Committee not only as regards Russian but also as regards Spanish and German.

57. Mr. Oechslin felt that Spanish should be considered separately from Russian or German; unlike the latter two languages, it was already a working language of the Office, and was spoken in a very large number of countries.

58. The Government member for the Federal Republic of Germany endorsed the wishes which had been expressed by the Building, Civil Engineering and Public Works Committee with regard to the wider use of German.

59. The Committee recommends the Governing Body to bear in mind, when giving further consideration to the question of languages for meetings of the Industrial Committee type, the views expressed in paragraph 26 of the report of the Working Party on the Effect Given to the Conclusions and Resolutions Adopted by the Committee at Its Previous Sessions.

60. In point (2) of the Conclusions set forth in paragraph 27 of the Working Party's report, the Building, Civil Engineering and Public Works Committee deplored the fact that a number of countries that are members of the Committee had not forwarded any information for the session and that some of the replies which had been sent had not been of sufficiently high quality. The Building, Civil Engineering and Public Works Committee requested the Governing Body to appeal to the governments in question to provide full information in the future.

61. The comments of the Office on this point recalled that the request for information which, in accordance with paragraph 24 of the Document on the Purposes and Functions of Industrial and Analogous Committees, the Office sends out prior to each session of an Industrial Committee, is addressed not only to the governments of countries which are members of the Committee but to the governments of all ILO member States; in view of the importance which the Governing Body attaches to the evaluation - as an integral element in the carrying out of the Programme of Industrial Activities - of the impact of the work of the Committees in individual countries, it appeared desirable that all governments should provide the information requested.

62. Mr. Neilan, on behalf of the Employer members, regretted that there had not been a greater response from governments to the request which had been addressed to them by the Office for information for the Eighth Session of the Building, Civil Engineering and Public Works Committee.

63. Mr. Faupl, on behalf of the Worker members, deplored the fact that nearly one-third of the governments of the countries which were members of the Building, Civil Engineering and Public Works Committee had failed to report upon such action as had been taken in their respective countries to implement the guidance which had been formulated by the Committee. This fact should be remembered when the next general review of the membership of the Industrial Committees would be undertaken: it was grossly unfair of governments to apply for membership of a particular Industrial Committee and, having been given a seat, to remain so passive with regard to the work of the Committee.

64. The Committee recommends the Governing Body:

(a) to note with concern that a number of countries had not forwarded, for the Eighth Session of the Building, Civil Engineering and Public Works Committee, any of the information called for by paragraph 24 of the Document on the Purposes and Functions of Industrial and Analogous Committees, and that some of the information which was sent was not of sufficient quality; and

(b) to appeal to the governments in question to provide full information in the future.
65. In point (5) of the Conclusions set forth in paragraph 27 of the Working Party's above-mentioned report, the Building, Civil Engineering and Public Works Committee requested the Governing Body to recommend that governments should make provision for continuing procedures at the national level, in accordance with the working methods and practices of the ILO, for the examination, together with the employers' and workers' organisations concerned, of the effect given to the conclusions and resolutions adopted by the Committee.

66. The Committee recommends the Governing Body to request those governments which have not yet taken such action to make provision for continuing procedures at the national level, in accordance with the working methods and practices of the ILO, for the examination, together with the employers' and workers' organisations concerned, of the effect given to the conclusions and resolutions adopted by the Building, Civil Engineering and Public Works Committee.

Requests for Research, Studies, Convening of Meetings and other Action by the ILO

67. In its Resolution (No. 79) concerning Paid Educational Leave for the Improvement of the General Education, Occupational Skill and Retraining of Persons Employed in the Construction Industry, which was adopted by 125 votes in favour and none against with one abstention, the Committee invited the Governing Body to bring the contents of the Resolution to the notice of the Meeting of Experts on Paid Educational Leave and of the 58th Session of the International Labour Conference, and to draw the attention of these bodies to the need for their findings to be applicable to persons employed in the construction industry.

68. The Committee recommends the Governing Body to authorise the Director-General to bring the contents of Resolution No. 79 to the notice of the Meeting of Experts on Paid Educational Leave and of the Conference at its 58th (1972) Session.

69. In Resolution No. 80 concerning Measures for Protecting Workers against Possible Detrimental Effects of Mechanical Handling and New Technologies in the Construction Industry - which was adopted by 136 votes in favour and none against with one abstention - the Committee invited the Governing Body to bring the contents of the resolution to the notice of the 57th Session of the International Labour Conference (the agenda of which includes an item on the labour and social implications of automation and other technological developments).

70. The Committee recommends the Governing Body to authorise the Director-General to bring the contents of Resolution No. 80 to the notice of the Conference at its 57th (1972) Session.

71. Resolution No. 77 concerning Occupational Safety and Health in the Field of Industrialised Construction, which was adopted unanimously, invites the Governing Body to instruct the Director-General to envisage the possibility of supplementing the Code of Practice on Safety and Health in Building and Civil Engineering and the Guide on Safety and Health in the Construction Industry with sections dealing specially with the problems arising in connection with the production, assembly and erection of prefabricated elements in industrialised construction, with a view to improving the conditions of manufacture and erection.

72. In paragraph 44 of Conclusions No. 78 concerning Social Problems in the Construction Industry arising out of the Industrialisation of Developing Countries, the Governing Body is invited:

(i) to consider arranging for regional and sub-regional action by the Office, within the ILO Programme of Industrial Activities, to assist the construction industry in tackling the practical problems referred to in Conclusions No. 78; and

(ii) to arrange for the carrying out by the Office, with the concurrence of the countries concerned, of on-the-spot studies of social problems in the construction industry in individual countries, so as to enable guidance, based on practical realities, to be formulated for dealing with the problems of the industry in the countries concerned.
73. In unanimously adopting the report of its Working Party on the Effect Given to the Conclusions and Resolutions Adopted by the Committee at its Previous Sessions, the Building, Civil Engineering and Public Works Committee endorsed the request made in paragraph 25 of the report that the Office should prepare for the Committee's Ninth Session combined texts of the conclusions and resolutions adopted at the first eight sessions.

74. On the recommendation of the Working Party on the Effect Given to the Conclusions and Resolutions Adopted at Previous Sessions, the Committee unanimously adopted a Classification of the Conclusions and Resolutions emanating from the Committee's first seven sessions and listed in Section II, Group B, those conclusions and resolutions which should continue to receive the attention of the Office.

75. In its above-mentioned Resolution (No. 80) concerning Measures for Protecting Workers against Possible Detrimental Effects of Mechanical Handling and New Technologies in the Construction Industry, the Building, Civil Engineering and Public Works Committee invited the Governing Body to request the Director-General to collect information concerning the employment and income security and the safety and health of workers in the conditions created by mechanical handling and the introduction of new methods in the construction industry.

76. In subparagraphs (iii') and (v) of Resolution No. 81 concerning the Future Work of the International Labour Organisation in the Field of Building, Civil Engineering and Public Works, which was adopted by 121 votes in favour with none against and 12 abstentions, the Committee invited the Governing Body:

(dii) to request the Director-General to carry out research activities and investigations in respect of the following subjects:

(a) the promotion of all-the-year-round building in countries where climatic conditions so require;
(b) aid to developing countries in the expansion of their construction industries for the benefit of economic growth;
(c) remuneration systems in the construction industry;
(d) the use of labour-intensive techniques for employment creation in the construction industry in developing countries;
(e) methods and measures for the promotion of low-cost housing in developing countries;
(f) the provision of transport for workers to and from their place of work, where adequate public transport is not available; and
(g) special problems of works councils and other forms of collaboration in the construction industry;

and

(v) to intensify technical co-operation activities in the construction industry, which should fully reflect the tripartite character of the ILO, and to see to it that these activities are geared towards the realisation of ILO standards.

77. The Government member for the USSR stated that the twelve abstentions recorded on the occasion of the adoption of Resolution No. 81 included those of the Government delegates of the USSR; his Government had reservations regarding the use of the word "collaboration" in the context of the topic indicated at (g) in the preceding paragraph.

78. Mr. Faupl expressed the view of the Worker members that, while terms such as "collaboration" or "co-operation" might be interpreted differently from country to country, research should in any case be undertaken by the Office into the special problems of works councils and of other forms of collaboration in the construction industry. Mr. Louet added that the Worker members' interpretation of the concept of collaboration was not restrictive, nor did it reflect on the independence of the trade union movement.
79. The Industrial Activities Committee was invited by the Office to express its views on the priorities to be given for implementing the various above-mentioned requests of the Building, Civil Engineering and Public Works Committee for action by the Office.

80. Mr. Paupl stated that this presented the Industrial Activities Committee with a dilemma: it was scarcely possible to decide in advance that any particular one of the topics listed should be given priority at a given time. The difficulties inherent in any attempt to establish an order of priority were accentuated by the fact that the Building, Civil Engineering and Public Works Committee met so rarely. In the light of these considerations the most sensible course would appear to be for the Office to maintain its close links with the construction industry and, from time to time, to convey its views to the Industrial Activities Committee as to what action might appropriately be taken on specific topics. The Industrial Activities Committee might then attempt to assess the Office's recommendations. This view was supported by Mr. Louet.

81. The Government member for the United States, while recognising the difficulty of establishing priorities, felt that it was nonetheless the task of the Industrial Activities Committee and of the Governing Body to attempt to provide guidance with regard to the Office's programme of work. With a view to contributing to the World Employment Programme, two of the topics which, in subparagraph (iii) of Resolution No. 81, had been proposed for Office action seemed to deserve priority, namely

(d) the use of labour-intensive techniques for employment creation in the construction industry in developing countries; and

(e) methods and measures for the promotion of low-cost housing in developing countries.

The first of these two topics warranted research, particularly in view of the wide variety of techniques, ranging from labour-intensive to capital-intensive, which could be used for the carrying out of many building and civil engineering operations. It was to be regretted that a number of organisations within the United Nations family seemed to be unaware, in their technical co-operation activities, of this range of options and of the valuable possibilities which were often inherent in the use of labour-intensive techniques. As regards the second of the two above-mentioned topics, the provision of low-cost housing could result not only in more shelter, but - as in many cases it lent itself to the use of labour-intensive techniques - in more job opportunities as well.

82. The Government member for the United States further urged the implementation, as a matter of priority, of the proposal which the Building, Civil Engineering and Public Works Committee had put forward in paragraph 44 of its Conclusions No. 78 and which calls for:

"the carrying out by the Office, with the concurrence of the countries concerned, of on-the-spot studies of social problems in the construction industry in individual countries, so as to enable guidance, based on practical realities, to be formulated for dealing with the problems of the industry in the countries concerned".

Such on-the-spot studies were clearly needed, as many problems could not be effectively tackled other than by action within individual countries. A question arose, however, as to precisely what part could best be taken by the Office in the carrying out of such studies. The Office itself could no doubt carry out the studies with efficiency. Alternatively, the Office could help the countries themselves to carry out such studies. As to the latter possibility, it was relevant to note that in paragraph 13 of Conclusions No. 78, the Building, Civil Engineering and Public Works Committee had urged that in each country a realistic assessment should be made of the future manpower needs for different categories of construction workers. Paragraph 14 of the same Conclusions recommended that such an assessment should be effected by means such as national manpower surveys carried out in co-operation with the national employment service and with the employers' and workers' organisations in the construction industry. The carrying out of on-the-spot studies along such lines would have the advantage of conferring upon them a tripartite character, thereby helping to ensure a substantial degree of commitment on the part of the Government, the employers and the workers to the implementation of the recommendations which would result from the study.
83. Mr. Henniker-Heaton gave it as his personal view that the Industrial Activities Committee should not be asked to express views on the priorities to be given to various requests emanating from an Industrial Committee; the members of the Industrial Activities Committee were simply not personally qualified to formulate such views. It would have been preferable if the Building, Civil Engineering and Public Works Committee had itself stated its order of preference, in which case the Industrial Activities Committee might have felt able to make firm recommendations to the Governing Body in the light of any observations which might have been made by the Office.

84. The Government member for the USSR concurred with the views which had been expressed by Mr. Faupl on behalf of the Worker members and by Mr. Henniker-Heaton with regard to the establishment of an order of priority: the members of the Industrial Activities Committee were not experts in matters relating to the construction industry. While the proposals which had been made by the Government member for the United States deserved respect, the whole approach underlying them was wrong, and the problems covered by these proposals were by no means necessarily those which other members of the Industrial Activities Committee would recommend for priority action. The workers in the construction industry could best be helped if the Office, which was able to draw upon expert advice, was left the discretion to decide, in the light of all the relevant circumstances, what priority should be given to the tackling of each problem.

85. Mr. Faupl, on behalf of the Worker members, commented that various regional and other bodies might be in a position to deal with some aspects of the problems which had been referred to by the Government member for the United States as deserving of priority. The Industrial Activities Committee was not, however, really competent to make recommendations with regard to priorities: who, for instance, could decide that the promotion of all-the-year-round building in countries where climatic conditions so require was less important than the need for promoting the use of labour-intensive techniques in some developing countries? The Industrial Activities Committee had full confidence in whatever the Office might decide to do to implement the wishes of the Building, Civil Engineering and Public Works Committee, and the most rational course would be for the Office – in conjunction, where appropriate, with other organisations concerned – to consider what action could best be envisaged for tackling the different problems of the construction industry. The Office could then inform the Industrial Activities Committee of the outcome of such deliberations.

86. The Government member for the Federal Republic of Germany concurred with the views which had been expressed by Mr. Faupl on behalf of the Worker members, the Government member for the USSR and Mr. Henniker-Heaton regarding the difficulties faced by the Industrial Activities Committee, which was not an expert body, in attempting to establish priorities – particularly when full account had to be taken of the staff and financial resources of the Office. With reference to the proposal of the Government member for the United States that priority should be given to action for the promotion of low-cost housing in developing countries, it could also be argued that the promotion of low-cost housing was no less important in industrialised countries – such, for instance, as the Federal Republic of Germany.

87. The Government member for Czechoslovakia shared the doubts which members had expressed about the ability of the Industrial Activities Committee to establish priorities. In any case, a number of the problems listed by the Building, Civil Engineering and Public Works Committee – such, for instance, as the expansion of the construction industry in developing countries so as to stimulate economic growth, encouragement of the use of labour-intensive techniques and the promotion of low-cost housing in such countries – had aspects which came within the competence of other international organisations, so that there was all the more reason for the Industrial Activities Committee to refrain from recommending firm priorities. The most sensible course would accordingly be for the Office to deal with the whole matter, in consultation where appropriate with other organisations of the United Nations family.
88. The Government member for the United States readily agreed that the members of the Industrial Activities Committee could not claim to be experts in matters relating to the construction industry. What was now needed, however, was a different kind of expertise – namely, the ability to give directions to the Office regarding its programme of work. Several members of the Industrial Activities Committee had many years' experience of the working of the ILO, and it seemed only reasonable to expect that at least those members would be prepared to give some guidance on priorities.

89. The Government member for the United Kingdom concurred in the view that the Industrial Activities Committee was not in a position to determine priorities. The ideal solution would have been if the experts in the Building, Civil Engineering and Public Works Committee had given some indication as to priorities, in which case the Office could decide on its programme of action in the light of its resources and of the expert advice upon which it could draw. One possibility might be for the Industrial Activities Committee to make recommendations to the Governing Body regarding items to be placed on the agenda of the Ninth Session of the Building, Civil Engineering and Public Works Committee: priorities could then be drawn up in the light of the agenda as fixed by the Governing Body.

90. The Government member for Uganda reported that he had himself been a delegate to the Eighth Session of the Building, Civil Engineering and Public Works Committee, and could confirm that each of the subjects which had been proposed for action by the Office related to a very real problem in the construction industry. For instance, it was obvious that action should be taken on the topics mentioned at (a), (b), (d) and (e) in paragraph 76 above. But if any practical action was ever to be taken to tackle these problems, it was essential that firm instructions should be given to the Office: there were already too many instances in which, in the absence of such instructions, the Office had taken no action whatever. Thus, for instance, as long ago as 1953 the Building, Civil Engineering and Public Works Committee had, at its Fourth Session, adopted its Resolution No. 22 calling for the systematic continuation of the on-the-spot studies of the kind which the Office had previously undertaken into problems of the construction industry in developing countries, but despite the wishes which had been repeatedly expressed at subsequent sessions, no such studies had in fact since been carried out by the Office. It was in the light of these realities that in paragraph 44 (ii) of its Conclusions No. 78 the Building, Civil Engineering and Public Works Committee had unanimously called for the carrying out of these on-the-spot studies, and it was now for the Industrial Activities Committee to recommend the Governing Body to instruct the Office accordingly. If the Office continued to be left to its own devices in the matter, no action would result.

91. Mr. Henniker-Heaton felt that the views which had been expressed by the Government member for the United States would, if followed, subordinate the real needs of the construction industry to the convenience of the ILO, whereas what was basically required was that the ILO should, to the best of its ability, serve the construction industry.

92. The representative of the Director-General said it was evident that the majority of members had serious reservations about the ability of the Industrial Activities Committee to determine priorities. That fact itself, however, was useful to know. The establishment of priorities was a problem with which the Office was constantly being faced: the Office simply did not have the resources which would be necessary if it was to tackle all the problems on which the different Industrial Committees called for ILO action. In the absence of any instructions from the Governing Body regarding priorities, the Office was left to do what best it could – and was then inevitably criticised for leaving something else undone. The Industrial Activities Committee and the Governing Body should now face this situation squarely. Members should note that the Committee was not being asked even to go as far as making a firm recommendation, but merely to express its views on the question of priorities. As, however, the Committee as such clearly felt unable to discuss the assignment of priorities, the Office would have to determine the priorities as best it could, and these would be brought to the attention of the Governing Body when, in due course, the Director-General would submit his proposals for future action under the Programme of Industrial Activities. In the preparation of those proposals, account would of course be taken of the various individual views which members had expressed during the present sitting. The Office would, in any event, be giving further thought to an acceptable formula for the establishment of priorities as part of the process of programming the ILO's industrial activities – a subject which the Committee was asked to consider in the context of the fifth item on the agenda of its present meeting. The Office would always welcome any suggestions which members might care to put forward as to how this whole matter could best be approached.
93. Mr. Faupl said the Worker members had no wish to deny the Office any
guidance which it sought, but the question remained as to who was really in a
position to say that one particular problem was more urgent than another. In
the circumstances, the best course would be for the Office to consider the whole
question and, at a later stage, to indicate what action it felt it could take
to deal with some of the problems of the construction industry and which problems
it would, for lack of resources, be unable to tackle.

94. The Government member for the USSR emphasised that the Industrial
Activities Committee was doing all it could to help the Office. It was pre­
cisely because the members of the Committee had such confidence in the Office
that they were only too happy to leave the whole question of priorities to be
settled by the Director-General.

95. The Governing Body is invited to request the Director-General to bear
in mind, when drawing up his proposals for future action within the ILO Programme
of Industrial Activities, the requests made by the Building, Civil Engineering
and Public Works Committee for action by the Office, set forth in para­
graphs 71-76 above.

96. In subparagraphs (i), (iv) and (vi) of the above-mentioned Resolu­
tion (No. 81) concerning the Future Work of the International Labour Organisa­
tion in the Field of Building, Civil Engineering and Public Works, the Governing
Body is further invited:

(a) to convene future sessions of the Building, Civil Engineering and Public
Works Committee at intervals sufficiently short to permit the Committee to
continue its indispensable work at a pace adapted to the development and
importance of the industry;

(b) to consider, in the light of the research and investigations referred to
in subparagraph (iii) of Resolution No. 81. the possibility of con­
vening, in order to provide continuity between sessions of the Committee,
small-size tripartite meetings (including regional seminars) to prepare
for the sessions and to examine highly technical and specific problems
affecting the construction industry, with a view to maximising the
effectiveness of the Committee; and

(c) to allocate the resources necessary for carrying out the programme called
for by Resolution No. 81.

97. The Office had suggested that the Industrial Activities Committee
recommend the Governing Body:

(i) to note the wishes of the Building, Civil Engineering and Public Works
Committee referred to in the preceding paragraph; and

(ii) to request the Director-General to bear these wishes in mind when drawing
up his proposals for future action within the ILO Programme of Industrial
Activities.

98. The Government member for the USSR stated that, while he did not
object to the suggestion which had been made by the Office as to the course of
action which the Industrial Activities Committee might follow, it had now become
essential to take practical steps to implement the wishes of the Building, Civil
Engineering and Public Works Committee - and, indeed, of the other Industrial
Committees. The intervals between sessions of individual Industrial Committees
were much too long, and technical items which had been placed on the agenda of a
given session might well lose their topicality before they came to be discussed.
Accordingly, sessions should be held at intervals of not more than three or
four years - an arrangement which would have the additional advantage that there
would be less need for the smaller meetings which were now envisaged with a view
to providing some degree of continuity of activity between successive sessions
of an Industrial Committee. The work of the Industrial Committees would of
course be even more effective if the individual Committees had the proper member­
ship.

99. The Chairman commented that the Programme of Industrial Activities pro­
vided for the regular holding of smaller meetings in addition to full sessions of
Industrial Committees. In any case, it was for the Governing Body to decide
upon all matters relating to the programme of meetings.
100. The Governing Body is invited:

(a) to note the wishes of the Building, Civil Engineering and Public Works Committee referred to in subparagraphs (i), (iv) and (vi) of Resolution No. 81; and

(b) to request the Director-General to bear these wishes in mind when drawing up his proposals for future action within the ILO Programme of Industrial Activities.

101. In subparagraph (ii) of the above-mentioned Resolution No. 81, the Building, Civil Engineering and Public Works Committee made a number of suggestions with regard to the agenda of its Ninth Session.

102. The Industrial Activities Committee decided to postpone consideration of these suggestions.

IV. PERIODIC REPORT ON THE EFFECT GIVEN TO REQUESTS OF INDUSTRIAL COMMITTEES: SEVENTH SESSION OF THE CHEMICAL INDUSTRIES COMMITTEE

103. The Industrial Activities Committee had before it a report on the action taken by the Office on the requests made by the Chemical Industries Committee at its Seventh Session (Geneva, 28 April to 8 May 1969). This document was submitted in pursuance of a decision taken by the Governing Body at its 160th Session (November 1964) requesting the Director-General to submit to the Industrial Activities Committee, two years after consideration by the Governing Body of the most recent conclusions of an Industrial Committee, a report on the action taken on those recommendations of the Committee which concern the Office.

104. Mr. Weissenberg expressed satisfaction with the report. He felt that the information it contained deserved the widest possible dissemination. The report should be circulated not only to members of the Industrial Activities Committee but also to each member of the Governing Body. Moreover, use should be made of the information contained in the report in relevant ILO publications and in seminars for workers' education. Finally, it would also be helpful if the participants in the Seventh Session of the Chemical Industrial Committee could receive copies of the report so that they might be informed of the practical action taken by the Office since they had met; it was indeed important to keep them informed in between sessions of the Committee.

105. The Government member for the USSR suggested that the Governing Body should be invited to take note of the periodic report.

106. The Chairman reminded Mr. Weissenberg that the information contained in such periodic reports was reproduced in the General Report presented to the Industrial Committee concerned at its next session. The content of the periodic report would thus be widely disseminated. In addition, the periodic reports were always distributed to members of the Governing Body, and, after having been discussed by the Governing Body, were available to anybody who cared to request a copy.

107. The Committee took note of the Periodic Report on the Effect Given by the Office to the Requests made by the Seventh Session of the Chemical Industries Committee.

1 GB.184/IA/4/2.
V. THE ROLE OF INDUSTRIAL AND ANALOGOUS COMMITTEES IN EVALUATING AND PROGRAMMING THE ILO's INDUSTRIAL ACTIVITIES AND IN ASSESSING THEIR IMPACT IN THE VARIOUS COUNTRIES

VI. CRITERIA AND PROCEDURES FOR REVIEWING THE MEMBERSHIP OF INDUSTRIAL AND ANALOGOUS COMMITTEES

108. In accordance with requests made by the Committee at the Governing Body's 183rd Session (May-June 1971) the Office had submitted a detailed paper on each of these items.

109. The Industrial Activities Committee decided to postpone its consideration of both items until May 1972.

E.-G. Erdmann, Chairman.

1 GB.184/IA/5/6 and GB.184/IA/6/5.
APPENDIX XIV

Fourteenth Item on the Agenda

REPORT OF THE COMMITTEE ON OPERATIONAL PROGRAMMES

1. The Committee on Operational Programmes met on 11 and 12 November 1971 under the chairmanship of Mr. Koku. Mr. Nasr and Mr. Abid Ali were Employer Vice-Chairman and Worker Vice-Chairman respectively.

First Item on the Agenda

ILO Technical Co-operation Programmes in 1970

2. In his introductory statement the representative of the Director-General drew attention to the new presentation of the paper submitted to the Committee this year, as well as to its content.

3. As regards presentation, the Office had tried, in response to the wishes expressed by the Committee at its last meeting, to make the paper analytical and critical rather than descriptive. Accordingly, the section relating to difficulties encountered in the implementation of technical co-operation programmes and the steps taken to meet them had been expanded, and the projects reviewed in Appendix I had been selected with the twofold aim of illustrating the variety of the activities undertaken and highlighting certain difficulties experienced by the Office.

4. The latter had furthermore considered that since the Committee was to meet in November 1971 it would be useful to provide it with information on the main developments during at least the first six months of 1971. In this connection the representative of the Director-General was glad to inform the Committee that, as a result of the session of the Inter-Agency Consultative Board recently held in New York, the Office was to be entrusted with the execution of twenty new projects. These projects would be submitted to the UNDP Governing Council for formal approval in January 1972.

1 See eighth sitting.
5. Lastly, new sections had been added to the Office paper this year. They contained information on the technical co-operation activities of the Turin Centre, co-operation with the World Bank and the World Food Programme, and decentralisation in so far as it was an important element in the future development of ILO technical co-operation activities.

6. As regards the substance of the paper, despite the Organisation's present difficulties 1970 had proved a satisfactory year; over-all expenditure on technical co-operation programmes had amounted to about $30 million, representing an increase of about 20 per cent over the 1969 figure. That was an encouraging sign, especially as some of the activities carried out by the Office in 1970 would help to promote essential ILO objectives such as those of the World Employment Programme. Another encouraging and positive feature of technical co-operation activities in 1970 was the fruitful relationship between the Office and various bilateral programmes, especially those of Sweden, Denmark and Norway. As a result, there was a regular increase in projects carried out under trust fund arrangements, which provided a source of financing and, what was even more important, an opportunity of establishing close relations with bilateral aid programmes.

7. Most members of the Committee expressed satisfaction at the new presentation of the paper and commended the Office for its efforts. The French Government member hoped that in addition to Appendix I — which contained descriptions of certain projects selected with a view to illustrating facts set out elsewhere — the Office would provide a table listing all projects under way and giving, in respect of each, brief information regarding the fields covered, the objectives of the project, the other agencies associated with it, etc.

8. The United States Government member considered that, since the Committee's membership would change next year, it would be useful for the paper to outline the historical background to ILO technical co-operation activities so that new members would have a clearer understanding of the situation. For example, in Appendix III, which contained a series of statistical tables, table I showed expenditure on those activities from 1950 to 1970 inclusive. That information was useful and would enable those who were not familiar with these matters to see how the programmes were developing, discern trends and assess the rate of growth. It would be desirable for the other tables (especially tables II and V) to be placed in their historical context at the next meeting of the Committee and provide information relating to the past five years, for example. Lastly, would it not be possible to add a further table relating to projects financed from the ILO regular budget and indicating for each project both the amount of the budgetary credit and actual expenditure? A table of this kind would provide a basis for useful comparisons.

9. The Danish Government member regretted that the paper contained no information on the nationality of the experts recruited, the sources of supply of equipment and the firms of consultants with which the Office had made subcontracting arrangements. As he had pointed out at the 12th Session of the UNDP Governing Council, the Danish Government attached great importance to these operations and hoped they would be conducted under conditions of free and equal competition so that the developing countries would derive the maximum help from the available resources. He proposed the publication of a manual containing detailed information on the procedures and practices of the executing agencies with respect to subcontracting and purchase of equipment. The manual should be sent to all member States two months before the list of firms invited to participate in these arrangements was drawn up.

10. The Nigerian Government member felt that in table III of Appendix III — which gave an analysis of ILO expenditure under all technical co-operation programmes, by region, in 1970 — the grouping of expenditure by region made it impossible for the Committee to see how far individual countries in each region had benefited from ILO assistance. The table should be more detailed so that it would give a clearer indication of the countries concerned. Moreover, paragraph 88 (Turin Centre) would have provided a fuller picture of participation in the Centre's programmes if it had shown not only the number of participants (1,035 in 1970) but also their nationality.
11. Mr. Nasr, concurring in the French Government member's earlier comment on the subject, wondered whether Appendix V should not provide, in addition to the list of projects whose execution had been authorised in 1970, a complete list of all projects under way during that year. Moreover, as the Committee had already requested on a number of occasions, the paper should also provide a list of the requests for assistance received by the Office which it had not been possible to meet. The projects described in Appendix I had been well chosen and gave a fairly true picture of ILO technical co-operation activities in the different regions and in the various technical fields. However, the descriptions were not sufficiently detailed; for example, the description of the Mexico 9 project contained information on the cost and duration of the project and the national authority responsible for it but was extremely vague as regards its objective. Fuller information should have been provided on such matters as the articles produced, their quantity and quality, their cost, the amount of raw materials used and the techniques applied. It was not enough to say that the purpose of the project was to develop a national service of rapid training for industrial manpower. Information was needed on the number of persons to be trained and the type of training provided. Moreover, figures showing the results achieved would make it easier to assess the value of the project. The inclusion of a section on the Turin Centre was a welcome innovation and information relating to the Centre should be provided each year in the annual review. Lastly, under the country programming procedure it would be desirable to have information on both the ILO programme and the over-all UNDP programme in any given country so that it would be possible to determine the ILO's share of UNDP expenditure in the country concerned.

12. Mr. Faupl appreciated the effort made by the Office to provide the Committee with a more substantial paper this year but felt, like the French Government member and Mr. Nasr, that further information was needed on certain specific points. For example, the project descriptions should give details of the number of persons to be trained, the type of training provided and the ILO's assistance to beneficiary countries in this regard. There were regrettable gaps, especially in the section on evaluation. Some examples of evaluation (in Colombia and Central America) were mentioned in paragraph 119, but nothing was said about their conclusions. The same applied to the evaluation mission relating to in-plant training carried out by three UNDP consultants, which was mentioned in paragraph 123. Information on the results of all these missions would have been useful to the Committee. He reiterated the proposal which he had made at the Committee's last meeting, with the support of his colleagues (and having regard to the impossibility of making a sound evaluation by the methods now in operation within the United Nations system), viz. that a tripartite committee responsible for evaluation should be set up within the Governing Body. It was inconceivable that the Committee on Operational Programmes should not have access to the reports of evaluation missions carried out within the United Nations system. It was also regrettable that the Office should grant assistance to countries which violated the principle of freedom of association.

13. Many members commented on matters relating to ILO technical co-operation activities generally and their breakdown by region, field of activity and type of assistance.

14. The French Government member felt that the representative of the Director-General had been justified in saying in his introductory statement that, by and large, the situation was satisfactory and that there had been an appreciable increase in technical co-operation activities over the years, as indicated by table I of Appendix III. Mr. Becker shared that view but considered that, despite the increase, the resources available had been and still were far from adequate to meet the needs of developing countries. The persistent difference between donor and beneficiary countries was that the former had not given enough and the latter had not received enough. That was the main conclusion to be drawn from the papers before the Committee.

15. The inadequacy of the resources allocated to the conditions of work and life programme was stressed by many speakers. Mr. Plant in particular pointed out that expenditure on the programme in 1970 had represented only 4.3 per cent of over-all expenditure, as against 4 per cent in 1969, i.e. there
had been only a meagre increase of 0.3 per cent. He wondered why governments had given such low priority to projects coming under the programme since an improvement in workers' conditions of life and work eventually benefited not only employers and workers but the country as a whole. A possible explanation was that workers' and employers' organisations had not been consulted soon enough. Indeed it often happened that they were not consulted at all when development plans were drawn up. The need for close association of occupational organisations had been formally recognised in the resolution concerning the strengthening of tripartism adopted by the Conference in 1971. The Worker members of the Committee would have some comments to make on this subject during the discussion of the third agenda item.

16. Mr. Faupl also pointed out that the percentage of resources devoted to the improvement of conditions of work and life was too low. The same opinion was expressed by the United States Government member. It was a mistake to believe that industrialisation automatically led to such an improvement. The Office should therefore adopt a firm attitude in order to maintain a proper balance between economic development and social development in its technical co-operation activities. The Government member for Upper Volta and Mr. Abid Ali shared that view.

17. The Nigerian Government member expressed regret at the scant assistance provided in the field of conditions of work and life and also drew the Committee's attention to the low priority attached to over-all economic and social development. Economic planning was essential for the development of human resources and the Office should direct its attention to this problem.

18. Mr. Nasr also regretted the low priority given to conditions of work and life. Mr. Abid Ali stressed the importance of rural development for wage earners and non-wage earners and referred in this connection to a seminar on the contribution of trade unions to rural development which had been held some months previously under the auspices of the International Confederation of Free Trade Unions. The Government member for Upper Volta laid particular emphasis on the need to strengthen labour administration services, which were of prime importance in developing countries.

19. The Danish Government member provided additional information on the aid furnished by his Government through trust funds made available to the ILO for the execution of certain projects designed to assist developing countries. Such aid, which had been on a small scale in 1970, had been stepped up in 1971, when three joint DANIDA/ILO training projects had been put into operation. These projects formed part of a four- or five-year programme covering the 1972-75 period. The Office paper mentioned the associate experts programme carried out under agreements between the ILO and certain donor governments. An agreement of this kind was being negotiated with Denmark and would be concluded in the near future.

20. As regards the distribution of expenditure by type of assistance (Appendix III, table IV), Mr. Abid Ali considered that a much larger proportion of available funds should be spent on equipment. As regards experts, efforts should be made whenever possible to recruit specialists from developing countries as well.

21. Lastly, as regards the distribution of assistance by region, Mr. Nasr observed that the Middle East had received only a very small share.

22. Many speakers took part in the discussion on ways of implementing ILO technical co-operation programmes and the difficulties encountered in carrying out such programmes.

23. The Government member for Denmark noted with satisfaction that the Office was not merely aware of the difficulties described but had already taken or planned to take measures to deal with them. Referring in particular to the last sentence in paragraph 66, which stated that "Governments often have no clear idea of the assistance which the ILO can provide", he pointed out that it was just as important for the ILO itself to have a precise idea of the kind of assistance most greatly needed by the developing countries.
24. Mr. Nasr wondered what was the nature of the difficulties of promotion encountered by the ILO in its technical co-operation programmes. He found the term inappropriate. What was important was not so much promoting the ILO's own activities as meeting the developing countries' needs through technical co-operation.

25. Many Committee members - such as Mr. Nasr and the Government member for France - approved the selection of projects in Appendix I, which was designed to illustrate by example the difficulties encountered. The Government member for France regretted that the Committee did not have more time to examine thoroughly certain projects mentioned as having given rise to special difficulties, such as the projects in Senegal and Mexico. With an examination would have made it possible to draw lessons for the future. As regards the project Rumania 2, Mr. Nasr noted with interest that the Romanian Government was now convinced of the usefulness of the management development programme. In reply the Government member for Romania wished to make it quite clear that in fact his Government's attitude in that regard had never altered, that Rumania had been one of the sponsors of the resolutions on management training, and that the success of the centre in Bucharest was due to the concerted efforts of the Romanian Government and the ILO.

26. Many Committee members referred to the difficulties of recruiting experts. Mr. Abid Ali felt that one reason for them was a desire for perfection, though in fact perfection in such matters was neither possible nor absolutely essential. Fellowships for advanced training could sometimes be awarded to suitable candidates - put forward, for example, by employers' and workers' organisations - so as to prepare them for future responsibilities as experts in their own and neighbouring countries. That would reduce their mission costs.

27. Mr. Nasr noted with regret that the project Mexico 9 had stood still for three years simply because certain expert posts could not be filled in time. As he had already pointed out, it might be possible to find experts in the developing countries themselves. A purely intergovernmental organisation like UNIDO had managed to obtain the services of well-qualified experts by applying to private firms of consultants; would it not be possible for the ILO to follow suit?

28. Mr. Abid Ali expressed concern at the reference at the end of paragraph 58 to the possibility of encountering difficulties in maintaining the services of regional experts and advisers, and he asked for clarification.

29. Many members commented on the important topic of co-ordination, including both inter-agency co-ordination and co-ordination between ILO and bilateral aid programmes. The Government member for France expressed concern at the information that the Resident Representative in one country had reported that in 1970 he had been visited by 254 representatives of various agencies. He also asked for information on co-ordination between the ILO and UNIDO, co-ordination between ILO multilateral aid and bilateral aid, participation by beneficiary governments in aid programmes, and the World Employment Programme, to which the paper contained several references.

30. The Government member for Denmark welcomed the co-operation between the FAO, ILO and UNESCO, of which the FAO/UNESCO/ILO world conference on agricultural training and education held in July/August 1970 in Copenhagen afforded an excellent example. The Government member for the Federal Republic of Germany stressed that the example given in paragraph 111 of co-operation between the ILO and his country, was not an isolated case. Finally, Mr. Abid Ali expressed the view that, while agreeing to co-operate closely with other agencies, the ILO ought to safeguard its own unique procedures and structure.

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1 GB.184/0P/1/2, paragraph 72, footnote 1.
31. Several Committee members - including Mr. Plant, Mr. Abid Ali and Mr. Nasr - mentioned the question of participation by employers' and workers' organisations in ILO technical co-operation activities, although it formed the subject of the third agenda item. Mr. Abid Ali repeated his earlier suggestion for setting up in the ILO's regional offices a section responsible for employers' and workers' relations.

32. Mr. Yoshimura commented on the Round Table held in Tokyo on the role of employers' organisations in Asian countries and on the regional adviser for employers' organisations in Asia. The Round Table, which had taken place in Tokyo in December 1970, had been a success. A similar round table would be held in another region and it would be desirable to hold another one in Asia which should concentrate on a more specific subject. The adviser for employers' organisations had done extremely useful work. It was to be hoped that the vacancy left after his departure would be filled as soon as possible. Mr. Nasr welcomed the meeting of the Round Table in Tokyo and the proposal to hold similar round tables in future. He felt that the present system of selecting participants for such round tables through government channels should be reviewed.

33. One obstacle in the way of implementation of technical co-operation projects was the obligation falling on governments to contribute to local costs, particularly in the case of UNDP-financed projects. In raising this question, Mr. Nasr suggested that the contribution should be discontinued.

34. In replying to the debate, the representative of the Director-General proposed to examine in turn the following six points: the presentation of the report, the volume and content of the programme, ways of implementing the programme and difficulties encountered, co-ordination, recruitment of experts, and the World Employment Programme. He began by giving information on certain points of detail raised by Committee members. These points of detail related to the project Guinea 16 (point raised by Mr. Abid Ali) and the problems of purchase of equipment and subcontracting (point raised by the Government member for Denmark).

35. He noted with satisfaction the Committee's favourable reception of the presentation of the report. Without being able to promise, as the Government member for France had wished, to supply a full list of projects operational in 1971 in next year's paper, the Office would try in 1972 to submit a paper which would give a tabular picture of the main trends by putting the year's activities in the context of a three- to five-year period, as the Government member for the United States had suggested. A table could easily be given indicating under the regular programme, with regard to the credits voted by the Conference, which projects had been executed as well as actual expenditure. All this information would be given next year in the paper on the magnitude and balance of the technical co-operation programmes under the regular budget for 1974-75.

36. Although the volume of the programme had grown satisfactorily in the last few years, the amount of resources available was still far from enough to meet the developing countries' needs. It was difficult to forecast the amount of such resources in future. According to available information on UNDP-linked activities, however, and in view of the promising outcome of negotiations with bilateral aid organisations, there was reason to hope that the ILO would have much more ample resources at its disposal in the next three or four years.

37. As regards the content of the programme, Mr. Plant, Mr. Faupl and Mr. Abid Ali were right in saying that activities relating to conditions of life and work formed only a small part of the total. The following points should, however, be borne in mind. First, statistics often gave a false picture: expenditure of $100 in the field of vocational training meant something quite different from similar expenditure in the field of social security. Secondly, strict classification of ILO activities by major programme sometimes produced scant conclusions. Many activities relating to conditions of work and life formed part of projects classified under other major programmes: the Labour Administration Centre
in Yaoundé gave courses in social security, and many other examples could be given. The representative of the Director-General gave the Government member for Upper Volta an assurance that the ILO would continue to develop its labour administration activities in Africa and other regions. He admitted, however, that the problem of labour department staff still gave cause for concern; it was linked with the problem of the public service in general, on which the ILO was holding consultations with the United Nations.

38. Turning to the difficulties encountered in carrying out the programme and ways of implementing it, and in reply to Mr. Nasr's remarks on paragraphs 66 and following, and the comments of the Government member for Denmark on paragraph 66, the representative of the Director-General gave an assurance that the purpose of those paragraphs was none other than to highlight the need for sound preparation of projects. That was the aim of national programming. As regards the misgivings expressed by Mr. Abid Ali concerning the problem of regional advisers, the representative of the Director-General explained that owing to the budgetary restrictions at present facing the ILO and the 18 per cent maximum limit set by the UNDP for regional projects, the ILO was in danger of losing the services of certain regional experts which were nevertheless extremely useful. The problem of local costs, mentioned by Mr. Nasr, was more delicate and had been systematically studied by the UNDP. The idea that beneficiary governments should make a counterpart contribution had not been abandoned, but the plight of the poorest countries had claimed the UNDP's attention and proposals had been made for granting them full relief.

39. As regards the problem of evaluation, on which Mr. Faupl had put great emphasis, the representative of the Director-General observed that the report of the evaluation mission to Colombia had been submitted to the Financial and Administrative Committee at the Governing Body's present session. It would have been desirable to submit it first to the Committee on Operational Programmes. The ILO's comments on the report of the consultants' mission on the Turin Centre were being sent to the UNDP.

