# Table of Contents

<table>
<thead>
<tr>
<th>Persons Attending the Session</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
</tr>
</tbody>
</table>

## Sittings

### First Sitting

- Opening of the Session
- Absence of Mr. Salem Shita, Worker Deputy Member of the Governing Body
- Visit by the Secretary-General of the United Nations
- Record of the Seventh Asian Regional Conference (Teheran, 4-14 December 1971) *(Third Item on the Agenda)*

### Second Sitting

- Report of the Meeting of Experts on Control and Prevention of Occupational Cancer (Geneva, 10-17 January 1972) *(Fifth Item on the Agenda)*

### Third Sitting

- Incident Affecting Mr. Mahjub Benseddik, Worker Member of the Governing Body
- Trade, Aid, Employment and Labour *(Second Item on the Agenda)*

### Fourth Sitting

- Trade, Aid, Employment and Labour *(Second Item on the Agenda)* (cont.)

### Fifth Sitting

- Reports of the Financial and Administrative Committee *(Eighth Item on the Agenda)*
  - First Report:
    - Financial and General Questions:
      - Programme and Budget for 1970-71: Budgetary Performance and Transfers
      - 1972-73 Regular Budget Account at 31 January 1972
      - Position of the Working Capital Fund
      - Situation at 31 January 1972 of United Nations Development Programme Funds Available to the ILO
      - Proposal under Article 20(3)(b) of the Financial Regulations for an Additional Assessment in 1973
      - Financial Questions relating to the International Centre for Advanced Technical and Vocational Training (Turin)
      - Reports of the United Nations Advisory Committee on Administrative and Budgetary Questions
      - Reports by the United Nations Joint Inspection Unit

Second Report:

Personnel, Pensions and Administrative Questions:

Staff Representative's Comments on the Personnel, Pensions and Administrative Questions on the Committee's Agenda ......................... 40
Composition and Structure of the Staff of the International Labour Office .................................................................................. 40
Proposed Amendments to the Staff Regulations ................................................. 40
Questions relating to the Administrative Tribunal of the ILO:
Composition of the Tribunal: Extension of Terms of Office .............. 40
Recognition of the Jurisdiction of the Tribunal by the International Patent Institute .................................................... 41
Report of the Administrative Board of the ILO Staff Pensions Fund .... 41
Report of the ILO Staff Pension Committee (United Nations Joint Staff Pension Fund) ........................................................... 41
Report of the Board of Trustees of the Special Payments Fund ............ 41
Other Personnel, Pensions and Administrative Questions:
Improvement in Benefits of the United Nations Joint Staff Pension Fund ............................................................................. 41
Release from Assignment Duties of Staff Union Committee Members .... 41
Classification of Geneva for the Purpose of Post Adjustment .......... 41

Third Report:

Financial and General Questions:

1972-73 Regular Budget Account at 31 January 1972:
Consequences of Continuing Uncertainty concerning the Dates of Payment of the United States Contribution .......................... 41

SIXTH SITTING

Reports of the Financial and Administrative Committee (Eighth Item on the Agenda) (concl.)

Third Report (concl.):

Financial and General Questions:

1972-73 Regular Budget Account at 31 January 1972:
Consequences of Continuing Uncertainty concerning the Dates of Payment of the United States Contribution (concl.) ................. 47
Payment of Assessed Contributions: Financial Inducements for Prompt Payment and/or Penalties for Late Payment ..................... 52
First Report (concl.):
Financial and General Questions:
Proposal under Article 20.3(b) of the Financial Regulations for an Additional Assessment in 1973 (concl.) ........................................ 52

Fourth Report:
Financial and General Questions:
In-Depth Review of the Social Security Programme .......................... 52
Trade, Aid, Employment and Labour (Second Item on the Agenda) (cont.) .... 52

SEVENTH SITTING
Trade, Aid, Employment and Labour (Second Item on the Agenda) (cont.) ..... 60
Report of the Meeting of Experts on Paid Educational Leave (Geneva, 10-21 January 1972) (Fourth Item on the Agenda) ............................... 61
Approval of the Minutes of the 184th Session (First Item on the Agenda) ... 69
Activities of the International Occupational Safety and Health Information Centre (CIS) in 1971 (Thirteenth Item on the Agenda) .............. 69