40. In reply to Mr. Nasr's remarks on the problem of selecting participants for seminars, the representative of the Director-General stressed that a distinction must be drawn between seminars financed by the UNDP and those financed from other sources. As regards the former, the criteria for selection were laid down by the UNDP in accordance with agreements concluded between it and the beneficiary governments, and the names of candidates had to be submitted by governments. These criteria were not applied in the case of the second category of seminars. The whole question of the selection of candidates for seminars was at present being studied by the Office in the hope of working out criteria for selecting participants which would take account of employers' and workers' views.

41. As regards inter-agency co-ordination, there was reason to hope that, thanks to the system of country programming, cases such as the one described by the Government member for France would not recur. As regards co-operation between the ILO and UNIDO, these two organisations had a satisfactory working relationship owing to regular consultations in the standing ILO/UNIDO working party. On the other hand, the wider question of the respective competence of each of the organisations still caused the Office some misgivings. It arose, for example, in the field of machine maintenance. Negotiations might prove necessary to work out a reasonable division of responsibilities.

42. Co-operation with bilateral aid organisations was developing satisfactorily, either in accordance with formal agreements (for example, with Sweden, with Norway and shortly with Denmark) or under ad hoc arrangements (France and Belgium).

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1 See paragraph 29 above.
43. Turning to the problem of the recruitment of experts, and in reply to Mr. Nasr, the representative of the Director-General explained that UNIDO activities differed in nature from those of the ILO. Like UNIDO, however, the ILO had often obtained experts from the private sector under subcontracting agreements. As regards the variety of the sources of recruitment, he observed that the ILO had engaged experts of some ninety different nationalities. He also pointed out that expenditure on equipment was small compared with that on expert services simply because that was what governments wanted. The position might, however, change in the future inasmuch as technical assistance might have to take new forms calling for new methods of ILO participation. Thus greater use would be made of the services of high-level consultants than of missions of lengthy duration.

44. The representative of the Director-General then replied to the question put by the Government member for France concerning the World Employment Programme. Although there were only a few references to the Programme in the Office paper, that was because the Programme had been thoroughly studied by the Conference in June. The importance of the problem of employment had been highlighted in the International Development Strategy for the Second United Nations Development Decade. He was glad to be able to inform the Committee that the number of requests received for assistance in this field had been increasing. Finally, the report on the mission to Ceylon would be ready by the end of November 1971. After declassification it would provide all countries with useful guidance in tackling the problems of employment both because of its contents and because of the information which it would provide on questions of methodology.

Second Item on the Agenda

Consensus on the Capacity of the United Nations Development System, including Measures Taken by the ILO in this Connection

45. The Government members for Canada and France expressed their approval of the general approach adopted in the report and their support of the consensus as a whole. The USSR Government member also expressed the positive view of his Government towards the consensus. They all recognised the need for increased co-ordination between the different members of the United Nations family, and welcomed the consensus as a step in the right direction.

46. The Government member for the United Kingdom, however, drew attention to the need, stated in paragraph 17 of the Office paper, to find means of bringing ILO influence to bear effectively on governments and Resident Representatives. The ILO was faced with two imperatives - on the one hand, it must conform to the standards adopted by the International Labour Conference; on the other, it must avoid undue salesmanship. The proper course of action lay between these two extremes, and this was a question the Committee would have to look into in the future. The Office might, perhaps, be asked to furnish for their guidance some concrete examples of how certain projects came into existence, what factors influenced their early stages, and how the latter were handled. Mr. Nasr regretted the apparent tendency to concentrate authority in the hands of one of the United Nations bodies, although he recognised that there was little reason to fear that the Resident Representatives of the United Nations Development Programme might become the sole arbiter. Governments would still have the final decision.

47. The Government member for France emphasised the crucial role of the Resident Representatives in the new system. The ILO, in his view, would have to ensure that governments and Resident Representatives, in their pursuit of economic aims, did not lose sight of the social objectives of development. Mr. Plant concurred in the latter view, and thought that consultation of the ILO by Resident Representatives at an early stage in the country programming process should be made mandatory, rather than optional, as indicated in the relevant guidelines.
48. The Government member for the USSR, on the other hand, thought that the influence of the competing specialised agencies of the United Nations system had in the past produced negative results. Programmes and projects had been drawn up not so much for the good of the countries concerned, but rather in the interests of the agencies themselves. In this connection he questioned the wisdom of the ILO's setting up, as proposed in the document, a decentralised structure parallel to that of the UNDP. This course, in his view, would serve only to perpetuate past errors and would, if adopted by other specialised agencies, lead to greater chaos in the whole system. Programming of technical co-operation should, he stressed, be carried out at the national level, within the framework of countries' development plans and priorities, and the final decision regarding the definition or usefulness of a given project must lie with the government of the country concerned. In conclusion, he disagreed with the suggestion in paragraph 18 of the Office paper to post "competent and energetic generalist staff at the country level", since it ran counter to the conception of the consensus. If the ILO were to be considered as a partner in a specialised field of the over-all UNDP system, then technicians and not generalists were needed. The UNDP itself was the proper place for the generalist staff.

49. Several speakers agreed with the Government member for the USSR that the principal role in the preparation of the country programme devolved upon the national authorities of the country concerned; many shared his doubts as to the nature of the advisory services which the ILO was proposing to provide. The Government member for France and Mr. Nasr felt that it would be impracticable and expensive to attach an ILO adviser to each Resident Representative's office. The Government member for the United Kingdom also expressed doubts about this suggestion. Mr. Nasr preferred the present decentralised field structure of the ILO, together with the regional advisers in the main fields of competence of the ILO, and called on governments, employers and workers in the developing countries to press for their retention.

50. The Government member for France thought that the problem was a complex one and needed far more careful consideration before any decision was taken. A possible solution would be to strengthen the regional structure, though action at the level of UNDP and ILO headquarters might well prove to be more effective. In any event, it was essential for the regional staff of the ILO to be on the best of terms with Resident Representatives and to do everything possible to obtain their support.

51. The Government member for Canada asked what stage had been reached in the negotiations with UNDP referred to in paragraph 19 of the Office paper, concerning the posting of ILO advisers in some UNDP field offices.

52. Another question raised by a number of speakers, including the Government members for Denmark, the Federal Republic of Germany and the United States, and Mr. Abid Ali, was how the ILO's tripartite structure could render the best service in the context of the new country programming system. The Government members for the Federal Republic of Germany and the United States believed that it was important that the needs and views of both the employers and workers should be reflected in some way in the country programming process; to this end, the mechanics for injecting these elements into the development process would, in the view of the United States Government member, have to be considered as the country programming process became clearer.

53. Mr. Abid Ali recalled the suggestion made at the 181st Session by the Worker members, and supported by the Employer members, that a tripartite Governing Body delegation should attend sessions of the UNDP Governing Council. He also referred to his observations concerning the provision of ILO technical co-operation to countries where freedom of association and trade union rights were ignored, and asked what measures had been taken in this connection.
54. Several speakers felt that some further clarification of the ILO's relationship with the United Nations system in general, and the UNDP in particular, might be necessary. The Government member for Denmark favoured the discussion of the whole question of technical co-operation at an early session of the International Labour Conference, where the matter had last been discussed in 1967.

55. The Government member for Canada felt that certain paragraphs of the report were too tentative in character; the Office should have full discussions with the UNDP on the concrete problems of adjustment to the new system, and proceed to make the necessary changes without delay. He inquired whether the ILO's regular programme of technical co-operation activities had been integrated into the UNDP country programmes. Referring to paragraph 13 of the Office paper, he requested further clarification of the difficulties which the ILO had encountered in connection with the first set of country programmes.

56. Replying to the discussion, the representative of the Director-General observed that the members of the Committee had expressed a variety of opinions on the significance and implications of the consensus based on certain premises. In the first place, the Governing Council of UNDP had taken a number of decisions which carried the backing of the Economic and Social Council and the General Assembly of the United Nations. These decisions were binding on the ILO, which had undertaken to accept the principle whereby the priorities to be observed in the choice of technical co-operation projects and in the establishment of programmes were for national governments to decide. This was the reason why the consensus provided that consultation of international agencies should be optional, rather than obligatory, and many countries had already, in fact, conducted their country programming exercises without calling for the assistance of the ILO or other international organisations.

57. Some members of the Committee had expressed the fear that, in the present situation, the ILO would be left powerless. Important as this problem was, he was convinced that, far from being defenceless, the ILO had, over the years, won the sympathy of its partners in the United Nations system, and of the UNDP in particular, for its philosophy and objectives, and this success had been reflected in the number and variety of projects assigned to the ILO as executing agency and those carried out in negotiation with other organisations. ILO achievements in the fields of employment, labour administration, co-operatives and workers' education undoubtedly stemmed from discussions in the Conference, the Governing Body and the Committee on Operational Programmes, and from the efforts made by the Office to keep the UNDP and other organisations informed on the range of questions concerning the ILO and on the vital links between economic development and social progress. There were, therefore, no grounds for pessimism. On the contrary, 13.5 per cent of the resources to be approved by the Governing Council at its January 1972 Session were destined for the ILO - representing an increase of 3.5 per cent over the percentage for January 1971. Moreover, preliminary indications from the country programming seemed to suggest that interest in the technical co-operation activities undertaken by the UNDP and other international bodies could be influenced to accept the principles which guided the ILO and to pursue activities in furtherance of economic and social development. Conversely, the Office observed great caution in dealing with countries in respect of which allegations of infringements of trade union activities were pending.

58. As regards the provision of technical assistance to governments which did not observe the principles of freedom of association, the representative of the Director-General remarked that, although this was a difficult problem which could not be ignored, the ILO was nevertheless obliged to work in partnership with UNDP, and it was through the technical co-operation activities undertaken within this partnership that governments, the UNDP and other international bodies could be influenced to accept the principles which guided the ILO and to pursue activities in furtherance of economic and social development. Conversely, the Office observed great caution in dealing with countries in respect of which allegations of infringements of trade union activities were pending.

59. In reply to the question put by the Government member for Canada, the representative of the Director-General explained the difficulties involved in the 1971 country programming exercises. The new procedures had come into
effect in May 1971, and the UNDP guidelines for country programming had provided for a period of fifteen months for the preparation of a programme for a given country. However, a number of countries had been eager to have their programmes submitted for consideration by the Governing Council at its January 1972 Session. This meant that the agencies and the UNDP had barely six months in which to do a difficult job which would normally have taken more than a year. The difficulties mentioned were likely to continue into 1972: some 23 countries were to have their programmes examined by the UNDP Governing Council in June 1972 and some 43 in January 1973. This represented a total of well over 80 programmes to be dealt with in little more than one year. Although the attention of the UNDP had been drawn to the difficulties, the Office was taking steps to meet them and Resident Representatives were being supplied with full information on the ILO's experience in individual countries and with suggestions as to the type of programmes the countries might require. This information, together with that supplied by other international and bilateral aid-giving agencies, would serve as the basis for the background information paper which the Resident Representative would supply to the government for use in the finalisation of the national programme to be submitted to the Governing Council of UNDP.

60. Despite the importance of Resident Representatives in the country programming procedures, their role would nevertheless depend on what governments demanded of them. From personal contacts with Resident Representatives at the Global Meeting in New Delhi last February, it seemed certain that they would welcome substantial co-operation from the international organisations, and much useful ground work had been done with a view to strengthening the bonds between the various members of the United Nations system.

61. In answer to a question from the Government member for Canada, the representative of the Director-General informed the Committee that the Office hoped to prepare in a concise and easily understandable form a booklet or a series of booklets explaining to governments the main concerns of the ILO and what forms of assistance could be provided. Such information would also be useful to Resident Representatives and ILO field officials to enable them to participate effectively in programming exercises.

62. In answer to a further question from the Government member for Canada, the representative of the Director-General said that activities under the ILO regular programme were being integrated with the country programming process; the necessary instructions had already been issued to the decentralised field structure of the ILO and UNDP had been informed that governments could count on the modest contribution which the ILO could afford from its ordinary budget.

63. In reply to an explanation requested by the Government member for Canada with respect to paragraph 19 of the Office paper, the representative of the Director-General mentioned the agreement between the UNDP and FAO under which 55 agricultural advisers (65 next year) would be assigned to Resident Representatives' offices, two-thirds of the cost being borne by the UNDP and one-third by FAO. This arrangement had proved most useful to governments, UNDP and FAO, and the ILO was considering whether a similar one might not be adopted as far as it was concerned. He had therefore initiated discussions to this end in New York recently, but the present heavy burden on the administrative budget of UNDP made it unlikely that such arrangements could be concluded in the immediate future.

64. With reference to decentralisation, in particular the problem of agency representation at country level in the form of generalist staff (paragraph 18 of the Office paper), the question arose as to whether, in view of the prospects of a UNDP programme amounting to $500 million a year by 1975, it might not be advisable to assign ILO officials to some selected countries. The Office did not wish to go to such extremes, mainly for financial reasons and because it was not necessary to have a representative in every country. It was however essential for the ILO to be better aware of the situation in each country, and to know the views of governments, employers and workers,
and this was why the ILO attached such importance to decentralisation, which
the Governing Body had accepted in principle. In his view, the existing
field structure of the ILO might need to be adapted to enable it to perform
its increasingly exacting tasks.

65. In reply to the Government member for the USSR, the representative
of the Director-General said that the use of the word "generalist" in para-
graph 18 of the Office paper was perhaps misleading. The term should be
taken to mean, not a "bureaucrat", but an official who, without having detailed
knowledge of all the fields of the ILO's activity, nevertheless possessed a
sound understanding of labour problems.

66. In sum, further reflection was needed on the question of ILO
representation at country level, in the light of future discussions with the
UNDP in New York. If the members of the Committee so desired, more information
on this point could be supplied at a later meeting.

67. In reply to a suggestion by the Government member for Denmark that
the over-all question of technical co-operation be discussed by the International
Labour Conference (which had last considered the matter in 1967) the representa-
tive of the Director-General said that, although it was for the Governing
Body to decide whether it should be placed on the agenda of a forthcoming
session, this might well be advisable: despite the careful examination of
technical co-operation matters by the Committee and the Governing Body, it
was impossible to deal comprehensively with a subject of such magnitude in
one or two days every year. If, as envisaged in the 1967 Conference resolu-
tion, the Conference could discuss it approximately every five years, not only
to record statistics and results achieved, but also to decide on the direction
to be given to ILO technical co-operation, this would perhaps enable both
donor countries and beneficiaries to place technical co-operation on the
desired footing, establishing closer links between economic and social objec-
tives, and enabling them to improve the participation of employers and workers
in technical co-operation activities.

Third Item on the Agenda

Participation of Workers' and
Employers' Organisations in ILO
Technical Co-operation Activities

68. A number of speakers remarked that it was essential to have a full
and accurate document on the many aspects of this important question. The
Office paper met these needs and members of the Committee expressed their
satisfaction with it.

69. Many members of the Committee stressed the importance of employers'
and workers' participation in the technical co-operation activities of the
ILO. Mr. Abid Ali recalled that such participation had been the main theme
of the 1971 Conference resolution concerning tripartism and added that it was
vital to the realisation of the social objectives formally recognised in the
International Development Strategy for the Second United Nations Development
Decade. It was the ILO's role to ensure that this principle was put into
effect. On behalf of the Employers, Mr. Nasr stated that their attitude
should not be interpreted as a desire to promote tripartism through technical
co-operation, but rather to give tripartite support to technical co-operation
activities.

70. Several members gave additional information on measures already
taken or envisaged by their governments to strengthen participation. The
Government member for Iran said that the National Labour Conference of his
country which met once a year had recently adopted a resolution to ensure
broader participation of employers' and workers' organisations in the prepara-
tion of the social development plan. Participation was also the rule in the
Iranian National Committee for the ILO. Finally, all measures had been taken to facilitate contacts between employers' and workers' organisations and the members of the preparatory mission which had recently visited Iran under the World Employment Programme. The Government member for the Central African Republic pointed out that the Committee for the co-ordination of the activities of his country's National Rural Handicrafts Centre (a UNDP/ILO project) had a tripartite structure. The Government member for Upper Volta mentioned that employers' and workers' organisations were represented in all the economic and social institutions of his country. Finally, the Government member for Colombia explained the tripartite operation of the Colombian institutions mentioned on page 39 of the Office paper.

71. Mr. Becker remarked that the distinction made in the Office paper between donor countries and beneficiaries should not be interpreted too narrowly, and pointed out that interdependence between the two in the development process had existed in the past and would continue to do so in future. Participation was necessary in both types of countries. His views were shared by Mr. Oechslin who thought that the expression "donor" was unfortunate in the sense that it implied charitable intentions irrelevant to the matter under discussion.

72. Although there was unanimity as to the principle of participation, different views were expressed regarding the desirability of the ILO's making participation a precondition for technical co-operation. Mr. Abid Ali held decidedly positive views. The Government member for the Central African Republic, on the other hand, was opposed to this suggestion, as participation was weak, or even non-existent, in countries where workers' and employers' organisations themselves were weak or non-existent. It would be wrong to deprive such countries of the ILO's assistance.

73. Mr. Abid Ali and Mr. Nasr took exception to the concluding part of paragraph 13 and pointed out that it was a fallacy to believe that participation was possible only where there were valid employers' and workers' organisations. Even when such organisations were still weak and still needed ILO assistance, it was the duty of governments to consult them. The best way of strengthening them, in fact, was to give them a share in the responsibility for the technical co-operation process.

74. The Government members for the Federal Republic of Germany and Upper Volta recognised the importance of the workers' education programme. A lively discussion took place on the opinion expressed by one government (reproduced in paragraph 13 of the Office paper) regarding employers' organisations having a large number of expatriate members. The Government member for the Central African Republic thought that this was a serious problem which had arisen in other African countries and merited the Office's attention. His opinion was shared by Mr. Oechslin who hoped that a solution would be found in the long-term interest of all concerned. Mr. Nasr considered that these were isolated cases that could be remedied, and felt that the general attitude of employers' organisations in developing countries was different from that described. The Employer members of the Committee would do their utmost to ensure that co-operation was established with employers' organisations in the interests of all concerned.

75. Mr. Abid Ali did not share the opinion expressed by certain governments that the evaluation of technical co-operation projects had become so complex that it should be the responsibility of the government authorities alone. Mr. Nasr, speaking on the subject of evaluation of projects by a tripartite delegation of the Committee or the Governing Body, said that his personal experience was that visits to projects by members of the Governing Body had always been welcomed and had never given rise to any difficulties. According to Mr. Abid Ali visits by tripartite delegations enabled information to be gathered at first hand and should not be regarded as spying.
76. Although Mr. Abid Ali and Mr. Nasr agreed that final decisions were the prerogative of governments, they stressed that the participation of workers' and employers' organisations was essential to enable the government to come to the correct decision. In the opinion of Mr. Oechslin, participation did not necessarily have to take a legal or institutional form. The Government member for Rumania agreed and went on to say that the main thing was that it should be effectively applied, not according to inflexible general standards, but in harmony with national practice in each country. This was particularly true in the case of the present country programming procedures.

77. The Government member for the Federal Republic of Germany was fully aware of the difficulties to which the practical application of the principle of participation had given rise. Their importance should not, however, be exaggerated. Nor should they, added Mr. Nasr, be used by governments as a pretext for limiting consultations. The Government member for Upper Volta stressed that the effectiveness of participation in developing countries depended on a variety of political, social and occupational factors.

78. In Mr. Oechslin's view, one of the duties of employers' organisations was to inform the public so as to increase its awareness of technical co-operation activities. Such activities did not at first sight seem to be of immediate interest to the head of a small undertaking. It was for employers' organisations to awaken the active interest of their members in the international technical co-operation effort.

79. The Government member for the United States expressed the view that it was for the Committee itself to set the example for participation by examining specific problems of project execution calling for recommendations and decisions on its part. Mr. Faupl's suggestion to set up a tripartite group to evaluate a few specific projects merited consideration, subject to examination of the financial and other implications. In addition, the paper submitted for the first item on the agenda contained a whole list of difficulties which had been encountered in the implementation of technical co-operation projects; specific problems should be singled out for detailed review, for example delays in the supply of equipment, or recruitment of experts. These views were supported by Mr. Plant.

80. Mr. Nasr doubted the usefulness of attaching workers' and employers' relations officers to the Regional Offices of the ILO, as he thought that this would be too expensive. It was his view that all members of the Governing Body and the Committee should perform this role, in conjunction with all the ILO technical co-operation project personnel and field staff. He also had doubts concerning the organisation of tripartite regional seminars whose results would probably not always justify the expense. It would be more effective and more economical if the Directors of ILO Offices in the field and project managers organised informal tripartite meetings to examine the countries' problems with governments, employers and workers' representatives. The system could be perfected subsequently in the light of experience gained.

81. The question of participation in the recruitment of experts was the subject of a number of observations. Mr. Nasr thought that the system applied for recruiting workers' education experts in trade union circles might be extended to other fields. The persons directly associated with the work of the expert in the beneficiary country could draw up the job description jointly with the government authorities. This was what had been done in the case of the UNIDO experts in Lebanon.

82. Mr. Plant had some specific remarks to make on paragraph 36. As far as he knew, no national trade union organisation in the United Kingdom had ever been consulted on the recruitment of experts and the only two trade union candidatures he knew of (which had gone forward through other channels) had been rejected. He wondered which were the trade union federations that had published ILO notices of vacancies. The wording of the paragraph led one to assume that the Office was not very certain whether notices of vacancies
had been published or not since there was talk of instituting checks to ensure that the notices had been communicated to the Organisation. He also wondered when the Office would organise a system of direct communication with workers' organisations in this respect.

83. Mr. Oechslin remarked that the participation of employers' organisations in recruitment had met with some difficulties, not because the ILO was reluctant to appeal to the private sector but because employment conditions in that sector made long-term detachments impracticable. Likewise the organisation of practical training courses in industry for the benefit of fellows from abroad was an operation which, beyond a certain point, created a heavy burden for management.

84. Finally, Mr. Becker drew the attention of the Committee to the information contained in his Government's reply (page 43) and added that over the past twelve years or so 4,000 Israeli experts had been detached to serve in the technical co-operation programmes of various United Nations agencies; many of these experts had come from the General Federation of Labour.

85. Referring to the information given in paragraph 5 of the Office paper, Mr. Abid Ali regretted that so few replies had been received to the inquiry on the 1968 resolution. He also suggested that the Office send copies of its official communications directly also to employers' and workers' organisations and that the latter supply the Office with copies of their replies to governments. In conclusion, Mr. Abid Ali stated that the Workers looked forward to receiving at the next session action-oriented proposals to give effect to the tripartite principle in the full range of ILO activities.

86. A discussion took place on the important matter of the links between standard setting and technical co-operation activities. According to Mr. Abid Ali international labour standards should be one of the main concerns of technical co-operation, especially as the International Development Strategy for the Second United Nations Development Decade had formally recognised the primacy of social objectives. The standards relating to basic human rights were of particular importance. Mr. Nasr wondered to what extent standard-setting activities enabled tripartite participation in technical co-operation activities to be strengthened.

87. Mr. Weissenberg was convinced of the need to take full account of ratified standards, and even unratified standards, in particular those relating to basic human rights, in the implementation of technical co-operation projects. He pointed out, however, that despite the indications given in paragraph 24, the report on the Colombia World Employment Mission had made recommendations contrary to the principles laid down in Convention No. 4. Returning to Mr. Faupl's question as to whether the ILO should assist countries which did not comply with the standards on basic human rights, Mr. Weissenberg thought that the matter merited careful consideration. On the same subject, the Government member for Colombia expressed the view that any developing country had the right to receive the assistance it needed and that such assistance would, in fact, help to make it aware of the problems posed by the application of certain standards. He assured Mr. Weissenberg that Convention No. 4 was fully observed by his country. Finally, his Government had found a solution to the problem of submitting recommendations to the parliamentary authority.

88. The representative of the Director-General began his reply to the discussion by referring to the question raised by the Government member for the United States, who had said that he did not have a clear understanding of the Committee's role and had also expressed the view that participation should begin within the Committee on Operational Programmes, which should tackle specific problems linked with the execution of the ILO's technical co-operation activities, such as the question of the purchase and despatch of the equipment necessary for certain projects.

89. The Committee's terms of reference were clearly very broad ones: not only could it examine problems; it could also formulate conclusions and decisions on specific matters, subject, of course, to the subsequent agreement
of the Governing Body. He observed that while the document on item 1 of the agenda did not lend itself to definite decisions, in the case of other items, however, this was possible: the discussion on the second item on the agenda (consensus on the capacity of the United Nations development system) had resulted in a number of observations which would be invaluable to the ILO in its future activities. The third item, which the Committee was now discussing, concerned it more directly, and it could thus feel free to make precise recommendations to the Governing Body. To take an example, the Committee would no doubt wish to express its views on Mr. Faupl's suggestion — which the Government member for the United States had supported in principle — that a small working group from the Governing Body or the Committee on Operational Programmes should be set up to evaluate technical co-operation activities.

90. In addition to the regular items, it was possible for the Committee to place specific items on its agenda, and this had been done in past years. The Committee had great freedom of action except that it might, in the near future, have to co-ordinate its work with the in-depth reviews of ILO major programmes or basic programmes to be carried out by the Governing Body itself.

91. Turning to the substance of participation, the representative of the Director-General was pleased to inform the Committee that at this very moment, a team of experts who were to lead a series of seminars on labour-management relations in Asia (India, Ceylon, Singapore and the Philippines) was being briefed in Geneva. The entire operation was to be financed by Norwegian bilateral aid, and the team included experts from both employers' and workers' organisations. Another interesting development was the organisation — by agreement with the United Nations Centre for Economic and Social Information — of a study tour for trade unionists from Austria, Denmark, Finland, the Federal Republic of Germany, the Netherlands, Norway, Sweden and the United Kingdom. The tour, which was designed for English-speaking participants, would visit Ethiopia, Kenya, Tanzania and Zambia. It was designed as part of an effort to bring industrialised countries into closer contact with developing countries.

92. Mr. Becker had rightly insisted that too sharp a distinction should not be made between donor countries and beneficiaries. It was important to establish links of the kind just described, in a field which made demands on both industrialised and developing countries.

93. The representative of the Director-General referred to the important point made by Mr. Naar that the intention in strengthening tripartism was not to enable the employers and workers to interfere in technical co-operation activities, but to give them an opportunity to help. Mr. Oechslin's reference to public opinion in employers' circles was also to the point, since the success of many ILO ventures depended on how all three partners (governments, employers and workers) tackled the problem of employers' and workers' participation.

94. Similarly Mr. Nasr's statement, namely that governments should not use the alleged weakness of employers' and workers' organisations as a pretext for by-passing them was of fundamental importance. This had pointed up the remarks made by the Government members for the Central African Republic and Upper Volta, who had both laid stress on the importance of training employers' and trade union leaders, for without them participation was impossible.

95. The representative of the Director-General noted with satisfaction the emphasis laid by the Government member for Upper Volta on the need for the International Labour Organisation to intensify its workers' education activities. Unfortunately, present resources were inadequate to meet the needs.

96. A number of speakers had mentioned the connection between international labour standards and technical co-operation. The matter had been dealt with at some length in the Office paper, since it was of great importance to a tripartite organisation which in half a century had drawn up an impressive international labour code. This is what the Office paper had tried to emphasise in describing measures taken to make ILO experts aware of the need to orient their activities with reference to international labour standards. Technical co-operation, if it were not to be considered as a "commercial" undertaking, was an instrument for member States to bring their national practice into line with the principles laid down in international labour Conventions and Recommendations.
97. On the subject of international labour Conventions, the representative of the Director-General came to the question raised by Mr. Weissenberg, Mr. Faupl, Mr. Abid Ali and other speakers, mainly from the Workers' group, as to whether the International Labour Organisation and the Office should provide technical assistance to countries which did not observe, or did not fully observe, the principles laid down in international labour Conventions. He had already replied to this question in connection with the second item on the agenda; a further question which arose, however, was whether they should generally adopt a more reserved, or even negative, attitude towards countries whose policies were not in strict conformity with international labour standards. The Office was, however, confident that in time a number of these countries would come to be more precise in their observance of international labour Conventions and would more fully understand their scope. This would happen as increasing numbers of government officials, employers' and workers' leaders were trained. However, the Office exercised a great deal of caution; for example, it abstained from any initiatives to start workers' education programmes in countries where complaints relating to infringements of freedom of association were pending.

98. Turning to the question of evaluation, the representative of the Director-General had the impression that it was one with which the Committee seemed ill at ease. Mr. Nasr had said - and rightly - that, contrary to the impression gained from the Office paper, visits to field projects by members of the Committee had been useful and that they had always been made welcome in every country they had visited. The representative of the Director-General hoped that the Seventh Asian Regional Conference in Teheran would provide members of the Governing Body or Conference delegates with an opportunity to familiarise themselves with some of the ILO's activities, either in Iran or in neighbouring countries.

99. However, the real problem was that of evaluation, and here it had to be admitted that the information at the Committee's disposal was relatively limited, consisting merely of annual reports on activities. It was therefore difficult for the Committee to express an opinion on the results and the impact of projects. Some improvements were necessary: in the first place, it was unfortunate that the reports of the United Nations Joint Inspection Unit should have been discussed by the Financial and Administrative Committee before the Committee on Operational Programmes had had the opportunity to see them. But not even these reports were adequate for the purposes of evaluation in the full sense of the term; the Office would, however, be prepared to furnish other elements as a basis for evaluation.

100. But that was not enough. Serious consideration would have to be given to the proposal repeatedly made by Mr. Faupl and a number of his colleagues, and supported by other members of the Committee, to set up a working group within the Governing Body or the Committee on Operational Programmes which would systematically review problems, activities and the results of action taken. If the Committee so desired, the Office might examine the implications of setting up the group. The problems involved would no doubt have to be discussed by the Financial and Administrative Committee to the extent that certain additional expenditure would be required, not only to enable the group to operate, but also to enable the Office to supply it with material. He was somewhat concerned at the extra workload for the Office because, if the evaluation were to be properly carried out, it would be necessary to assemble large quantities of documentation which would require a great deal of analysis. If, however, the Committee thought the Office could make a review of the question for its further consideration, the Office would be happy to do so.

101. The representative of the Director-General noted that Mr. Abid Ali had raised the question of methods and procedures for the selection of participants, mainly in seminars, study tours and round tables. He confirmed what he had said earlier on the subject of collaboration with UNDP, namely that the ILO was bound by procedures fixed in the agreements between that organisation and the government of each beneficiary country. The ILO could not ignore such procedures, but could interpret them in the light of its particular concerns relating to employers' and workers' organisations, concerns of which UNDP was well aware.

102. The representative of the Director-General also confirmed that the ILO had complete freedom of action as regards seminars, study tours and round tables financed out of the regular budget or by bilateral aid sources; developments in the ILO's relations with the latter were incidentally very promising. The Director-General's intention in reviewing procedures was, on the one hand, to make
them more flexible, and, on the other, to encourage consultation of employers and workers, particularly at Governing Body level.

103. On the subject of seminars the representative of the Director-General had been interested to hear Mr. Naas pressing for informal tripartite meetings organised at the national level, by ILO field staff. This was an idea which might in the long run be more fruitful than holding seminars, as it would enable the ILO to concentrate its efforts at the level of each country. The Regional Director for Asia had recently sent to headquarters some interesting proposals in this connection.

104. The question of the selection of experts had been raised by several members of the Committee, including Mr. Naas, who had asked why the ILO did not follow UNIDO's practice of consulting employers' and workers' organisations, particularly the former, when preparing job descriptions for experts. In the first place UNIDO's main fields of competence in specific sectors of industry were rarely, if ever, covered by the ILO. In the second place, the ILO followed exactly the same practice and, in cases where activities concerning one industrial sector or a productivity and management development institute were involved, employers and workers were consulted to enable the ILO to obtain elements as a basis for appraisal, not only from the government authorities, but also from employers and workers. Mr. Plant had made a number of observations concerning the recruitment of experts and the contents of paragraph 36 of the Office paper. These were in line with the Office's desire to obtain access to all sources of recruitment, employers' and workers' organisations as well as governments, so as to enable it to find competent experts as rapidly as possible. That was the ILO's objective, and it seemed that it was being attained in many countries. In the case of some countries supplying large numbers of experts, there was evidence that ILO vacancy notices were widely disseminated among employers' and workers' organisations. Other countries, however, including some with a well-established tripartite tradition, insisted that all vacancy notices be passed through government services and circulated to employers' and workers' organisations through official channels. This was the procedure in the United Kingdom.

105. In the field of workers' education, a practice had developed whereby the ILO recruited experts directly from the trade union organisations. These experts were few in number, and contacts were made mainly at sessions of the Governing Body and the International Labour Conference and at other conferences organised by the ILO.

106. In conclusion, the representative of the Director-General drew the Committee's attention to the appeal made to governments in paragraph 42 of the Office paper. The Office could no doubt do much, but this would be of no avail unless government co-operation were forthcoming and employers' and workers' organisations abandoned the somewhat passive attitude which had existed hitherto in some cases. In 1971 the ILO had been entering an entirely new phase of technical co-operation with the adoption of the country programming procedure. It was already looking ahead to 1975 or 1980. It was situated within the framework of the second Development Decade, and was looking forward to participating in a programme which might, if all went well, attain a level of $500 million in 1975: with such prospects ahead it was vital for employers' and workers' organisations to be active at the time when programmes and projects were established. It was then that orientations were decided on and objectives fixed, and when objectives were properly fixed the problems of implementation were greatly diminished. That did not however mean that they should remain idle at the implementation stage. Country programming, together with the International Development Strategy for the Second United Nations Development Decade, afforded to governments and also to employers and workers an opportunity for reflection and for associating themselves with decisions which would determine the course of technical co-operation programmes for many years to come.
Fourth Item on the Agenda

Reports of the Joint Inspection Unit dealing with technical co-operation matters

107. The Committee had before it, for information and discussion, two of the three reports of the Joint Inspection Unit submitted to the Financial and Administrative Committee at the present session, viz. the Report on United Nations Activities in Indonesia (GB.184/FA/9/17) and supplementary information concerning the Joint Inspection Unit report entitled "Observations on the work of the International Labour Organisation in Colombia" (GB.184/FA/9/20). It was noted that since the Financial and Administrative Committee had already met and considered these reports at the present session, the observations made in this connection by the Committee on Operational Programmes would be brought to its attention at the next session.

108. Several speakers, including Mr. Faupl, Mr. Plant and the Government member for the United Kingdom, felt that the procedure whereby reports of the Joint Inspection Unit dealing with technical co-operation matters were referred to the Committee on Operational Programmes in order that its views could be examined by the Financial and Administrative Committee when submitting its own observations to the Governing Body was most useful, but suggested that the timing should be so arranged as to enable the Committee on Operational Programmes to examine such Joint Inspection Unit reports in the first instance, i.e. prior to their consideration by the Financial and Administrative Committee. It was suggested by Mr. Faupl that the Committee might also have before it for information and discussion, under this item analogous reports such as the evaluation report on the Turin Centre for Advanced Technical and Vocational Training which had been submitted to its Board, in the form of a preliminary report prepared by three consultants appointed by the UNDP.

109. The Government member for Colombia endorsed Mr. Faupl's suggestion concerning the evaluation report on the Turin Centre and welcomed the excellent results of the vocational training programme for middle-level technicians which had prompted the Government to include in its over-all country programme, submitted for approval by the UNDP Governing Council in 1972, proposals for the training of managerial personnel at the level of the undertaking and also for the purposes of national development, as mentioned in the relevant observations of the Joint Inspection Unit. Mr. Plant said that the Worker members had been, somewhat dismayed to learn of the difficulties which had arisen over the assignment of successive project managers for a training project of such wide dimensions, and hoped that appropriate remedial measures would be taken to avoid the recurrence of such mistakes.

110. Similarly, the specific observations on ILO activities contained in the JIU report on Indonesia were considered by several speakers as constructive criticism. The United Kingdom Government member and Mr. Plant both noted the reference to the need for proper inter-agency co-ordination and were pleased that, as a result of these remarks, the necessary steps had been taken by the ILO with the IBRD, UNESCO and the national authorities.

111. Mr. Nasr wondered whether some of the Director-General's observations on the Indonesia report were not rather complacent, as for example the reference in paragraph 11 (GB.184/FA/9/17) to exploring the feasibility of subcontracting. The lesson to be drawn from this and similar reports was that concerted efforts were needed to improve efficiency, particularly in the context of the new country programming system. Mr. Yoshimura recalled that members of the Asian Advisory Committee which met in Bandung in September 1970 had availed of the opportunity to visit the vocational training school there which formed part of ILO project activities; however, he regretted that a similar visit had not been arranged to the very successful ILO handicrafts project in Djakarta, which happened to be on the way to Bandung, nor was information provided to the Committee concerning other ILO technical co-operation activities under implementation in the country.

112. The Committee took note of the report of the Joint Inspection Unit concerning UN activities in Indonesia and its observations on the work of the ILO in Colombia, respectively, together with the corresponding observations of the
Director-General, and requests that its views as recorded in the present report be communicated to the Financial and Administrative Committee at the next session of the Governing Body.

Future Work of the Committee on Operational Programmes

113. On the Chairman's proposal, the Committee agreed to recommend the Governing Body to fix the agenda for its meeting at the November 1972 session as follows:

1. ILO technical co-operation activities in 1971.
2. Magnitude and balance of the regular programme of operational activities under the ordinary budget of the ILO for 1974-75.
3. Progress report on matters relating to the capacity of the United Nations development system.
4. Reports of the UN Joint Inspection Unit dealing with technical co-operation matters.
5. Possible establishment of a tripartite working group of the Committee to deal with evaluation questions.

114. As regards the proposed item 3, it was left to the Director-General's discretion whether or not a concise paper should be submitted for the information of the Committee, describing any important new developments that might have occurred concerning the capacity of the UN development system in general, and the UNDP in particular. It was also indicated, under the proposed item 5, that the financial implications of any new machinery would have to be examined by the Financial and Administrative Committee at the proper time. Finally, it was agreed that various points raised by Mr. Abid Ali in the discussion of the third item on the agenda of the present meeting would be dealt with in the paper to be submitted under the first item proposed for inclusion in the agenda of the next meeting of the Committee in November 1972.

115. The Governing Body is invited to approve the draft agenda for the next meeting of the Committee on Operational Programmes as set out in the preceding paragraphs, subject to the observations and understandings therein contained.

S.O. Koku,
Chairman.
APPENDIX XV

Fifteenth Item on the Agenda

REPORT OF THE COMMITTEE ON DISCRIMINATION

1. The Committee on Discrimination met in Geneva on 12 November 1971. Mr. J. Morris, Worker Vice-Chairman, acted as Chairman of the meeting.

ILO Action Against Discrimination in Employment and Occupation

2. The Committee was informed of recent ILO action against discrimination in employment and occupation. Since the last meeting of the Committee (November 1970), four more countries had ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and four more countries had ratified the Equal Remuneration Convention, 1951 (No. 100), thus bringing the total number of ratifications of these two Conventions to 77 and 74 respectively. At its last meeting (March 1971), the Committee of Experts on the Application of Conventions and Recommendations had made a general survey on the effect given to the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and Recommendation (No. 111), on the basis of reports requested under Articles 19 and 22 of the Constitution both from States which had ratified the Convention and those which had not. This survey had been considered by the Conference Committee on the Application of Conventions and Recommendations, which had in adopting its own report addressed a special appeal to all member States to ratify and fully implement the Convention. The Seventh Special Report of the Director-General on the Application of the Policy of Apartheid of the Republic of South Africa had been submitted to the 56th Session of the Conference. Further articles and current information notes on questions relating to discrimination and the promotion of equality of opportunity had been published in the International Labour Review. In particular, an article on the economic and social promotion of scheduled castes and tribes in India had appeared in the January 1971 issue and an article on the effectiveness of grievance procedures concerning discrimination in employment appeared in the November 1971 issue of the Review. Research had continued on various problems, including the relationship between economic

1 See eighth sitting.

2 Document GB.184/CD/1/2.
inequality and race relations and the situation of foreign workers. The ILO poster on equality of opportunity and eradication of discrimination had been widely distributed in a large number of countries in all parts of the world through governments, workers' and employers' organisations, ILO field offices and experts and United Nations information centres. In addition, a series of twelve radio programmes on the effects of discrimination and measures to eradicate it had been broadcast through the radio networks of some forty countries in all areas of the world.

3. As regards the observance by the ILO of the International Year for Action to Combat Racism and Racial Discrimination, proclaimed by the General Assembly of the United Nations, the importance of this International Year had been emphasised particularly through the adoption by the International Labour Conference of a resolution concerning a worker and the contribution of the ILO to the International Year for Action to Combat Racism and Racial Discrimination, and had also been stressed in the general survey by the Committee of Experts on the instruments relating to discrimination, a message from the Director-General regarding the International Year published on 1 July 1971, and a recent issue of Panorama devoted to this subject. In addition, the ILO had participated actively in two seminars organised by the United Nations in connection with the International Year, the first of which (Yaounde, 16-29 June 1971) had been concerned with "measures to be taken on the national level for the implementation of United Nations instruments aimed at combating and eliminating racial discrimination and for the promotion of harmonious race relations" and the second (Nice, 24 August-6 September 1971) with "the danger of a recrudescence of intolerance in all its forms and the search for ways of preventing and combating it".

4. The Employer members stated that, while the progress in the number of ratifications of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) was gratifying, it was desirable to ensure that the Convention was effectively applied by those States which had ratified it. It was also important that the ILO's action against discrimination in employment should become more widely known among the general public, since experience had unfortunately shown that in many parts of the world, for example Latin America, the work of the ILO was familiar only to a small circle of specialists on labour and social questions. The question of migrant workers was also a very acute problem today, since most countries were either suppliers or receivers of migrant labour and the treatment of migrant workers left much to be desired in many countries. The ILO should therefore tackle this problem seriously and should in particular carry out studies covering the situation of migrant workers in its various aspects, including employment rights, conditions of work and life and social security.

5. In this connection, it was pointed out that the Governing Body would be examining at its present session the question of migrant workers in relation to the effect to be given to the resolution concerning ILO action for the equality of migrant workers in all social and labour matters adopted by the Conference at its 56th Session. It was also recalled that recently, at its Third Session, the African Advisory Committee had adopted a resolution relating to problems of migration in Africa. This showed that the International Labour Organisation, which had long felt special concern for the problems of migrant workers, had decided to give priority attention to these problems on a world-wide level. Since this was a very difficult question and one which went beyond the scope of the ILO's anti-discrimination programme, involving as it did many other sectors of ILO activity, the preparation of the necessary studies would inevitably take a certain amount of time but everything possible should be done to fulfil the expectations which had been raised by the Conference resolution.

6. With regard to the ILO's publications and information activities in the field of discrimination, one member expressed the view that a more graphic presentation of material such as in Panorama was more suited to the general public than articles in the International Labour Review, which were of interest to a more specialised readership. Posters could also be a very effective form of publicity, provided their distribution was rationalised and sufficiently controlled. It would also be useful to organise radio broadcasts on discrimination on a continuing basis, in particular in close proximity to areas where discrimination was known to exist. The main problem was how the ILO could effectively evaluate the impact of its action in this field.
7. In reply to questions by the Worker members and some other members concerning the extent to which the ILO's publications and other information activities on discrimination had aroused interest among governments, employers' and workers' organisations, and other non-governmental organisations, it was indicated that these circles had made considerable use of ILO material on this subject. For example, the results of the Asian regional seminar on equality of opportunity in employment had been widely publicised by governments and by employers' and workers' organisations in the Asian region. Workers' organisations had also been among the most extensive users of the ILO poster against discrimination, and one national workers' organisation had taken the initiative of translating the poster into one of the two main national languages of the country concerned. Since the ILO did not have the means at its disposal to reach a wider public directly, it was mainly through the efforts of governments, employers' and workers' organisations and other interested circles that its material could have the multiplying effect which would ensure that it had the desired impact.

8. It was the general feeling of the Committee that the ILO should to every extent possible step up its information activities in order to ensure that the ILO programme against discrimination made the fullest impact and should to this end make wider use of information media such as broadcasting and the press. In reply to a statement by a Worker member concerning the need for a greater effort in Latin America, it was indicated that the second ILO regional seminar on equality of opportunity in employment, which was due to have been held in the Americas during the current year, had unfortunately had to be postponed for financial reasons but that it was intended to convene the seminar at the earliest possible opportunity.

Questions Arising out of the Resolution concerning "Apartheid" and the Contribution of the International Labour Organisation to the International Year for Action to Combat Racism and Racial Discrimination

9. The Committee was informed that, in accordance with the decisions taken by the Governing Body at its 183rd Session immediately following the 56th Session of the Conference, the resolution adopted by the Conference concerning apartheid and the contribution of the ILO to the International Year for Action to Combat Racism and Racial Discrimination had been communicated by the Director-General to the governments of member States, to national employers' and workers' organisations and the international bodies to which they were affiliated, and to the Secretary-General of the United Nations, the Directors-General of FAO, UNESCO and WHO and the Secretaries-General of the Common African, Malagasy and Mauritian Organisation, the League of Arab States and the Organisation of African Unity, drawing their attention to the various paragraphs of the resolution of particular interest to them. The Director-General had already received a number of replies. In particular, the Secretaries-General of the United Nations and of the Organisation of African Unity had commended the ILO for the very active contribution which it had made to the struggle against apartheid and racial discrimination through the adoption of this resolution. In respect of operative paragraph 7(a) and 7(c) of the resolution, on which the Governing Body had not taken any immediate decision at its post-Conference sitting, the Governing Body had decided to request the Director-General to submit proposals to the Committee on Discrimination at the present session of the Governing Body, as well as to take due account of the resolution in the preparation of the long-term programme of the ILO.

10. As regards operative paragraph 7(a) of the resolution, in which the Conference had invited the Governing Body to ensure the widest dissemination in all countries, including countries and territories under a colonial regime and foreign domination, of information on the evil consequences of apartheid in the social and labour field, the Committee was informed that the Director-General had decided as an immediate measure that the ILO's public information booklet entitled

1 Document GB.184/CD/2/1.
the ILO and Apartheid, which presents in a form adapted to the general public the main findings contained in the ILO's special reports on apartheid, should also be issued in Afrikaans, Arabic and Swahili. Work was already proceeding on the translation of the booklet, and the three versions would be issued before the end of 1971. Consideration was also being given to the publication of future special reports on apartheid in Arabic and to the possibility of making the special reports also available in other languages, including Afrikaans and Swahili. One member expressed the view that the ILO should not merely wait requests for these booklets, but should take active steps by all legal means to ensure their wide dissemination, particularly in the territories expressly referred to in this operative paragraph of the resolution. Another member felt that a close collaboration between the ILO and the OAU in this field would be very useful in giving effect to the aims of the resolution. In reply to a question concerning the distribution of the Afrikaans version of the booklet, it was indicated that a request had already been received for a distribution of a large number of copies inside South Africa.

11. In regard to operative paragraph 7(c) of the resolution, in which the Conference invited the Governing Body to request the Director-General to submit to it proposals for dealing with the various forms of racial discrimination other than apartheid practised in other regions of the world, the document before the Committee recalled the existing ILO means of action for dealing with racially discriminatory practices in fields within the ILO's competence, including the procedures for supervising the application of Conventions and Recommendations and the constitutional procedures for investigating representations and complaints concerning the application of a Convention. It was suggested in particular that the Governing Body might wish to request the Committee of Experts on the Application of Conventions and Recommendations to continue to give special attention to the elimination of all forms of discrimination in employment and that the Committee of Experts might also be invited to recommend governments, whenever appropriate, to make use of the procedure of "direct contacts". Under the ILO's practical and educational programme of action for the elimination of discrimination and the promotion of equality of opportunity in employment during the 1972-73 biennium, it was indicated that action would be concentrated on certain specific problems, namely the elimination of discrimination in access to employment and forms of discrimination practised against foreign workers, and these activities would be concentrated on discrimination based on ethnic, cultural or social distinctions. As regards other measures which might be contemplated in giving effect to the resolution, it was suggested that consideration might be given, further to existing forms of action, to detailed study of specific national situations being given prominence in research, technical reports and special studies. In this connection, a possible form of action could be the preparation of impartial surveys of national situations, with the agreement of the government concerned, aimed at an objective assessment of certain situations and at suggesting solutions geared to the specific circumstances of each country.

12. The Employer and Worker members wondered whether many governments were likely to request the ILO to carry out an on-the-spot investigation of their own national situation with regard to the promotion of equality of opportunity and treatment in employment. However, one Government member felt that there was no reason why governments should not address such requests to the ILO, and there existed in other fields of ILO action precedents for the ILO sending study missions to countries at the request of governments. Such surveys should always be carried out with the consent of the government concerned. It was pointed out to the Committee that, in certain situations, the search for solutions at the national level was often made difficult by mutual distrust between different sections of the community, and therefore recourse to outside observers, working with complete impartiality, could be of considerable help in making reliable assessments of the facts and in formulating generally acceptable solutions.

13. As regards the constitutional procedures for investigating representations and complaints concerning the application of a Convention in a ratifying country, one member expressed regret that action had not yet been taken on a request by the Portuguese Government that a Commission of Inquiry should be set up to examine the application of Convention No. 111 in the metropolitan and overseas territories of Portugal. However, another member felt that this request should be treated with the utmost caution in view of the circumstances in which it had been made and the danger that the procedure might be used with a view to justifying certain policies. It was indicated to the Committee that in cases of this kind,
whatever the procedure adopted, whether it be the setting up of a formal commission of inquiry by the Governing Body or the more informal procedure of "direct contacts", the greatest care was exercised to ensure that there was every guarantee of freedom and objectivity in the implementation of these procedures. In the case of a formal commission of inquiry, the decision had to be taken by the Governing Body, whereas for less formal procedures such as "direct contacts" the question could be decided by the Director-General in consultation, when necessary, with the Committee of Experts. The financial implications were also different in each case.

14. The Employer members considered that, although the resolution adopted by the Conference specifically related to racial discrimination, the ILO programme should continue to deal with all the grounds of discrimination mentioned in Convention No. III, with particular attention to the problems of minorities. It was also evident that the protection against racial discrimination, which was the object of the resolution, should apply regardless of sex, creed or opinion. The problem of discrimination in employment should be tackled on a practical level, particularly through legislative and educational action. In this connection, special attention should be devoted to the problem of vocational training, since discrimination in employment frequently resulted from a lack of equal opportunity in access to vocational training. The fact that minority candidates failed to find employment through lack of adequate occupational qualifications constituted a form of discrimination within the meaning of the Convention.

15. In the light of this discussion, the Committee decided to recommend the Governing Body:

(a) to invite the Committee of Experts on the Application of Conventions and Recommendations to continue to give special attention, as part of its regular examination of reports from countries which have ratified Convention No. III and on the occasion of its next examination of reports supplied under Article 19 of the Constitution by countries which have not ratified it, to problems relating to the elimination of all forms of discrimination in employment on grounds such as race, colour, religion, national extraction and social origin and other similar criteria, including problems of minorities;

(b) to invite the Committee of Experts to consider fully the possibility of commending to governments of countries which have ratified the Convention, for use as appropriate in cases where questions relating to the application of the Convention might appear to require clarification, direct contacts such as were described by the Committee of Experts in its 1960 report whereby a representative of the Director-General might, in agreement with the government concerned, carry out a fuller examination of those questions, particularly by visiting the country;

(c) to invite the Director-General to give close attention to continued operation of the arrangements for ILO co-operation with the United Nations in examining questions relating to the elimination of racial discrimination and to take any steps which might appear necessary to ensure such co-operation in carrying out specific United Nations studies and surveys concerning forms of discrimination based on race or the other criteria mentioned in (a) above, and which are relevant to the ILO's field of competence;

(d) to request the Director-General to submit more detailed proposals, in the light of the Committee's discussions, concerning the extension of activities under the discrimination programme to include the preparation, with the agreement of the government concerned, of impartial surveys on national situations.

For the Chairman:

J. Morris,
Vice-Chairman.
APPENDIX XVI

Sixteenth Item on the Agenda

COMPOSITION AND AGENDA OF COMMITTEES
AND OF VARIOUS MEETINGS*

First Paper

Composition of Standing Bodies and Composition
and Agenda of Meetings

I. COMPOSITION OF STANDING BODIES

Committee of Experts on the Application of
Conventions and Recommendations

Reappointments

1. The Governing Body is invited to reappoint the following members for a
period of three years:

Sir Adetokugbo ADEWOLA (Nigeria)
Mr. E. GARCIA SAYÁN (Peru)
Mr. A. GUBINSKI (Poland)
Mr. L.A. LUNZ (USSR)
Mr. I. RUIZ MORENO (Argentina)

* *

\[^1\] See eighth sitting.
II. COMPOSITION AND AGENDA OF MEETINGS

Fifth Session of the African Advisory Committee

and

Fifteenth Session of the Asian Advisory Committee

2. The 1972-73 Programme and Budget contains provision for the Fifth Session of the African Advisory Committee and the Fifteenth Session of the Asian Advisory Committee. As indicated in another paper before the Governing Body\(^1\) the Director-General intends to submit at the 185th Session proposals for holding these meetings in 1972 at the seat of the respective ILO regional offices - i.e. in Addis Ababa and Bangkok.

3. It would, however, be desirable for the Governing Body to fix the agenda of both meetings at its present session so as to avoid delay in the preparation of the necessary documentation.

4. There is a clear understanding that one of the two sessions of regional advisory committees which will normally be held in the interval between successive regional conferences should be devoted to a review and evaluation of the ILO's work in the region concerned. At its 183rd Session (May-June 1971) the Governing Body decided that the Third Session of the Inter-American Advisory Committee, which is to be held next year, should be devoted to a review and evaluation of the ILO's activities in the Americas. The Director-General proposes that the Fifth Session of the African Advisory Committee and the Fifteenth Session of the Asian Advisory Committee should similarly be devoted to a review and evaluation of the ILO's activities in the African and Asian regions.

5. Each of the three regional advisory committees would thus have an opportunity next year to undertake a thorough appraisal of the ILO's work in the region concerned, to advise on the best means of strengthening the effectiveness and impact of its activities and to indicate the priority needs to which they should be directed. Guidance on these matters will be of considerable value to the Director-General in formulating his programme and budget proposals for 1974-75, which will be submitted to the Governing Body in 1973.

6. The Governing Body may wish to decide:

(a) that the agenda of the Fifth Session of the African Advisory Committee should consist of the following item: review and evaluation of the ILO's activities in Africa; and

(b) that the agenda of the Fifteenth Session of the Asian Advisory Committee should consist of the following item: review and evaluation of the ILO's activities in Asia.

\(^1\) See Appendix XIX, first paper, paragraph 5.

\(^2\) See Minutes of the 183rd Session of the Governing Body, fifth sitting, and Appendix XVII, third paper.
Meeting of Experts on Paid Educational Leave

7. At its 183rd Session (May-June 1971) the Governing Body decided to include an item on paid educational leave in the agenda of the 58th (1973) Session of the Conference, and provision is made in the 1972-73 Programme and Budget for a meeting of experts on the subject, whose advice, reflecting the views and experience of governments, employers' organisations and trade unions, would help to secure the broadest possible measure of agreement in defining the scope and content of an instrument that the Conference might adopt.

8. The agenda proposed for the Meeting is as follows:
1. Paid educational leave for vocational training.
2. Paid educational leave for trade union studies.
3. Paid educational leave for training and education in other fields.

The Governing Body may wish to approve the above agenda.

9. The Officers of the Governing Body have agreed that the Meeting should be composed of 30 experts appointed by the Governing Body, of whom 6 coming from universities and institutions dealing with adult education would be appointed following consultations with UNESCO and other organisations concerned. Of the remaining 24, 8 would be selected after consultation with governments and 8 each after consultation with the Employers' and Workers' groups of the Governing Body. Consultations are proceeding on this basis and the Director-General hopes to submit nominations before the end of the present session.

Meeting of Experts on Control and Prevention of Occupational Cancer

10. At its 183rd Session (May-June 1971) the Governing Body decided to include an item on control and prevention of occupational cancer in the agenda of the 58th (1973) Session of the Conference, and provision is made in the 1972-73 Programme and Budget for a meeting of experts on the subject to consider the protective and preventive measures which should be recommended to counteract occupational cancer hazards and to prepare for discussion of this matter by the Conference with a view to the adoption of an international instrument.

11. The agenda proposed for the Meeting is as follows:
1. Problems relating to the definition of occupational cancer hazards.
2. Criteria for classifying carcinogenic substances and agents with a view to prevention.
3. Technical and medical control and prevention.
4. Other related matters.

12. The Officers of the Governing Body have agreed that the Meeting should be composed of 12 experts, 4 chosen after consultation with governments and 4 each after consultation with the Employers' and Workers' groups of the Governing Body. Consultations are proceeding with the three groups and the Director-General hopes to submit nominations before the end of the present session.
13. The Director-General intends to invite the following organisations to be represented at the Meeting: World Health Organisation, Council of Europe, European Communities and International Agency for Research on Cancer.

14. The Director-General would propose in addition that the following organisations be invited to be represented by observers: International Union against Cancer, Permanent Commission and International Association on Occupational Health, and International Union of Pure and Applied Chemistry.

15. The Governing Body is invited:
(a) to fix the agenda of the Meeting as proposed in paragraph 11; and
(b) to authorise the Director-General to invite the organisations mentioned in paragraph 14 to be represented by observers.

* * *

Ad Hoc Committee on the Occupational Safety and Health Programme

16. The 1972-73 Programme and Budget provides for the meeting of an ad hoc committee to make recommendations to the Governing Body concerning the Occupational Safety and Health Programme. The terms of reference of the Committee would be to examine the Programme in the light of the conclusions previously reached by the Governing Body, to determine the main lines of the Programme, to select the technical subjects and the methods of action likely to have the maximum impact and to establish priorities. The Governing Body may wish to approve these terms of reference.

17. It is suggested that the Committee should be composed of nine members - three from government, three from employers' and three from workers' circles. Consultations are proceeding with the three groups and the Director-General hopes to submit nominations before the end of the present session.
Second Paper

Composition of Meetings

Meeting of Experts on Paid Educational Leave

1. The Governing Body was informed in an earlier paper\(^1\) that the Director-General hoped to submit at the present session nominations for experts to participate in this Meeting.

2. The Director-General now submits the following nominations:

Experts Nominated after Consultation with Governments

Mr. Giancarlo ANTONUCCI (Italy), Chief of Section, Ministry of Labour and Social Welfare.

Mr. Zbigniew BAJSZCZAK (Poland), Deputy Director, Labour and Wages Committee, expert in employment problems.

Mr. BLANC (France), Inspector-General, General Inspectorate of Social Affairs.

Mr. Arne CARLSSON (Sweden), Head, Labour Market Department, Ministry of Labour and Housing.

Mr. Naguib FAHMY (Arab Republic of Egypt), Director-General, Wages and Industrial Relations Department.

\(^1\) See above, first paper, paragraph 9.
Mr. Mohammad MAHMUD, TQA, PCS (Pakistan), Secretary to the Government of the Punjab, Department of Labour, Lahore.

Mr. Arturo MUÑOZ LEDO (Mexico), specialist in human resources and personnel administration, Foreign Service.

Mr. Aleksandr PYATAKOV Vasilievich (USSR), Deputy Chief, Legal Branch, State Labour and Wages Committee.

Experts from Universities and Institutions Dealing with Adult Education

Mr. Robert HARI (Switzerland), Director-General, intermediate level education, Geneva school system.

Mr. J.L. LUXEN (Belgium), responsible for the Social and Cultural Section of the General Secretariat, Louvain University; Professor, Higher Institute for Workers' Culture; member of the "Labour and University" Foundation.

Mr. Noel TERROT (France), Chief, Permanent Education and Social Advancement Section, University of Social Science, Grenoble.

Experts Nominated after Consultation with the Employers' Group of the Governing Body

Mr. Luis APARICIO VALDEZ (Peru), Permanent Committee of Peruvian Employers' Associations.

Mr. Auguste BASTID (Ivory Coast), Vice-President, Ivory Coast Interoctocupational Association.

Substitute

Mr. James A. OLA (Nigeria), Chairman, NECA Industrial Relations Committee, UAC of Nigeria Limited.

Mr. S.B. CHAMBERS (Jamaica), Executive Vice-President, Jamaica Employers' Federation.

Mr. Charles E. COOPER (Liberia), Manager, Industrial Relations, Firestone Plantations Company.

Mr. Yoshitaka FUJITA (Japan), Manager, Labour and Industrial Relations Branch, Japan Federation of Employers' Associations.

Mr. Folke HALDEN (Sweden), Head of Training Department and member of the Directorate, Swedish Employers' Confederation; Vice-President, Swedish Institute for Management.

Dr. Georg JURASCHEK (Federal Republic of Germany), Head, Department for Social Policy in Educational and Youth Work, Confederation of German Employers' Associations.

Professor A.D. SINGH (India), Tata Iron and Steel Co. Ltd., Jamshedpur.

Experts Nominated after Consultation with the Workers' Group of the Governing Body

Mr. Peer CARLSEN (Denmark), National Confederation of Danish Trade Unions (LO).

Mr. S.W. DHABE (India), President, Indian National Trade Union Congress (Maharashtra Branch), Nagpur.

Mr. H.D. HUGHES (United Kingdom), Principal, Ruskin College; President, Workers' Education Association.
Mr. Karl JOSTARNDT (Federal Republic of Germany), responsible for school and cultural policy, German Confederation of Trade Unions (DGB), Dusseldorf.

Mr. Gower MARKLE (Canada), Director of Education and Welfare in Canada for the United Steelworkers of America, Toronto.

Mr. Gilbert PONGAULT, General Secretary, Pan-African Workers' Congress.

Mrs. Yina de la SELVA CUTIERREZ (Mexico), Professor of Fiscal Legislation and Civics, Pasteur Institute; member of the Academy of International Law.

Mr. Vladimir Matveevitch SOLYANIK (USSR), Chief, Labour Legislation Section, Legal Department, All-Union Central Council of Trade Unions.

Substitutes

Mr. Walter DAVIS (United States), Education Director, AFL-CIO.

Mr. Tyl DECLERCQ (Belgium), Chief, Training Section, Belgian Confederation of Christian Trade Unions.

Mr. Jean DIALLO, Chief, Training Section, Pan-African Workers' Congress.

Mr. Pierre GALONI (France), Confederal Secretary, General Confederation of Labour-Force Ouvrière.

Mr. François JANSSENS (Belgium), Doctor of Laws, responsible for labour legislation questions and employment problems, Belgian General Federation of Labour.

Mr. Israel KEISAR (Israel), member of the Executive Bureau, Histadrut, Tel Aviv.

Mr. Ivar LEVERAAS (Norway), Acting General Secretary, Workers' Educational Association.

Mr. Franz MRKVICKA (Austria), Youth Secretary, Austrian Federation of Trade Unions (OGB).

Mr. Marc PIOL0T (France), Research and Workers' Education Centre, General Confederation of Labour.

Mr. José de Jesus PLANA (Venezuela), Director, Latin American Institute of Social Studies (ILATES), Caracas.

Mr. Bernard TAMPUNGU (Republic of Zaire), Education Officer, National Confederation of Workers of Zaire, Kinshasa.

3. Consultations are proceeding with a view to the nomination of the three remaining experts from universities and institutions dealing with adult education.

4. The Governing Body is invited:

(a) to authorise the Director-General to invite the persons named in paragraph 2 to attend the Meeting;

(b) to authorise its Officers to approve on its behalf the names of the remaining experts.

5. The Director-General intends to invite the following organisations to be represented at the Meeting: UNESCO, OECD, Council of Europe and European Communities.
Meeting of Experts on Control and Prevention of Occupational Cancer

6. The Governing Body was informed in an earlier paper\(^1\) that the Director-General hoped to submit at the present session nominations for experts to participate in this Meeting.

7. The Director-General now submits the following nominations:

**Experts Nominated after Consultation with Governments**

Dr. R. OWEN (United Kingdom), Senior Medical Inspector of Factories, Department of Employment.

**Experts Nominated after Consultation with the Employers' Group of the Governing Body**

Dr. Hasmet DERE (Turkey), Manager, Gripin Laboratory Inc., specialist in lung diseases.

Dr. Alexander MUNN (United Kingdom), Division Medical Officer, Organics Division, Imperial Chemical Industries Ltd., Blackley, Manchester.

Dr. Philippe SHUBIC (United States), Director, Eppley Cancer Institute, Omaha, Nebraska.

Dr. SMAGGHE (France), Chief of Medical Service, Chemistry Division, Ugine-Kuhlmann Chemicals Company, Paris.

**Experts Nominated after Consultation with the Workers' Group of the Governing Body**

Dr. Erik BOLINDER (Sweden), Swedish Confederation of Trade Unions.

Dr. Robert MURRAY (United Kingdom), Medical Adviser, Trades Union Congress.

8. Consultations are proceeding with governments and with the Workers' group of the Governing Body with a view to the nomination of the remaining experts.

9. The Governing Body is invited:

(a) to authorise the Director-General to invite the persons named in paragraph 7 to attend the Meeting;

(b) to authorise its Officers to approve on its behalf the names of the remaining experts.

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**Ad Hoc Committee on the Occupational Safety and Health Programme**

10. The Governing Body was informed in an earlier paper\(^2\) that the Director-General hoped to submit at the present session nominations for experts to participate in the meeting of this Committee.

11. The Director-General now submits the following nominations:

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\(^1\) See above, first paper, paragraph 12.

\(^2\) Ibid, paragraph 17.
Experts Nominated after Consultation with the Employers' Group of the Governing Body

Mr. T.A.B. ADEKUNLE (Nigeria), employer representative on the Nigerian National Industrial Safety Council; personnel manager.

Mr. Jean-Marie CAVE (France), Director, Occupational Health and Working Conditions Division, Confederation of Metal and Mining Industries (UIMM); Chairman, National Research and Safety Institute.

Mr. L.V.R. FERNANDO (Ceylon), Medical Officer, Planters' Association Estates Health Scheme; Assistant Director, Ross Institute of Tropical Hygiene (London).

Substitutes

Dr. P.V. THACKER (India), Chief Industrial Health Officer, Tata Services Limited, Bombay.

Mr. Mustafa BIRGI (Turkey), former lecturer in technology, University of Istanbul.

Experts Nominated after Consultation with the Workers' Group of the Governing Body

Dr. Erik BOLINDER (Sweden), Swedish Confederation of Trade Unions.

Mr. Harry JACKS (Canada), Canadian Brotherhood of Railway, Transport and General Workers.

Mr. R.K. MALVIYA (India), President, Indian National Mineworkers' Federation.

Substitute

Dr. Fabio PAZ GARNERT (Colombia), Confederation of Colombian Workers.

12. The Governing Body may wish to authorise the Director-General to invite the experts named in paragraph 11 to participate in the meeting.

13. Consultations are proceeding with governments and the Director-General hopes to submit the remaining nominations at the 185th Session.
Supplementary Note

Meeting of Experts on Control and Prevention of Occupational Cancer

After consultations with the Workers' group of the Governing Body, the Director-General submits the following additional nomination:

Dr. Herman VAN DEN BERGHE (Belgium),
Professor at the University of Louvain,
Cancer Specialist.

1 See above, second paper, paragraph 7.
1. Article III, paragraph 2, of the Statute of the International Centre for Advanced Technical and Vocational Training states:

   The Board shall consist of:

  二十-four members appointed by the Governing Body of the International Labour Office from among its own members: twelve from the Government group, including six from among the representatives of the ten Members of the International Labour Organization of chief industrial importance; six from the Employers' group; and six from the Workers' group. These members shall be appointed for terms of three years unless their membership of the Governing Body of the International Labour Office ends sooner;

2. At its 176th Session (June 1969) the Governing Body, in accordance with the above-quoted provision and on the nomination of the Workers' group, appointed Mr. H. Beermann as a member of the Board for a period of three years.

3. In view of Mr. Beermann's resignation from the Governing Body, it is necessary to appoint a replacement for the unexpired portion of his term as a member of the Turin Centre Board, i.e. until the next Governing Body elections in June 1972.

4. It is accordingly proposed, on the nomination of the Workers' group, that Mr. P. Louet be appointed as a member of the Board of the International Centre for Advanced Technical and Vocational Training for a period expiring in June 1972.

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1 See eighth sitting.
Second Paper

1. Article III, paragraph 2, of the Statute of the International Centre for Advanced Technical and Vocational Training states:

   The Board shall consist of:

   ........................................................................................................

   (c) twenty-four members appointed by the Governing Body of the International Labour Office from among its own members: twelve from the Government group, including six from among the representatives of the ten Members of the International Labour Organisation of chief industrial importance; six from the Employers' group; and six from the Workers' group. These members shall be appointed for terms of three years unless their membership of the Governing Body of the International Labour Office ends sooner;

   ........................................................................................................

2. At its 176th Session (June 1969) the Governing Body, in accordance with the above-quoted provision and on the nomination of the Workers' group, appointed Mr. A. Becker as a member of the Board for a period of three years.

3. In view of Mr. Becker's resignation from the Governing Body, it is necessary to appoint a replacement for the unexpired portion of his term as a member of the Turin Centre Board, i.e. until the next Governing Body elections in June 1972.

4. It is accordingly proposed, on the nomination of the Workers' group, that Mr. Eli Moyal be appointed as a member of the Board of the International Centre for Advanced Technical and Vocational Training for a period expiring in June 1972.
Report on the Thirteenth Session of the Board of the Centre

Introduction

1. The Board held its Thirteenth Session at Turin on 5 and 6 November 1971, under the chairmanship of Mr. Wilfred Jenks, Director-General of the ILO. The Board decided to submit a report on its proceedings to the Governing Body.

Advanced Training Abroad: Preliminary Conclusions of the UNDP Consultants

2. The Board had before it the preliminary results of a study on in-plant training facilities in the industrialised countries and the role of the International Centre for Advanced Technical and Vocational Training (appended to this report). This preliminary study, compiled by three independent consultants working for the UNDP in co-operation with the ILO, the Turin Centre and UNIDO, was presented in May 1971 and submitted for comment to the Directors-General of several international organisations (ILO, UNESCO, FAO, UNIDO) and to the Director of the Centre before the Administrator of the UNDP informs the UNDP Governing Council of his recommendations at the June 1972 session. The Administrator of the UNDP, in transmitting this study to the Director of the Centre for comment, had stressed that it was still to be completed and that he had not yet reached a definitive conclusion about it.

3. The aim of this study, in so far as it concerned the Centre, was to ascertain that the training programmes really corresponded to the needs of the developing countries, and on that basis to determine whether and under what conditions regular financing could be provided by the UNDP on a substantial scale.

4. Bearing in mind the importance of the questions of principle raised in the study both for the programmes and for the organisation and financing of the Centre, the Director considered it necessary to obtain the views of the Board of the Centre. Having debated the matter the Board formulated a number of views to be communicated to the UNDP Administrator. These are summarised below.

Development of the Centre

5. First of all, the Board expressed its agreement with the laudatory comments made by the UNDP consultants on the work of the Centre. Several speakers pointed out that the Centre was an undoubted asset both for the developing countries and for the United Nations system. Over the last few years, as the UNDP consultants noted, the Centre had in fact built up a wealth of experience which would prove of great value, and even to a certain extent unparalleled value, for future training programmes.

6. Mr. Henniker-Heaton expressed the Employer members' appreciation of the work accomplished and the progress achieved over the last two years. He noted in particular that the students were of a higher standard and that the programmes were better prepared and made special mention of the staff's dynamism and idealism and the quality of the training provided. He also expressed his satisfaction that the consultants had recognised the essential nature of the Centre's role, a role that could not be played by any other organisation in the world.

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1 See appendix to annex.
7. On behalf of the Worker members of the Board, Mr. Faupl pointed out that while the Workers' group of the ILO Governing Body had expressed reservations when the Centre was set up, the Worker members of the Board now felt that the Centre was gradually finding its place to serve the needs of advanced technical and vocational training.

8. The Italian Government representative commented in detail on the various points raised in the UNDP consultants' report and offered the Director his Government's congratulations for the recognition in the report of the excellent work done by the Centre. His Government proposed to examine the possibility of making fuller use of the Centre's resources in the future to provide aid to the developing countries. The Chairman of the Board stressed the importance of this statement, observing that the Italian Government's use of the Centre's resources for extending its bilateral assistance programmes could encourage other governments to entrust their technical co-operation programmes to the Centre.

9. Ambassador Arpesani, Chairman of the Italian Committee for the Centre attending the meeting as an observer, informed the Board of the Committee's intention to supply the Centre with substantial resources so that more offices and more rooms at the Residence might be provided to meet the Centre's development requirements.

Financing the Centre

10. The Board registered its complete agreement with the consultants' conclusions in relation to financing. The latter had stressed in their report that increased UNDP contributions to the financing of the Centre were justified and necessary and that it was essential that the UNDP agree to finance advanced training projects on a multi-annual basis and as part of an over-all programme. Only this would make possible a long-term programming of activities and lead to a real improvement of procedures.

Consequences of More Regular Financing: Information, Selection, Study Visits

11. Multi-annual financing would result in better information for potential candidates, better selection of Fellows and better organisation of study visits.

12. These procedures had been criticised by the consultants. The Director pointed out that since the publication of the report they had been changed and improved. As a result of more assured and increased finance it was now possible not only to distribute information further in advance of the programmes' starting dates but also to improve procedures for selecting Fellows.

13. Furthermore, in accordance with the recommendations in the report, the old system of selection by dossiers had been replaced by on-the-spot selection either by Centre officials on mission or through the intermediary of the most competent local authorities.

14. The Board, while acknowledging that valuable improvements had been made in the procedures for briefing and selecting Fellows, considered that only multi-annual financing would afford sufficient time to ensure the success of procedures vital to the smooth running of the Centre.

15. The United Kingdom Government representative urged the Centre to go on trying to develop longer periods of in-plant training despite the difficulties encountered. The French Government and Mr. Oechslin, speaking on behalf of Mr. Waline, expressed reservations about those of the Mission's conclusions which concerned the possibility and usefulness of obtaining large-scale co-operation of enterprises for training Fellows, pointing out that any such training would be very highly specialised.

16. Mr. Henniker-Heaton expressed his agreement with the decision, taken in accordance with the consultants' recommendation, to replace individual study visits by group study visits. While these study visits were, in principle, extremely useful and important not only for the Fellows but also for their hosts, care should nevertheless be taken lest they developed into tourist trips during
which Fellows went from one enterprise or country to another without having the
time to study, think or make contact with their western counterparts. The
Japanese Government representative stated that these study visits were much more
useful and effective than individual visits. The Director reminded the Board
that the group study visits that had replaced individual study visits because of
the difficulty of finding enterprises willing to receive Fellows were very
carefully prepared and that their aim was to solve a specific problem under the
guidance of the programme manager.

17. The Director added that the Centre, at the request of organisations
like the ILO or of certain governments, organised in-plant training, for periods
of several weeks or several months, not necessarily related to the programmes.
This was real in-plant training. The consultants' attention has not yet been
drawn to this point since in their report they said that none of the Centre's
activities could be considered as in-plant training even in the broadest sense
of that term.

The Centre's Programmes: Management
and Technological Programmes

18. The Board gave most of its attention to deciding whether, as recommended
by the consultants, the Centre should give priority to management programmes and
considerably reduce the vocational training aspect, abandoning in particular the
training and advanced training of skilled and even of highly skilled workers and
limiting the advanced technical and pedagogical training of vocational training
instructors to very specific cases.

19. Mr. Henniker-Heaton, on behalf of the Employer members, disagreed
completely with those paragraphs of the report which suggested that the Centre
should devote itself exclusively to management training. He pointed out that
many countries in Africa south of the Sahara, in South America and, to a lesser
extent, in the Middle East had an obvious need for vocational training at an
advanced level which could and should be provided by the Turin Centre. He
requested that the basic balance between management training and vocational
training should not be radically changed.

20. Mr. Faupl, on behalf of the Worker members, reminded the Board that one
of the Centre's essential aims was to ensure that vocational training was provided
for workers from places where it was unavailable at local, national or regional
level. He therefore considered that the section of the consultants' report
which envisaged discontinuing vocational training was unacceptable. Referring
to management, Mr. Faupl declared that he was now convinced of the usefulness of
accounting programmes for trade union officials.

21. In this respect, the Board regretted that the UNDP consultants had not
visited various countries, particularly south of the Sahara, before publishing
their report. An examination of the situation in those countries would have
shown them a great need for vocational training which the Centre had to meet.
At the end of the discussion, the Board expressed unanimous opposition to the
consultants' recommendations which envisaged "restricting its programmes to
training on the management level" and insisted that the vocational training
programmes should, on the whole, be kept at their present level.

Other Activities of the Centre

22. The Board considered that it was necessary to call a temporary halt to
the increase in the number of Fellows accepted at the Centre. The Centre's
primary role is not, in fact, to provide mass training but to be a catalyst whose
training spreads through a multiplier effect.

23. Therefore, the Centre's activities, apart from training as such, should
have three focal points: research into new training methods; publication of the
results of this research; and regional activities.

24. In accordance with the consultants' recommendations, the Board con-
sidered that the Centre should play a very important role in the field of research
into new training methods, including programmed learning, the study of which was
entrusted to the Centre by UNESCO. As recommended by the consultants, this research could become one of the Centre's principal activities: the results should be published and widely disseminated throughout the world. The Nigerian Government representative mentioned his particular interest in the distribution of books and teaching materials.

25. As far as regional activities are concerned, the consultants had advised caution. While the Board agreed, considering it necessary to consolidate the work undertaken at the Centre before setting up new regional institutions, it approved the organisation of regional programmes, itinerant courses and seminars with the participation of the Faculty of the Centre. The Board recognised that it was desirable that when Faculty members went on mission to developing countries, either to assess their level of development or to select Fellows, they should be able to organise programmes and seminars at the countries' request. To this effect agreements for organising regional seminars have been made with the Asian Productivity Organisation and with the Development Centre for Arab States. Agreements with other regional organisations are now being negotiated.

Integrated Training Policy

26. The consultants proposed as their "central recommendation" that an overall training policy should be defined and put into effect within the United Nations system and that the appropriate institutional measures should be introduced, based on co-ordination among the competent organisations.

27. While approving the idea that training policy should be co-ordinated among the competent international bodies, in order to avoid wasting resources which were inevitably limited and in order to get an over-all picture of the long-term needs of the developing countries, the Board nevertheless expressed reservations. It feared that excessive integration which would entail in particular the creation of an administrative superstructure might limit the freedom of action which was essential for implementing different projects and might considerably slow down training activities. Several speakers feared that integration of training activities might often be put forward as a prerequisite for the development of such activities and would thus hinder and slow down financing. Excessive co-ordination of training activities would entail the risk of a fragmentation of responsibility.

28. Mr. Henniker-Heaton stated in this respect that he supported decentralisation of authority and that he was not in favour of setting up a superstructure which might attempt to control in detail the activities of Turin instead of limiting itself to co-ordination; this could mean loss of the necessary sense of full responsibility at Turin. The UNIDO representative stated that a policy of co-ordination was preferable to one of integration which might limit the activities of the different agencies.

Structure of the Centre

29. The UNDP Review Mission thought that the Centre should be placed by statute under wider sponsorship and that its administrative structure should be modified accordingly, since the Centre should serve sectors other than those which lay solely within the competence of the ILO. The United Kingdom Government representative stated that if as an extension of the Centre's activities it should become necessary to appoint to the Board representatives of other United Nations agencies his Government would agree, provided that the tripartite structure of the Board was retained.

30. The UNESCO representative stated that the existing working agreement between the Centre and UNESCO was entirely satisfactory and that perhaps it was not necessary to re-examine all the present arrangements. The establishment within the Centre of a joint programme on training methodology was a good example of what could be done: the arrangement, which was pragmatic but flexible, could be extended and was a framework within which the Centre's involvement in the extra-budgetary operational activities of UNESCO could be developed.
31. While the Board believed it highly desirable that the Centre should establish co-operation agreements with other international or regional bodies as it had done with UNESCO, FAO, the International Atomic Energy Agency and the EEC, it believed that these agreements did not in any way necessitate a modification of the Statute of the Centre. In this context, the Board referred to Article I, (paragraph 5) of the Statute which states: "The Centre may make arrangements with the United Nations, and with specialised agencies and other international, inter-governmental and non-governmental organisations to pursue activities in conformity with the objectives of the Centre".

32. The Board very clearly indicated its wish that neither its tripartite structure nor its constitutional ties with the ILO should be changed in any way.

33. At the end of the discussion the Chairman stated that the report had focused attention on a number of questions on which it was vital to ensure the closest possible co-operation between the ILO and the Centre. In his view it was essential that that section of the ILO long-term plan, now in preparation, that covered the whole field of common ILO/Centre interests, should provide for the fullest co-ordination of the action of both establishments. The plan that would be presented to the Governing Body should fully reflect the activities of the Centre, and perhaps the Board of the Centre might express its views on the relevant part of the plan at the appropriate moment. He felt that, in reply to the report, some emphasis should be placed on the fact that an essentially practical approach sometimes meant that the theoretical ideal was unattainable. This applied in particular to the suggestions that the Centre's activities should be extended. All these suggestions should be painstakingly examined in order to avoid dispersion of effort. It was necessary that the Centre should concentrate on those activities which it had already effectively carried out and on their logical development. In this context direct contacts with national training institutions became increasingly important. In maintaining a balance between the different sectors of the Centre's programmes it was essential to remember that training had a social as well as an economic objective, since it was designed just as much to fit Man for his place in society as for his place in a production line. This consideration by itself justified the Centre's tripartite structure.

34. It was agreed that a copy of Mr. Blamont's letter to the UNDP Administrator would be sent to Board members and the possibility considered of combining this with the report of Mr. Jenks as Director-General of the ILO.

35. Mr. Ghayour pointed out that the Advisory Board on Programmes was formerly part of the Board of the Centre. He felt that since they had been separated the Board of the Centre was no longer fully informed of decisions regarding training programmes, although that was absolutely essential. He therefore proposed, with the support of several other speakers, that the statute of the Board of the Centre be amended so as to establish closer links between the Board of the Centre and the Advisory Board on Programmes. One possibility might be for the Advisory Board on Programmes to become a working party of the Board of the Centre, composed of members of the latter together with certain other appropriate co-opted persons.

36. After an exchange of views the Board decided, on Mr. Ghayour's proposal, that the powers, composition and relationship between the Board of the Centre and the Advisory Board on Programmes would be considered at the next session of the Board of the Centre on the basis of a document to be prepared by the Director of the Centre.

Composition of the Advisory Board on Programmes

37. Pending such consideration, the Board renewed the mandates of the nine members of the Advisory Board expiring in November 1971. These mandates were renewed subject to the following changes: the Board decided to replace Mr. Cyril Lloyd by Mr. English, on the proposal of the Government members, Mr. F. Romero by Mr. Castañeda Pastor on the proposal of the Employer members and Mr. Decoster by Mr. Prokop on the proposal of the Worker members. In addition, the Board invited the Director-General of the United Nations Food and Agriculture Organisation to appoint a representative to the Advisory Board on Programmes and
agreed that the following bodies should be represented: the Asian Productivity Organisation and the Industrial Development Centre for Arab States. The question of appropriate representation of organisations representing Africa and Latin America would be resolved in consultation with the Officers of the Board.

**Staff Questions**

38. The Board took note of amendments to the annexes to the Staff Regulations concerning: salary scales, post adjustments and family allowances.