EIGHTH SITTING
Incident Affecting Mr. Mahjub Benseddik, Worker Member of the Governing Body (concl.) ................................................................. 70
Effect Given to the Recommendations of the Commission of Inquiry concerning the Observance by Greece of the Conventions on Freedom of Association (Sixth Item on the Agenda) ............................ 70
Reports of the Committee on Freedom of Association (Seventh Item on the Agenda) ................................................................. 71
One Hundred and Twenty-eighth Report:
I. Introduction ............................................................................. 71
II. Cases Which the Committee Considered Did Not Call for Further Examination ................................................................. 71
III. Definitive Conclusions in the Case relating to Nicaragua (Case No. 662) ................................................................. 71
IV. Interim Conclusions in the Case relating to Argentina (Case No. 651) .............................................................................. 72
One Hundred and Twenty-ninth Report ............................................. 72
I. Introduction ............................................................................. 72
II. Complaints Which the Committee Recommended Should Be Dismissed as Irreceivable under the Procedure in Force ..................... 72
III. Cases Which the Committee Considered Did Not Call for Further Examination ................................................................. 72
IV. Definitive Conclusions in the Cases relating to Brazil (Case No. 385), Mexico (Case No. 603) and Costa Rica (Case No. 635) .................................................. 72

V. Interim Conclusions in the Cases relating to Colombia (Case No. 514), Portugal (Case No. 654), Costa Rica (Case No. 665), Portugal (Case No. 666), Jordan (Case No. 668) and Bolivia (Case No. 685) .................................................. 73

One Hundred and Thirtieth Report ................................................................. 73

International Centre for Advanced Technical and Vocational Training (Sixteenth Item on the Agenda):

Report on the Fourteenth Session of the Board of the Centre ...................... 73

Report of the Committee on Standing Orders and the Application of Conventions and Recommendations (Tenth Item on the Agenda) ...................... 75

Report of the International Organisations Committee (Eleventh Item on the Agenda) ............................................................. 76

Composition and Agenda of Committees and of Various Meetings (Fourteenth Item on the Agenda):

First Paper:

Composition and Agenda of Standing Bodies and Expert Meetings:

Composition of the Joint Maritime Commission and Agenda for Its 21st Session ............................................................. 78

Agenda for the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy ............................................................. 78

Second Paper:

Composition of Standing Bodies and Expert Meetings:

Panel of Consultants on Safety and Health in Agriculture ......................... 79

Panel of Consultants on Safety in Mines ....................................................... 79

Panel of Consultants on the Problems of Women Workers .......................... 79

Panel of Consultants on the Problems of Young Workers ............................ 79

Ad Hoc Committee on the Occupational Safety and Health Programme .......... 79

Third Paper:

Composition of the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy .................................................. 80

Report of the Director-General (Seventeenth Item on the Agenda):

Part I .................................................................................................................. 80

Part II:

I. Obituary ........................................................................................................... 81

II. Composition of the Governing Body ............................................................ 82

III. Progress of International Labour Legislation ........................................... 82

IV. Publications .................................................................................................. 82
First Supplementary Report: Action Taken in regard to the 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 ................................................................. 82

Second Supplementary Report: Procedure for the Appointment of Conference Committees ......................................................... 83

Third Supplementary Report: Participation of Non-Metropolitan Territories as Observers in the 57th (1972) Session of the International Labour Conference ......................................................... 83

Programme of Meetings (Eighteenth Item on the Agenda) ......................... 83

Appointment of Governing Body Representatives on Various Bodies (Nineteenth Item on the Agenda) ......................................................... 83

Trade, Aid, Employment and Labour (Second Item on the Agenda) (concl.) 84

Report of the Working Party on the Financing of the Expenses of Conference Delegations (Twelfth Item on the Agenda) (concl.) ................. 87

APPENDICES

APPENDIX I

Agenda ..................................................................................... 89

APPENDIX II

Trade, Aid, Employment and Labour:

(a) Statement for the Third UNCTAD Conference: Report of the Working Party:

First Paper: Draft Policy Statement Prepared for Consideration by the Working Party ................................................................. 91