**Financial Situation of the Centre at the End of the Budget Year 1970-71**

39. The Board had before it, for information purposes only, a provisional balance sheet at 31 July 1971 and a preliminary summary of income and expenditure for the year ending 31 July 1971 (1 August 1970 - 31 July 1971).

40. The Chairman of the Board, in his capacity as Director-General of the ILO, said that at any given time certain contributions to the ILO budget were outstanding, and this was the case at present. As regards certain sums at present due, there existed special circumstances which might affect the availability to the Centre of resources provided for in the ILO budget. Among the contributions not yet received in respect of the current year was a contribution from the United States, of which the sum corresponding to the Centre's budget amounted to $175,000. He said that he had no expectation that this sum would be received during the current calendar year, although he hoped that it might be received during the Centre's current budgetary year (1 August 1971 - 31 July 1972). The Chairman also referred to another sum of $102,060 representing the amount due from member States which had indicated or clearly shown by the amount of their payments that they did not intend to pay that part of their 1971 contribution corresponding to their share of the subsidy to the Turin Centre. These were Byelorussia, Mongolia, Poland, Czechoslovakia, the Ukraine and the USSR. The prospective shortfall of resources was therefore $277,060, excluding payments due by other States which the Chairman hoped to receive during the current calendar year.

41. The Chairman added that discussions were currently in progress with the governments concerned and that any action which might have a detrimental effect on the outcome of these discussions would be inadvisable. The Board took note of these facts.

**Date and Place of the Next Meeting**

42. The Board decided to hold its next meeting at Geneva on the occasion of the 185th Session of the Governing Body of the ILO in February and March 1972 in order to approve the budget and programmes for the academic year 1972-73.
Annex

NOTE SUBMITTED TO THE BOARD BY THE DIRECTOR
OF THE CENTRE CONCERNING THE PRELIMINARY REPORT
OF THE REVIEW MISSION OF UNDP CONSULTANTS

1. The Board will remember that in 1970 the Administrator of the UNDP had a number of fellowships made available to the Centre, specifying that the total amount of UNDP financing in 1970 and thereafter would depend on the merits of the requests submitted by governments and on the results of a study of in-plant training facilities in industrialised countries to be undertaken by the UNDP in the late spring of 1970, in co-operation with the ILO, the Centre and UNIDO.1

2. At its last session in March 1971 the Director informed the Board that this study had been completed but that the results had not yet been made public. The Director told the Board that the study report seemed favourable to the Centre but that it did stress the need to improve the methods used to select fellows in order to correct the extreme heterogeneity of some programmes. It also stressed the need to organise group study visits rather than individual ones. The Director added that on the basis of these suggestions study visits had been reorganised from the second trimester of 1971 onwards and would in the future consist mainly of factory visits. The selection procedure had been improved so that the national authorities would also participate, thus ensuring greater homogeneity within the programmes.2

3. Since then the Review Mission has submitted its preliminary report. The Administrator of the UNDP has officially asked the Director to submit the Centre's comments on the document, while stressing the fact that the report was under examination and did not represent the official opinion of the United Nations Development Programme at that time, in particular because the mission still had to complete its study by making surveys in French-speaking Africa and in North America which it had not yet been able to carry out.

4. At the same time, the Administrator of the UNDP is now inviting the opinions of the Directors-General of various international organisations, especially the Directors-General of the ILO, UNESCO, FAO and UNIDO. Following these consultations, the Administrator of the UNDP intends to submit his own view on the subject at the UNDP Governing Council meeting in June 1972.

5. As the questions raised in the consultants' report are so important for the Centre, especially in so far as they concern advanced training activities of organisations within the United Nations system, as well as the orientation, nature and duration of the Centre's programmes, the way in which they are financed, the organisational structure to be set up in the Centre and relationships to be established with other international organisations, the Director thinks it desirable to consult the Board first, so that the view he expresses in reply to the request made by the Administrator of the United Nations Development Programme may be authoritative.

6. That is why the Director is now submitting the consultants' report3 to the Board and why he intends to inform the UNDP Administrator of the key points of the discussion that will take place during the meeting.

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1 See Minutes of the 130th Session of the Governing Body, Appendix XVIII, Annex A.

2 See Minutes of the 183rd Session of the Governing Body, Appendix XIX, paragraph 8.

3 See appendix.
Appendix

TEXT OF THE PRELIMINARY REPORT OF THE REVIEW MISSION
OF UNDP CONSULTANTS ON IN-PLANT TRAINING AND THE
ROLE OF THE INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND
VOCATIONAL TRAINING IN TURIN

1. In June 1970 the United Nations Development Programme invited three
experts, acting as consultants to the Administrator of the UNDP, to carry out
a study on "in-plant" training and the role of the International Centre for
Advanced Technical and Vocational Training in Turin. The experts were:

Dr. Maurice Idoux, on detachment from the University of Aix-Marseille;

Dr. Gino Martinoli, former Technical Director of Olivetti, Director
General of Necchi and of Agip Nuclear, Member of the National
Scientific Research Council of Italy;

Mr. Ion Niculescu, former General Technical Director in the Romanian
Ministry of Petroleum, Director of the Management Development Centre
of Romania.

The study was to provide:

(a) an analysis of existing and potential facilities for the basic and advanced
training of manpower from developing countries in production or service
enterprises in the more developed countries;

(b) a review of the exiting structures and activities of the United Nations
system in relation to its present and future responsibilities in this field
together with proposals for any necessary modifications to those structures
and activities. More specifically, the terms of reference included a study
of the role which the Turin International Centre for Advanced Technical and
Vocational Training is playing, and more particularly could play, in that
system.

2. It was understood that, by the very nature of its terms of reference,
the group of consultants would be concerned with obtaining for UNDP the opinions
and the point of view of independent individuals. It was also decided that,
while bearing in mind the general situation, the group would limit its actual
investigations to the areas of competence of the ILO, UNIDO and the Turin Centre.
These three institutions had agreed: (a) to assist the group of consultants by
providing it with information concerning their past and present activities and
their future programmes, and (b) to give their views on all the problems raised
by the Mission. Finally, it was agreed that the initial terms of reference
should be regarded as a general indication as to the lines to be followed by the
group, and that they might be widened or modified in the light of the progress
made and of any new problems which might arise.

3. In order to carry out its mission, the group of consultants had dis­
cussions on the one hand with those responsible for education, training and
labour questions in both developed and developing countries; and on the other,

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1 See Annex 1 (terms of reference of the Review Mission).

2 France, Italy, Japan, the Netherlands, Poland, USSR, Sweden; with regard
to the Federal Republic of Germany and the United Kingdom, the Mission heard the
views of the ILO officials responsible for the placing of the holders of study or
training grants in those countries.

3 Thailand, Malaysia, Singapore, the Republic of China, India, Ethiopia,
Sudan, Kenya, Uganda, Tanzania; for certain French-speaking African countries
(Algeria, Congo-Kinshasa, Ivory Coast, Dahomey, Gabon, Mali, the Malagasy Republic,
Senegal), the discussions were with the representatives of the Ministries of Planning,
Agriculture, Labour and Education attending the Seminar organised by the ILO in
Dakar (6-12 December 1970); besides these direct contacts, the Mission used
information obtained from the preparatory studies carried out by Mr. Kaplansky in
three Latin American countries: Peru, Chile, Colombia.
with members of staff and experts of the international institutions concerned. The Mission owes an immense debt to all these persons and, in thanking them, the members of the group would like to emphasise particularly the co-operative attitude and the frankness shown by all those with whom they talked. Normally, few people would have been prepared to tolerate as they did such a re-examination and questioning of their aims, such a close examination of their resources and methods. For this very reason, any comparison with other activities would be partly false and unfair to those whose one concern was, by their frankness, to make further progress possible.

I. GENERAL CONSIDERATIONS

A. Methods of acquiring skills

(a) Limitations of formal education and "institutional" training

4. A country's economic and social development will depend largely on the skills possessed by its manpower. Those skills, in turn, depend on a number of factors: the general availability of education, access to training facilities, attitudes and motivations favourable to the constant further training required by technological and organisational changes. They will also depend on environment, which may have the effect of speeding up, or of slowing down, the process of acquiring skills.

5. In most countries, particularly during recent decades, not enough attention has been given to the fact that there are definite limits to the part which general and even technical and vocational education can play in the acquisition of occupational skills. In fact, although knowledge can certainly be acquired in a "school", such knowledge seems doomed always to lag behind the most recent techniques used in the more dynamic production and service enterprises. Moreover, even if we grant that the "school" develops intellectual ability, fosters the critical faculties and stimulates reasoning and reflection, it cannot by itself ensure that the knowledge which it imparts (which is not even always thoroughly assimilated) is so applied as to lead to concrete achievements, to improved organisational abilities and greater efficiency, to behaviour patterns which are conducive to good teamwork, to attitudes which find satisfaction in work well done and to a sense of personal responsibility. These capacities and attitudes will only be developed or fostered when the individual is thrust into the working setting and has to carry out a real task, take part in a collective effort.

6. In the past - and indeed this is still true in the case of a very large proportion of the total labour force - the only method in regular and general use for the acquisition of the total skill required was the repeated performance of certain tasks. This was a very slow process, incompatible with the constant changes introduced in production and service techniques.

7. It was because they recognised these facts that the more dynamic sectors in both developed and developing countries have evolved non-institutional training systems allowing for both a more rapid and a more thorough acquisition of the necessary skills. It should however be noted that these training programmes represent only a fraction of what is needed and that they have usually been organised only by large production of service undertakings.

1 The list of persons interviewed which was appended to the report of the Review Mission is not reproduced here.

2 Report of the Secretary-General of the United Nations to the thirty-seventh session of the Economic and Social Council, Geneva, 1964. In this document a system is considered as "institutional" when training is given in institutions set up for this purpose, as distinct from "systems of in-plant training in which training is given mainly in enterprises, possible in premises apart from the shop floor". 
(b) In-plant training: general concept, specific innovations and methods

8. In-plant basic and advanced training is characterised by the fact that the essential factor in promoting the development of aptitudes, the acquisition of knowledge and the modification of behaviour patterns is the placing of the individual in an actual working environment and, more particularly, his participation in a specific task. This type of training, which has always been practiced, was first organised on a more systematic and detailed basis in production workshops—hence the ambiguous but commonly accepted term "in-plant training"—and was then diversified and developed, so that at present it is used for all categories of workers and all sectors of activity.

9. In-plant training pursues certain specific objectives: the application of theoretical knowledge to particular practical operations, the development of sensitivity to environment, familiarisation with the working of technical and administrative units, the development of a sense of personal responsibility and of organisational ability, preparation for decision-making, etc.

10. While we can say that this introduction to a real working environment, the participation in that environment in the practical tasks being carried out, and the acceptance of certain limited responsibilities normally constitute the essential elements of this type of training, the actual programmes and the methods used vary greatly. In fact for various reasons, whether to speed up the training, to make it more widely applicable or to reduce costs, a combination of different methods is often used: lectures, case discussions, business games, psychodramas, project studies, visits to other institutions; and all these methods are incorporated in programmes which, in turn, follow widely differing patterns (full-time training, training periods alternating with employment, part-time training).

11. This means that a wide range of programmes, some of them very close to the "institutional" type of training, others amounting to not much more than the mere repetition of a particular task, must be taken into consideration if we are to form a judgment as to the value of this type of training for the developing countries.

B. Special considerations relating to developing countries

12. The efforts made by the developing countries, with the assistance of the more developed countries and of the United Nations system, to raise the level of skills in their labour force have given first priority to the creation or the expansion of national educational or training programmes in which the "institutional" aspects of training clearly predominated. Since this emphasis on the creation or the expansion of institutions made possible a more rapid dissemination of general and technical knowledge, and therefore a greater continuity of effort and a lessening of the country's dependence on external assistance, its value is indisputable. But the outcome of this policy has been that training programmes are limited almost entirely to these institutions which cater only for young people, and permanent training, of which in-plant training constitutes one of the most appropriate and well-tested forms, is virtually non-existent or at an embryonic stage.

For the sake of convenience, the expression "in-plant training" will be applied in this report to any training system in which the main stress is laid on placing the trainee in an actual working environment and on his complete or partial performance of a job in a production or service undertaking.
13. In India, for instance, the demand for management training alone has been estimated at some 30,000 persons per year, whereas in 1970 all the existing institutions together (all relatively new) could accept only 4,000 trainees. The Republic of China, in spite of the importance of its industrial sector, has not yet a single management training institution. In Thailand the Management Centre (a UNDP/ILO project) can accept each year for its adult courses only a quarter of the new management-level personnel in the industrial sector alone.

14. At the same time one finds a dangerous discrepancy, which threatens to continue, between the evolution of educational systems (even on the scientific and technical sides) on the one hand and of production systems on the other. Young people who have received a general education or a theoretical training and obtained their final certificate or diploma - which, theoretically or traditionally, should guarantee them a certain social standing - are liable to find that in fact the posts open to them and the working conditions in business or industry are quite incompatible with the hopes and ambitions acquired during their years at school and university. The fact is that in developing countries, in spite of the progress achieved in certain cases, technology and the management systems prevailing in enterprises have not progressed as rapidly as the school and university systems; and, even more generally, there is a complete absence of correlation between the two. This double discrepancy which is already evident is liable to provoke more violent reactions than those observed among the "intellectual unemployed": an increasing emigration towards more developed countries and a more radical attitude of revolt against society, more particularly against present production systems and against those in authority.

15. This being so, it would appear to be essential to encourage the introduction in developing countries of suitable forms of permanent education, particularly for those at present holding managerial posts in industrial and other undertakings or positions of authority in the public administration; such education should be aimed at enabling them to introduce rapid and fundamental changes in the services for which they are responsible.

16. For the moment, however, we are bound to recognise that in most developing countries these enterprises - and, more generally, organisations as a whole - have few internal resources for improving the technical qualifications of their personnel, still less for stimulating new attitudes, a willingness to accept innovations, the sense of achievement. Furthermore, in very many developing countries it is quite impossible to provide the necessary training for personnel which will be needed in industries or services which it is hoped to create, for the simple reason that no activity of the type envisaged yet exists in the country. Finally, the environment is often unfavourable to innovation and to the introduction of advanced technologies and management techniques.

17. It therefore seemed to the Mission that training in a relatively more advanced environment for the present holders of managerial posts might provide, at a moderate cost, a solution which was both rapid and effective, though necessarily of a limited nature. It should be understood that such a training should not be concerned exclusively with production techniques but also - and indeed primarily - with administration and management. In the developing countries visited by the Mission, it was found that the government representatives consulted were convinced that training - and more particularly advanced training - in a more developed country could meet certain of their strategic needs. Indeed, although certain national authorities are opposed on principle to training given in foreign countries, and in spite of the criticisms levelled against certain aspects of past experiments, it is none the less true that, for the majority of persons consulted by the Mission, this type of training constitutes one of the fields in which the whole United Nations system should play an increasingly important role.
II. ACTIVITIES OF UNIDO, THE TURIN INTERNATIONAL CENTRE AND THE ILO

A. Activities of UNIDO

18. Among UNIDO's efforts to promote and accelerate the industrialisation of the developing countries, the Mission was particularly interested in the advanced training programmes for engineers and high-level technical staff, consisting of participation in various activities organised in collaboration with enterprises and training institutions in certain European countries.

19. The nature, content and scale of these programmes, as far as the members of the Mission could judge, may be described as follows.

20. Of all the activities studied by the Mission, the UNIDO programmes are nearest to the concept of "in-plant" training. Trainees get to know and, to a certain extent, live in an industrial environment chosen with a view to increasing their knowledge, widening their experience, developing their skills and, possibly, modifying their attitudes. Generally speaking, one can say that these objectives are achieved through a careful choice of those in charge of training programmes (senior personnel of industrial and other enterprises or consultants), the time spent on visits to workshops and industrial complexes, the content of the courses (lectures, practical work, case discussions), access to inside information relating to the enterprise, responsibility for the execution of a particular project. It must however be added that, as a result of the general concept adopted by UNIDO, which is outlined in the following paragraphs, there are very great differences between the individual programmes, and some of them are in fact much nearer to the "institutional" type of training than to "in-plant" training.

21. In the first place, UNIDO contributes from its own resources to the financing of these programmes, acting as an executive agent for the UNDP; but it has also managed to mobilise very considerable other financial and human resources in certain developed countries, arousing interest, goodwill and a desire to participate in this programme of international co-operation.

22. In addition, UNIDO publicises the programmes in the developing countries so as to secure suitable candidates; it then makes a preliminary selection or takes part in the final selection of the trainees. On the other hand, once a general agreement has been reached as to the objectives to be achieved by a particular programme, it is then the host government, or more exactly the national training institutions and the enterprises concerned, which assume full responsibility for its organisational and educational aspects, including the training methods to be used, the programme to be followed, as well as the general administration and supervision of the work of the trainees.

23. Altogether, this very flexible system has made it possible to organise with limited resources (two technical officers at Headquarters) activities which, although hitherto carried out on a relatively small scale, should assume more significant proportions in the future. During the period 1965-69, the number of persons receiving advanced training through three- to six-month courses was only about 450 but the figure for 1970 was 127 and in 1971 might rise to 320 if past experiments are repeated and the network of relations with governments, training institutions and enterprises extended. With increased human and financial resources, these programmes might cover 670 persons in 1972.

24. While one can only rejoice at the progress so far achieved and envisage with satisfaction the prospect of the extension of such activities, one feels bound nevertheless to make certain comments and even to express a few reservations.

25. First, on the general level, decisions concerning the initiation or the continuation of projects are not always based on objective information concerning the needs of the developing countries with regard to training for engineers and high-level technical personnel. In fact, such decisions seem to be based on

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1 See Annex 2.
mere assumptions or on extremely tenuous information regarding those needs or, more often still, on the existence of the most obvious facilities offered by some, and only some, developed countries. This approach could be justified when only a very limited number of projects were involved. In choosing certain broad groups of skills (the iron and steel industry, mechanical and electrical engineering, textiles) or certain jobs that are to be found in all industrial enterprises (for instance, maintenance), UNIDO could be almost certain of meeting real needs. But as soon as the training programmes become more numerous, more diversified and world-wide, while at the same time training tends to become more and more specialised, there is a serious danger that essential needs will not be met. If UNIDO's resources are not such as to enable it to find out for itself the needs of the developing countries, this problem could be overcome by making a fuller use of the possibilities offered in all these countries by the other members of the United Nations system.

26. With regard to potential facilities in the receiving countries, it may be said that UNIDO's cautious and pragmatic approach, necessary though it may have been, has undoubtedly restricted the field of investigation. In this respect, the fact that the financial allocations available (whether international or national) were made on an annual basis, and that it was impossible to know whether they would be renewed in following years, undoubtedly led UNIDO to concentrate on isolated and short-term projects rather than developing an over-all policy and then, having defined its long-term objectives, exploring systematically the means available for its implementation. More than this, it is to be feared that the general approach may be influenced or even determined by the mere existence of training facilities the nature of which (type of activity, technology, general organisation and scale) is in fact too restricted to be entirely suitable.

27. At the same time, information intended for prospective candidates seems, on the one hand, to arrive too late - largely because of the system of annual financial allocations and the uncertainty as to what funds will be available - and, on the other hand, to be incomplete because too much orientated towards public administration. Finally, doubtless for reasons of economy, it is not sufficiently detailed, giving only a very brief summary of the aims, nature and methods of the individual programmes. In most cases, applications are invited and candidates selected by correspondence, decisions being based almost exclusively on the candidates' written applications and records, without the advice or intervention of specialists in this field. The procedures seem, on the whole, to be somewhat cumbersome.

28. One final reservation with regard to UNIDO's programme: there would seem to be a serious danger that two weaknesses in the present system may be perpetuated and even aggravated: the very limited nature, on the one hand, of UNIDO control over the educational aspects of the programmes sponsored and, on the other hand, of its evaluation of the results of those programmes. On the first of these points, it is obvious that the receiving governments, and even more the receiving institutions, are at present playing the major role and that UNIDO has not allocated to this aspect of its work the resources needed to ensure that it plays the part it should.

29. With regard to the second point, it must be admitted in the first place that UNIDO's evaluation of results during or after a programme seems to be somewhat superficial and too much concerned with administrative questions. Secondly, it is regrettable that nothing has been done to assess the effectiveness of the training given in terms of improved performance by the trainees, the application of techniques taught, difficulties encountered and, possibly, promotions obtained after the trainees had gone back to their work.

According to UNIDO's forecasts, the 1972 programme should include thirty-six projects in twenty countries and cover more than twenty categories of skills.

This is also true with regard to the observance by trainees of their obligation to work during their stay in Europe; as far as we know, no rule has been laid down by UNIDO on this question.
30. Despite these reservations, the Mission considers that UNIDO has undoubtedly done valuable work and, in trying to evaluate that work, it should be borne in mind that the organisation's activities in this particularly complex and difficult field are of recent date.

B. Characteristics, activities and role of the International Centre for Advanced Technical and Vocational Training

31. Established in 1963, the Turin International Centre was intended to meet the requirements of the developing countries with regard to advanced training for adult manpower which, judging from the experience of the International Labour Office and the studies made at the time by its experts, could not be met, or fully met, in those countries. The Centre was also to provide instruction in teaching methods for technical co-operation experts.

32. At that time, however, no clear decision was reached on a number of technical, political and above all financial questions. During the first years of its existence, as a result of the discrepancy between the ambitious aims which had been set for it and its considerable physical resources on the one hand and, on the other, its finances, which were relatively modest, and its inadequate training resources, the Turin International Centre was more or less forced to resort to a certain amount of improvisation, which earned for it a very unfavourable reputation. In the light of the progress achieved over the last few years, however, it would seem to be true to say that, although this unfavourable impression still persists, it no longer gives a true picture of the work of the Centre. It therefore seemed desirable, before considering the role which the Turin International Centre might play in the general situation under review, to try to assess the efforts made by its management over the last few years to ensure that the Centre achieves a sound and well-balanced development.

33. First of all, in view of the terms of reference of the mission entrusted to the authors of this report, it must be emphasised that the Turin International Centre is not at present carrying out any activities which could be considered as "in-plant" training, even in the broadest sense of the term. In fact, the familiarisation of the trainees with the environment and institutions typical of the industrialised countries of Europe is effected mainly through the conditions created in the Centre itself and through visits to industrial or service enterprises, these being considered as a mere supplementary activity outside the main training programme, whose philosophy and organisation are very different from those of in-plant training as defined in this report.

34. It should however be noted that, in its statutes, the task of the Turin Centre is defined very broadly as providing "advanced technical and vocational training, at different levels and mainly for the benefit of developing countries, for persons considered capable of profiting from a more advanced training than is available to them in their own country or region". There is nothing in the statutes of the Centre to prevent it, in future, from playing an important or even a leading role in the organisation of in-plant training in the strict sense of the term.

35. Already, thanks to its admitted competence, the Turin Centre has been able to undertake certain new activities which are of interest to the whole United Nations system. Indeed, over the last few years, besides its training

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1 The work of the Mission was greatly facilitated by the report submitted by Sir Eric Wyndham White to the ninth session of the Board of the Centre in Turin, 7 and 8 November 1969: Evaluation Report on the International Centre for Advanced Technical and Vocational Training (French version).
programmes, it has carried out pedagogical research and evolved new teaching techniques, both of which activities can make a valuable contribution to the solution of the problem of training high-level personnel in the developing countries. It therefore seemed important that the Mission should examine all the Centre's activities and projects, with the aim not merely of avoiding a possible duplication of effort by the Centre and the various other agencies, but of seeing how those efforts might be made to complement each other, to the advantage of the system as a whole.

36. Our first conclusion is that the Turin International Centre constitutes an undoubted asset both for the developing countries and for the United Nations system.

37. In the first place, the premises and installations, in spite of certain weaknesses (areas which cannot be used, the dimensions of some of the buildings which are quite unsuited to a training institution, inadequacy of some of the machine equipment), offer very considerable possibilities for receiving trainees.

38. But even more important is the wealth of experience which has been accumulated over these last few years, constituting an asset which, although intangible, should prove invaluable for future training programmes - and which is to a certain extent unique. And if this heritage of experience is so valuable, it is because it is the outcome of the breadth of vision, the creative approach, the interest in research and the constant effort to find new and better methods which have inspired the activities of the Centre. The Mission attributes very great importance to this attitude on the part of the management of the Centre, because it is the reverse of the bureaucratic attitudes, the absence of initiative, the resignation in face of inadequate resources which are all too frequently found. The Centre has, in particular, introduced innovations in two sectors relating to manpower training for developing countries.

39. Firstly, it has increasingly introduced programmes and methods designed to give participants both a knowledge of the most advanced techniques and an understanding of the conditions for their transfer to their own country or region. An extremely valuable feature of its work has been the special emphasis laid, on the one hand, on the importance of adopting appropriate technologies (in particular, intensive labour technologies) and, on the other hand, on the particular conditions in which authority is exercised or delegated and knowledge and "know-how" acquired in the developing countries.

40. Secondly, by regular checking of results throughout the training period and by the institution of a system for determining the attainments of the trainees at the beginning and the end of a course, the Centre is able to see what modifications are needed in the content of training programmes and/or in teaching methods and materials. The experience thus gained constitutes a valuable fund of objective information available to all other institutions undertaking training programmes for personnel from developing countries. In this connection, the Mission was particularly impressed by the co-operative attitude shown by the senior staff of the Centre, one example of which may be seen in the study carried out jointly with UNESCO.

41. It is obvious that these achievements would not have been possible without a first-class teaching staff. Indeed, the programme directors, full-time staff and external collaborators seem to constitute an exceptionally well-equipped and competent team, sharing the same ideas, devoted to their work, ready to accept innovation and experiment, anxious to understand and meet the specific needs of technicians and senior personnel in developing countries.

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1 During the five-year period 1965-69, training was provided for 2,693 persons, 1,037 of whom were receiving ILO training grants.
Finally, it would be unrealistic to imagine that all the resources to be found at the Turin Centre (its training staff and research workers, methodological expertise, equipment, proximity to industrial complexes and general environment) could conceivably be found in all the developing countries. This alone amply justifies the creation and development of the institution.

43. The Mission gave special attention to one aspect of the Centre's medium-term development plan. The proposal to double the number of trainees, bringing the annual average for the period 1970-75 to approximately 1,500, would seem to be motivated by the desire, or the need, to reduce the average daily cost per trainee. The same reasoning would seem to underlie Sir Eric Wyndham White's suggestion that the only alternatives open are to extend the activities of the Centre or "as a last resort, to abandon the project". Although this choice represents a *reductio ad absurdum*, the Mission considers that it would be dangerous to decide the future of the Centre only on the basis of this criterion, the importance and significance of which need to be very carefully considered. The Mission is in favour of the expansion of the Turin Centre, but this judgment is based on the real value of the work this institution has been or will be able to do to meet advanced training needs which cannot be satisfied in the developing countries. And it is these considerations which lead the Mission to suggest that increased assistance from UNDP is justified and necessary.

44. In the opinion of the Mission, however, recourse to large-scale UNDP financial assistance will raise a certain number of problems which will have to be solved jointly by the developing countries, UNDP, the International Labour Office and the Turin International Centre.

45. The developing countries must first of all agree on some objective definition of the specific section of their labour force which is to be "considered capable of profiting from a more advanced training than is available to them in their own country or region". At the moment it must be admitted that, in most cases, no such principle is observed, especially when large numbers are involved, and that the procedures followed are far from satisfactory.

46. As far as UNDP is concerned, in view of the wide variety of sectors and geographical areas covered by applications, and of the diversity and the considerably increased volume of the Turin Centre's activities which it is financing, its Resident Representatives and central services will have to exercise a much stricter control over both the content of government requests and the functioning of the Centre.

47. As regards the ILO, acting as the executive agency, acceptance of responsibility for programmes carried out in a largely autonomous institution will necessitate a review of the relations between the Office and the Centre.

48. The International Centre should itself be particularly careful to avoid repeating certain mistakes made in the past. The most serious of these would be, in order for instance to reduce the cost per trainee/day, to accept - to encourage even - either applications which could be satisfied in the country or region of origin or requests which, by their nature, their diversity or their specialised character, are incompatible with the Centre's educational policy, experience, equipment or teaching staff. In organising a particular programme, the Centre

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1 In the other institutions visited by the Mission, if all expenditure is taken into account - as is the case in the Turin Centre - the "cost" per day per trainee is always approximately the same as in Turin.

2 Article 1 of the Statutes of the Centre.
should be sure that it can form groups which are sufficiently homogeneous (knowledge and experience, motivations, objectives) to ensure maximum efficacy in the training. As regards visits to and work in enterprises, these have too often been organised at the last moment; the full co-operation of European enterprises will only be obtained through a more careful preparation of the programmes and the joint organisation of the visits.

49. Attempts to evaluate results in the developing countries have been neither very vigorous nor objective. Funds should have been allocated in advance for this purpose and a plan established by which, two or three years after resuming their professional duties, former trainees would inform the Centre of their successes and their difficulties. Such a plan could greatly help the Turin Centre to adapt its programmes more successfully to needs in the developing countries.

50. Above all, the Centre's administration should make a very serious effort to establish a satisfactory medium-term programme taking into account the specific nature of the support which could be expected from the United Nations Development Programme. For even if UNDP could, at the request of the governments of the developing countries, allocate funds on a multi-annual basis, these allocations could not be of an institutional nature and could be used only for programmes based on the needs expressed by the developing countries.

C. Activities of the International Labour Office

51. Since 1950 the International Labour Office has been extremely active in the field of basic and advanced manpower training for the developing countries by means of training courses and study grants in the more developed countries. Indeed, between 1950 and 1969 some 6,000 persons benefited from training grants administered by the ILO.

52. It has not been possible to obtain a breakdown of these figures showing how many trainees were placed in enterprises, administrative services or training institutions where they could increase their knowledge or develop their skills by a direct participation in the activities of the establishment or service, how many attended technical or vocational training institutions or universities and how many received travel grants. The difficulty of obtaining such a breakdown is doubtless due to the fact that the ILO programme is based primarily on the organisation of individual training activities, where diversity is the rule.

53. One of the characteristics of the ILO programme in the field of training abroad for senior personnel, technicians and trainers from the developing countries is the fact that in most cases it forms an integral part of a much wider technical co-operation project. In fact, with a few exceptions, in particular the large-scale workers' training programme of the fifties, the ILO is concerned with providing supplementary training for national personnel involved in technical co-operation projects, who in principle receive the major part of their training by working under the direction or with the assistance of international experts. This fact accounts for certain differences between the programme of the ILO and that of UNIDO and, in part, that of the Turin Centre.

54. In the first place, the needs are more objective, since it is a matter of providing further training for personnel already in service and needed for the operation of institutions which developing countries are creating or developing with the assistance of the ILO. Secondly, the preparation of the candidate for his training and the evaluation of results are in principle easier, provided the training period is suitably timed in relation to the over-all duration of the project. Thirdly, the desirable content of the training is easier to define because the international experts know the abilities and educational and professional
background of their national "counterparts" and also the real possibilities offered by institutions in the more developed countries. Finally, when the trainee returns to his own country, the expert can study with him the factors which will condition and limit the application in that country of the new techniques he has learned.

55. Based on these principles and organised in this way, the ILO programme has made an important contribution to the training of senior personnel, technicians and trainers from the developing countries. There are nevertheless certain problems which have not yet been solved.

56. In the first place, as regards the trainees, there are usually too few "counterparts" in technical co-operation projects and all too few of them have a thorough knowledge of a foreign language. The result is that the number of grants used is generally far lower than that available. Furthermore, the rule that the holders of grants should return to the post for which they have been trained does not seem to be sufficiently strictly enforced.

57. On the ILO side, the services responsible for handling these questions seem to consist of administrative personnel rather than of training specialists. At the same time, the requirement that international experts and the staff of regional offices should inform Headquarters as to the aptitudes and past training of candidates, together with recommendations as to the content of further training, is not always respected. Many applications are accompanied by recommendations which are far too general to be of much use to those responsible for placing the trainees. Moreover, the technical services tend to leave things to the services responsible for handling correspondence and grants and the latter of these two, because of the volume and the complexity of its work, tends to see things from the purely administrative angle. Finally, the trainees receive very little advice and few technical instructions from the ILO while they are in training and are too free to observe or not the obligations by which they are theoretically bound (regular presence at training activities, submission of periodic and final reports).

58. The fact of having to find at any moment and on an individual basis training facilities for such large numbers of persons has doubtless been the cause of the over-administrative methods which at present prevail, and this policy is meeting with more and more criticism on the part of the receiving governments and institutions. It would seem to be desirable that, in planning ILO programmes, more emphasis be given on the one hand to a careful analysis of needs which are common to different categories of personnel in the developing countries and, on the other hand, to the use that can be made of certain selected receiving organisations with which the ILO would reach a clear agreement as to the means to be used to ensure a maximum of efficacy in the training given.\footnote{It may be noted that it was this approach which led to the collaboration between the ILO and the Turin Centre.}

III. FACTORS TO BE TAKEN INTO CONSIDERATION IN PLANNING FUTURE PROGRAMMES

A. Facilities for receiving trainees

(a) Facilities in enterprises in the developed countries

59. In any analysis of manpower training systems, and more particularly of advanced training systems, in the developed countries, one is struck by the increasing importance given to in-plant training. This development should certainly be seen as an indication not only that firms are feeling the desire, or the need, to achieve a more effective integration of new staff and the permanent training of older personnel, but also that they are realising that not all the necessary skills can be acquired in educational or training establishments. The provisions made in the developed countries to meet only their own needs in
this field are of a permanent nature and will certainly be still further expanded in the coming years. In the opinion of the Mission, the question whether these facilities could also serve on a large scale to receive important trainees from developing countries should be answered with a qualified affirmative.

60. It is true that certain firms in the developed countries reserve openings, and sometimes a large number of openings, for workers, technicians and senior personnel from the developing countries. In most cases however, these firms are multinational or are particularly concerned with exporting, and it is in their own interest to help to provide training not only for their own personnel but also for that of their customers or suppliers and, at the same time, build up a favourable image in the developing countries. As far as other firms are concerned, their contribution to the training of personnel from the developing countries must mean that they share the ideal of international co-operation and that they are conscious of a duty to contribute to the progress of the less developed countries. Indeed, the Mission found a very real desire to co-operate in this way among those with whom it talked in Europe and Japan. It must however be recognised that organisations for stimulating and channelising this goodwill, much remains to be done before these very real potentialities are transformed into usable resources. Indeed, if this is to be achieved, the agencies will have to make a more systematic effort to get to know the potentialities and, above all, to adapt their policies and practices to the limitations necessarily respected by industrial and other undertakings.

61. It must be recognised that the organisation of in-plant training for personnel from the developing countries constitutes a very heavy charge: it may affect the continuity of production, expose installations to additional risk or even endanger the safety of the workers. It certainly requires extra effort from the personnel, particularly the supervisory staff, without offering any appreciable return and, especially if there are language differences, the cost of courses, seminars, visits etc. is far from negligible.

62. This means first of all that the United Nations system or developed countries' governments will doubtless have to reimburse some of the costs incurred by the firms. Secondly, the agencies concerned with the execution of the projects will have to observe certain very strict rules: a careful and detailed planning of programmes, the selection of trainees having the same level of previous training and the same objectives, as well as a thorough knowledge of the working language. In every case, the real value of the project must be clearly demonstrated. Finally, the Mission considers that the United Nations agencies could create the most favourable conditions for the success of the programmes by inviting the collaboration of national training establishments which, because of their experience in this field and also because of their contacts with the firms concerned, could both lighten the burden imposed on those firms and themselves make a valuable contribution to the programmes.

63. A special effort should be made to obtain the collaboration of small- and medium-scale enterprises, which are not usually associated with the programmes organised by the ILO, UNIDO and the Turin Centre. The Mission is convinced that their inclusion would be extremely valuable, since the enterprises to be found in the developing countries are usually on a modest scale and these countries need to develop small-scale industries. It must however be recognised that the organisation of programmes based on the co-operation of small firms would present very special problems because of the dispersion of such establishments and their inability to organise alone any sort of a rationalised or systematic training. In spite of this, the Mission considers that these obstacles might be overcome - partially, at any rate - by obtaining the collaboration, on a paid basis, of the institutions which in Europe provide management training for small firms. In the opinion of the Mission, in spite of the very serious obstacles which will have to be overcome, it would be particularly important to explore these possibilities because of the very real potentialities they might offer.

64. Given the limited means at its disposal, the Mission's conclusions concerning existing facilities, their characteristics and value, and the possibility of mobilising other potential resources cannot pretend to be exhaustive or to give any precise quantitative picture of the situation.
65. It can however be said that the opinions and hypotheses reached were based on an analysis which, in every case, deliberately took into consideration not only the material and financial aspects of the situation but also the more intangible factors: the motivations of the managerial and senior personnel in the enterprises visited, the attitudes of the workers, the calibre of the training staff, the attention given to teaching methods and to evaluation of results, the opportunities offered for exchange of views and the consequent development of the personality, the efforts made to adapt programmes to the specific needs of the developing countries.

66. This being understood, and with the reservations stated above, the Mission is of the opinion that:

more use can be made than in the past of the facilities for accepting trainees in the industrial and service enterprises of the developed countries;

research institutions, educational and training establishments, social and health services, government - and particularly local government - administra-
tions could also provide training facilities for executive staff from developing countries.

(b) Need for the co-operation of the United Nations system and the developed countries

67. The success of in-plant training programmes, training courses and visits to industrial and service units has depended on the agreement and interest of governments and firms in the developed countries. If it is to be possible to continue and expand United Nations activities in this field, it would seem to be essential to enlist the co-operation of other governments and other firms at the national level. It should also be borne in mind that certain training institutions have played, and should continue to play, an important part within the programmes of the international agencies, which have benefited from the solid reputation and experience of those institutions.

68. This fact, together with a consideration of the problems which the Turin International Centre has to solve if it is to achieve its present goals, led the Mission to conclude that it would not be desirable to entrust to that institution the key role in the programme of in-plant training in the strict sense of the term.

(c) Utilisation of the possibilities existing in developing countries for receiving trainees and decentralisation of the activities of the Turin Centre

69. The governments of certain African countries expressed an almost unanimous wish that advanced training of the type given at the Turin Centre should be provided at the regional or sub-regional level. Several solutions have been proposed.

The first would be the creation, with the assistance of the United Nations, of new regional institutions to meet certain specific needs in the region when the volume of such needs does not justify the establishment of national institutions.

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1 A study of the possibilities offered by these institutions and services was excluded from the scope of the investigations foreseen in this first phase of the Mission's task. The group considers however that they offer very real possibilities which should be carefully studied, with special reference to training in management techniques.
The second would be the expansion and development, with the assistance of
the United Nations, of existing national institutions which have shown a spirit
of initiative, an interest in research and the ability to adapt themselves to
the specific needs of the region. The expansion envisaged would enable them to
serve the whole region.

The third solution would be to organise certain programmes in the region with
the collaboration of part of the teaching staff of the Turin Centre.

70. In the opinion of the Mission, there are arguments both for and against
the principle of providing training facilities on the regional level and the
specific proposals put forward. On the one hand, the trainees would no longer
have the experience, which is generally seen as an important part of the training,
of living and working in a more technically advanced environment, very different
from that to which they are accustomed. At the same time, the experience of the
Turin Centre has given ample proof that the material and human resources needed
for the creation of such a centre are very considerable. And finally, any
attempt to extend the activities of the Turin Centre to new geographical areas
might constitute a serious risk in the present phase of the development of the
Centre. On the other hand, during its visit to Asia, the Mission found that for
certain activities there are development blocks where at least the technologies
adopted are very advanced and institutions (for instance, the Administrative
Staff College, India-Hyderabad) which compare very favourably with those in the
developed countries offering openings for trainees from the developing countries.
Furthermore, for certain activities, particularly in agriculture, the needs are
so specific to a region that it is preferable to base training activities on the
region.

71. On the whole, then, the Mission considers it advisable to be particularly
cautious in envisaging regional schemes. It would however be interested to see
a limited number of such schemes initiated or developed.

(d) Problems of "cost" of programmes

72. One of the most controversial aspects of advanced training in the
developed countries for personnel from developing countries is that of the "cost".

73. In the opinion of the Mission, the problem is usually envisaged from
the wrong angle. To speak of "cost" implies that one can estimate in monetary
terms the value of the results attained or sought. But it must be recognised
that everywhere in the world the methods used for evaluating the results of
education and training are very unscientific, even questionable - and in any case
are rarely applied. This suggests that the concept of "cost" is an artificial
one; the most one can do is to take note of a certain number of expenses involved.

74. Even so, in certain cases where those expenses are judged to be excessive
it is always because a false comparison has been established. For instance,
comparisons are often based on the cost per trainee, but no one can agree as to
the ideal number of trainees in a group. Or again, comparisons are made between
an institution which, by reason of its statutes or its financial regulations,
must show all expenditures in its financial statements and others where certain
expenditures do not appear because they are covered by free gifts or services.

75. The Mission considers that the problem of expenditure should be seen
in the light of the goals set, the means used and the results achieved. More
precisely, the factors to be taken into consideration include not only a few
generally recognised items, but also the adequacy of the programmes, their
adaptation to the needs of the trainees, the care with which the trainees are
selected, the evaluation of results, the efforts made to assess the influence of
those trained on their own circle when they return to their country of origin.
This means that the funds allocated to these activities should make it possible
to finance and to give the importance they deserve to pedagogical research, the
selection of candidates, the evaluation of results, the efforts made to ensure
that the training methods used are suited to the needs and characteristics of both
the trainees and their country of origin. Adequate financial provision for
these aspects of the programme is the more important in that the total cost of
this type of training (including travel and subsistence allowances and often
interpretation) is inevitably particularly high.
B. Needs of the developing countries

(a) Disparity between the needs and the facilities available in the past

76. In the past, the advanced training provided for certain categories of manpower from the developing countries in the more developed countries, and more particularly in certain of their production and service enterprises, has been on a very modest scale. In 20 years, only 6,000 persons have been able to obtain this sort of training thanks to grants administered by the International Labour Office. During the five years of its existence (1965-69), the programmes of UNIDO have affected only 450 trainees and, over the same period, less than 3,000 have attended the Turin International Centre, and this figure includes at least 1,000 holders of ILO grants. It should also be noted that, in almost all cases, the programmes or training periods lasted only six months or, more often than not, even less. The extremely modest nature of this contribution is clear if we compare the figures given above with the number of persons who, in the manufacturing industries alone of the developing countries, would a priori be eligible for such training. Indeed the Mission estimates that for senior personnel, engineers and technicians, the number would be something like 180,000 per year.1

(b) Diversity of needs according to country

77. No country is exactly like any other, and this is particularly true with regard to manpower training, and especially advanced training, needs. Besides the difference in needs resulting from different levels of development (whether general or affecting particular sectors), there are other differences which are the result of educational and training systems, attitudes with regard to private initiative, language, administrative structures, external assistance, etc. For instance, one of India's problems is a surplus of graduates from higher technical institutions, while certain African countries, in spite of the remarkable progress made by the school and university systems, still have not enough persons with the basic knowledge needed to enter certain sectors or even to be eligible for advanced training. Other examples could be given relating to technological levels, size of firms, types of human relations prevailing.

78. It follows that, if the United Nations activities and structures are to meet the real needs of the developing countries, they must be based on a knowledge of the needs of each country. This means that each country should keep the UN permanently informed, in advance, of its needs. And it is on this basis alone that efforts should be made to find or to create in the relatively developed countries2 opportunities for providing training, and particularly advanced training. The Mission realises that this will not be an easy task, but believes that it is not impossible to carry through. Most of the countries visited expressed their willingness to participate in such a scheme and the Mission is convinced that the United Nations could make a very considerable — indeed a unique — contribution to its success. The UNDP and certain of the specialised agencies, more particularly

1 This estimate is based on:

(b) "Occupational and educational structures of the labour force and levels of economic development", OECD, 1970;
(c) an anticipated working life of twenty-five years.

2 The reference only to opportunities in the developed countries is dictated by the Mission's terms of reference; the group believes, however, that a similar effort should be made to consider more systematically, with the co-operation of the UNDP and its executive agencies, the possibility of creating or expanding institutions in the developing countries.
the ILO, have considerable resources and a large number of experts in the developing countries who could, if they were asked, help to define the needs of those countries. It may be added that, if this method were followed systematically, it would help not only the UN and its specialised agencies but also individual countries offering assistance to see more clearly how to allocate their aid. For these donor countries, as such, have not in each of the developing countries human and technical resources comparable with those of the UN.

79. A second consequence of the diversity to be found in the developing countries is that training programmes in the developed countries should avoid as far as possible the adoption of standardised patterns whether of objectives, content, training methods or general organisation.

C. Choice and content of programmes

80. The introduction or the continuation of programmes by UNIDO and the Turin Centre depend very largely on unilateral decisions taken by those organisations. This attitude is explained by the difficulties inherent in any new initiative, but it cannot be perpetuated. Instead of the present, very questionable, system in which the role of the governments of developing countries is more or less restricted to taking note of a certain number of grants which are offered them and seeing that they are all used, without considering whether or not they are making any real contribution to the development of the country, the Mission would like to see a serious effort to stimulate and organise the active collaboration of those countries, or at least of some of them.

81. On the basis of the information received in the developing countries visited, without presuming to assess in advance the results which may be expected from the innovations which have been proposed, the Mission considers that a certain number of facts emerge.

82. In the first place, if programmes are to be adjusted to the desires and needs of the trainees and of the developing countries, they will not follow a stereotyped pattern; in some cases they may even be "made to measure". In the opinion of the Mission, the success of the Turin Centre will depend on a fuller utilisation of its capacities, which means: (i) a larger and more diversified training staff; (ii) appropriate financial allocations for its "development and research" activities; (iii) a real evaluation of results rather than a systematic attempt to use its physical capacity to the limit. As regards UNIDO, the method so far adopted - recourse to national institutions which can offer very great diversity - should in principle permit the necessary adaptation to needs. The actual preparation of programmes should, however, be the responsibility of a more numerous and more specialised staff, and UNIDO should be prepared to play a more active role in the organisation, supervision and evaluation of those programmes.

82(a). Finally, UNDP, recognising the cost of such careful planning and execution, should agree to finance these projects on a multi-annual basis and as part of an over-all programme.

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1. On this point, the Mission is concerned at the recent decision taken by the Turin Centre to standardise the length of its course, and would wish that the matter be given further consideration.

2. This criticism applies to almost all donor countries, and not only to the United Nations group; it may be added that the latter has shown more concern to ensure a careful preparation and a more thorough knowledge of the needs of the country in the case of training grants made as part of a technical co-operation programme in a developing country.
As regards the areas or disciplines to which special attention should be given, the Mission has already stressed the importance of management training for those already holding posts of responsibility in all types of organisations in the developing countries. Three further general observations should be made. The first is that there already exist in most of the developing countries educational and training institutions capable of teaching pure and applied science and giving basic technical training. Furthermore, bilateral foreign assistance offers particularly numerous opportunities for studying in secondary and higher educational establishments. Finally, knowledge can be acquired in the developing countries through scientific and technical publications and through the presence of experts. On the other hand, what is rare, difficult or even impossible to find in those countries is functional systems (machinery and personnel) conducive to greater efficiency, an environment favourable to innovation, pointers as to what the products and techniques of tomorrow are going to be. This general statement can be illustrated by a specific example concerning numerically controlled machine-tools - one of the few major innovations in the engineering industry in the last two decades. It is perfectly possible in the developing countries to study the principles on which these machines are based, to learn their characteristics and how to use them. On the other hand, it is difficult to foresee just what their use would be in a particular situation and, above all, to judge how far they would prove to be a "paying proposition". Indeed, it would seem that the only adequate answer to the questions certain firms in the developing countries are asking themselves concerning the wisdom or not of introducing such machines is to be found in training courses organised in more developed countries where the trainees can see the machines being used in a wide range of situations and exchange ideas and impressions with those in charge of production, finance and personnel in establishments of different sizes. We may add that if it is possible to attach to the group of trainees experts who can stimulate their reactions, orientate the exchanges of ideas, relate observations to the wider context of the problems created by automated or semi-automated production, then it becomes possible to achieve in a relatively short time results which could only have been reached otherwise by an extremely slow process of trial and error.

The second observation is that advanced training on the management level should be based on a better understanding and a greater mastery of technical skills. At the same time, this understanding and mastery of skills should only be seen as a means of grasping and assimilating the more intangible aspects of management. In other words, in planning programmes two errors are to be avoided: on the one hand the assumption that the acquisition of technical skills is an end in itself and, on the other hand, the purely theoretical presentation of general concepts and ideas concerning management.

The third general observation concerns the definition of the "in-plant" component of the advanced training programmes organised in the more developed countries. After analysing the reasons why a strict interpretation of the in-plant training formula is not applicable in the case of trainees from developing countries, the Mission has approved or proposed a certain number of measures aimed at solving the very real problems to be met.

Having had the opportunity to assess the needs of certain developing countries, the Mission reached the following conclusions on this subject. It is of primary importance to give the trainees an insight into a new and real world which they cannot find in their own countries. This will call for an increased effort on the part of ILO, UNIDO and the Turin Centre to find new enterprises, new institutions - an effort which can succeed if those responsible are willing to make all available for this purpose human and financial resources, if procedures can be simplified and, above all, if there is a better over-all planning of programmes.

Furthermore, since the active participation of the trainees is practically impossible, special importance should be given to the use of techniques in which the teaching is based as far as possible on concrete situations: case studies, business games, project studies. Finally, visits to industrial or other establishments and meetings with managers and heads of services must be prepared, guided, commented and closely integrated into the over-all programme.

If it is agreed that advanced training abroad should be mainly for managerial personnel - in the broad sense of the term - then the essential aspects of the role of the Turin Centre become clear.
89. In the first place, one can only approve the decisions and the desire of the directors of the Centre to give priority to management training activities. For the future, the Mission hopes that the Centre will be able to widen the range of the training it can offer, basing its programmes on the concept of management and not on the present division of responsibilities between the different United Nations agencies. In other words, what should be given priority is the function of managing or directing, and not merely the specific qualifications required in a particular sector (industry, type of industry, education, health, public administration, etc.), and this should be the guiding principle in defining the essential character of the Turin Centre, its statutes and the particular training programmes it is to organise.

90. With regard to its legal status it would seem that, since the sectors to be served by the Centre will not be restricted to the areas of competence of the International Labour Office, it should be placed under a wider sponsorship and its administrative structures modified accordingly.

91. As regards the level of activities, training even at an advanced level for skilled workers should be definitively discontinued.

92. As for the technical and pedagogical training provided for vocational instructors, the whole question of the real impact which they can have on those with whom they will be working should be very seriously re-examined in the light of the invaluable experience acquired by the ILO and the Turin Centre. The feeling of the Mission is that the only cases where the training of instructors in the Turin Centre might be justified are those where there is a question either of introducing into a given country technologies which have never before been used there, or of adapting the teaching given in vocational training centres to real production conditions or, finally, of providing an advanced training in teaching methods based on a more ambitious and a more systematic programme of pedagogical research.

93. Even in these cases, however, the Mission suggests that it would be desirable that the Turin Centre, the ILO and possibly other UN agencies consider very carefully whether it would not be possible to substitute for the present training in Turin a training which would be given in the country of origin but which would be based on:

(i) the results of research on teaching methods to be undertaken jointly by the Centre and the ILO with the collaboration of experts concerned with technical co-operation projects;

(ii) the use of teaching material prepared and tested both by the Turin Centre and in the ILO technical co-operation projects or else in national institutions known for the high standard of their work.

94. Finally, if it is agreed, as the Mission has suggested, that the quantitative needs for training of top-level personnel in the developing countries are vast and, at the same time, that this personnel has a vital part to play in development processes, then two conclusions must be drawn. Firstly, the capacity of the Turin Centre being limited, it would be wise to make the best use of that capacity by restricting its programmes to training on the management level. At any examination of the programmes offered by the Turin Centre does not show that this has been the policy followed. It seems difficult to justify the inclusion in 1970-71 of training in general engineering and automobile engineering.

2 At present this material is prepared each time a new project is launched, or even each time an expert is appointed or transferred.
the same time, other suitable institutions of a national character should be
encouraged to place their experience and their resources at the disposal of the
developing countries, in accordance with a wish already expressed by UNIDO and
with further proposals which might be made by other organisations.

D. Information, selection and preparation
of candidates

(a) Information

95. As far as the Mission could judge from its visits to a certain number
of countries in Africa and Asia, the situation with regard to information is as
follows.

96. While the existence of the Turin International Centre is not totally
unknown, in most cases it is known only to the heads of public administration
services (and more in Africa than in Asia). Furthermore, even those who know
of the Centre continue to think of it as providing training programmes at different
levels for skilled workers and vocational instructors and know nothing of the
more recent developments in the programmes, although these have been described
in the latest pamphlets sent out by the Centre.1

97. As for the programmes organised by UNIDO, these are almost totally
unknown to the governments of the countries affected, and there is an even greater
ignorance on the part of industrial circles in those countries. Only the UNIDO
Field Advisers and, to a lesser extent, its experts are partially informed as
to past programmes. As for future programmes - probably because of the uncertainty
which always exists as to the funds which will be made available - no information
is sent either to the UNIDO personnel working in the developing countries or to
those responsible for the various sectors directly concerned in those countries.
This means that these persons can do nothing to keep the circles in which they
are constantly moving informed as to the activities of the organisation. And
yet, such information is essential and its absence may explain in large measure
why UNIDO does not receive enough applications to make any real selection or
even, in certain cases, to fill the places offered. There is a danger that,
generally speaking, the candidates selected are simply those who can free them­
selves at the shortest notice, and there is no doubt that in many cases the past
training and future responsibilities of the trainees bear little relation to
the aims and content of the training programmes offered by UNIDO and the Turin
Centre. It may be added that some of the trainees are undoubtedly disappointed
and disconcerted when they find, on arrival, what the content of the programme
actually is. Finally, because there is no adequate system of information,
certain groups which happen to have been informed may be thought to constitute
the only source for producing candidates, while the needs of those who should
be the most directly concerned are completely ignored.

98. The provision, well in advance of the closing date for candidatures,
of objective and detailed information is a prerequisite for success. This can
only be achieved if:

UNIDO and the Turin Centre can be sure of receiving the necessary financial
allocations not on a year-by-year basis but for a period of from three to
five years;

the governments of the developing countries agree that information be sent
directly to the organisations and persons concerned;

1 Except in the East African countries, which are better informed as a
result of the missions carried out by the Director of the Centre and the Head
of the Research Department.
information is disseminated by other media than the usual administrative-style documents and brochures; one might suggest for instance, that the press and radio be used for this purpose and that the necessary expenditure be counted as a contribution from the developing countries; on the other hand, the personnel of UNDP, the Turin Centre and the specialised agencies (headquarters and technical assistance staff) might contribute by organising seminars and other meetings for the information of the public.

99. The Mission considers that governments, the national institutions concerned, the UNDP, the Turin Centre and the specialised agencies should build up jointly an information system whose purpose would be to make better known activities whose increasingly permanent character would make possible the serious advance planning which is essential.

(b) Selection of candidates

100. In the opinion of many of those responsible for training programmes both in enterprises in the more developed countries and at the Turin Centre, the professional experience of the trainees is, in many cases, not adequate to enable them to benefit greatly from the programmes provided. In some cases too their theoretical knowledge of certain subjects is considered inadequate. Generally speaking, the groups are not sufficiently homogeneous, the objectives of the trainees being too diverse and their previous training either too highly specialised or, on the other hand, too general. Another problem frequently referred to was the insufficient knowledge of many of the trainees of the working language.

101. The Mission considers that these problems are the result of unsatisfactory selection procedures. Indeed it is clear that no selection worthy of the name can be made in haste, at the last moment and yet, because of the system of annual allocations and above all the constant uncertainty as to their volume, the time available for the selection of candidates is often far too short. In the opinion of the Mission, this question is one of vital importance, for the whole success of the training programme depends on the calibre of the participants and on the knowledge of the trainers of their needs and aspirations as well as an assessment of their ability to influence the environment in which they will be working after their training.

102. In this connection it is also important to remember that the advanced training organised by UNIDO and the Turin Centre involves a very heavy expenditure (travel and subsistence allowances, direct and indirect costs borne by the receiving institutions and enterprises) and, moreover, since the trainees are adults holding positions of responsibility, the sacrifices which they themselves and the enterprises which send them or their countries make are also very considerable.

103. Moreover, it is certain that the receiving enterprises will be willing to collaborate only if the trainees, by their ability, their knowledge and experience, their attitudes and motivations and the progress they make, give professional — and one might say moral — satisfaction to those in charge of their training. This is particularly true for the senior staff of the receiving enterprise, for whom the programme usually entails considerable extra work.

104. But in fact, if one studies the procedures followed for the selection of trainees one is struck by the fact that they are of an almost purely administrative nature. Everything, or almost everything, depends on written applications and qualifications and, in each case, one of the major considerations is to ensure that the purely formal prerogatives of a large number of ministerial departments are respected.

105. The Mission suggest that it should be possible to find more appropriate procedures, an important element of which would be a discussion between the candidate and a person with professional qualifications in the field of training and a knowledge of the aims and content of the programme for which the candidate is applying. This would be possible if use is made of national training institutions, United Nations technical co-operation personnel and, if need be, the UNIDO and Turin programme directors. What is certain is that, if the idea of a combined effort is accepted and if a more satisfactory planning of programmes
is achieved, the cost of the operation will be compensated by the advantages of a really sound selection. Another desirable change would be the reduction, in each individual case, of the excessive number of bodies involved in the selection process. The part played by some of these bodies is purely formal, but it often entails considerable delay and discourages certain candidates with suitable qualifications. In the opinion of the Mission, an agreement should be reached between UNDP and the individual governments with regard to the main lines of the programme to be followed (number of grantees, field and level of training, obligations accepted by the parties concerned), after which the selection of candidates would be left to a single body chosen solely for its technical competence.

106. The above proposals would not apply to grants made within the framework of wider technical co-operation projects. But here too there is an urgent need for simplification. To quote a concrete example: the Mission counted no less than 13 bodies who were involved in one way or another in the administration of a single training grant, the principle of which had already been approved, the beneficiary selected and the expenditure budgeted.

(c) Preparation of candidates

107. Training organised in the relatively developed countries had the disadvantage of entailing unavoidably heavy expenditure on certain specific heads. If, as the Mission recommends, it is directed at high-level personnel and includes a considerable element of in-plant training, the costs involved are difficult to assess but they are certainly extremely high, both for the sending country and for the receiving country and institution.

108. In order to ensure that the results achieved are, as far as possible, commensurate with this outlay, a certain number of conditions which we have already mentioned must be fulfilled: knowledge of needs, priority for programmes whose influence will go beyond the immediate trainees, programmes "made to measure", adequate information and selection procedures. Other measures may also be adopted to ensure a better preparation of candidates or participants before they leave their own country.

109. One of the most difficult problems to overcome is that of an inadequate knowledge of the working language, and many of the efforts made in this field have proved either ineffectual (the knowledge acquired was still inadequate) or extremely costly (direct and indirect cost of interpretation, time spent on learning the language). If, on the other hand, a candidate could be selected six months or a year in advance - and not a few months, a few weeks or a few days, as has too often been the case - he could improve his knowledge of the language required by studying in his own country without interfering with his other activities.

110. The same could be true of the particular field in which the candidate is to receive further training, in which he could be given special orientation and preparation. It is in fact surprising to find that there is no permanent contact between the national training institutions in the developing countries or even the ILO and UNIDO experts working in those countries and the institutions in the more developed countries where the further training will be given or the officials responsible for training programmes at UNIDO Headquarters or in Turin.  

1 In some programmes, the first month in the receiving country is spent entirely on this; but the most carefully checked experiments seem to show that, for a trainee already having a basic knowledge of the working language, it takes 12 weeks to become sufficiently proficient in the language to follow the business management training programme without the danger of serious misunderstandings.

2 This does not apply in the case of grants awarded within the framework of a technical co-operation project. In the other cases there are only occasional contacts concerned with publicising programmes or obtaining candidatures.
In the opinion of many of those with whom the Mission talked in Asia and Africa - heads of national institutions or services or of ILO projects - the organisations and authorities which they represent could act as selection and orientation centres by organising special seminars during which candidates could be tested and could receive full information as to the objectives and content of the programmes offered in foreign countries. The Mission believes that such a system would be feasible and that it would eliminate many of the problems which at present arise either because the candidates selected have not the necessary knowledge and experience or because they are ignorant of the real benefits to be expected from a period of training abroad. But none of this will be possible unless there is a joint planning of programmes.

(d) Importance of group impact in developing countries

111. Until now, in publicising the training programmes and in the selection of candidates stress has been laid on the diversity of nationalities in the training groups formed. While, undeniably, this policy offers certain advantages - particularly a fair distribution of available places between the different developing countries and the stimulating effect of the exchange of views and experiences between people coming from widely different backgrounds - it also has the disadvantage that when the trainees return to their country of origin they find themselves isolated. The influence that a single person can have in an enterprise or any other institution is liable to be very slight, especially if he begins to question the validity of generally accepted practices.

112. That is why the Mission suggests that it might be wiser - and this opinion is shared by many with whom it talked in the developing countries - to choose groups of trainees coming from the same enterprise, or at least from a single industrial sector or a regional or national training organisation. The introduction of such a method would have the advantage of intensifying the results which can be expected from attendance at a training course. The conditions for the success of such a policy would be the diversity of the programmes at present offered by the Turin Centre and envisaged for UNIDO on the one hand and, on the other, the willingness of the developing countries to provide regular estimates as to their future needs on a multi-annual basis.

E. From empiricism to joint planning

113. Given the recent nature of the activities of the ILO, UNIDO and the Turin Centre and the relatively modest number of programmes organised and persons involved, it is not altogether surprising that these institutions have not given priority in their thinking to the establishment of an over-all programme based on an estimate of the needs of the developing countries, the creation and expansion of a sound system for the reception of trainees and adequate joint action with regard to the information, selection and preparation of candidates. But while this situation may have been justified in the early phase of activities, it cannot continue indefinitely.

114. With regard to the adaptation of programmes to needs in the developing countries, the consultants had the impression that the cases they examined were based on over-general hypotheses, or even on mere affirmations or intuitions or, in some cases, on information obtained during brief visits to the developing countries - visits which were much more in the nature of recruiting missions than a serious attempt to make an objective survey of the needs to be met. At best, the information serving as a basis for the training programmes is a by-product of the technical co-operation projects in operation in the developing countries. And yet, information is not in fact totally lacking - far from it. Admittedly it is not always available in a form which can immediately be used for programme planning; it is not always complete, or objective, or systematically presented, and more often than not it has to be sought from a considerable number of different sources. Nevertheless, there has been a certain progress in this direction and the Mission believes that, taking advantage of this fact, it will be important to continue and intensify the efforts already made to reach agreements making it possible to plan and organise training programmes on a more objective basis.
The policies of the specialised agencies and the Turin Centre have been characterised by the same empiricism with regard to potential facilities for receiving trainees. It should be added that the uncertainty as to the total capacity for receiving trainees either in training institutions (the Turin Centre) or outside is partly the result of the uncertainty which always exists as to the volume and nature of the financial resources which will be available to the Turin Centre and the principle of annual approval for the allocations on which the UNIDO projects and most of the ILO projects are dependent - policies which are not calculated to encourage a systematic study of this aspect of programme planning.

As for the provision of information and the selection of candidates, these are planned and carried out each time as though there had been no precedent and would be no further activity of the same nature.

It must be added that on all these points there has been progress since the consultants started their mission. For instance, the Turin Centre has urged the authorities of certain East African and Latin American countries to define their needs and to create more appropriate systems for the selection of candidates - systems to which the ILO experts bring their valuable co-operation. At the same time, UNIDO has undoubtedly made very considerable efforts to increase and diversify the reception facilities available. The UNDP, by approving UNDP/ILO inter-regional project 18, has helped to make possible a more satisfactory use of the resources provided by the Turin Centre, while UNDP/UNIDO inter-regional projects 13 and 14 should make it possible for UNIDO to plan these two projects on a longer-term basis and to participate more actively in their implementation.

The Mission is nevertheless of the opinion that if more decisive progress is to be made in the future two essential facts will have to be taken into consideration. One is that the provision of advanced training in the more developed countries for trainees from the developing countries should constitute a set of integrated operations including: study of needs in the developing countries, search for training facilities, elaboration of programmes, provision of information in the countries concerned on the available programmes, determination of financial and technical resources, selection and preparation of candidates, actual training operations, and evaluation and follow-up. The other is that examination of present structures and practices shows that the needs, fields of application and potential are much wider than any of the organisations involved so far (UNDP, ILO, UNIDO and the Turin Centre) can cover alone.

It is with a view to bringing into existence an integrated approach to these problems that the following recommendations are made by the Mission.

**IV. RECOMMENDATIONS**

**A. General recommendations: continuation and expansion of activities**

Despite the criticisms made with regard to certain practices, the Mission is profoundly convinced that the activities of the ILO, UNIDO and the Turin Centre correspond to vital needs in the developing countries. It therefore recommends that those activities be continued and expanded. The Mission is moreover of the opinion that this recommendation could be applied to other fields outside the competence of the ILO, UNIDO and the Turin Centre and could affect other agencies of the United Nations system.

It must however be recognised that certain problems have not yet been solved and that there are still certain weaknesses which, unless corrected, could compromise future activities.

Some of these weaknesses are the result of a lack of integration within the over-all United Nations programme. An even more important cause is the absence of a pluri-annual financial plan which alone could make it possible to introduce long-range programming of activities.

The other weaknesses are related to certain conditions affecting the implementation of individual projects.
B. Recommendations concerning the elaboration and implementation of an integrated policy

124. The Mission proposes as its central recommendation that a more integrated policy and approach to training be developed and put into effect within the UN system with the close and active participation of relevant organs and institutions in developing countries.

(a) Elements of an integrated training programme

125. In order to develop a genuinely integrated approach, it is necessary that efforts of the concerned parties be pooled. It is essential to recognise that provision of really effective training of nationals of developing countries in developed countries involves a set of mutually-related operations that must be carefully planned and integrated with one another as an organic whole. These operations include: (a) the study, on a continuing basis, of training needs and priorities in developing countries; (b) broad and up-to-date information on actual and potential training facilities in both developing and developed countries; (c) elaboration of training programmes realistically adapted to needs and priorities; (d) provision of adequate advance information to potential trainees on available programmes and facilities; (e) mobilisation of resources, both financial and technical, for organising actual training programmes; (f) careful selection and preparation of trainees before they go abroad, including language training when needed; (g) follow-up of trainees after they return to their countries and evaluation of results.

126. Examination of present structures and practices shows that the needs, fields of application, and potential for expanding activities are much wider than any of the organisations involved (ILO, UNIDO, the Turin Centre and UNDP) can cover alone. Moreover, more concerted action on the part of agencies of the UN system cannot bear full fruit without much more active participation of the developing countries at all stages of the operations mentioned in the preceding paragraph. It is particularly important that adequate systems be built up in developing countries, in association with appropriate local institutions, for identifying needs and priorities, providing information on available programmes, and selecting, preparing and following up trainees.

127. For the definition and implementation of a genuinely integrated approach to training the Mission is convinced that it is necessary to make a clear distinction between three types of responsibilities that have often been confused in the past. These are:

programming, including the definition of targets, mobilisation of resources and supervision of implementation;
carrying out of training operations;
evaluation and appraisal of results.

128. The first step required to bring into existence an integrated programmed approach towards training based on the above principles is to establish within the UN system appropriate institutional arrangements for carrying out on a co-ordinated inter-agency basis the tasks outlined above. It is clear that the requisite mechanism will have to be built up gradually and in a phased manner. The precise form that this mechanism should take requires further study and discussion with the participating and executing agencies. The Mission recommends that initial steps be taken as soon as possible to experiment with a co-ordinated approach in some selected countries with a view to developing an appropriate methodology and defining the respective roles and responsibilities of the various co-operating parties. The most urgent immediate task is to organise, with the active collaboration of the developing countries, adequate national systems for identifying national training needs and priorities and for informing, selecting and preparing potential trainees.

129. At the country level the Resident Representatives of the UNDP are already entrusted with responsibilities that make them the most appropriate persons for taking leadership in these activities, with the assistance of technical experts belonging to the UN system, within the framework of country programming.
130. At the central level, one of the most important tasks of an integrated programming system would be to provide for a pluri-annual financial plan, if only of an indicative nature, that would permit longer-range planning for the training of nationals of developing countries in developed countries, based on information supplied through the programming mechanism advocated above. This plan, which would require successive adjustments, ought to be based both on knowledge of the developing countries' needs and on the possibilities of finding or developing reception capacity. The plan should also take into account the specific costs of the activities concerned which would necessarily vary in form. Such a plan would permit longer-range programming of activities and thus remove the uncertainty which has prevailed hitherto and which, owing to the resulting last-minute improvisations, has been responsible for what seem to be the weakest aspects of past activities.

131. In addition, the Mission considers that, at the central level, these integrated mechanisms should assume the function of evaluating results so that there may be due adjustment of existing programmes, and so that the effect on the development of the countries receiving assistance can be assessed.

132. The adoption of an integrated programme should stimulate present activities and promote new ones, while ensuring the necessary over-all planning and co-ordination for the future. The conception of an integrated programme should not limit the freedom of action necessary for the execution of individual projects. Decentralised management is the best method of ensuring continuous adaptation to changing conditions and needs.

(b) Reforms to be introduced gradually

133. The proposed reforms should be introduced by degrees so as not to interfere with the positive elements of ILO, UNIDO and Turin Centre projects. However, as suggested above, it is conceivable that, for a few selected countries, rationalisation of the whole process (determining needs, informing, selecting and preparing candidates, adjusting programmes) may be possible within a shorter period if there is willingness to place exceptional means at those countries' disposal. In this way, examples of what should be done more generally might play a significant part in the activities undertaken in the near future. During the transitional period it is recommended that the ILO, UNIDO and the Turin Centre should introduce certain reforms and play their part in giving effect to the comprehensive programme.

(c) International Labour Office

134. The ILO has considerable resources in the developing countries, including many experts skilled in vocational training, management development and manpower planning. Its contribution to the study of the developing countries' needs and to the work of informing, selecting and preparing the future trainees might be decisive.

135. As regards the individual placing of fellowship-holders the ILO should undertake an analysis of the results obtained over the past years. More complete knowledge based upon their analysis would assist the ILO to programme its future activities in this field in as much as those of other executing agencies.

136. Closer links should be set up between the projects executive by the ILO locally at the country level and the training activities provided or to be provided abroad in developed countries. The latter in particular should be used to a greater extent as a means of preparing national projects for follow-up activities on such projects.

137. In connection with its present fellowships programme, the ILO should assume a greater degree of technical responsibility in the search for placement openings, in the guidance and assistance of the fellowship-holders and in the evaluation of results. The ILO should also undertake a search for new possibilities for the training of homogeneous groups of trainees.
(d) United Nations Industrial Development Organisation

138. Within a more co-ordinated training system UNIDO can also contribute in important ways to the identification of training needs and priorities of developing countries through its field advisers and experts.

139. As regards present activities, UNIDO's programmes could be strengthened by improving its services designed to provide developing countries with information on available and planned training programmes.

140. UNIDO's recruitment and selection practices, as also those of the ILO and the Turin Centre, should be gradually brought within the framework of the common integrated approach recommended above.

141. It would also be appropriate for UNIDO to assume a more active role in the definition and planning of the particular training programmes which it promotes, monitor the programmes more closely and arrange for more systematic exchange of experience gained from the various projects, many of which are of an important pioneering nature.

(e) Turin Centre

142. The Turin Centre should gradually replace its present standard training course by programmes tailored to specific needs of the developing countries. This adjustment should be carried out gradually within the framework of the integrated policy recommended above.

143. In all its training activities, the Turin Centre should underline the importance of the managerial function, whatever the particular sector where this function would apply. In the view of the Mission it is the development of the managerial function as such that should constitute the priority task of the Turin Centre. Within the management development field it is the view of the Mission that the Centre should widen the range of training programmes hitherto offered, to include management of education, health, public administration, etc. It should be considered whether the status of the Centre in relation to the agencies of the UN system should be concomitantly modified.

144. Promotion of research into training methodology, development of training materials and refresher courses for technical assistance experts, particularly those with training responsibilities, should be essential activities of the Turin Centre.

145. As regards the recruitment, selection and preparation of candidates for training programmes, the Centre should gradually adjust its present practices to the more integrated approach recommended above.

(f) Other agencies of the United Nations system

146. The present study has been concerned with training activities which are the concern of ILO, UNIDO and the Turin Centre. The training activities of other participating and executing agencies should also gradually form part of the integrated policy and system recommended in this report, in order to meet in the most effective possible way the over-all training needs of developing countries. This question should be explored with the agencies concerned in the near future.

(g) Continuity of present programmes

147. Pending the gradual introduction of a more integrated policy for the programming of training activities of the UN system, the Mission recommends that appropriate action be taken to ensure the continuity of present training programmes of ILO, UNIDO and the Turin Centre during the transitional period.
C. Recommendations concerning certain conditions to be respected in the execution of projects

(a) Investigation of potential reception resources

148. These investigations, which should be carried out as systematically as possible, should be based on the sole criterion of the needs of the developing countries. This implies increased diversification and particularly the use of small- and medium-scale enterprises. More active steps should be taken to enlist the support of the developed and some developing countries in the general framework of the integrated plan defined above. The Turin Centre should be seen as only one of a number of possible receiving institutions with its own specific characteristics.

(b) Information of potential candidates

149. Information concerning training facilities should be prepared well in advance and should be sent more directly to those particularly interested, and not merely to the administrative authorities. It should be presented not only in the form of brochures but through the use of the press and radio and with the collaboration of experts belonging to the United Nations system and of those responsible for the training programmes in the developed countries. The cost of these operations should be included in the counterpart charges accepted by the beneficiary countries.

(c) Selection of candidates

150. The main criterion for selection of persons to be trained abroad should be the ability of a potential trainee to influence and modify the way in which his enterprise or organisation is managed. The training offered in developed countries should, therefore, be addressed primarily to those exercising a strategic management function, in the broad sense of the term, both in economic enterprises and in other types of organisations, including training and educational institutions, public administration, etc. From this point of view, it would be preferable to choose candidates coming from a single enterprise or, for example, a single industrial sector, so that returning trainees have to meet less opposition to the innovations to be introduced.

151. Selection procedures should be simplified, relying less on the written application form and more on an interview with qualified national or international experts and, if necessary, with the directors of the programmes concerned. An integrated programming would simplify the organisation of the missions required for the implementation of this system.

(d) Preparation of candidates

152. A more careful preparation in the country of origin could reduce the time spent abroad and also ensure that candidates have both the interest and the qualifications required for the proposed training. Better advance planning would also certainly allow for a better training in the working language to be used.

(e) Nature of training groups

153. Training groups should be as homogeneous as possible, not only as regards the previous training and experience of the trainees but also in respect of the type and size of enterprise or administration in which they normally work. The size of the group should be such as to allow for the integration of the trainees in the production or administrative structures and for constant checks on their acquisition of knowledge or skills.
(f) **Duration of training**

154. On the one hand, training should be short enough to make possible the participation of persons holding posts of responsibility. On the other hand, it should be long enough to have some real effect on the trainee. The one factor which should not be allowed to determine the length of training is the question whether or not it is possible to reduce costs.

(g) **Content of programmes**

155. However obvious this recommendation may sound, it is worth emphasising that in planning the content of programmes it should always be borne in mind that the only justification for organising training in the more developed countries is the fact that it cannot be provided in the developing countries themselves. Secondly, it should also be stressed that on returning to their own countries the trainees will not be exercising their managerial functions in ideal conditions. Finally, if they are to meet the real needs of the trainees and of the developing countries, training programmes should avoid as far as possible all standardised conceptions.

(h) **Evaluation of results**

156. While admitting that, generally speaking, no satisfactory methods have yet been found for evaluating results, the Mission nevertheless recommends that in all programmes undertaken objective systems of evaluation be introduced, even if it is recognised that they are of an experimental nature. The systematic recording, processing and publication of the results and the exchange of experiences between the directors of different programmes should gradually make it possible to define appropriate techniques. The Turin International Centre should play a key role in this field.

157. Evaluation should not be limited to results obtained during or at the end of a programme or training period; it should include an appraisal of long-term results a few years after the trainees have returned to their own countries.

(i) **Exchanges of experience**

158. All the personnel associated with the execution of training programmes and courses should be given an opportunity, in the near future, for the exchange of experiences which should be considered as an indispensable part of their professional activities. For the future, the necessary increase in the numbers of such personnel will present certain problems in this respect, but these will be met by joint consultation as they arise. It would be particularly indicated to link the consideration of these problems with that of the wider question of the training of technical assistance experts.

(j) **Research on training methods**

159. In view of the empiric or experimental nature of the programmes carried out by the agencies of the United Nations system, the Mission recommends that active measures be taken to stimulate methodological research in specific relation to the problems to be met and the techniques required in providing in institutions in the more developed countries training for high-level personnel from the developing countries. This research will be all the more necessary if there is an increase in and a diversification of this particular type of training programme. Here again the need is clear for an integrated effort, for the centralisation and the publication of the results achieved. It is also clear that the Turin Centre could play an extremely important role.
Annex 1

TERMS OF REFERENCE OF THE REVIEW MISSION

1. The general purpose of the Mission is:

(a) to review actual and potential in-plant training facilities in developed countries for trainees from developing countries, and advise on how activities of the UN system in this field can be most effectively and economically organised;

(b) to advise how the International Centre for Advanced Technical and Vocational Training in Turin can be fully utilised for this purpose.

2. More specifically, the Mission will:

(a) review the present activities of UN agencies, principally ILO, UNIDO and the Turin Centre, in the fields of in-plant, technical and management training in developed countries for trainees from developing countries;

(b) advise on how a more integrated inter-agency programme approach can be developed in place of the present single project approach;

(c) investigate the need and desirability of expanding in-plant training in developed countries for personnel of developing countries with possible UNDP support during 1971;

(d) study the feasibility of reorientating the Turin Centre primarily as a training orientation and despatching centre for trainees participating in expanded in-plant programmes in developed countries;

(e) visit selected countries in Eastern and Western Europe offering or interested in offering in-plant facilities for training personnel from developing countries and discuss with concerned persons the possibility of expanding such training with UNDP support. The countries proposed to be visited include Poland, the USSR, Sweden, Italy, the United Kingdom, the Federal Republic of Germany, France, the Netherlands and possibly others particularly concerned;

(f) in the countries to be visited the Mission will review the more important and typical in-plant training facilities available for training personnel from developing countries with particular reference to the types and levels of training available; training capacity and extent to which facilities can be used for expanded training programme; cost of training; training methods, including methods of combining theoretical and practical instruction; housing facilities for overseas trainees, etc.
### Annex 2

DATA ON UNIDO ACTIVITIES

#### Table 1

In-Plant Group Training Programmes, 1965-70

<table>
<thead>
<tr>
<th>Year</th>
<th>Field of Study</th>
<th>Country</th>
<th>Places available</th>
<th>Number of participants</th>
<th>Remarks</th>
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<tr>
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<td>Iron and steel industry</td>
<td>USSR</td>
<td>60</td>
<td>25</td>
<td></td>
</tr>
<tr>
<td>1966</td>
<td>Electrical industry</td>
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<td></td>
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<td>USSR</td>
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<td>Non-ferrous metal</td>
<td>Yugoslavia</td>
<td>30</td>
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<td>Italy</td>
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<td></td>
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<tr>
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<td>Italy</td>
<td>10</td>
<td>9</td>
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<td></td>
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<td>Textile industry</td>
<td>Poland</td>
<td>20</td>
<td>19</td>
<td></td>
</tr>
<tr>
<td>1969</td>
<td>Electrical industry</td>
<td>Sweden</td>
<td>20</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>1969</td>
<td>Pulp and paper industry</td>
<td>Sweden</td>
<td>12</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>1969</td>
<td>Iron and steel industry</td>
<td>USSR</td>
<td>60</td>
<td>33</td>
<td></td>
</tr>
<tr>
<td>1969</td>
<td>Metalworking industry</td>
<td>USSR</td>
<td>25</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>Diesel engines</td>
<td>CSSR</td>
<td>20</td>
<td>14</td>
<td>+4 withdrawals after starting date</td>
</tr>
<tr>
<td>1970</td>
<td>Mechanical industry</td>
<td>Japan</td>
<td>14</td>
<td>6</td>
<td>For ECLA region +2 last moment rejections</td>
</tr>
<tr>
<td>1970</td>
<td>Textile industry</td>
<td>Poland</td>
<td>20</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>Electrical industry</td>
<td>Sweden</td>
<td>15-18</td>
<td>17</td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>Pulp and paper industry</td>
<td>Sweden</td>
<td>12</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>Maintenance system</td>
<td>Sweden</td>
<td>20</td>
<td>17</td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>Iron and steel industry</td>
<td>USSR</td>
<td>60</td>
<td>32</td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>Metalworking industry</td>
<td>USSR</td>
<td>25</td>
<td>11</td>
<td></td>
</tr>
</tbody>
</table>

Although the USSR authorities have 60 places available, UNIDO has maintained during the last years its position that only around 40 candidates could be expected per year.
## Table 2

<table>
<thead>
<tr>
<th>Year</th>
<th>Field of Study</th>
<th>Country</th>
<th>Number of participants</th>
<th>Duration (months)</th>
<th>UNDP/TA Intern. US$</th>
<th>UN Reg. Budget US$</th>
<th>GTF(^1)</th>
<th>Special Contribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>1969</td>
<td>Shoe industry</td>
<td>CSSR</td>
<td>18</td>
<td>3</td>
<td>appr. 20,000</td>
<td>-</td>
<td>$86,500</td>
<td>-</td>
</tr>
<tr>
<td>1968</td>
<td>Diesel engines</td>
<td>CSSR</td>
<td>20</td>
<td>3</td>
<td>appr. 20,000</td>
<td>-</td>
<td>- not known</td>
<td>-</td>
</tr>
<tr>
<td>1970</td>
<td>&quot;</td>
<td>&quot;</td>
<td>14</td>
<td>3</td>
<td>appr. 14,000</td>
<td>-</td>
<td>$70,000</td>
<td>-</td>
</tr>
<tr>
<td>1968</td>
<td>Cement industry</td>
<td>Denmark</td>
<td>17</td>
<td>3</td>
<td>appr. 75,000(^2)</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1967</td>
<td>Textile Machinery and Metallurgical industry</td>
<td>Italy</td>
<td>18</td>
<td>3</td>
<td>unknown</td>
<td></td>
<td>unknown</td>
<td>-</td>
</tr>
<tr>
<td>1968-69</td>
<td>Mechanical industry</td>
<td>Japan</td>
<td>12-14</td>
<td>2</td>
<td>8,500</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1970</td>
<td>Mechanical industry</td>
<td>&quot;</td>
<td>8</td>
<td>2</td>
<td>13,000(^3)</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1967-69</td>
<td>Textile industry</td>
<td>Poland</td>
<td>15-20</td>
<td>5</td>
<td>appr. 20,000</td>
<td>-</td>
<td>- unknown</td>
<td>-</td>
</tr>
<tr>
<td>1970</td>
<td>&quot;</td>
<td>&quot;</td>
<td>20</td>
<td>5</td>
<td>UNDP/SF project</td>
<td></td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1966-70</td>
<td>Electrical industry</td>
<td>Sweden</td>
<td>20</td>
<td>3 1/2</td>
<td>20-25,000</td>
<td>-</td>
<td>unknown</td>
<td>(about $20,000 in 1970)</td>
</tr>
<tr>
<td>1969-70</td>
<td>Pulp and paper</td>
<td>Sweden</td>
<td>12</td>
<td>3</td>
<td>15,000</td>
<td>-</td>
<td>unknown</td>
<td>(about $70,000 in 1970)</td>
</tr>
<tr>
<td>1970</td>
<td>Maintenance</td>
<td>Sweden</td>
<td>17</td>
<td>3</td>
<td>-</td>
<td>63,000</td>
<td>-</td>
<td>$11,500</td>
</tr>
<tr>
<td>1969</td>
<td>Food processing</td>
<td>United Kingdom</td>
<td>14</td>
<td>3</td>
<td>27,000</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1969-70</td>
<td>Metalworking</td>
<td>USSR</td>
<td>20</td>
<td>5</td>
<td>20,000</td>
<td>-</td>
<td>Rbl.55,000</td>
<td>-</td>
</tr>
<tr>
<td>1970(^4)</td>
<td>Iron and steel</td>
<td>USSR</td>
<td>32</td>
<td>5</td>
<td>-</td>
<td>132,000</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1966</td>
<td>Non-ferrous metal</td>
<td>Yugoslavia</td>
<td>18</td>
<td>3</td>
<td>unknown</td>
<td></td>
<td>unknown</td>
<td>-</td>
</tr>
</tbody>
</table>

\(^1\) GTF - General Trust Fund - voluntary contributions to UNIDO.