Annex. Text Considered by the Working Party ................................. 92


(b) Preliminary Report on Fair Labour Standards .............................. 101

APPENDIX III

Record of the Seventh Asian Regional Conference:

Opening of the Conference ....................................................... 110

Organisation of the Conference .................................................. 114

Discussion of the Report of the Director-General ........................... 115

Resolutions and Conclusions Adopted by the Conference and Suggested Action by the Governing Body ................................. 116

Closing Speeches ...................................................................... 119

Annex. Reply of the Director-General to the Discussion on His Report 120
## APPENDIX IV

Report of the Meeting of Experts on Paid Educational Leave .......................... 126

## APPENDIX V

Report of the Meeting of Experts on Control and Prevention of Occupational Cancer .................................................. 128

## APPENDIX VI

Effect Given to the Recommendations of the Commission of Inquiry concerning the Observance by Greece of the Conventions on Freedom of Association ........................................ 131

## APPENDIX VII

Reports of the Committee on Freedom of Association ................................. 136

## APPENDIX VIII

Reports of the Financial and Administrative Committee ............................. 136

## APPENDIX IX

Report of the Allocations Committee ....................................................... 136

## APPENDIX X

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

Application of Conventions and Recommendations:

| Forms of Report (Article 22 of the Constitution) on the Medical Care and Sickness Benefits Convention, 1969 (No. 130), and the Minimum Wage Fixing Convention, 1970 (No. 131) | 137 |
| Over-all Review of International Labour Conventions and Recommendations | 137 |
| Examination of the Desirability of Full or Partial Revision of the Night Work (Women) Convention (Revised), 1948 (No. 89) | 141 |

## APPENDIX XI

Report of the International Organisations Committee:

| Activities of the Economic and Social Council: 51st Session | 144 |
| Twenty-Sixth Session of the General Assembly of the United Nations | 145 |
| Agrarian Reform: Co-operation with FAO | 148 |
| Protection of Performers, Producers of Phonograms and Broadcasting Organisations | 148 |
| Preservation of the Human Environment | 149 |
APPENDIX XII

APPENDIX XIII
Activities of the International Occupational Safety and Health Information Centre (CIS) in 1971 ................................. 154

APPENDIX XIV
Composition and Agenda of Committees and of Various Meetings:
First Paper:
Composition and Agenda of Standing Bodies and Expert Meetings:
I. Standing Bodies:
   Composition of the Joint Maritime Commission and Agenda for Its 21st Session ........................................ 154
II. Expert Meetings:
   Agenda for the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy .......... 155

Second Paper:
Composition of Standing Bodies and Expert Meetings:
I. Standing Bodies:
   Panel of Consultants on Safety and Health in Agriculture ........ 157
   Panel of Consultants on Safety in Mines .......................... 159
   Panel of Consultants on the Problems of Women Workers .......... 160
   Panel of Consultants on the Problems of Young Workers .......... 160
II. Expert Meetings:
   Ad Hoc Committee on the Occupational Safety and Health Programme .............................................................. 161

Third Paper:
Composition of the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy .......... 162

APPENDIX XV
International Institute for Labour Studies .......................... 163

APPENDIX XVI
International Centre for Advanced Technical and Vocational Training:
Report on the Fourteenth Session of the Board of the Centre .......... 164
Appendix 1. Geographical Distribution of Participants in Standard Programmes, Special Programmes and Seminars Organised at the Centre from 15 October 1965 to 31 January 1972

Appendix 2. State of Research Projects at 1 January 1972


Appendix 4. External Collaboration, 1971-72

Appendix 5. Estimated Operating Statement at 31 December 1971

Appendix 6. List of Members of the Advisory Board on Programmes

Annex B. Letter from the Director of the Centre to the Administrator of the United Nations Development Programme

Annex C. Programme and Budget for the Academic Year 1 August 1972 to 31 July 1973

Appendix 1. Comparative Statement of Expenditure Estimates

Appendix 2. ILO-UNESCO Research Programme: Budget for the Year Ending 31 July 1973

Appendix 3. Summary of Posts, 1972-73, by Grade and Activity

Appendix 4. Changes in Posts between 1971-72 and 1972-73 Budgets, by Grade and Activity