\(^2\) Danish restricted contribution.

\(^3\) SIS.

\(^4\) The cost of the programmes in 1966-69 was somewhat lower per participant because of lower stipend rate.
### Table 3

**In-Plant Group Training Programmes, 1971 - Budget and Source of Financing**

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Country</th>
<th>Participants</th>
<th>Duration (months)</th>
<th>UNDP/TA Budget</th>
<th>UN Reg. Budget</th>
<th>GTF</th>
<th>Special Contribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diesel engines</td>
<td>CSSR</td>
<td>20</td>
<td>3</td>
<td>$20 000</td>
<td>$20 000</td>
<td></td>
<td>Training facilities</td>
</tr>
<tr>
<td>Shoe industry</td>
<td>CSSR</td>
<td>20</td>
<td>3</td>
<td>$20 000</td>
<td>$20 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance and repair</td>
<td>Federal Republic of Germany</td>
<td>20</td>
<td>2</td>
<td>$22 000</td>
<td>$22 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Food processing</td>
<td>India</td>
<td>20</td>
<td>3</td>
<td>$20 000</td>
<td>$20 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance and repair</td>
<td>Italy</td>
<td>20</td>
<td>3</td>
<td>$20 000</td>
<td>$20 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mechanical industry</td>
<td>Japan</td>
<td>15</td>
<td>2 1/2</td>
<td>$15 000</td>
<td>$15 000</td>
<td></td>
<td>$11 500 + internal travel and training costs</td>
</tr>
<tr>
<td>Electric and electronic industry</td>
<td>Netherlands</td>
<td>15</td>
<td>6</td>
<td>UNDP/SP project</td>
<td>UNDP/SP project</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Textile industry</td>
<td>Poland</td>
<td>20</td>
<td>5</td>
<td>$27 000</td>
<td>$27 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Electrical industry</td>
<td>Sweden</td>
<td>20</td>
<td>3 1/2</td>
<td>$15 000</td>
<td>$15 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fulf and paper industry</td>
<td>Sweden</td>
<td>12</td>
<td>3</td>
<td>$22 000</td>
<td>$22 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintenance and repair</td>
<td>Sweden</td>
<td>20</td>
<td>3</td>
<td>$22 000</td>
<td>$22 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dye stuff/textile</td>
<td>Switzerland</td>
<td>12</td>
<td>2 2/3</td>
<td></td>
<td>$15 000</td>
<td></td>
<td>$3 060 + internal travel and training costs</td>
</tr>
<tr>
<td>Food processing</td>
<td>United Kingdom</td>
<td>15</td>
<td>3</td>
<td>$23 000</td>
<td>$23 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Iron and steel</td>
<td>USSR</td>
<td>44</td>
<td>5</td>
<td>$198 125</td>
<td>$198 125</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Metalworking industry</td>
<td>USSR</td>
<td>20</td>
<td>4</td>
<td>$20 000</td>
<td>$20 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Standardisation</td>
<td>USSR</td>
<td>20</td>
<td>4 1/2</td>
<td>$25 000</td>
<td>$25 000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1. Project is on the agenda of the Governing Council session of June 1971. Advance allocation received from UNDP/TA Interregional:
   - Project Co-ordinator: $25 200
   - Fellowships: $24 000
   - Equipment: $5 000
   - Miscellaneous: $1 500
   - Total: $75 700
   - To be financed by the Government of CSSR (from voluntary contribution):
     - Lecturers, internal travel, miscellaneous: Ca.Kr. 500 000


3. Advanced Industrial Training for the Electrical and Electronic Industries.
   - UNDP/SP financing 1971:
     - Project Co-ordinator: $25 000
     - Fellowships: $51 000
     - Equipment (printing, etc.): $5 000
     - Miscellaneous: $1 550
     - Ex.Agency Overhead Costs: $9 000
     - UNDP Direct Costs: $3 000
     - Total: $94 550
   - Government of Netherlands financing:
     - Training fee: Dfl.165 600

   - UNDP/SP financing 1971:
     - Project Co-ordinator: $25 200
     - Fellowships: $23 000
     - Equipment (printing, etc.): $4 000
     - Misc.loc.operating costs: $1 500
     - Ex.Agency Overhead Costs: $6 000
     - UNDP Direct Costs: $3 000
     - Total: $62 700
   - Project is on the agenda of the Governing Council session of June 1971.
   - Advance allocation requested.

---

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### Table 4
In-Plant Group Training Programmes, 1971 (Status on 1 May 1971)

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Country</th>
<th>Places available</th>
<th>No. of participants</th>
<th>Recruitment Status</th>
<th>Start</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diesel engines</td>
<td>CSSR</td>
<td>20</td>
<td></td>
<td>Under recruitment</td>
<td>20 Sept.</td>
<td></td>
</tr>
<tr>
<td>Shoe industry</td>
<td>CSSR</td>
<td>20</td>
<td></td>
<td>Invitation not prepared yet</td>
<td>Jan. 1972</td>
<td></td>
</tr>
<tr>
<td>Food processing</td>
<td>India</td>
<td>20</td>
<td></td>
<td>Under recruitment</td>
<td>9 August</td>
<td></td>
</tr>
<tr>
<td>Maintenance and repair</td>
<td>Italy</td>
<td>20</td>
<td>14</td>
<td></td>
<td>1 March</td>
<td>3 last moment withdrawals, 1 late arrival refused</td>
</tr>
<tr>
<td>Mechanical industry</td>
<td>Japan</td>
<td>15</td>
<td></td>
<td>Under recruitment</td>
<td>11 Oct.</td>
<td></td>
</tr>
<tr>
<td>Electric and electronic industry</td>
<td>Netherlands</td>
<td>15</td>
<td></td>
<td></td>
<td></td>
<td>Asst clarifi-</td>
</tr>
<tr>
<td>Textile industry</td>
<td>Poland</td>
<td>20</td>
<td></td>
<td>19 cand. accepted</td>
<td>1 June</td>
<td>cation host country</td>
</tr>
<tr>
<td>Electrical industry</td>
<td>Sweden</td>
<td>15-18</td>
<td>13</td>
<td></td>
<td>1 March</td>
<td>1 withdrawal at starting date, 1 late arrival refused</td>
</tr>
<tr>
<td>Pulp and paper industry</td>
<td>Sweden</td>
<td>12</td>
<td>12</td>
<td></td>
<td>7 March</td>
<td></td>
</tr>
<tr>
<td>Maintenance and repair</td>
<td>Sweden</td>
<td>20</td>
<td></td>
<td>20 cand. accepted, 8 stand-by cand. accepted</td>
<td>16 August</td>
<td></td>
</tr>
<tr>
<td>Dye stuff textile</td>
<td>Switzerland</td>
<td>12</td>
<td></td>
<td>Under recruitment</td>
<td>10 Jan. 1972</td>
<td></td>
</tr>
<tr>
<td>Food processing</td>
<td>United Kingdom</td>
<td>15</td>
<td></td>
<td>15 cand. accepted</td>
<td>17 May</td>
<td></td>
</tr>
<tr>
<td>Iron and steel</td>
<td>USSR</td>
<td>60(^1)</td>
<td></td>
<td>44 cand. accepted</td>
<td>17 May</td>
<td></td>
</tr>
<tr>
<td>Metalworking industry</td>
<td>USSR</td>
<td>20</td>
<td></td>
<td>14 cand. accepted</td>
<td>1 June</td>
<td>5 under consideration host authorities</td>
</tr>
<tr>
<td>Standardisation</td>
<td>USSR</td>
<td>20</td>
<td></td>
<td>Under recruitment</td>
<td>4 August</td>
<td></td>
</tr>
</tbody>
</table>

\(^1\) Although 60 places are available in Zaporoshye, UNDIO has only funds available for 44 participants.
<table>
<thead>
<tr>
<th>Trainer sector</th>
<th>Country</th>
<th>Number of participants</th>
<th>Duration (months)</th>
<th>1970</th>
<th>1971</th>
<th>1972</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plastic industry (II)</td>
<td>Argentina/Brazil</td>
<td>15</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Plastic industry (I)</td>
<td>Austria</td>
<td>20</td>
<td>3</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Shoe industry</td>
<td>Czechoslovakia</td>
<td>20</td>
<td>3</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Diesel engines</td>
<td>Czechoslovakia</td>
<td>20</td>
<td>3</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Cement industry</td>
<td>Denmark</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Leather production</td>
<td>Federal Republic of Germany</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Food processing (II)</td>
<td>India</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Basic chemicals</td>
<td>Japan</td>
<td>14</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Mechanical industry</td>
<td>Japan</td>
<td>14</td>
<td>2 1/2</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Electrical and electronic</td>
<td>Netherlands</td>
<td>18</td>
<td>6</td>
<td>-</td>
<td>x</td>
<td>x</td>
</tr>
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<td>industries</td>
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<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Textile industry (I)</td>
<td>Poland</td>
<td>20</td>
<td>5</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Electrical industry</td>
<td>Sweden</td>
<td>20</td>
<td>4</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Pulp and paper</td>
<td>Sweden</td>
<td>12</td>
<td>3</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>Foundry technology</td>
<td>Sweden</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Engineering industry</td>
<td>Switzerland</td>
<td>15</td>
<td>3 1/2</td>
<td>-</td>
<td>-</td>
<td>x</td>
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<tr>
<td>Chemical industry</td>
<td>Switzerland</td>
<td>12</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Textile industry (II)</td>
<td>United Arab Republic</td>
<td>20</td>
<td>4</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Food processing (I)</td>
<td>United Kingdom</td>
<td>14</td>
<td>3</td>
<td>-</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Tyre and rubber production</td>
<td>United States</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Iron and steel</td>
<td>Union of Soviet Socialist Republics</td>
<td>60</td>
<td>6</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Metalworking industry</td>
<td>Union of Soviet Socialist Republics</td>
<td>20</td>
<td>4</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Fertiliser industry</td>
<td>Union of Soviet Socialist Republics</td>
<td>12</td>
<td>4</td>
<td>-</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Electrical welding</td>
<td>Union of Soviet Socialist Republics</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Value analysis engineering</td>
<td>Denmark</td>
<td>15</td>
<td>2 1/2</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Systems analysis</td>
<td>Federal Republic of Germany</td>
<td>20</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Financial management</td>
<td>Federal Republic of Germany</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Industrial consultancy</td>
<td>Federal Republic of Germany</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Maintenance transport</td>
<td>Federal Republic of Germany</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Management of maintenance and</td>
<td>Italy</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>repair</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small-scale light industry</td>
<td>Italy</td>
<td>20</td>
<td>2 1/2</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Maintenance instruments</td>
<td>Hungary</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Maintenance shipbuilding</td>
<td>Norway</td>
<td>14</td>
<td>2 1/2</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Maintenance systems</td>
<td>Sweden</td>
<td>14</td>
<td>3</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Materials handling</td>
<td>United Kingdom</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>Maintenance in</td>
<td>United States</td>
<td>20</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>x</td>
</tr>
<tr>
<td>fertiliser industry</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Standardisation</td>
<td>Union of Soviet Socialist Republics</td>
<td>25</td>
<td>5</td>
<td>-</td>
<td>x</td>
<td>x</td>
</tr>
</tbody>
</table>

| Total                          |                                              |                        |                   | 9    | 16   | 36   |
Annex 3

DATA ON THE TURIN CENTRE

Table 1

Number of Participants, 1965-70

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1965</td>
<td>102</td>
</tr>
<tr>
<td>1966</td>
<td>369</td>
</tr>
<tr>
<td>1967</td>
<td>480</td>
</tr>
<tr>
<td>1968</td>
<td>592</td>
</tr>
<tr>
<td>1969</td>
<td>736</td>
</tr>
<tr>
<td>1970</td>
<td>964</td>
</tr>
</tbody>
</table>

Table 2

Academic Year, 1970-71 (forecast)

<table>
<thead>
<tr>
<th>Regular programmes for</th>
<th>Programmes</th>
<th>Participants per programme</th>
<th>Total participants</th>
<th>Total participants per day</th>
</tr>
</thead>
<tbody>
<tr>
<td>Managers</td>
<td>13</td>
<td>28</td>
<td>364</td>
<td>32 032</td>
</tr>
<tr>
<td>Trade union officials</td>
<td>3</td>
<td>32</td>
<td>96</td>
<td>8 448</td>
</tr>
<tr>
<td>Training officials</td>
<td>3</td>
<td>32</td>
<td>96</td>
<td>8 448</td>
</tr>
<tr>
<td>Instructors (3 months)</td>
<td>11</td>
<td>32</td>
<td>352</td>
<td>30 976</td>
</tr>
<tr>
<td>Instructors (6 months)</td>
<td>3</td>
<td>32</td>
<td>96</td>
<td>16 512</td>
</tr>
<tr>
<td>Craftsmen</td>
<td>35</td>
<td>32</td>
<td>1 068</td>
<td>102 048</td>
</tr>
<tr>
<td>Special programmes and seminars</td>
<td>12</td>
<td>432</td>
<td>6 260</td>
<td></td>
</tr>
<tr>
<td></td>
<td>47</td>
<td>1 500</td>
<td>108 308</td>
<td></td>
</tr>
</tbody>
</table>
### Table 3
Calendar of Standard and Special Training Programmes
for Academic Year 1970-71
(8 July 1970)

<table>
<thead>
<tr>
<th>Programmes for Instructors (24 weeks)</th>
<th>Training Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mechanical technology</td>
<td>French</td>
</tr>
<tr>
<td>Automobile systems maintenance</td>
<td>French</td>
</tr>
<tr>
<td>Electrical and electronics technology</td>
<td>French</td>
</tr>
<tr>
<td>Programmes for Instructors (12 weeks)</td>
<td>Spanish</td>
</tr>
<tr>
<td>Tool, die and gauge technology</td>
<td>English</td>
</tr>
<tr>
<td>Semi-conductor equipment maintenance</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Managers</th>
<th>Training Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management control and information technology</td>
<td>Spanish</td>
</tr>
<tr>
<td>Tourism management</td>
<td>Spanish</td>
</tr>
<tr>
<td>Production management</td>
<td>French</td>
</tr>
<tr>
<td>Management accounting</td>
<td>English</td>
</tr>
<tr>
<td>Productivity management</td>
<td>English</td>
</tr>
<tr>
<td>Programmes for Trade Union Officials</td>
<td>French</td>
</tr>
<tr>
<td>Finance and accounting management (for trade union officials from European countries)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Training Officials</th>
<th>Training Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training methodology (for administrative, technical and vocational trainers)</td>
<td>English</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Craftsmen</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction technology: woodworking techniques</td>
<td>Spanish</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Managers</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive development</td>
<td>French</td>
</tr>
<tr>
<td>Export marketing management</td>
<td>French</td>
</tr>
<tr>
<td>Maintenance management</td>
<td>French</td>
</tr>
<tr>
<td>Personnel management</td>
<td>English</td>
</tr>
<tr>
<td>Finance and investment management</td>
<td>Spanish</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Trade Union Officials</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance and accounting management (for trade union officials from developing countries)</td>
<td>Spanish</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Training Officials</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration of vocational education</td>
<td>English</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Instructors</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance technology</td>
<td>French</td>
</tr>
<tr>
<td>Plant and equipment installation and adaptation</td>
<td>English</td>
</tr>
<tr>
<td>Refrigeration and air-conditioning technology</td>
<td>Spanish</td>
</tr>
<tr>
<td>Telecommunication equipment maintenance</td>
<td>Spanish</td>
</tr>
<tr>
<td>Industrial automation and conversion from non-automated systems</td>
<td>English</td>
</tr>
<tr>
<td>Employment generating technology (EGT) systems installation</td>
<td>English</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Craftsmen</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction technology: ceramics - techniques</td>
<td>French</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Managers</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>General management of the agricultural enterprise</td>
<td>English</td>
</tr>
<tr>
<td>Marketing management</td>
<td>Spanish</td>
</tr>
<tr>
<td>Materials management</td>
<td>Spanish</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Trade Union Officials</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance and accounting management: for trade union officials from European countries</td>
<td>French</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Programmes for Training Officials</th>
<th>Language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training methodology: for supervisor trainers</td>
<td>Spanish</td>
</tr>
</tbody>
</table>

1. Special programme organised for the Government of Chile.
2. This course is reserved for nationals from French-speaking countries south of the Sahara.
Table 4

Expenditure Budget for the Year Ending 31 July 1971
(expressed in US dollars)

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Item</th>
<th>Title</th>
<th>Evaluation Report</th>
<th>1970-71 Estimates</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Amount</td>
<td>Participant day cost</td>
</tr>
<tr>
<td>A</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A</td>
<td>1</td>
<td>Training Costs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A</td>
<td>2</td>
<td>Faculty salaries</td>
<td>963 000</td>
<td>7.93</td>
</tr>
<tr>
<td>A</td>
<td>3</td>
<td>Lecturers</td>
<td>112 500</td>
<td>0.93</td>
</tr>
<tr>
<td>A</td>
<td>4</td>
<td>Interpretation and translation</td>
<td>325 100</td>
<td>2.68</td>
</tr>
<tr>
<td>A</td>
<td>5</td>
<td>Other salaries</td>
<td>247 800</td>
<td>2.04</td>
</tr>
<tr>
<td>A</td>
<td>6</td>
<td>Other expenses</td>
<td>100 000</td>
<td>0.82</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1 748 400</td>
<td>14.40</td>
</tr>
<tr>
<td>B</td>
<td>6</td>
<td>Fellowship Costs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>7</td>
<td>Travel and baggage allowance</td>
<td>815 000</td>
<td>6.72</td>
</tr>
<tr>
<td>B</td>
<td>8</td>
<td>Subsistence, books, sundry</td>
<td>1 207 100</td>
<td>9.94</td>
</tr>
<tr>
<td>B</td>
<td>9</td>
<td>Buildings and services</td>
<td>264 750</td>
<td>2.18</td>
</tr>
<tr>
<td>B</td>
<td></td>
<td></td>
<td>2 286 850</td>
<td>18.84</td>
</tr>
<tr>
<td>C</td>
<td>9</td>
<td>Other Costs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C</td>
<td>10</td>
<td>Board and other meetings</td>
<td>26 000</td>
<td>0.21</td>
</tr>
<tr>
<td>C</td>
<td>11</td>
<td>Salaries</td>
<td>735 750</td>
<td>6.06</td>
</tr>
<tr>
<td>C</td>
<td>12</td>
<td>Publicity</td>
<td>49 160</td>
<td>0.41</td>
</tr>
<tr>
<td>C</td>
<td>13</td>
<td>Missions and representation services</td>
<td>34 310</td>
<td>0.28</td>
</tr>
<tr>
<td>C</td>
<td>14</td>
<td>Professional services</td>
<td>9 190</td>
<td>0.08</td>
</tr>
<tr>
<td>C</td>
<td>15</td>
<td>Interest payable</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>C</td>
<td>16</td>
<td>General expenses</td>
<td>110 340</td>
<td>0.91</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>964 750</td>
<td>7.95</td>
</tr>
<tr>
<td>D</td>
<td>16</td>
<td>General Reserve Fund</td>
<td>5 000 000</td>
<td>41.19</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>5 000 000</td>
<td>41.19</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-------------</td>
<td>----------------------------------------</td>
<td>------------------</td>
<td>----------------------------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Amount</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>increase</td>
</tr>
<tr>
<td>Board and other meetings</td>
<td>6 400</td>
<td>26 150</td>
<td>22 000</td>
<td>4 150</td>
</tr>
<tr>
<td>Salaries and related costs</td>
<td>1 099 634</td>
<td>1 645 840</td>
<td>2 199 250</td>
<td>553 410</td>
</tr>
<tr>
<td>Fellowship, seminar and meeting expenses</td>
<td>862 632</td>
<td>1 264 600</td>
<td>1 883 278</td>
<td>618 678</td>
</tr>
<tr>
<td>Direct training expenses</td>
<td>142 431</td>
<td>277 770</td>
<td>275 965</td>
<td>1 805</td>
</tr>
<tr>
<td>Buildings and services</td>
<td>101 646</td>
<td>157 260</td>
<td>156 207</td>
<td>1 053</td>
</tr>
<tr>
<td>General expenses</td>
<td>145 919</td>
<td>196 550</td>
<td>311 300</td>
<td>114 750</td>
</tr>
<tr>
<td>Equipment</td>
<td>30 682</td>
<td>53 880</td>
<td>37 000</td>
<td>16 880</td>
</tr>
<tr>
<td></td>
<td>2 389 344</td>
<td>3 622 050</td>
<td>4 885 000</td>
<td>1 286 838</td>
</tr>
</tbody>
</table>
Table 6
Study of Cost of a Fellowship for a 12-Week Course, 1971-72
(expressed in US dollars)

<table>
<thead>
<tr>
<th>Restructuring of Costs</th>
<th>Course</th>
<th>Per fellow</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>GROUP 1</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Faculty</td>
<td>27 160</td>
<td>970</td>
<td></td>
</tr>
<tr>
<td>Faculty direction and support staff</td>
<td>4 200</td>
<td>150</td>
<td></td>
</tr>
<tr>
<td>Building and service costs</td>
<td>4 340</td>
<td>155</td>
<td></td>
</tr>
<tr>
<td>Course materials, audio-visual aids, language laboratory</td>
<td>2 016</td>
<td>72</td>
<td></td>
</tr>
<tr>
<td>Book allowances</td>
<td>1 288</td>
<td>46</td>
<td></td>
</tr>
<tr>
<td></td>
<td>39 004</td>
<td>1 393</td>
<td>38.5</td>
</tr>
<tr>
<td><strong>GROUP 2</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Practical training period outside Italy</td>
<td>4 088</td>
<td>146</td>
<td></td>
</tr>
<tr>
<td>Travel Europe</td>
<td>3 696</td>
<td>132</td>
<td></td>
</tr>
<tr>
<td>Tuition fees</td>
<td>252</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td></td>
<td>8 036</td>
<td>287</td>
<td>7.9</td>
</tr>
<tr>
<td><strong>GROUP 3</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interpretation and translation</td>
<td>6 384</td>
<td>288</td>
<td>6.4</td>
</tr>
<tr>
<td><strong>GROUP 4</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subsistence</td>
<td>25 396</td>
<td>907</td>
<td></td>
</tr>
<tr>
<td>Medical costs</td>
<td>1 484</td>
<td>53</td>
<td></td>
</tr>
<tr>
<td></td>
<td>26 880</td>
<td>960</td>
<td>26.6</td>
</tr>
<tr>
<td><strong>GROUP 5</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Main travel</td>
<td>19 460</td>
<td>695</td>
<td></td>
</tr>
<tr>
<td>Excess baggage</td>
<td>1 428</td>
<td>51</td>
<td></td>
</tr>
<tr>
<td></td>
<td>20 888</td>
<td>746</td>
<td>20.6</td>
</tr>
<tr>
<td></td>
<td>101 192</td>
<td>3 614</td>
<td>100.0</td>
</tr>
</tbody>
</table>
APPENDIX XVIII

Eighteenth Item on the Agenda

REPORT OF THE DIRECTOR-GENERAL

PART I

1. In his reply to the discussion of his Report at the 56th Session of the Conference, the Director-General announced his intention, as from the November 1971 session of the Governing Body, to "submit the Director-General's Report to the Governing Body in an entirely new form designed to give a clear picture, thrice a year, of the current progress of our programmes and projects".

2. The present report represents a first step in giving effect to this intention. It is experimental in nature and the Director-General would welcome suggestions designed to make subsequent reports more specific for the purpose of giving a clearer picture of the current work of the Organisation. The present report is divided into two parts. The first part is a brief account of all achievements during the period from 1 January 1971 to 31 October 1971 (that is to say, the period since the completion of the Director-General's Report on the activities of the ILO in 1970 submitted to the Conference at its last session), including an account of progress during this period under the World Employment Programme. The object of this account being to give a general picture of the work of the Organisation during that period, it necessarily deals in general terms with matters on which more detailed documents have been or are now before the Governing Body; these are indicated by appropriate references, and it is suggested that the Governing Body should continue to discuss such matters on the basis of the detailed documents rather than of the present report, which is designed to serve a more general purpose. The second part of the report, which is being issued as a separate document, contains information on matters that the Director-General considers necessary to bring to the Governing Body's attention.

Introduction

3. Between 1 January and 30 October 1971 the International Labour Conference held its 56th Session (Geneva, 2-24 June); the African Advisory Committee held

1 See eighth sitting.
its Fourth Session (Yaoundé, 26 July to 5 August); the Metal Trades Committee its Ninth Session (Geneva, 19-29 January); the Building, Civil Engineering and Public Works Committee its Eighth Session (Geneva, 19-30 July); the Committee on Work on Plantations its Sixth Session (Geneva, 20 September to 1 October); and the Joint Committee on the Public Service its First Session (Geneva, 22 March-2 April).

4. During this period operational activities under the United Nations Development Programme continued to expand. Ten Special Fund projects became operational; 22 new Special Fund projects for execution by the ILO and supplementary earmarkings for three existing such projects were approved by the Governing Council of the UNDP at its January and June sessions; 18 Special Fund projects were completed. In all, approximately 770 projects are now operational under all sources of funds, and 933 experts are at present in post; 332 experts have been appointed during this period and 413 fellowships have been awarded to candidates from 74 countries.

5. Volume I of the Encyclopedia of Occupational Health and Safety was published in English; the Year Book of Labour Statistics, 1970, was issued in January 1971. Other major publications included Essays on Employment (issued in English, French and Spanish), Agrarian Reform and Employment (issued in English, French and Spanish), La Sécurité Sociale en Agriculture (in French only, an English edition being in preparation), and Agricultural Organisations and Economic and Social Development in Rural Areas (in English, the French edition having been published in 1970).

6. The number of ratifications of Conventions rose from 3,695 to 3,801.

7. The Governing Body Committee on Freedom of Association examined thirty-five cases.

Major Meetings

International Labour Conference

8. The Conference adopted a Convention and a Recommendation concerning protection and facilities to be afforded to workers' representatives in the undertaking and a Convention and a Recommendation concerning protection against hazards of poisoning arising from benzene. It reviewed the progress achieved under the World Employment Programme and approved Conclusions concerning the further development of that Programme. It adopted a resolution concerning the strengthening of tripartism in the activities of the ILO and resolutions concerning further action in regard to migrant workers, social security, multinational corporations, international trade and employment, and action against apartheid and other forms of racism and racial discrimination.

9. The Conventions and Recommendations adopted by the Conference have, in accordance with Article 19 of the Constitution, been communicated to all member States, each of which is under the obligation to submit them to the competent national authorities, for the enactment of legislation or other action, within the period of twelve, or exceptionally eighteen, months from the closing session of the Conference. The expiry date for their submission to competent national authorities will therefore be 23 June 1972, or exceptionally 23 December 1972.

10. At its 183rd Session, immediately after the Conference, the Governing Body took action on the Resolution concerning the Strengthening of Tripartism in the Over-All Activities of the International Labour Organisation. The resolution has been communicated to the governments of member States and through them to employers' and workers' organisations, as well as to international employers' and workers' organisations and to the intergovernmental agencies concerned. Governments have been requested to take steps to ensure the presence of properly constituted tripartite delegations, whose members are able to act in full independence of one another, at the Conference, regional conferences and Industrial Committees; they have been requested to consult the most representative organisations of employers and workers before replying to ILO questionnaires relating to items on the agenda of the Conference. The Committee of Experts on the Application of Conventions and Recommendations has been requested to give particular attention
to the question of equality of representation of workers and employers in tripartite bodies where provision for this is made in international labour instruments and to the implementation of Article 23, paragraph 2, of the Constitution (which provides for the communication to representative organisations of employers and workers of copies of information and reports on the application of international labour standards. The extent of employers' and workers' participation in the ILO's technical co-operation activities, which is also called for in the resolution, is examined in a paper to be considered by the Committee on Operational Programmes at the present session of the Governing Body.

11. The Governing Body also took action at its last session on the Resolution concerning Apartheid and the Contribution of the ILO to the International Year for Action to Combat Racism and Racial Discrimination. The resolution has been communicated to member States and to the Secretary-General of the United Nations. Proposals for ILO action to deal with various forms of racial discrimination other than apartheid which were called for in the resolution, are to be considered by the Committee on Discrimination at the present session of the Governing Body.

12. A paper is before the Governing Body at its present session concerning ILO action in respect of trade, aid, employment and labour. It has been drawn up in response to preoccupations expressed at the Conference - in a resolution on this subject, in the conclusions adopted by the Conference concerning the World Employment Programme, and more particularly in the address to the Conference by President Senghor of Senegal. It is suggested in that paper that the ILO, in cooperation with other organisations, might prepare a study or studies to identify the main internationally traded goods in respect of which liberalisation of imports into industrialised countries would have the greatest impact on the employment situation in the less developed countries, to assess the employment effects of such measures in both developing and industrialised countries, and to analyse measures for coping with the adjustment problems that may arise. The results of studies on these and related subjects might from time to time be placed before appropriate ILO meetings or conferences in order to provide for a tripartite consideration of the ways in which the ILO might contribute to employment-expanding trade liberalisation policies. It is further suggested that the Governing Body might wish to adopt an agreed ILO policy statement to be submitted to the Third UNCTAD Conference, setting out the measures which the ILO would wish to see taken in the area of trade because of their effects on employment in developing countries, the measures it would wish to see taken to compensate those workers adversely affected by measures of trade policy, and the measures the ILO intends to take to promote employment - expanding trade. Finally, it is suggested that the Governing Body might wish to examine further the problem of fair labour standards in international trade.

13. Proposals are also before the Governing Body at its present session concerning the action to be taken on the other resolutions adopted by the Conference. The Governing Body is asked to authorise the communication of the resolution concerning migrant workers to member States, drawing their attention in particular to the appeal not to use the presence of migrant workers to exert pressure on other States and to the advantages of concluding agreements as comprehensive as possible on the protection of migrant workers. A general study of developments in the living and working conditions of migrant workers and of the application of standards relating to migrant workers is also called for in the resolution, and it is proposed that this study should be submitted to the Governing Body at one of its forthcoming sessions.

1 GB.184/OP/3/1.
2 GB.184/CD/2/1.
3 See Appendix II.
4 See Appendix III.
14. The resolution concerning social security lists a number of fields in which further studies are to be carried out - including the extension of social security to all sections of the population, especially vulnerable social groups, the harmonisation of social security schemes, the adjustment of benefits to rises in the cost of living and the social security problems posed by technological progress. The Governing Body is invited to authorise the communication of this resolution to member States and to request the Director-General to take it into account in the ILO's future programmes as well as in an in-depth review of the ILO's social security programme which is to be submitted to the Governing Body at its next session.

15. Proposals concerning the action to be taken on the Resolution concerning the Social Problems Raised by Multinational Corporations will be submitted to the Governing Body at a later stage following a meeting to be held in the next biennium on the relationship between multinational corporations and social policy.

African Advisory Committee

16. The African Advisory Committee has submitted agreed conclusions concerning the two items on its agenda - employment, status and conditions of non-national workers in Africa; and the promotion of balanced rural and urban development - and recommended that they should be placed on the agenda of the next African Regional Conference. The Committee stressed that any solution to the problem should attempt to reconcile the following objectives: to maintain the number of employment opportunities open to national workers at as high a level as possible; to avoid hardship to non-national workers who may be adversely affected by any measures for the protection of national manpower; and to favour efforts towards more effective regional economic co-operation and the conclusion of bilateral and multilateral agreements. It recommends that before any action is taken to reduce the number of non-nationals in employment, preliminary measures should be taken, such as: ascertainment and publication of the facts regarding the activities in which non-nationals are employed, the probable economic effect of their removal and the availability of nationals to replace them; integration of measures relating to non-nationals into over-all employment policy; and discussion with other governments whose nationals are affected concerning, for example, the possibilities of resettlement of such workers. The Committee's conclusions draw a distinction between long-term residents and migrant workers. The former should be given the opportunity of naturalisation or some other privileged status; the latter should normally be given a work permit, the non-renewal of which should be notified sufficiently well in advance to enable the worker and his family to dispose of their assets. Such workers should be given full protection and enjoy equal treatment with national workers, including the freedom to join a trade union of their choosing and equality of social security benefits.

17. On the subject of balanced rural and urban development, the Committee considered that the rural exodus is a particularly acute problem in Africa which contributes to serious social and economic imbalances. The primary need was to ensure that in a more positively more balanced rural development should be made to increase employment opportunities and incomes for rural workers and that social security and social amenities should be extended to rural areas. The Committee stressed the need to encourage the creation of structures and institutions adapted to the present needs of rural and urban areas; to encourage public and private investment in setting up physical and social infrastructures rather than inappropriate industrial projects or luxurious urban facilities; to build up an institutional system and administrative machinery capable of bridging the gap between town and country; to modernise methods of production and cultivation in agriculture in order to increase productivity, internal consumption and exports; to set up agro-industrial centres based on the processing of agricultural products; and to provide facilities for rural credit, through specialised banking institutions and co-operatives. The Committee suggested how the ILO should contribute to this effort by studies and technical co-operation and by helping to ensure the association of employers' and workers' organisations in strategies to bring about balanced rural and urban development.

1 The report of the Committee is before the Governing Body at its present session (see Appendix IV).
Metal Trades Committee

18. The Metal Trades Committee reviewed recent developments in the industry and submitted agreed conclusions on structural change and economic fluctuations in the metal trades and on vocational training in the metal trades. On the first item, the Committee believed that structural change and economic fluctuations had caused adjustment difficulties and income reductions for both manual and non-manual workers. It recommended that special efforts should be made to regularise working hours during temporary cutbacks in production. If production were reduced, incomes could be maintained for a limited time by laws, collective agreements or any other appropriate measures providing compensation for loss of income. Workers, their representatives or their trade unions, should be informed in advance of the introduction of necessary technological or structural changes. If a reduction in the work force became inevitable, the order of layoff and, when suitable, re-employment should be determined using the Termination of Employment Recommendation, 1962 (No. 119), as the basis for mutual agreement. Loss of employment might be compensated by transferring workers to other plants or enterprises without loss of acquired advantages. Public employment services should be able to match the qualifications of workers to job offers. If transfers meant changing domicile, workers should be indemnified by governmental schemes, collective agreements or other measures. The Committee called for improved vocational training linked closely to skill requirements but sufficiently general to allow later retraining of workers. Programmes of further education should help workers to avoid progressive "dequalification". In no circumstances was it desirable that job openings should exist in one sector of the metal trades industry while workers remained unemployed in others. The Committee expressed the view that decisions should not be made on matters affecting the lives of working people without their active participation.

19. On the second item the Committee unanimously recommended the strengthening and expansion of training programmes and facilities in the metal trades and emphasised the importance of detailed quantitative and qualitative manpower requirement forecasts. The Committee urged governments and employers' and workers' organisations to improve training, underlining the value of specialised research, advisory and technical consultancy services, national training and examination standards and the use of such techniques as training by stages, training modules and programmed instruction. The Committee stressed the importance of co-ordinating the general educational system with training programmes for employment in industry. It recognised that the cost of in-plant training should be equitably shared while trainees in undertakings should be adequately remunerated, in accordance with the Vocational Training Recommendation, 1962 (No. 117). In training centres or technical schools run by public authorities, advisory bodies of employers' and workers' representatives should assist in designing training programmes that relate to available employment opportunities. Equality of access to training, especially equal opportunities for women workers, was strongly recommended by the Committee. The physically handicapped also deserved special consideration. Appropriate policies should be adopted to ensure that immigrant workers enjoyed equality of opportunity in training, employment and promotion. In this connection, the Committee drew attention to the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

20. The Committee also adopted a number of general resolutions concerning ILO action in regard to multinational corporations (calling for a study of the social impact of multinational corporations in the metal trades), the dangers of pollution of the working environment and health hazards, international fair labour standards, the social consequences of automation, paid educational leave and further training and retraining of graduates and other engineers and of technical and supervisory personnel in the metal trades.

1 The report of the Committee was considered by the Industrial Activities Committee at the 183rd Session of the Governing Body (GB.183/IA/3/4).
21. The Committee recommended a number of measures to deal with problems faced by the industry in developing countries and for facilitating the use of prefabrication techniques. In developing countries, the Committee called for the setting up of national tripartite committees for the construction industry. It pointed out the usefulness of long-term construction programmes, multi-annual budgeting arrangements and surveys of manpower needs. Labour-intensive techniques should be used wherever socially, technically and economically appropriate. Any abuses of contract labour should be eliminated and the practice of conscripting labour for public works abolished. The Committee called for an internationally negotiated standard contract for construction works to be built by firms.

22. Prefabrication, the Committee noted, has introduced structural changes in the construction industry that call for a thorough re-examination and adaptation of existing practices and policies. The Committee stated that maintaining a full employment growth economy was an essential way to cope with redundancy arising from technological change. However, where unemployment resulted, hardships should be borne by the community as a whole. Special arrangements needed to compensate older workers losing their jobs who found it impossible to retrain or to find new employment. The Committee recommended frequent reappraising of training policies and programmes so that workers retained their capacity to adapt to technological change throughout their working lives. Developments in building techniques and the changing character of the construction industry required better training and retraining of personnel and staff at all levels — architects, planners, engineers and technicians as well as production managers, supervisory staff and members of construction crews. The Committee believed that the transferring of operations from site to factory ought to result in better working conditions. It pointed out that regulations and legislation required amendment due to the changed nature of occupational risks brought about by the transport, handling and assembly of larger and heavier prefabricated components. To deal with problems caused by monotony arising from prefabrication, the Committee called for variety, flexibility and beauty in architectural and urban design. Social, psychological and economic research into user requirements was essential. Describing the construction industry as "a major force in creating and shaping the environment", the Committee emphasised the importance of aesthetic considerations. It drew attention to the strategic role which employers' and workers' organisations in the construction industry can play in controlling sources of pollution and noise.

23. The Committee also adopted four resolutions concerning action by the ILO on occupational safety and health, paid educational leave, and the protection of workers against possible detrimental effects of mechanical handling and new technology.

Joint Committee on the Public Service

24. The Joint Committee on the Public Service laid the foundation for a major new departure in the ILO's work by adopting resolutions concerning freedom of association, staff participation in determining the conditions of employment and the future activities of the ILO affecting the public service. It called for the adoption of a suitable international instrument to protect the freedom of association of public servants and to allow their participation through collective bargaining or other such methods in the making of decisions concerning conditions of employment and work, remuneration and social welfare. It affirmed that public servants should enjoy the same civil and political rights as other citizens, subject only to the special obligations arising from their status and the nature of their functions. The Committee invited the ILO to engage in work on a wide variety of topics of particular relevance to public service employees in all parts of the world.

1 The report of the Committee is submitted to the Industrial Activities Committee at the present session of the Governing Body (GB.184/1A/3/1).

2 The report of the Committee was considered by the Governing body at its 183rd Session. See Minutes of the 183rd Session of the Governing Body, second sitting and Appendix VI.
Committee on Work on Plantations

25. The Committee on Work on Plantations adopted detailed conclusions on the conditions of work of women and young workers as well as on the social consequences of technological developments on plantations. The Committee called for adequate and accessible training facilities providing young persons with training in skills needed for work on plantations and for employment outside and for adequate social services to avoid emigration from rural areas. Temporary workers should have the same rights as permanent workers regarding wages and hours of work. Family planning advice should be provided where appropriate to plantation workers through the co-operation and assistance of employers and trade unions so that employment difficulties are not intensified. The Committee called for an end to discrimination against women in wages, working conditions and employment, and the full implementation of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and the Equal Remuneration Convention, 1951 (No. 100). The Committee called upon both governments and employers to protect the health of plantation workers and their families by making adequate provision for public health, medical care and environmental sanitation needs, placing special emphasis on preventive measures and elementary health education.

26. In considering the social consequences of technological development, the Committee reaffirmed its conviction that the advantages of change should be fairly distributed amongst the community as a whole and should lead to as much improvement as possible in the conditions of life for the working class and workers and their families. The Committee believed that governments, employers and workers as well as their respective organisations should be associated in the search for ways and means to ensure the success of modernisation projects and the well-being of workers affected by technological change. The Committee stressed the importance of measures for improving agrarian structures and facilitating the economically viable cultivation of land owned by workers. Where efficient production required larger agricultural units, the grouping of smaller plantations might be encouraged by establishing producers' co-operatives. Realising that unless equitable and stable prices are obtained for plantation products on the world market, it would be difficult to improve conditions of life and work for plantation workers, the Committee called for international action on commodity regulation and the establishing of international commodity agreements on a product-by-product basis, in line with the resolution on this subject adopted by the Conference at its 56th (1971) Session. To avoid manpower redundancy on plantations due to technological and structural changes, the Committee suggested measures for promoting a stabilisation of the numbers employed on plantations, including the use of labour-intensive methods, retraining and upgrading facilities. Where reductions in the labour force were inevitable, however, employment and training services should be used to aid the transfer and reclassification of plantation workers. Social security and pension schemes should be introduced to learn the severance of widespread structural changes and to compensate workers laid off. The Committee recommended that governments and workers' and employers' organisations should intensify their educational, vocational guidance, training and retraining efforts to meet the new demands for different and higher skills caused by technological developments. It noted that technical progress on plantations raised major problems of safety and health particularly due to the growing use of chemicals, notably insecticides, fungicides and herbicides. Field investigations, special safety and accident prevention measures, well-equipped medical services, efficient government supervision of inspection and insurance and social security schemes covering workers against the costs of occupational hazards were among measures suggested by the Committee. The Committee emphasised the essential tasks of labour inspection, as defined by the Plantations Convention, 1958 (No. 110), and the promotion of strong, responsible workers' and employers' organisations in accordance with the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87). It believed that modifications in employment, working and living conditions arising from technical progress should be dealt with through collective bargaining and joint consultation in which representative trade unions of plantation workers participated.

27. A number of general resolutions were also adopted by the Committee, notably on freedom of expression and exercise of trade union rights on plantations and international measures stabilising markets for agricultural products.
28. Expenditure on technical co-operation under all sources of funds in the first ten months of this year has totalled $28,229,000. This represents only $1.7 million less than total expenditure on technical co-operation throughout the whole of 1970. The distribution of this expenditure over fields of activity and regions has been as follows:

<table>
<thead>
<tr>
<th>Fields of Activity</th>
<th>(Thousands of dollars)</th>
<th>Regions</th>
<th>(Thousands of dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Planning</td>
<td>3 505</td>
<td>Africa</td>
<td>11 853</td>
</tr>
<tr>
<td>and Promotion</td>
<td></td>
<td>Americas</td>
<td>4 166</td>
</tr>
<tr>
<td>Management Development</td>
<td>8 416</td>
<td>Asia</td>
<td>6 331</td>
</tr>
<tr>
<td>Vocational Training</td>
<td>11 805</td>
<td>Europe</td>
<td>1 729</td>
</tr>
<tr>
<td>General Conditions</td>
<td>53</td>
<td>Middle East</td>
<td>1 680</td>
</tr>
<tr>
<td>of Work</td>
<td></td>
<td>Inter-regional</td>
<td>2 470</td>
</tr>
<tr>
<td>Social Security</td>
<td>549</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Occupational Safety</td>
<td>530</td>
<td></td>
<td></td>
</tr>
<tr>
<td>and Health</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maritime Workers</td>
<td>306</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour Law and</td>
<td>81</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour Relations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour Administration</td>
<td>511</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workers' Education</td>
<td>196</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Co-operatives and</td>
<td>2 074</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural Institutions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour Statistics</td>
<td>129</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>74</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>28 229</td>
</tr>
</tbody>
</table>

29. Three hundred and thirty-two experts were appointed and approximately 400 fellowships awarded. One hundred and twenty-two final and technical reports were submitted to governments on completed and current projects. Twenty-two new Special Fund projects for execution by the ILO were approved by the UNDP Governing Council at its January and June Sessions (14 in the field of vocational training, 6 in management development and 2 in employment promotion and planning), and supplementary earmarkings for three projects for which the ILO is executing agency were also approved (one each in respect of vocational training, management development and co-operative development).

30. Ten Special Fund projects became operational (4 in Africa, 1 in the Americas, 2 in Asia, 2 in Europe and the Middle East and 1 inter-regional), and 7 further projects started on advance allocations from the UNDP. Eighteen Special Fund projects were completed. One hundred and thirteen Special Fund projects in operation continued from previous years, of which 23 are on advance allocations. Some examples of completed and on-going projects are given in the following sections of this paper.

31. Important reforms in the UNDP have been introduced, including a system of country programming. This new system aims to relate international assistance more closely to national development plans, priorities or objectives; it involves the identification of areas where international technical assistance and pre-investment activities is most urgently needed in relation to internal inputs and,
on that basis, the drawing up of a draft programme consisting of a preliminary list of projects for financing by the UNDP. The Office has been contributing to the preparation of such draft technical co-operation programmes in respect of the countries involved in the first round of this country programming exercise; as a result, the first 19 country programmes to be submitted to the UNDP Governing Council in January 1972 include an appreciable number of technical co-operation projects in fields of ILO interest.1

32. A large number of UNDP/ILO evaluation missions have been carried out in this period in order to enable a joint examination to be made with the governments concerned of Special Fund projects half-way through their implementation or at the end of operations. Such evaluation is provided for in all projects approved during the past year.

33. Considerable efforts have been devoted to strengthening inter-agency co-operation, particularly in respect of technical co-operation. The ILO was associated in the implementation of 72 joint projects. Four meetings were held of the ILO/UNIDO Working Party. Two meetings of the FAO/UNESCO/ILO Inter-Secretariat Working Group on Agricultural Education, Science and Training, and the Second Session of the Joint FAO/UNESCO/ILO Advisory Committee on Agricultural Education, Science and Training were held during this period. The ILO has been participating in the launching of the United Nations Volunteers Programme; out of the 69 volunteers expected to be in service as of 1 January 1972 within the United Nations system, 28 are expected to be on ILO projects. Co-operation with the International Bank for Reconstruction and Development was strengthened, particularly in connection with the preparation of economic survey missions organised by the Bank. Briefs on questions falling within the terms of reference of the ILO were submitted for several of these missions. The ILO also participated on an experimental basis in a number of country reviews organised by the Inter-American Committee of the Alliance for Progress (CIAP).

34. The ILO has continued to co-operate with the World Food Programme (WFP). A first ILO/WFP inter-secretariat meeting was arranged in Geneva to strengthen collaboration between the two institutions, and the ILO participated in an inter-agency evaluation mission in Tunisia concerning three vocational training projects supported by the WFP.

35. Progress was also made in strengthening joint programmes of technical co-operation with bilateral aid-giving agencies, including in particular those of Sweden (SIDA), Denmark (DANIDA) and Norway (NORAD). The programmes approved by these three agencies for implementation in 1971 amount to a value of more than $1.5 million, and a large number of further projects for implementation during the next few years are under negotiation. Negotiations were also started with aid-giving bodies of a different type - namely non-governmental church organisations - with whose help it may be possible to add further inputs to ILO projects in future years.

Human Rights and International Labour Standards

36. One hundred and six ratifications of Conventions by 26 member States have been registered in this period, bringing the total number of ratifications up to 3,801. The state of ratifications of the key human rights Conventions as at 1 November was as follows:

<table>
<thead>
<tr>
<th>Convention</th>
<th>Ratifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)</td>
<td>77 ratifications</td>
</tr>
<tr>
<td>Right to Organise and Collective Bargaining Convention, 1949 (No. 98)</td>
<td>90 ratifications</td>
</tr>
<tr>
<td>Forced Labour Convention, 1930 (No. 29)</td>
<td>105 ratifications</td>
</tr>
</tbody>
</table>

1 Further details concerning reforms in the UNDP and their implications for the ILO are being submitted to the Committee on Operational Programmes at the present session of the Governing Body (GB.184/OP/2/3).
Abolition of Forced Labour Convention, 1957 (No. 105) 89 ratifications
Equal Remuneration Convention, 1951 (No. 100) 74 ratifications
Discrimination (Employment and Occupation) Convention, 1958 (No. 111) 77 ratifications
Employment Policy Convention, 1964 (No. 122) 45 ratifications

More detailed information on the progress of international legislation is provided in Part II of this report.

37. Some 3,000 reports were examined and processed for consideration in March 1971 by the Committee of Experts on the Application of Conventions and Recommendations and, subsequently, by the Conference Committee on the Application of Conventions and Recommendations. One thousand two hundred and thirty-four comments were communicated to governments, relating to metropolitan as well as non-metropolitan countries (479 of them reproduced in the report of the Committee of Experts and 755 requests addressed directly to governments on behalf of the Committee). The Committee of Experts at its 1971 session noted over 80 instances in 37 countries in which positive measures had been taken by governments to ensure the better application of ratified Conventions.

38. The Committee of Experts also carried out a general survey on the effect given to the Discrimination (Employment and Occupation) Convention (No. 111) and Recommendation (No. 111). The survey constituted a contribution by the ILO to the celebration of 1971 as the "International Year for Action to Combat Racism and Racial Discrimination".

39. Twenty-six new cases were submitted to the Governing Body Committee on Freedom of Association, and 35 cases were examined, 24 of which led to final conclusions on the part of the Committee.

40. Five numbers of the Legislative Series have appeared. One number, containing United States legislation on occupational safety and health in 1970, was ordered by one purchaser in 10,000 copies.

Progress Under the World Employment Programme

41. The period under review was marked by:

(a) a fruitful discussion at the International Labour Conference concerning the principles and priorities that should guide the further development of activities under the World Employment Programme;

(b) evidence of rapidly growing public awareness of the unemployment problem and interest among member States for receiving assistance in the field of employment policy;

(c) initiation of research in several fields in order to arrive at a better understanding of the relationship between economic and social policies and the evolution of employment.

42. The Conclusions concerning the World Employment Programme, which were adopted without opposition by the Conference, called upon member States to make "vigorous efforts" to achieve the objective, contained in the International Development Strategy for the Second United Nations Development Decade (DD2), of raising substantially the level of employment, by applying the policies set out in the Employment Policy Convention and Recommendation and in the Strategy itself. They stressed the importance of effective participation of employers' and workers' organisations in the formulation and implementation of national employment policies, and called upon these organisations to "promote understanding and acceptance by their membership of the employment objective and of those policies for achieving it that are of particular concern to them". The Conference considered that further efforts should be made to achieve a more precise formulation of the employment objective of the International Development Strategy; that there should be regular reviews, within the framework of DD2, of progress in the field of employment; and that achievement of the goal of the World Employment Programme required
a co-ordinated and concerted approach by the ILO and other organisations. The ILO was called upon to promote in member States and other organisations an awareness of the importance of the employment objective and for a comprehensive approach to employment planning; to conduct research to assist in finding solutions to practical problems of employment policy; to give high priority, in its technical co-operation programme, to assistance to governments in the adoption and implementation of employment policies; to evaluate the experience of each regional team, of comprehensive employment strategy missions and other new forms of technical co-operation in this field; and to devote some attention to certain employment problems in industrialised countries.

Employment Strategy Missions

43. In Colombia, the Government requested the UNDP to convene a meeting of representatives of the various agencies that could help the Colombian authorities in carrying out a programme of action along the lines recommended by the first comprehensive employment strategy mission which took place in 1970. The meeting was held in January 1971. Some of its recommendations are reflected in the draft country programme for Colombia to be submitted to the 1972 session of the Governing Council of the UNDP, including notably proposed projects for manpower planning and for the development of small-scale industries.

44. A second comprehensive employment strategy mission visited Ceylon in 1971 at the request of the Prime Minister of that country. Like the Colombian mission, it was organised on a multidisciplinary basis, and benefited from the collaboration of a number of other international organisations. It was financed by the UNDP as part of the larger regional employment project for Asia which was formally approved by the UNDP Governing Council in January 1971.

45. Although the mission's mobility in Ceylon was restricted as a result of the political troubles which broke out shortly after its arrival, it was able to establish contact and to obtain the advice not only of the various government agencies concerned but also, in particular, of the Ceylonese employers' and workers' organisations. The uprising threw into even sharper relief the need for tackling resolutely the problem of unemployment, which was particularly widespread among young people and loomed as a prominent cause of the rebellion. As a result, the mission paid particular attention to preparing not only a long-term strategy designed to solve this problem by 1985, but an immediate programme to reduce its magnitude in the short term. Faced with a situation characterised by severe over-all and structural imbalances - due in particular to the rapid growth of the labour force, the steady deterioration of the terms of trade, expansion of the formal education system far exceeding the capacity of the economy to absorb school-leavers and graduates into the kinds of jobs to which they aspire - the mission suggested various measures to stimulate a more rapid growth of employment in each of the main sectors of the economy. These included measures to promote the choice of labour-intensive techniques wherever economically possible, the launching of a large-scale rural works programme, complementing land reform, the reorganisation of the educational system, the establishment of a national youth service, and the formulation of an incomes and price policy compatible with the need both for stepping up employment-creating investment and for enabling increases in consumption, particularly for the poorest sections of the population.

46. The Director-General transmitted the report of the mission to the Prime Minister of Ceylon on 18 August. In his letter of transmittal the Director-General stressed the fact that the report was that of an inter-agency mission and was put forward on the responsibility of the Chief of Mission, Professor Dudley Seers. Neither the Governing Body nor the Director-General were to be regarded as having accepted or endorsed the report at this stage. The Director-General emphasised that the essential purpose of the report was to serve as the basis for further national discussion of the questions it raised, and requested that consideration be given to associating the employers' and workers' organisations of Ceylon in the examination of the recommendations put forward by the mission. It has been agreed with the Government of Ceylon that the report should be issued after Ceylon's National Plan has been made public - probably at the end of November.

47. Two other countries - Iran and Kenya - have requested the assistance of comprehensive employment strategy missions, both of which are to be financed by the UNDP. A major purpose of the Iran project will be to help the Iranian authorities in the preparation of the next development plan, so that the policies
and programmes adopted may further a more rapid growth of employment opportunities in all sectors of the economy. The mission will be headed by Mr. E. Hirsch, former head of the Planning Commissariat in France.

48. Preparatory work for the Kenya mission is proceeding, both in Kenya and in the agencies which have agreed to participate in the mission, which is expected to visit Kenya in March-April 1972. Its objectives will be to examine the unemployment situation in Kenya, to establish feasible employment targets and define the means for reaching these, and to set out programmes and policies to soften the burden of being unemployed.

Regional Employment Teams

(a) Latin America

49. The regional employment team for Latin America has completed three in-depth case studies on the employment situation and policies of Peru, Chile and Jamaica, and is currently preparing a similar study on Costa Rica.

50. The findings of the report on Peru were submitted in August 1971 to a meeting attended by officials of the main ministries concerned (Planning, Labour, Agriculture and Education) and of the ILO experts currently assisting the Government of Peru in the field of human resources planning.

51. Initial steps have been taken to obtain the support of Latin American countries for a request to the UNDP to take over the financing of the regional team. This would not exclude the participation of other agencies which, like the IDB, may be interested in supporting some of the team's activities.

52. Argentina, Costa Rica, Nicaragua, Uruguay and Venezuela have expressed during recent months, their interest in receiving advice in the field of manpower and employment planning, through the technical co-operation programme and/or assistance from the regional team.

(b) Asia

53. The financing of the Asian regional team for employment promotion has now been fully taken over by the UNDP. A new chief has now been appointed and a new programme of work has been approved following a meeting with the other participating agencies (UN, FAO, UNESCO, UNIDO). The team helped to prepare, and participate in, the employment strategy mission to Ceylon. Assistance has also been provided in determining manpower and employment aspects of the development of the Mekong Basin.

(c) Africa

54. At the beginning of May, thanks to a generous grant from the Danish Board for Technical Assistance, a second meeting on employment policies was held at Kericho (Kenya). Twenty-one high-level officials from the ministries responsible for planning education and training, agriculture and labour from six English-speaking African Governments (Ethiopia, Ghana, Kenya, Nigeria, Tanzania and Uganda) participated in the discussions on the impact on employment of labour market policies, rural development, the choice of appropriate technologies, educational policies and external economic policies. The meeting was chaired by Professor T. Kristensen, former Secretary-General of the OECD.

55. Requests for advice in the field of employment policy have since been received from the Governments of Liberia, Congo (Kinshasa), Burundi, the Malagasy Republic and Morocco. With UNDP financing missions have been sent to the Malagasy Republic and Liberia. These are different in scope from the comprehensive employment strategy mission to Kenya; although to the extent possible the missions will formulate suggestions regarding policies that should be pursued to promote fuller employment, their main objective will be to identify and define a longer-term technical co-operation programme to elaborate those policies and translate them into concrete programmes.
Assistance to Governments in Promoting
Employment Growth in Specific Sectors

56. The Nigerian pilot project for rural employment promotion with which the
FAO is associated terminated its first phase with the visit of an inter-agency
evaluation mission at the beginning of this year. This mission concluded that
the approach towards an inter-disciplinary programme of action to diversify and
expand employment opportunities in the pilot area was sound and that the momentum
already gained in various action programmes in the agricultural and non-
agricultural fields should be maintained and strengthened. The Government has
prepared, with the assistance of the team, a request for a second-phase project
over the period of three years. Emphasis in this phase will not only be placed
on consolidating and expanding the progress already made, but also on increasing
efforts to apply the experience acquired so far in other rural areas so as to
achieve the widest possible distribution of the benefits realised by this project.

57. In Jamaica, a comprehensive national youth service project started
operations at the beginning of 1971. The UN, FAO and UNESCO are participating
in this seven-expert project the major purpose of which is to train out-of-school
unemployed youth for productive employment by upgrading and expanding the existing
system of youth camps. The project also has the broader objective of assisting
the National Youth Development Agency to ascertain the over-all needs of youth in
Jamaica, to develop an effective youth service policy and to bring about better
coordination of the various youth programmes at present in operation.

58. The Small Industry Institute in Thailand, of which the first phase is
nearing completion, is moving into a second-phase project which includes among
other things the establishment of an extension centre in the Northern Province
to develop the small industries and handicraft sector in this largely rural area.
In view of a certain reorientation of the objectives of the project, UNIDO will be
associated with its execution.

59. The Department of Small Industries in Chile, which has been strengthened
within the framework of the national Servicio de Cooperación Técnica, has received
assistance from ILO under UNDP. A follow-up project is now under preparation in
which the development of appropriate technologies for small industries will be the
main objective.

Research

60. Since the beginning of the year, two studies on employment policy,
respectively on Iran and Pakistan, have appeared in the "Employment Research
Papers", while a volume of Essays on Employment2, introduced by
Professor W. Galenson and reproducing a number of articles which appeared
recently in the International Labour Review, was published in June. A series
of monographs and articles on agrarian reform and employment in developing
countries was completed and published in book form. Articles on rural manpower
assessment and planning in developing countries, employment problems and policies
in Africa and subcontracting, industrialisation and employment creation have been
published in the Review.4

1 Problems of Employment Promotion in Pakistan (Geneva, ILO, 1971) and

2 Essays on Employment, selected and introduced by Walter Galenson (Geneva,
ILO, 1971).


4 William H. BARTSCH and Lothar E. RICHTER: "An Outline of Rural Manpower
Assessment and Planning in Developing Countries", in Vol. 103, Nos. 1 (January
1971, 2 (February 1971) and 3 (March 1971), pp. 65-76, 179-194 and 269-285;
Walter ELKAN: "Out-of-School Education and Training for Primary-School Leavers in
John G. de WILLE: "The Manpower and Employment Aspects of Selected Experiences of
Agricultural Development in Tropical Africa", in Vol. 104, No. 5, November 1971,
pp. 367-386; Michael P. TODARO: "Income Expectations, Rural-Urban Migration and
Employment in Africa", Vol. 104, No. 5, November 1971, pp. 387-414; and
Susumu WATANABE "Subcontracting, Industrialisation and Employment Creation" in
61. Research is at present under way concerning employment in the tertiary sector (trade, transport and services), which in most developing countries represents much more than one-half of total non-agricultural employment. The purpose of this study, which is expected to be completed during the first half of 1972, is to find out whether and how employment in this sector could rise even further, with due regard to productivity and incomes.

62. Work is proceeding on a manual, based on field studies, on the organisation of labour-intensive public works, in particular road construction; the problems of rural-urban migration, their causes and possible remedial action; the relationship between education and employment, with a view in particular to finding ways of eliminating the causes of "educated unemployment"; possibilities of expanding industrial employment, with particular reference to the choice of industries to be developed (having regard to their capital and labour intensities) and to the choice of products and techniques; the effects on employment of the Green Revolution; and the problems of urban unemployment and policies and measures that could remedy it.

63. These activities are designed to provide maximum support to operational activities in the field of employment and manpower planning.

64. This research programme has been made possible by the active co-operation of other United Nations agencies and academic research institutes and the support of outside sources of financing. The studies of education and employment, and of the employment effects of the Green Revolution, are being undertaken in co-operation with UNESCO and FAO respectively; the project on rural-urban migration has been subcontracted to the Institute of Development Studies, University of Sussex, which has under way a substantial programme of research on various aspects of rural and village development and is, therefore, well equipped to survey the exodus from rural areas. The Danish Technical Co-operation Board is financing the project on education and employment; a grant from the Swedish Technical Co-operation Board has made it possible to initiate work in the field of labour-intensive public works, in which the UNDP has also indicated its interest; another grant from the Swedish agency will make it possible to convene, by the end of 1971, a meeting of directors of institutes in both developing and developed countries doing research on employment and related questions, with a view to taking stock of relevant work at present under way and to stimulating their interest for promoting research on those topics requiring fuller study.

Other Substantive Programmes

Welfare and Conditions of Work

65. A study on shift work which had been requested by several Industrial Committees and which examines the different forms and the organisation of shift work in advanced countries as well as its economic and social costs and advantages was completed and published (in French only, so far).

66. The ILO, together with WHO, co-sponsored and participated in a FAO meeting of consultants in Rome in May 1971 on food programmes for workers. The ILO prepared a report on the law and practice in developing countries concerning canteens and other feeding facilities provided by employers at or near the workplace.

1 Le travail par équipes (Geneva, ILO, 1971).
2 Workers' Feeding Services in Developing Countries.
67. An Asian employers' seminar on population and family planning was held in March, financed by the United Nations Fund for Population Activities, in order to familiarise employers' circles with the nature of the population problem, to provide for an exchange of experience on the role that employers might play in encouraging family planning and to suggest future action by the ILO in this respect. The seminar called for the systematic participation of managements in population action programmes, especially through occupational health and welfare services for their own employees. It further recommended ILO action, with support from the United Nations Fund for Population Activities - e.g. through the assignment of regional advisers, national orientation meetings and in-depth courses, and research - to stimulate and support the participation of managements in population activities.1

Occupational Safety and Health

68. The Conference adopted the Convention and Recommendation mentioned earlier on protection against benzene poisoning, one of the most serious types of industrial poisoning today. The first volume of the Encyclopedia on Occupational Health and Safety was published in English; 2,750 copies have already been ordered.

69. An international symposium on safety and health in shipbuilding and ship repairing was held in Helsinki from 30 August to 2 September under the auspices of the ILO, the Government of Finland, the Finnish employers' and workers' organisations and various technical institutions in Finland. Some 200 specialists took part in the meeting. About forty scientific or technical papers were discussed. In particular, the potential health hazards of insulation work with asbestos-containing materials were discussed, as well as the possibilities of improving working conditions through the application of ergonomics in shipbuilding operations. A draft ILO Code of Practice on Safety and Health in Shipbuilding and Ship Repairing was examined on this occasion.

70. The Fourth International Conference on Pneumoconiosis was held in Bucharest from 27 September to 2 October on the invitation of the Rumanian Ministry of Labour. Some 900 specialists from 43 countries, including doctors, technicians, representatives of employers' and workers' circles and officials of government services, participated in this meeting. Special attention was given to asbestosis, byssinosis and other lung diseases such as those due to enzymes among workers engaged in the production of detergents. A working group drew up a new definition of pneumoconioses which takes account of the effects of new technology on workers' health. Another working group included asbestosis in the International Classification of Radiographs of Pneumoconiosis.

71. A three-week Inter-regional Seminar and Study Tour on Air Pollution in the Working Environment was organised in the USSR in collaboration with the Soviet Ministry of Public Health and the State Labour and Wages Committee. Twenty-one participants from Asia and the Middle East took part in the Seminar. Technical lectures were given, papers were discussed and visits made to a number of health institutions and industrial establishments in the USSR.

72. The Occupational Safety and Health Institute at Heliopolis in the Arab Republic of Egypt made further progress. The purpose of this project, which is financed by the UNDP, is to assist the Government in strengthening national services for the prevention of occupational accidents and diseases as a means of increasing the welfare of workers and contributing to making work more productive and rewarding. In the course of the year eight experts in various technical and medical fields have served in the project. Activities were

1 Asian Employers' Seminar on Population and Family Planning: Conclusions and Background Papers (in English only).
concentrated on research into difficult local problems, training of specialised staff for the Institute and industry at large and rendering direct assistance to undertakings in introducing safety and health measures. Progress was made in the establishment of laboratories concerned with the study and design of safety equipment for both personnel and machinery, the assessment of working environments and their effect on workers and the training in depth of technical and medical personnel in the use of scientific equipment and the application of modern methods of prevention. With the greatly increased facilities made available by the national authorities the project should be completed on schedule (September 1972).

73. The Advisory Committee of the International Occupational Safety and Health Information Centre (CIS) met in Geneva on 21-22 October 1971. It was attended by representatives of the CIS National Centres in France, the Federal Republic of Germany, Italy, Rumania, Spain and the United States. The Committee agreed that special measures should be taken to meet the financial difficulties with which the Centre is faced. It recommended that subscription rates should be increased by 15 per cent as from 1 January 1972 in all countries and that the differential rates applicable until then should be maintained. It further recommended that the 10 per cent commission granted to the National Centres should be waived. There was, however, unanimous agreement that CIS services, and particularly the CIS abstracts, should be maintained.

Social Security

74. At the request of the Commission of the European Communities a study was prepared by the ILO to serve as a basis for negotiations between the Communities and the four applicant countries (Denmark, Ireland, Norway and the United Kingdom) concerning social security regulations for migrant workers. The Office's study, which was transmitted to the Commission in the summer of this year, analyses the social security provisions for migrant workers in force in the four countries and the main technical problems that would arise from their participation in the system of co-ordination provided for in the Treaty of Rome and in the existing regulations of the Communities.

75. The Social Development Commission of the United Nations Economic and Social Council, which met in March, considered in particular the role of social security in development. It stressed the importance of social security as an instrument for attaining the objectives of the Second Development Decade and reaffirmed the primary responsibility of the ILO, within the United Nations family, for dealing with social security matters. The resolution concerning social security adopted by the International Labour Conference in June also provides a solid basis for the further development of the ILO's activities in this field and will be fully taken into account in the preparation of an in-depth review of the programme which is to be submitted to the Governing Body next year.

76. A significant trend in technical co-operation provided in the field of social security is the growing importance of assistance in organising and extending systems of medical care. Thus in the Lebanon an ILO expert assisted in the introduction of a new scheme of sickness and maternity benefits; and in Morocco advice was given concerning the introduction in the national social security system of a medical care scheme for workers and their families.

Management Development

77. Three major management development projects have been completed in the period under review: the Israel Small Industry Advisory Service, the National Management Development Centre of the People's Republic of Hungary and the Venezuelan Productivity Centre. During the year of ILO assistance they have made available training and other facilities to impressive numbers of participants. In the Israel Centre no less than 3,400 persons have benefited from training provided during the period of international assistance; in Hungary 1,450 top-level managers have attended courses at the management development centre; and in Venezuela 4,700 participants have attended courses and seminars organised by the Productivity Centre. They are now firmly
established, viable institutions, endowed with competent national staff and in a position to play a significant role in the development of their respective countries.

78. A multidisciplinary approach was used in the preparation of the second phase of technical assistance in management and management development in Algeria in which ILO and UNIDO will be collaborating. A programme of action was developed with the assistance of special external consultants and a UNIDO project manager. Closely co-ordinated with the national development plan for the industrial sector, it covers a number of areas affecting the quality of management in industry, viz. management education and further training, consultancy and training of consultants, research and information services, pre-investment studies, regional industrial development with emphasis on small industries development and the development of training systems and departments within enterprises.

79. Efforts have also been made to identify new needs and methods in the field of management development. A survey was conducted on the needs for assistance in the fields of marketing/distribution, which has shown the need for a large amount of assistance to modernise distribution systems. Exploratory work has been undertaken on the development of advanced management techniques, which will enable the ILO to provide assistance in Management by Objectives.

Vocational Training

80. There has been a substantial increase in the volume of technical co-operation in this field, particularly in African countries, and a fivefold growth in the number of joint UNDP/ILO project evaluation missions. A significant trend in these activities has been a greater emphasis on in-plant vocational training, a form of training which is frequently more effective and less costly than institutional training and in respect of which the Office has made serious efforts to improve the quality of the assistance provided.

81. A noteworthy project has been the National Vocational Training Institute in Congo (Kinshasa), the first phase of which was completed in June 1971. The Institute has helped the Government to establish central and regional control of the training and development of personnel for public and private enterprises in the country. Approximately 6,000 personnel have been trained by the Institute to date, including instructors, supervisors, skilled workers and training staff coming from 165 enterprises. Following the recommendation of a joint ILO/UNDP evaluation mission in May 1970, the project entered a second phase in June 1971. The main purpose will be the establishment of a decentralised branch of the Institute in the province of Katanga.

82. In pursuance of earlier agreements with UNESCO work was completed on three technical papers: an ILO chapter for a joint UNESCO/ILO manual on technical and vocational teacher education and training; a study on upgrading of skilled workers to technician level; and the functions and further training of technicians and specialists. The latter two studies are for a UNESCO seminar. The ILO also participated in a meeting of an inter-agency working group called by the International Bureau of Education (UNESCO) to begin the preparation of the 34th International Conference on Education (1973), the main theme of which is "The Relationship between Education, Training and Employment, with Particular Reference to Secondary Education, Its Aims, Structure and Content".

83. Assistance was given to UNIDO in the preparation of a comprehensive paper on "the role of the United Nations in the training of national technical staff for accelerated industrialisation of the developing countries".

84. During the period four issues of CINE abstracts were published and a double issue of the bulletin Training for Progress was finalised.

85. An extraordinary meeting of the Technical Committee of CINTERFOR was held in Montevideo (23-24 September) to discuss the difficult financial situation of CINTERFOR. The host country - Uruguay - had shortly before the meeting paid all its outstanding contributions, and during the meeting it
promised to raise its annual contributions from 1972 onwards. Most of the voluntary contributors also promised increases in their contributions.

Vocational Rehabilitation

86. An Inter-regional Seminar on the Vocational Rehabilitation of the Mentally Handicapped, organised jointly by DANIDA and the ILO, was held in Copenhagen from 10 to 30 October. It was attended by 22 participants from 22 developing countries and aimed to stimulate action for the rehabilitation of the mentally retarded and mentally ill, who often constitute a neglected category of handicapped persons. The Danish experience in the organisation, operation and administration of services for their rehabilitation served as a basis for discussion at the Seminar.

Labour Law and Labour Relations

87. The Convention and Recommendation concerning protection and facilities afforded to workers' representatives in the undertaking, adopted this year, carry the international protection of freedom of association to the shop-floor level where some of the most difficult problems in labour-management relations now arise. Similarly, the adoption by the Joint Committee on the Public Service of a resolution on freedom of association and procedures for staff participation in determining conditions of employment in the public service is an important development in the ILO's work at a time when labour relations in the public service are becoming a matter of acute concern.

88. In connection with a comparative study on the prevention and settlement of labour disputes which is currently under way, three articles on labour disputes in three Latin American countries (Argentina, Chile and Mexico) were published in the International Labour Review. Likewise, in the framework of a comparative study on methods and practices of collective bargaining a series of articles on recent trends in collective bargaining in a number of industrialised countries were published in the Review.

Labour Administration

89. The ILO was represented at, and submitted a paper to, the Second Meeting of Experts on the United Nations Programme in Public Administration, held in January 1971. Two new textbooks were published: one, a new study on labour inspection, the other a provisional edition of a training manual for labour officers.


4 L'Inspection du travail: sa mission, ses méthodes (Geneva, ILO, 1971); in French only so far.

90. The plan of operation of the African Regional Centre for Labour Administration (French-language) at Yaoundé - signed in late December 1970 - established the project on a firm basis for 1971 and 1972. The Inter-American Centre for Labour Administration in Lima has successfully completed its first phase. A regional training programme for labour administrators was opened in Asia, with the preparation of a first course (UNDP-financed) in Tokyo and with UNDP approval of financing of the second course next year. The English-speaking labour administration training programme for Africa, previously carried out under the Regular Budget, has been taken over by UNDP.

91. A Second Caribbean Regional Course for Labour Administrators was held with the assistance of the Government of Canada and with the collaboration of the Governments of Jamaica and the United Kingdom and the Inter-American Centre for Labour Administration.

Workers' Education

92. The Meeting of Consultants on Workers' Education held in Geneva in May 1971 reviewed the ILO's workers' education activities, suggested new dimensions in the workers' education programme and provided a technical basis for an in-depth survey of the programme which is to take place in 1972.¹

93. Further emphasis is being placed on workers' education for plantation and rural workers, training of workers' education administrators and teaching about the ILO. During the period under review, the ILO provided lecturers, study materials and study grants for 22 seminars involving about 135 persons. This work was greatly facilitated by the presence of regional workers' education experts in Africa, Asia, Latin America and the Middle East.

94. An inter-regional seminar on residential workers' education was carried out in Denmark in collaboration with DANIDA. With funds provided by the United Nations Fund for Population Activities exploratory and teaching missions were carried out in Ghana, Pakistan and the UAR. In Asia a Regional Adviser on Family Planning Education for Industry conducted national courses in Indonesia and the Philippines.

95. New teaching aids included fifteen flipcharts on the theme of "Workers' Stake in Population Questions" and a colour filmstrip on sixty-four frames, accompanied by an English tape recording and a booklet entitled "ILO and Forestry".

Co-operatives

96. The Inter-Agency Committee for the Promotion of Co-operatives (COPAC) started effective work. The periodical "Co-operative Information" in its new presentation has proved to be a useful medium for disseminating information on the current trends and developments taking place in the movement, particularly in developing countries.

Rural Institutions

97. Further progress was achieved in developing the techniques of integrated rural development in technical co-operation projects, including especially UNDP/Special Fund projects, in the Congo (Brazzaville), Ecuador, Chad and Syria.

¹ The report of the meeting was considered by the Governing Body at its 183rd Session. See Minutes of the 183rd Session of the Governing Body, fourth sitting and Appendix VII.
Labour Statistics

98. The 1970 edition of the Yearbook of Labour Statistics was issued at the beginning of the year, and work has been proceeding on the 1971 edition of the Yearbook and on quarterly issues of the Bulletin of Labour Statistics. Parts I to V of Labour Force Projections (1971 edition), 1960-85 have been issued. Reports have been prepared for the Twelfth International Conference of Labour Statisticians, although that Conference has had to be postponed. Assistance has continued to be provided to a number of governments in the field of labour statistics. Three projects (in Pakistan, Tunisia and Uganda) terminated in this period; three new ones were started (in Cameroon, Senegal and Algeria); and six further projects, financed by the UNDP, are to be started in the near future. Regional labour statisticians continued to be in post in Africa and Asia.
PART II

I. OBITUARY

Mr. Percy Bengough, C.B.E.

1. The Director-General announces with deep regret the death on 10 August 1971 of Mr. Percy R. Bengough, Honorary President of the Canadian Labour Congress and a former Worker member of the Governing Body.

2. Mr. Bengough was born in London in 1883 and emigrated to Canada in 1905 as an apprentice machinist. He became a member of the International Association of Machinists and its district business representative in 1919. From that date onwards he dedicated all his energies to the development of the labour movement. In 1931 Mr. Bengough was elected Vice-President of the Trades and Labour Congress of Canada. In 1933 he was elected its President, and he held that office until his retirement in 1954. He was one of the main architects of the merger of the TLC in 1956 with the Canadian Congress of Labour to form the present Canadian Labour Congress.

3. On the international plane Mr. Bengough was one of the founders of the International Confederation of Free Trade Unions as well as a delegate to the founding conference of the Inter-American Regional Organisation of Labour. He served on the Governing Body as a Worker regular member from 1944 to 1948, and from 1948 to 1951 as a deputy member, and attended various sessions of the International Labour Conference.

4. The Governing Body will doubtless wish the Director-General to convey its sympathy to Mr. Bengough's family.

Sir Douglas Copland, K.B.E., C.M.G.

5. The Director-General announces with deep regret the death of Sir Douglas Copland, K.B.E., C.M.G., the first Director of the International Institute for Labour Studies.

6. Douglas Copland was born at Timaru, New Zealand, in 1894. As an economist he held academic appointments in Australian, United States and British
universities. In 1948 he became the first Vice-Chancellor of the Australian National University and in 1953 was appointed Australian High Commissioner in Canada. In 1954 he was Chairman of the Second Committee of the United Nations General Assembly and in 1955 he was President of the Economic and Social Council. From 1956 he was first Principal of the Australian Administrative Staff College.

7. The Governing Body will doubtless wish the Director-General to express its sympathy to the Australian Government and to Sir Douglas Copland's family.

II. COMPOSITION OF THE GOVERNING BODY

Government Group

8. The Government of Ecuador has appointed as its regular representative Mr. Teodoro Bustamante, Ambassador, Permanent Representative of Ecuador to the United Nations Office and the Specialised Agencies at Geneva, in succession to Mr. Martínez Cobo.

9. The Government of the Federal Republic of Germany has appointed as its regular representative Mr. Detlev Zöllner, Head of the International Social Policy Department, Federal Ministry of Labour and Social Affairs, in succession to Mr. Knolle.


11. The Government of Uganda has appointed as its regular representative Mr. Paulo Muwanga, Ambassador of Uganda to France and the United Nations organisations in Geneva, and as its substitute representative Mr. Moses Stephen Owor, Commissioner of Labour.

12. The Government of Venezuela has appointed as its regular representative Mr. Tomás Polanco, Ambassador, Permanent Representative of Venezuela to the United Nations Office and the international organisations at Geneva, in succession to Mr. Leañez Sievert, and as its substitute representative Mr. Lorenzo Fernández, Second Secretary, Permanent Mission of Venezuela, in succession to Mr. Aponte.

13 - 19. [Paragraphs 13 to 19 contain information relating to the ratification of international labour Conventions, declarations concerning the application of Conventions to non-metropolitan territories (article 35 of the Constitution) and denunciations of Conventions registered by the Director-General. These paragraphs are not reproduced here; the information which they contain is published in the Official Bulletin (Geneva, ILO).]
IV. PUBLICATIONS

Periodical Publications

20. The numbers of the International Labour Review for the months of April to November have been issued; the December issue is at the printers. The second and third quarterly issues of the Bulletin of Labour Statistics were published and the fourth quarterly issue is being produced. Nos. 2 and 3 (1971) of the Official Bulletin have been issued and No. 4 is nearing completion. The Year Book of Labour Statistics 1971 will be published at the end of the year. The Legislative Series is now reproduced by internal offset within the Office; the issues for May-June, July-August and September-October 1971 have been issued.

Conference Reports and Records

21. In the course of the 56th Session of the International Labour Conference publication of the Provisional Record proceeded normally. Work on the Final Record of proceedings is nearing completion. The printed and non-printed reports for the Third Asian Regional Conference have been issued.

Non-Periodical Publications

22. Since the 183rd Session of the Governing Body the following new non-periodical publications have been issued or are in the press in the languages indicated:

Encyclopaedia of Occupational Health and Safety: Vol. 1 (A-K). In English. (Vol. 2 will be issued in the first quarter of 1972; French text in preparation.)


Création d'un marché. Un livre programmé du BIT. In French (English edition already available; Spanish edition in preparation).
First Supplementary Report

Report of the Officers of the Governing Body

Representation of Non-Governmental Organisations at the Seventh Asian Regional Conference of the ILO

1. The Director-General has received requests from the Organisation of Employers' Federations and Employers in Developing Countries (OEF) and the International Confederation of Arab Trade Unions (ICATU) to be represented by observers at the Seventh Asian Regional Conference of the ILO.

2. The Officers of the Governing Body were of the opinion that it would not be appropriate to grant observers status to the International Confederation of Arab Trade Unions at the Teheran Conference, in view of the fact that the organisation in question has no members in the countries invited to the Asian Regional Conference.

3. Having satisfied themselves that the remaining organisation has an interest in the work of the Seventh Asian Regional Conference, the Officers unanimously recommend the Governing Body to invite the Organisation of Employers' Federations and Employers in Developing Countries to be represented by observers at the Seventh Asian Regional Conference.
APPENDIX XIX

Nineteenth Item on the Agenda

PROGRAMME OF MEETINGS
(INCLUDING DATE AND PLACE OF THE 58TH (1973) SESSION
OF THE INTERNATIONAL LABOUR CONFERENCE)\(^1\)

First Paper

General Programme of Meetings

1. The Director-General had hoped that it would have been possible to put forward at the present session of the Governing Body a programme of meetings covering at least the first year of the 1972-73 biennium and including, together with meetings provided for under the 1972-73 Programme and Budget, some of the meetings postponed from the previous biennium. That is not possible at present, and the Director-General is accordingly submitting a programme covering only those meetings on which it is both possible and desirable to take a decision at this stage.

2. In addition to the regular sessions of the Conference and Governing Body and of the Committee of Experts on the Application of Conventions and Recommendations, this programme includes the Third Session of the Inter-American Advisory Committee, which the Governing Body at its last session decided to hold in Lima on the invitation of the Peruvian Government, and the Ninth Session of the Inland Transport Committee, which is one of the meetings postponed from 1970-71.

3. The draft programme also includes three technical meetings provided for in the 1972-73 Programme and Budget. These are the meetings of experts on paid educational leave and on occupational cancer and the Ad Hoc Meeting on the Occupational Safety and Health Programme. The first two of these meetings are to prepare the way for discussion by the Conference of the corresponding technical items which the Governing Body decided at its last session to include in the Conference agenda for 1973. The proposal relating to the Meeting on the Occupational Safety and Health Programme is submitted in accordance with a commitment made by the Director-General at the 181st Session of the Governing Body when further consideration was given to the In-Depth Review of the Programme.

\(^1\) See eighth sitting.
4. The Governing Body is therefore invited to approve the following programme of meetings:

<table>
<thead>
<tr>
<th>Date</th>
<th>Title of Meeting</th>
<th>Place</th>
</tr>
</thead>
<tbody>
<tr>
<td>10-21 January</td>
<td>Meeting of Experts on Paid Educational Leave</td>
<td>Geneva</td>
</tr>
<tr>
<td>10-17 January</td>
<td>Meeting of Experts on Occupational Cancer</td>
<td>Geneva</td>
</tr>
<tr>
<td>14 February -</td>
<td>185th Session of the Governing Body and its Committees</td>
<td>Geneva</td>
</tr>
<tr>
<td>3 March</td>
<td>Committee of Experts on the Application of Conventions and Recommendations (42nd Session)</td>
<td>Geneva</td>
</tr>
<tr>
<td>24 April -</td>
<td>Inland Transport Committee (Ninth Session)</td>
<td>Geneva</td>
</tr>
<tr>
<td>5 May</td>
<td>Inter-American Advisory Committee (Third Session)</td>
<td>Lima</td>
</tr>
<tr>
<td>8-12 May</td>
<td>Ad Hoc Meeting on the Occupational Safety and Health Programme</td>
<td>Geneva</td>
</tr>
<tr>
<td>29 May -</td>
<td>186th Session of the Governing Body and its Committees</td>
<td>Geneva</td>
</tr>
<tr>
<td>3 June</td>
<td>57th Session of the International Labour Conference</td>
<td>Geneva</td>
</tr>
<tr>
<td>7-29 June 1</td>
<td>187th Session of the Governing Body</td>
<td>Geneva</td>
</tr>
</tbody>
</table>

5. At the next session of the Governing Body the Director-General will submit proposals regarding the holding of the following further meetings in the course of 1972:

- Meeting on Relationship between Multinational Corporations and Social Policy
- Joint Maritime Commission (21st Session)
- African Advisory Committee (Fifth Session)
- Asian Advisory Committee (15th Session)

The Director-General will propose that the two regional advisory committees should meet at the seat of the respective ILO regional offices, i.e. that the Fifth Session of the African Advisory Committee should be held in Addis Ababa and the 15th Session of the Asian Advisory Committee in Bangkok.

6. In present circumstances the Director-General is not yet in a position to make proposals concerning the remaining meetings postponed from the 1970-71 biennium and the others for which provision is made in the Programme and Budget for 1972-73. The attached list indicates these meetings. Proposals concerning them will be made as soon as circumstances allow. In a number of cases the delay in the holding of these meetings is becoming increasingly serious. For instance, further delay in the holding of the Twelfth International Conference of Labour Statisticians will mean that the results will not be available in time for consideration at the meeting to be held late in 1972 of the United Nations.

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1 Decision taken by the Governing Body at its 181st (November 1970) Session.
Statistical Commission, which will not be meeting again until 1974. Such delay would be prejudicial to the proper co-ordination of statistical work of the Organisation with that of the United Nations family as a whole.

7. Finally, the Governing Body is called upon at the present session to determine in the normal way the date and place of the 58th (1973) Session of the International Labour Conference, the agenda for which it decided at its last session.

8. It is proposed that the 58th Session of the International Labour Conference should be held in Geneva and that it should open on Wednesday, 6 June 1973.
Annex

Meetings Postponed from the 1970-71 Biennium

Twelfth International Conference of Labour Statisticians
Meeting of Experts on Control of Atmospheric Pollution in the Working Environment
Advisory Committee on Rural Development (Eighth Session)
Petroleum Committee (Eighth Session)
Meeting of Experts on Personnel Management
Seminar on Equality of Opportunity in Employment
Inter-regional Meeting of Experts on the Organisation and Management of Youth Service Programmes

Meetings for which Provision is made in the 1972-73 Programme and Budget

Sessions of the Conference and the Governing Body
58th (1973) Session of the International Labour Conference
188th-191st Sessions of the Governing Body

Major Advisory Meetings
Regional Conferences
Second European Regional Conference
Fourth African Regional Conference
Regional Advisory Committee
Inter-American Advisory Committee (Fourth Session)

Meetings of the Industrial Committee Type
Second Tripartite Technical Meeting for the Timber Industry (Forestry)
Advisory Committee on Salaried Employees and Professional Workers (Seventh Session)
Textiles Committee (Ninth Session)
Four other Industrial Committee-type meetings

Other Meetings
Joint ILO/IMCO Committee on Training (Third Session)
Meeting of Experts on Safety and Health in Shipbuilding and Ship Repairing
Preparatory Meeting for Civil Aviation
Joint ILO/WHO Committee on the Health of Seafarers (Fifth Session)
Joint ILO/WHO Meeting on Conditions of Work and Life of Nurses
Meeting of Experts on Measurement of Employment, Unemployment and Underemployment
Joint ILO/WHO Committee on Occupational Health (Seventh Session)
Meeting of Experts on the Safe Use of Asbestos
Actuarial Subcommittee of the Committee of Social Security Experts
Technical Advisory Group on Methods and Results of Manpower Planning Projects
Joint ILO/UNESCO Meeting on Technical Education and Vocational Training
Joint FAO/UNESCO/ILO Advisory Committee on Agricultural Education, Science and Training (Third and Fourth Sessions)
Tripartite Technical Meeting on Labour Disputes
Study Conference on Workers' Participation in Decisions within Undertakings
Meeting of Experts on Labour Administration
Round Table on Labour Administration and Planning in Industrialised Countries of Western Europe
Symposium on the Role of Universities in Workers' Education
Symposium on Economic Education for Trade Unionists
Regional Technical Meeting on Role of Agricultural Organisations in Asia
Committee of Experts on the Application of Conventions and Recommendations (43rd Session)
Nineteenth Item on the Agenda

Second Paper

Fourth African Regional Conference

1. The Director-General has received a letter from the Government of Kenya informing him of the Government's decision to invite the ILO to hold the Fourth African Regional Conference in Nairobi at a date to be arranged by mutual consent.

2. The Conference, for which provision is made in the Programme and Budget for 1972-73, is one of the meetings concerning which the Director-General has indicated in his earlier paper that it is not yet possible to make proposals but that such proposals will be submitted to the Governing Body as soon as circumstances allow.1

3. The Governing Body may wish in the meantime to accept with gratitude the generous invitation extended by the Government of Kenya and to decide that the Fourth African Regional Conference shall be held in Nairobi at a date to be determined later.

1 See above, first paper, paragraph 6.
Third Paper

Inter-American Advisory Committee
(Third Session)

1. In an earlier paper the Governing Body is invited to approve a programme of meetings which includes provision for the holding of the Third Session of the Inter-American Advisory Committee for a duration of 10 days in April-May 1972. The Governing Body has already, at its last session, accepted an invitation from the Peruvian Government to hold the meeting in Lima.

2. The Director-General now suggests that the meeting be held from 18 to 27 April 1972, subject to the possibility of the Officers approving any minor adjustment of date which may be necessary.

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See above, first paper, paragraph 4.
Fourth Paper

Programme for the 185th Session of the Governing Body

1. The standard programme for Governing Body sessions, adopted by the Governing Body at its 171st (February-March 1968) Session, provides that the 185th Session of the Governing Body be held from Monday, 14 February to Friday, 3 March 1972.

2. As within the biennial programme and budget cycle the Governing Body will not be called upon at its 185th Session to examine a biennial programme and budget, it is proposed to reduce the number of sittings of the Financial and Administrative Committee from twelve to nine, and to convene the Financial and Administrative Committee from Thursday, 17 February, 10 a.m.

3. Likewise, there being no major items of business before the Allocations Committee, it is proposed to reduce the number of sittings of that Committee from four to two.

4. It is also proposed that the Working Party on Trade, Aid, Employment and Labour meet on Monday, 14 February, and the Working Party on the Financing of Expenses of Conference Delegations on Tuesday, 15 and Wednesday, 16 February.

5. It should also be noted that provision will be made for the Board of the Institute to sit on the afternoon of Tuesday, 22 February and for the Board of the Turin Centre to sit on Saturday, 26 February, in Geneva.

Twentieth Item on the Agenda

APPOINTMENT OF GOVERNING BODY REPRESENTATIVES ON VARIOUS BODIFS¹

Seventh Asian Regional Conference

1. The Governing Body is invited to appoint a tripartite delegation to represent it at the Seventh Asian Regional Conference (Teheran, 4-15 December 1971).

2. Budgetary provision is made for a seven-member delegation.

¹ See eighth sitting.
APPENDIX XXI

ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION

ABATE, Abebe (Ethiopia), Employer deputy member; Secretary-General, Federation of Employers of Ethiopia.

ABHYANKAR, Rahendra Madhukar (India), Third Secretary, Permanent Mission of India to the United Nations Office in Geneva; accompanying Mr. Nayak, Government representative.

ABID ALI (India), Workers' representative; former President, Indian Trade Union Congress.

de ACHÁ, Gonzalo (Bolivia), Government observer; Deputy Permanent Delegate of Bolivia to the international organisations in Geneva.

AGO, Roberto (Italy), Government representative; Professor of International Law, Rome University; representative of the Government of Italy on the Governing Body.

AGUILLON, Maxie S. (Philippines), Government observer; Third Secretary, Permanent Mission of the Philippines to the United Nations Office and other international organisations in Geneva.


ÁLVAREZ-CALDERÓN, Jaime (Peru), Government observer; Second Secretary, Permanent Delegation of Peru to the United Nations Office and other international organisations in Geneva.

AMARAL de Sampaio, Antonio (Brazil), First Secretary of Embassy, Permanent Delegation of Brazil to the United Nations Office and other international organisations in Geneva; accompanying Mr. Nogueira Batista, Government representative.

ANDRIANTSITOHAINA, Daniel (Malagasy Republic), Employers' representative; Vice-President, Confederation of Economic Associations.

de ANGELI, Carlos, Deputy Permanent Representative in Geneva; accompanying Mr. Panikkar, observer representing the World Federation of Trade Unions.

ASLANYAN, Racha Grantovich (USSR), Chief of Service, International Relations Section, State Labour and Wages Committee, Council of Ministers; accompanying Mr. Goroshkin, Government representative.

BASTID, Auguste (Ivory Coast), Employer deputy member; Vice-President, Inter-occupational Association of the Ivory Coast.

BECKER, Aaron (Israel), Worker deputy member; former Secretary-General, General Federation of Labour (Histadrut).

BELAZOUG, Abdelaziz (Algeria), officer on special duties, Office of the Minister of Labour and Social Affairs; substitute for Mr. Briki, Government deputy member.

BELFRAGE, Frank (Sweden), Head of Section, Ministry of Foreign Affairs; accompanying Mr. Lindberg, Government observer.

BENTUM, B.A. (Ghana), Worker deputy member; Secretary-General, Ghana Trade Union Congress.
BENZITOUNI, Omar (Algeria), Attaché, Permanent Mission of the Democratic People's Republic of Algeria in Geneva; substitute for Mr. Briki, Government deputy member.

BERGENSTRÖM, Gullmar (Sweden), Employers' representative; Director, Swedish Employers' Confederation; Vice-Chairman of the Governing Body.

BERRY, Mrs. Susan A. (Liberia), Worker deputy member; President, Congress of Industrial Organisations.

BITSINDOU, Gérard (People's Republic of the Congo), substitute for Mr. Note, Government deputy member.

BOSON, Marcel, observer representing the International Co-operative Alliance.

BOUDEHRI, Ahmed (Algeria), Secretary of Embassy, Permanent Mission of the Democratic People's Republic of Algeria in Geneva; substitute for Mr. Briki, Government deputy member.

BRAGGIO TTI, D. Chadwick, Alternate Representative, European Regional Office; accompanying Mr. Schamis, representing the Organisation of American States.

BRATTSTRÖM, Stig (Sweden), First Secretary, Permanent Mission of Sweden to the United Nations Office and the international organisations in Geneva; accompanying Mr. Lindberg, Government observer.

BRIKI, Yahia (Algeria), Government deputy member; Acting Secretary-General, Ministry of Labour and Social Affairs.

BRÜCK, Jean, observer representing the World Confederation of Labour; Secretary-General.

BUENO do PRADO, Fernando, representative of the Intergovernmental Committee for European Migration; Chief, Research and International Agency Liaison Unit.

BUSTAMANTE, Teodoro (Ecuador), Government representative; Ambassador; Permanent Representative of Ecuador to the United Nations Office and the specialised agencies in Geneva; representative of the Government of Ecuador on the Governing Body.

CABARAL de MELLO, Evaldo (Brazil), Second Secretary of Embassy, Permanent Delegation of Brazil to the United Nations Office and other international organisations in Geneva; accompanying Mr. Nogueira Batista, Government representative.

CASHELL, Maurice (Ireland), Department of Labour; accompanying Mr. O'Carroll, Government observer.

CASSON, Peter, representative of the United Nations; Senior Co-ordination Officer, Office of the Director-General, United Nations Office in Geneva.

CASTAÑEDA, Jorge (Mexico), Government observer; Ambassador; Permanent Representative of Mexico to the United Nations Office and the international organisations in Geneva.

CHANDRASEKHARAN, P.H., Assistant to the Secretary-General; accompanying Mr. Lagasse, observer representing the International Organisation of Employers.


CHILIE, Neculai (Rumania), Third Secretary, Permanent Mission of the Socialist Republic of Rumania to the United Nations Office and the international organisations in Geneva; accompanying Mr. Datcu, Government representative.
CILIA, Miss Maria (Malta), Government observer; Second Secretary, Permanent Delegation of Malta to the United Nations Office and the international organisations in Geneva.

COLN, Gunnar (Denmark), Government deputy member; Permanent Secretary, Ministry of Labour; representative of the Government of Denmark on the Governing Body.


CUMPLIDO, Fanor (Brazil), Minister for Commercial Affairs, Permanent Delegation of Brazil to the United Nations Office and other international organisations in Geneva; substitute for Mr. Nogueira Batista, Government representative.

DALL, Mrs. Stina (Sweden), accompanying Mr. Bergenström, Employers' representative.

DAM-SY-HIEN (Republic of Viet-Nam), Government representative; Minister of Labour; representative of the Government of the Republic of Viet-Nam on the Governing Body.

DARSA, Irawan (Indonesia), Counsellor, Permanent Mission of Indonesia to the United Nations Office and the international organisations in Geneva; substitute for Mr. Njotowijono, Government representative.

DASKALOV, Ivan (Bulgaria), Second Secretary, Permanent Representation of the People's Republic of Bulgaria to the United Nations Office and the international organisations in Geneva; accompanying Mr. Petrov, Government deputy member.

DATCU, Ion (Rumania), Government representative; Ambassador; Permanent Representative of the Socialist Republic of Rumania to the United Nations Office and the specialised agencies in Geneva.

DAWSON, A.W. (New Zealand), Government observer; Second Secretary, Permanent Mission of New Zealand to the United Nations Office in Geneva.

DE BOCK, Nathalis (Belgium), Workers' representative; Deputy Secretary-General, Belgian General Federation of Labour.

DELONG, Allen R. (United States), Industrial Relations Division, Bureau of Domestic Commerce, Department of Commerce; accompanying Mr. Persons, Government representative.

DENYS, Jacques G. (Belgium), Counsellor; Head of the International Relations Service, Ministry of Employment and Labour; substitute for Mr. Smets, Government deputy member.

DIALLO, Dramey (People's Republic of the Congo), Employer deputy member; President of the Chamber of Commerce.

DITTMANN, H.W., representative of the General Agreement on Tariffs and Trade; Assistant Director-General, External Relations Section.

DO-LAI-XY (Republic of Viet-Nam), Counsellor, Permanent Mission of Viet-Nam to the international organisations in Geneva; accompanying Mr. Dam-Sy-Hiën, Government representative.

DO-THI-THUY-NGOC, Miss (Republic of Viet-Nam), Third Secretary, Permanent Mission of the Republic of Viet-Nam to the international organisations in Geneva; accompanying Mr. Dam-Sy-Hiën, Government representative.

DRAKE, Hudson B. (United States), Director, Bureau of Domestic Commerce, Department of Commerce; accompanying Mr. Persons, Government representative.

EGGEMANN, Georges, Permanent Representative in Geneva of the World Confederation of Labour; accompanying Mr. Brück, representing the WCL.
EGOROV, Yuri Evgenievich (Ukraine), Government observer; Permanent Representative of the Ukrainian SSR to the United Nations Office and the international organisations in Geneva.


ERCK, Leo H. (United States), Industrial Relations Division, Bureau of Domestic Commerce, Department of Commerce; accompanying Mr. Persons, Government representative.

ERDMANN, Ernst Gerhard (Federal Republic of Germany), Employers' representative; Deputy Director-General, Confederation of German Employers' Associations.


FAUPL, Rudolph (United States), Workers' representative; International Representative, International Association of Machinists and Aerospace Workers.

FAURIS, Robert (France), First Secretary, Permanent Mission of France to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. Parodi, Government representative.

FERNANDEZ, Lorenzo (Venezuela), Second Secretary, Permanent Delegation of Venezuela to the United Nations Office and the international organisations in Geneva; substitute representative of the Government of Venezuela on the Governing Body.

FERRIER, Sir Grant, CMG (Australia), Employer deputy member; Associated Portland Cement Manufacturers (Australia) Ltd.

FISHER, W.N. (Australia), Second Secretary, Permanent Mission of Australia to the United Nations Office in Geneva; accompanying Mr. Loveday, Government observer.

FISSENKO, Valentin, Co-ordination Unit, United Nations Office in Geneva; accompanying Mr. Casson, representing the United Nations.

FOGAM, Gabriel B. (Cameroon), Workers' representative; General Secretary, West Cameroon Trade Union Congress.

FOX, John, representative of the United Nations Development Programme; officer on special duty.

GAMBOA SERAZZI, Fernando (Chile), Government deputy member; First Secretary, Permanent Mission of Chile to the United Nations Office and the international organisations in Geneva.

GARCÉS, Diego (Colombia), Government representative; Ambassador; Permanent Representative of Colombia to the United Nations Office in Geneva; representative of the Government of Colombia on the Governing Body.

GARCÍA MARTÍNEZ, Federico, Executive Secretary; accompanying Mr. Lagasse, observer representing the International Organisation of Employers.

GARGOU, Ashour (Libyan Arab Republic), Government representative; Under Secretary of Labour and Social Affairs; representative of the Government of the Libyan Arab Republic on the Governing Body.

GEORGET, Henri (Niger), Employers' representative; public works contractor.

GERBASI, Fernando (Venezuela), Third Secretary, Permanent Delegation of Venezuela to the United Nations Office and the international organisations in Geneva; accompanying Mr. Polanco, Government deputy member.
GHAYOUR, Massoud (Iran), Employers' representative; President, Indamine and Seti Companies; member of the Higher Labour Council.

GÓMEZ, Nelson (Colombia), Counsellor, Deputy Permanent Representative of Colombia to the United Nations Office in Geneva; substitute for Mr. Garcés, Government representative.

GONZÁLEZ NAVARRO, José, MP (Venezuela), Worker deputy member; President, Venezuelan Confederation of Workers.

GOROSHKIN, Ivan Vasilievich (USSR), Government representative; Vice-Chairman, State Labour and Wages Committee, Council of Ministers of the USSR; representative of the Government of the USSR on the Governing Body.

GREVE, Douglas Hugh (Liberia), Employer deputy member; Executive Director, Rubber Planters' Association of Liberia.

GREVER, René (Switzerland), Government observer; Assistant to the Directorate, Federal Office of Industry, Arts and Crafts, and Labour (OFIAMT).

GROOP, Mrs. Elisabeth (Finland), Head of Section, Ministry of Social Affairs and Health; accompanying Mr. Söderman, Government observer.

GROS ESPIELL, Héctor (Uruguay), Government representative; Ambassador; Permanent Representative of Uruguay to the United Nations Office and the specialised agencies in Geneva; representative of the Government of Uruguay on the Governing Body.

GULBRANDSEN, Ø., representative of the United Nations Conference on Trade and Development; Chief, Trade Section, Research Division.

GUNDERSEN, Jörgen (Denmark), Deputy Chief of Service, Ministries of Labour and Social Affairs; accompanying Mr. Coln, Government deputy member.

HAMALA, Hannu (Finland), Attaché, Permanent Mission of Finland in Geneva; accompanying Mr. Söderman, Government observer.

HARTMANN, Mrs. F. (Denmark), Chief of Division, Ministries of Labour and Social Affairs; accompanying Mr. Coln, Government deputy member.

HAWKES, Anthony J. (United Kingdom), Second Secretary, United Kingdom Mission to the United Nations Office and the international organisations in Geneva; accompanying Mr. Morgan, Government representative.

HEALY, Thomas Patrick Augustine, OBE (United Kingdom), Head, International Labour Department, Confederation of British Industry; substitute for Mr. Henniker-Heaton, Employers' representative.

HEATER, Russell C. (United States), Agency Director for Labor and Women, Bureau of International Organisations Affairs, Department of State; accompanying Mr. Persons, Government representative.

HELMIS, Georges (Greece), Second Secretary, Permanent Delegation of Greece to the United Nations Office in Geneva and the specialised agencies in Switzerland; accompanying Mr. Tranos, representative of a State Member invited to the session under article 26, paragraph 5, of the Constitution.

HENNIKER-HEATON, Clement Algernon Charles, CBE (United Kingdom), Employers' representative; Chairman, International Labour Committee, Confederation of British Industry.

HEYER, Albert, observer representing the International Confederation of Free Trade Unions; Director, Geneva Office; Secretary of the Workers' group.

HOOGWATER, J.H.W. (Netherlands), Government observer; Director-General for International Affairs, Ministry of Social Affairs and Public Health.

HUANG Yen-chao (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.
HUBER-RÜBEL, Rudolf (Switzerland), Employer deputy member; Chairman of the Board, Oerlikon Engineering Company.

HYDER, Tariq Osman (Pakistan), Second Secretary, Permanent Mission of Pakistan to the United Nations Office and the international organisations in Geneva; substitute for Mr. Mirza, Government deputy member.

IONESCU, Mrs. Smaranda (Rumania), Ministry of Labour; accompanying Mr. Datcu, Government representative.

JAMES, A.W.D., DFC (United Kingdom), Principal, Department of Employment; accompanying Mr. Morgan, Government representative.

KACTREK, J., Africa and Asia Division; accompanying Mr. Cuenod, representing the Office of the United Nations High Commissioner for Refugees.

KAIHARA, Naotake (Japan), accompanying Mr. Shioji, Workers' representative.

KANAEV, Georgy Eliseevich (USSR), Deputy Chief, International Section, All-Union Central Council of Trade Unions; accompanying Mr. Pimenov, Workers' representative.

KANLER, Franz (Austria), Government observer; Director, Federal Ministry of Social Administration.

KAWASHIMA, Yutaka (Japan), Second Secretary, Permanent Delegation of Japan to the international organisations in Geneva; accompanying Mr. Kunogi, Government representative.

KIKONGI, Permand (Zaire), Worker deputy member; General Secretary, National Union of Workers of Zaire.

KJÖLLERSTRÖM, Gérard (Sweden), International Secretary, Swedish Employers' Confederation; substitute for Mr. Bergenström, Employers' representative.

KLOTZ, Valentin (Federal Republic of Germany), Counsellor, Permanent Mission of the Federal Republic of Germany to the international organisations in Geneva; accompanying Mr. Züllner, Government representative.

KOKU, Simeon Olujinmi, MFR (Nigeria), Government representative; Permanent Secretary, Federal Ministry of Labour; representative of the Government of Nigeria on the Governing Body.

KONATE, Seydou (Upper Volta), Government representative; Inspector of Labour and Social Legislation.

KUMBU, Raphaël Rousseau (Zaire), First Secretary, Permanent Mission of the Republic of Zaire to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. Yoko, Government observer.

KUNOGI, Yukiyoshi (Japan), Government representative; Deputy Vice-Minister for International Labour Affairs, Ministry of Labour; 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.


LARRUE, Gérald (France), Regional Director of Labour and Employment, Ministry of Labour, Employment and Population; substitute representative of the Government of France on the Governing Body.

LE DIRAISON, Michel (France), Foreign Affairs Counsellor; accompanying Mr. Parodi, Government representative.
LEE, George Y.L. (Malaysia), Employer deputy member; Member of the Council, Malayan Council of Employers' Organisations.


LINDBERG, Ingrid (Sweden), Government observer; Head of Section, Ministry of Social Affairs.

LINDNER, Wolf Dieter (Federal Republic of Germany), Chief, International Social Policy Branch, Confederation of German Employers' Associations; substitute for Mr. Erdmann, Employers' representative.

LINSENMAYER, Tadd A. (United States), Office of Policy and Program Development, Bureau of International Labor Affairs, Department of Labor; accompanying Mr. Persons, Government representative.

LOUBET, Roger (France), Worker deputy member; Confederal Secretary, General Confederation of Labour—Force ouvrière.

LOVE, J. Douglas (Canada), Government representative; Deputy Minister, Department of Regional Economic Expansion; representative of the Canadian Government on the Governing Body.

LOVEDAY, H.M., MBE (Australia), Government observer; Ambassador; Permanent Representative of Australia to the United Nations Office in Geneva.

LÖW, Werner (Federal Republic of Germany), Adviser, Executive Board, Confederation of German Employers' Associations; accompanying Mr. Erdmann, Employers' representative.

LUONI, Monsignor Silvio (The Holy See), Government observer; Permanent Observer at the United Nations Office and the specialised agencies in Geneva.

MAHJUB, Mohammed (Libyan Arab Republic), Director-General of Labour, Ministry of Labour and Social Affairs; substitute for Mr. Gargoum, Government representative.

MAINWARING, John (Canada), Director, International Labour Affairs Branch, Department of Labour; substitute representative of the Government of Canada on the Governing Body.

MAKHLOUF, Mustapha (Tunisia), Workers' representative; Deputy Secretary-General, Tunisian General Labour Union.

MALIK, P.M.S. (India), First Secretary, Acting Permanent Representative of India to the United Nations Office in Geneva; substitute for Mr. Nayak, Government representative.

MATSUI, Tatsuro (Japan), First Secretary, Permanent Delegation of Japan to the international organisations in Geneva; accompanying Mr. Kunogi, Government representative.

MAUREL, Gaston, Permanent Delegation in Geneva; accompanying Mr. Nicolas, representing the Commission of the European Communities.

MELAMED, Moshe (Israel), Government observer; First Secretary, Permanent Mission of Israel to the United Nations Office and the international organisations in Geneva.

MELNIKOV, R.V. (USSR), Counsellor, Ministry of Foreign Affairs of the USSR; accompanying Mr. Goroshkin, Government representative.
MERCADO, José Raquel (Colombia), Worker deputy member; President, Confederation of Colombian Workers.

MIKL, Felix (Austria), Secretary of Embassy, Permanent Mission of Austria to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. Kanler, Government observer.

MIRZA, Naseem (Pakistan), Government deputy member; Acting Permanent Representative of Pakistan to the United Nations and the international organisations in Geneva.

MITRAN, Costel (Rumania), First Secretary, Permanent Mission of the Socialist Republic of Rumania to the United Nations Office and the specialised agencies in Geneva; substitute for Mr. Datcu, Government representative.

MOKH-ONORI, Manuzio (Italy), Chief, Liaison with ILO and other international organisations, General Confederation of Italian Industry; accompanying Mr. Salvi, Employers' representative.

MOCHANOV, Alexander A. (USSR), Counsellor, Deputy Permanent Representative of the USSR to the United Nations Office and other international organisations in Geneva; accompanying Mr. Goroshkin, Government representative.

MUZZI BALMACEDA, Manuel (Chile), Employer deputy member; ILO Adviser to the Employers' Association of Chile; Chief, Legal Department, Sociedad de Fomento Fabril.

MORGAN, Alun Michael, CMG (United Kingdom), Government representative; Assistant Under-Secretary of State, Department of Employment; substitute representative of the Government of the United Kingdom on the Governing Body.

MORRIS, Joseph (Canada), Workers' representative; Executive Vice-President, Canadian Labour Congress; Vice-Chairman of the Governing Body.

MORAL, Eli (Israel), Worker deputy member; member of the Executive Bureau, General Federation of Labour (Histadrut).

MRACHKOV, Vassil (Bulgaria), Chief Expert, Ministry of Labour and Social Affairs; accompanying Mr. Petrov, Government deputy member.

MUHR, Gerd (Federal Republic of Germany), Workers' representative; Vice-President, German Confederation of Trade Unions (DGB).

MUÑOZ LEDO, Arturo (Mexico), Counsellor, Permanent Mission of Mexico to the United Nations Office and the international organisations in Geneva; accompanying Mr. Castañeda, Government observer.

MURIN, Štefan (Czechoslovakia), Government representative; Minister-Counsellor; Deputy Permanent Representative of the Czechoslovak Socialist Republic to the United Nations Office in Geneva; substitute representative of the Government of the Czechoslovak Socialist Republic on the Governing Body.

MUWANGA, Paulo (Uganda), Government deputy member; Ambassador to France and the United Nations agencies in Geneva; representative of the Government of Uganda on the Governing Body.

NÁJERA ESPINOZA, José A. (Ecuador), Minister; Deputy Permanent Representative of Ecuador to the United Nations Office and the specialised agencies in Geneva; substitute representative of the Government of Ecuador on the Governing Body.

NAGASATO, Mitsuei (Japan), European Representative, Japan Federation of Employers' Associations; accompanying Mr. Yoshimura, Employer deputy member.

NASR, Marwan (Lebanon), Employers' representative; Executive Secretary, Association of Lebanese Industrialists.
NAYAK, P.M. (India), Government representative; Secretary, Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment).

NEILAN, Edwin P. (United States), Employers' representative; Director, Chasles Western Oil and Development Company.

NGAI-VOUETO, Clément (Central African Republic), Government representative; Minister of the Civil Service and Labour.

NGUYEN-THOAI (Republic of Viet-Nam), Chief, Legislation and International Relations Service, Ministry of Labour; accompanying Mr. Dam-Sy-Hien, Government representative.

NICOLAS, Pierre, representative of the Commission of the European Communities; Chief, Permanent Delegation in Geneva.

NJOTOWIJONO, Umarjadi (Indonesia), Government representative; Ambassador; Permanent Representative of Indonesia to the International Labour Organisation; representative of the Government of Indonesia on the Governing Body; Chairman of the Governing Body.

NOGUEIRA BATISTA, Paulo (Brazil), Government representative; Minister; Deputy Permanent Representative of Brazil to the United Nations Office and other international organisations in Geneva.

NOTE, Agathon (People's Republic of the Congo), Government deputy member; Director-General of Labour.

O'CARROLL, T. (Ireland), Government observer; Secretary-General, Department of Labour.

OECHSLIN, Jean-Jacques (France), Chief, ILO Relations Service, National Council of French Employers; substitute for Mr. Waline, Employers' representative.

OHKI, Hiroshi (Japan), Counsellor, Permanent Delegation of Japan to the international organisations in Geneva; substitute representative of the Government of Japan on the Governing Body.

ØKSNES, K.J. (Norway), Government observer; Director-General, Ministry of Social Affairs.


OMONDI, Joseph Barnabas Otieno (Kenya), Senior Labour Officer, Ministry of Labour; substitute representative of the Government of Kenya on the Governing Body.

ORTIZ RODRÍGUEZ, Frank (Cuba), Government observer; First Secretary, Permanent Mission of Cuba to the United Nations Office and the international organisations in Geneva.

OSIECKI, Jerzy (Poland), First Secretary, Permanent Representation of the Polish People's Republic to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. Wierzbicki, Government observer.

OTHIENO, James I. (Kenya), Government representative; Permanent Secretary to the Ministry of Labour; representative of the Government of Kenya on the Governing Body.

OVALLE, José Manuel (Chile), Third Secretary, Permanent Mission of Chile to the United Nations Office and the international organisations in Geneva; substitute for Mr. Gamboa Serazzi, Government deputy member.

OWOR, Moses Steven (Uganda), Labour Commissioner; substitute representative of the Government of Uganda on the Governing Body.
PALACIOS TREVIÑO, Jorge (Mexico), Deputy Permanent Representative of Mexico to the United Nations Office and the international organisations in Geneva; accompanying Mr. Castañeda, Government observer.

PANIKKAR, K.B., observer representing the World Federation of Trade Unions; Permanent Representative in Geneva.

PANKERT, A., Assistant to the Secretary-General; accompanying Mr. Lagasse, observer representing the International Organisation of Employers.

PARODI, Alexandre (France), Government representative; Ambassador; Vice-President of the Council of State; representative of the Government of France on the Governing Body.

PELLINKHOF, T.M. (Netherlands), Chief, International Social Affairs Division, Ministry of Social Affairs and Public Health; accompanying Mr. Hoogwater, Government observer.

PERSONS, Edward B. (United States), Government representative; Associate Deputy Under-Secretary of Labor for International Affairs, Department of Labor; substitute representative of the Government of the United States on the Governing Body.

PESHKOV, Vasily Ivanovich (Byelorussia), Government observer; Permanent Representative of the Byelorussian SSR to the United Nations Office and the international organisations in Geneva.

PETROV, Teneu (Bulgaria), Government deputy member; Ambassador; Permanent Representative of the People's Republic of Bulgaria to the United Nations Office and the international organisations in Geneva.

PHAM-VAN-TRINH (Republic of Viet-Nam), Second Secretary, Permanent Mission of Viet-Nam to the international organisations in Geneva; accompanying Mr. Dan-Sy-Hien, Government representative.

PIMENOV, Pyotr Timofeevich (USSR), Workers' representative; Secretary, All-Union Central Council of Trade Unions.

PIMENTEL, Marcello (Brazil), Legal Adviser, Ministry of Labour and Social Welfare; accompanying Mr. Nogueira Batista, Government representative.

PINEDA PABÓN, Julio César (Venezuela), First Secretary, Permanent Delegation of Venezuela to the United Nations Office and the international organisations in Geneva; accompanying Mr. Polanco, Government deputy member.

PINO DE LLON, Norman (Venezuela), Third Secretary, Permanent Delegation of Venezuela to the United Nations Office and the international organisations in Geneva; accompanying Mr. Polanco, Government deputy member.

PLANT, Cyril Thomas Howe, OBE (United Kingdom), Workers' representative; member, General Council of the Trades Union Congress; General Secretary, Inland Revenue Staff Federation.

POLANCO, Tomás (Venezuela), Government deputy member; Ambassador; Permanent Delegate of Venezuela to the United Nations Office and the international organisations in Geneva; representative of the Government of Venezuela on the Governing Body.

POZHARSKY, Vladimir Sergeevich (USSR), Director, International Economic Organisations Department, Ministry of Foreign Affairs of the USSR; substitute for Mr. Goroshkin, Government representative.

PURPURA, Rosario (Italy), former Director-General, Ministry of Labour and Social Welfare; substitute representative of the Government of Italy on the Governing Body.

PUSHKAROV, Vitali Ivanovich (USSR), Adviser, International Section, All-Union Central Council of Trade Unions; accompanying Mr. Pimenov, Workers' representative.


RASOLO, Fidèle Timon (Malagasy Republic), Worker deputy member; Secretary-General, Regional Association of Federated Trade Unions (PFMT).

REHKER, Mrs. Gisela (Federal Republic of Germany), Minister-Counsellor, Permanent Mission of the Federal Republic of Germany to the international organisations in Geneva; accompanying Mr. Zöllner, Government representative.

SACKS, Dr. Michael R., representative of the World Health Organisation; Chief, Programme Co-ordination Service.

ST. DENIS, Michel (Canada), Canadian Labour Congress; accompanying Mr. Morris, Workers' representative.

SALHI, Khellil (Algeria), Ministry of Labour and Social Affairs; substitute for Mr. Briki, Government deputy member.

SALVI, Francesco Maria (Italy), Employers' representative; member of the Presidential Board, General Confederation of Italian Industry.

SÁNCHEZ MADARIAGA, Alfonso (Mexico), Workers' representative; Relations Secretary, Mexican Confederation of Workers.

SAWA, Joseph (Uganda), Labour Attaché, Embassy of Uganda, Paris; accompanying Mr. Muwanga, Government deputy member.

SCHAMIS, Gerardo J., representative of the Organisation of American States; Permanent Representative, European Regional Office.

SCHÖNBALL, Walter, Research and International Agency Liaison Unit; accompanying Mr. Bueno do Prado, representing the Intergovernmental Committee for European Migration.

SCHRADER, Roger C. (United States), Labor Attaché, United States Mission, Geneva; accompanying Mr. Persons, Government representative.

SELENGUE, Nicolas (Central African Republic), Director of Labour, Ministry of the Civil Service and Labour; substitute for Mr. Ngai-Voueto, Government representative.

SERVANT, Jacques, representative of the International Atomic Energy Agency; Director; Geneva Office.

SHEYBANI, Ali Akbar (Iran), Government deputy member; Adviser to the Minister of Labour and Social Affairs; representative of the Government of Iran on the Governing Body.

SHIOJI, Ichiro (Japan), Workers' representative; Vice-President, Japanese Confederation of Labour; President, Federation of Japan Automobile Workers' Unions.

SIBOUEKAZ, Zouheir (Algeria), Foreign Affairs Attaché; substitute for Mr. Briki, Government deputy member.

ŠIKTANC, Josef (Czechoslovakia), Chief, International Relations Department, Federal Ministry of Labour and Social Affairs; substitute for Mr. Murín, Government representative.
SIMBOLOTTI, Miss Graziella (Italy), First Secretary of Legation, Permanent Mission of Italy to the international organisations in Geneva; accompanying Mr. Ago, Government representative.

SMETS, Isidore (Belgium), Government deputy member; former Senator; former Chairman, General Workers' Union; former Chairman, International Federation of Building and Woodworkers; former member of the Supervisory Board of the National Bank of Belgium; former Chairman, National Housing Institute.

SOARES CARBONAR, Orlando (Brazil), First Secretary of Embassy, Permanent Delegation of Brazil to the United Nations Office and other international organisations in Geneva; accompanying Mr. Nogueira Batista, Government representative.

SÖDERMAN, Jacob (Finland), Government observer; Director, Labour Department, Ministry of Social Affairs and Health.

SOLOMON, Beyene (Ethiopia), Worker deputy member; President, Confederation of Ethiopian Trade Unions.

STEINER, J.F. (United States), ILO Adviser, Chamber of Commerce of the United States; substitute for Mr. Neilan, Employers' representative.

SUDONO, Agus, MP (Indonesia), Worker deputy member; President, Federation of Indonesian Islamic Trade Unions (GASBIINDO).

SUNDER, Olaf (Norway), Workers' representative; Legal Adviser, General Confederation of Trade Unions in Norway.

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. Zölner, Government representative.

TRANOS, Constantin N. (Greece), representative of a State Member invited to the session under article 26, paragraph 5, of the Constitution; Ambassador; Permanent Representative of Greece to the United Nations Office in Geneva and the specialised agencies in Switzerland.

TZVETKOV, Simeon (Bulgaria), First Secretary, Permanent Representation of the People's Republic of Bulgaria to the United Nations Office and the international organisations in Geneva; substitute for Mr. Petrov, Government deputy member.


ULUÇEVIK, Tugay (Turkey), Government observer; First Secretary, Permanent Mission of Turkey to the United Nations Office in Geneva.

VAN BELLINGHEN, J.P. (Belgium), Ambassador; Permanent Delegate of Belgium to the United Nations Office and the specialised agencies in Geneva; accompanying Mr. Smets, Government deputy member.

VANDERVEKEN, Jean, Geneva Office; accompanying Mr. Heyer, observer representing the International Confederation of Free Trade Unions.

VÉGH GARZÓN, Carlos R. (Uruguay), Employer deputy member; former Minister of Finance; President, Pan-American Federation of Engineering Societies; Vice-President, World Federation of Engineering Societies.

VERSCHUEREN, A. (Belgium), Employer deputy member; Director, Federation of Belgian Industries.
VIEYTE, Julio César (Uruguay), Counsellor, Permanent Delegation of Uruguay to the United Nations Office and the specialised agencies in Geneva; substitute for Mr. Gros Espiell, Government representative.

WALINE, Pierre (France), Employers' representative; Honorary Delegate-General, Federation of Metallurgical and Mining Industries.

WALSH, Michael (United Kingdom), accompanying Mr. Plant, Workers' representative.

WARBURTON, Miss A.M., CVO (United Kingdom), Counsellor, United Kingdom Mission to the United Nations Office and the international organisations in Geneva; accompanying Mr. Morgan, Government representative.

WEISSENBERG, Gerhard (Austria), Worker deputy member; Chief, Social Policy Department, Austrian Federation of Trade Unions.

WIEBRINGHAUS, Hans, representative of the Council of Europe; Head, Social Division.

WIERZBICKI, Zdzislaw (Poland), Government observer; Adviser to the Chairman, Labour and Wages Committee.

WIJESINGHE, Mallory E. (Ceylon), Employer deputy member; President, Federation of Chambers of Commerce and Industry of Ceylon; Chairman and Managing Director, Messrs. Bartleet and Co. Ltd.

WOLF, Heinz (Federal Republic of Germany), Chief of Division, Executive Board, German Confederation of Trade Unions (DGB); accompanying Mr. Muhr, Workers' representative.

YLLANES RAMOS, Fernando (Mexico), Employers' representative; Adviser, Confederation of Chambers of Commerce of the United States of Mexico.


YOSHIMURA, Kazuo F. (Japan), Employer deputy member; Director, International Division, Japan Federation of Employers' Associations.

ZAEPFERER DE GOYENECHE, Mrs. Ana M. (Argentina), Government deputy member; Ambassador; Permanent Representative of the Republic of Argentina to the United Nations Office and the international organisations in Geneva.


ZOUFANOS, T., Co-ordination Unit, United Nations Office in Geneva; accompanying Mr. Casson, representing the United Nations.
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<td>20</td>
<td>Appointment of Governing Body Representatives on Various Bodies:</td>
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<td></td>
<td>Seventh Asian Regional Conference</td>
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<td></td>
<td>Other Matters:</td>
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<td>Changes in the Membership of Governing Body Committees</td>
<td>113</td>
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<td>Absence of Mr. Salem Shita, Worker Deputy Member of the Governing Body</td>
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