APPENDIX XVII

Report of the Director-General:

Part I:

Introduction
Asian Regional Conference
Technical Co-operation
Human Rights and International Labour Standards
Progress under the World Employment Programme
Other Substantive Programmes

Part II:

I. Obituary
II. Composition of the Governing Body
III. Progress of International Labour Legislation
IV. Publications

First Supplementary Report: Action Taken in Regard to the 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

Second Supplementary Report: Procedure for the Appointment of Conference Committees
Third Supplementary Report: Participation of Non-Metropolitan Territories as Observers in the 57th (1972) Session of the International Labour Conference .............................. 245

APPENDIX XVIII
Programme of Meetings ........................................... 246

APPENDIX XIX
Appointment of Governing Body Representatives on Various Bodies .............. 247

APPENDIX XX
Alphabetical List of Persons Attending the Session ................................. 248

Index ................................................................. 261
MINUTES OF THE 185th SESSION

The 185th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 29 February to Friday, 3 March 1972.

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Government group:

Brazil: Mr. SARAIVA GUERREIRO
Canada: Mr. IGNATIEFF
Central African Republic: Mr. NGAI-VOUETO
Colombia: Mr. GARÇÉS
Czechoslovakia: Mr. MURIN
Ecuador: Mr. DUSTAMANTE
France: Mr. PARODI
Federal Republic of Germany: Mr. ZÖLLNER
India: Mr. BANERJEE
Italy: Mr. BASRI
Japan: Mr. AGO
Kenya: Mr. KUNOGI
Libyan Arab Republic: Mr. OTHIENO
Nigeria: Mr. GARGOUM
Romania: Mr. UKPABI
Syrian Arab Republic: Mr. ENE
USSR: Mr. ALLAF
United Kingdom: Mr. GOROSHKIN
United States: Mr. MORGAN
Uruguay: Mr. PERSONS
Viet-Nam: Mr. GROS ESPIELL

Mr. DAM-SY-HIEN
Employers' group:

Mr. ANDRIANTSITCHAINA
Mr. BERGENSTROM
Mr. BERDMANN
Mr. GEORGET
Mr. GHAYOUR
Mr. HENNIKER-HEATON
Mr. NASR
Mr. NEILAN
Mr. SALVI
Mr. TATA
Mr. WALINE
Mr. YLLANES RAMOS

Workers' group:

Mr. ABID ALI
Mr. BOLTYAH
Mr. DE BOCK
Mr. PAUFL
Mr. POGAM
Mr. GONZALEZ NAVARRO
Mr. MAKHLOUF
Mr. MORGIS
Mr. MUHR
Mr. PLANT
Mr. SHIOJI
Mr. SUNDE

The following regular members were absent:

Government group:

China
Upper Volta

Employers' group:

Mr. BANNERMAN-MENSON
Mr. GONZALES BLANCO

Workers' group:

Mr. BENSEDDIK
Mr. PIMENOV
Mr. SANCHEZ MADARIAGA

The following deputy members were present:

Government group:

Algeria: Mr. BRIKI
Argentina: Mrs. ZAEFFERER de GOYENECHE
Belgium: Mr. SMETS
Bulgaria: Mr. PETROV
Chile: Mr. DAZA VALLENZUELA
Congo: Mr. GOMA
Denmark: Mr. COLN
Iran: Mr. SHEYBANI
Pakistan: Mr. NAIK
Somalia: Mr. SUGAL
Uganda: Mr. MUWANGA
Venezuela: Mr. FERNANDEZ
THE GOVERNING BODY
OF THE INTERNATIONAL LABOUR OFFICE

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Colombia: Mr. GARCÉS
Czechoslovakia: Mr. MURIN
Ecuador: Mr. BUSTAMANTE
France: Mr. PARODI
Federal Republic of Germany: Mr. ZÖLLNER
India: Mr. BANERJEE
Indonesia: Mr. BASRI
Italy: Mr. AGO
Japan: Mr. KUNOGI
Kenya: Mr. OTHIENO
Libyan Arab Republic: Mr. GARGOUM
Nigeria: Mr. UKPABI
Rumania: Mr. ENE
Syrian Arab Republic: Mr. ALLAF
USSR: Mr. GOROSHKIN
United Kingdom: Mr. MORGAN
United States: Mr. PERSONS
Uruguay: Mr. GROS ESPIELL
Viet-Nam: Mr. DAM-SY-HIEN
Employers' group:

Mr. ANDRIANTSITOHAINA
Mr. BERGENSTROM
Mr. ERMANN
Mr. GEORGET
Mr. GHAYOUR
Mr. HENNICKER-HEATON
Mr. NASR
Mr. NEILAN
Mr. SALVI
Mr. TATA
Mr. WALLINE
Mr. YLLANES RAMOS

Workers' group:

Mr. ABID ALI
Mr. BOLTYAH
Mr. DE BOCK
Mr. FAUPL
Mr. FOGAM
Mr. GONZALEZ NAVARRO
Mr. MAKHLOUF
Mr. MERRIS
Mr. MUHR
Mr. PLANT
Mr. SHIOJI
Mr. SUNDE

The following regular members were absent:

Government group:

China
Upper Volta

Employers' group:

Mr. BANNERMAN-MENSON
Mr. GONZALES BLANCO

Workers' group:

Mr. BENSEDDIK
Mr. PIMENOV
Mr. SANCHEZ MADARIAGA

The following deputy members were present:

Government group:

Algeria: Mr. BRIKI
Argentina: Mrs. ZAEPFPERER de GOYENECHE
Belgium: Mr. SMETS
Bulgaria: Mr. PETROV
Chile: Mr. DAZA VALENZUELA
Congo: Mr. GOMA
Denmark: Mr. COLN
Iran: Mr. SHEYBANI
Pakistan: Mr. NAIK
Somalia: Mr. MUWANGA
Uganda: Mr. FERNANDEZ
Venezuela:
Employers' group:
Mr. VITAIC JAKASA
Sir Grant FERRIER
Mr. VERSCHUEREN
Mr. PHIRI
Mr. GHALI
Mr. RICHAN
Mr. ABATE
Mr. YOSHIMURA
Mr. BASTID
Mr. GREVE
Mr. MARTINEZ ESPINO
Mr. VEGH GARZON

Workers' group:
Mr. LOUET
Mr. MERCADO
Mr. MOYAL
Mr. SOLOMON
Mr. WEISSENBERG
Mr. SUDONO
Mrs. BERRY
Mr. HERNANDEZ

The following deputy members were absent:

Employers' group:
Mr. MONTT BALMACEDA

Workers' group:
Mr. ARMATO
Mr. KIKONGI
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

The following representatives of States Members of the Organisation were present as observers:

Australia: Mr. LOVEDAY
Austria: Mr. KANLER
Belgium: Mr. OMEDO
Byelorussia: Mr. PESHKV
Cuba: Mr. LECHUGA HEVIA
Egypt (Arab Republic of): Mr. EL-DEFRAWI
Finland: Mr. SODERMAN
Hungary: Mr. MEISZTER
Ireland: Mr. O'CARROLL
Israel: Mr. ROSENNE
Malta: Mr. SALIBA
Mexico: Mr. MUÑOZ LEIDO
Netherlands: Mr. HOOGWATER

1 Present only at the Committee meetings.
New Zealand: Mr. DAWSON
Norway: Mr. ØKSNES
Peru: Mr. ALVAREZ-CALDERÓN
Philippines: Mr. URQUIOLA
Poland: Mr. WIERZBICKI
Spain: Mr. BENITO MESTRE
Sweden: Mr. LINDBERG
Switzerland: Mr. GREVER
Trinidad and Tobago: Mr. HAZEL
Turkey: Mr. ULUÇEVIK
Ukraine: Mr. EGOROV
Yugoslavia: Mr. BOJADŽIEVSKI

The Holy See: Mgr. LUONI

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. CABALLERO, Assistant Director-General
Mr. CHNO, Assistant Director-General
Mr. WOLF, Legal Adviser
Mr. ASTAPENKO, Assistant Director-General

Representatives of international intergovernmental organisations

United Nations:
United Nations Conference on Trade and Development: Mr. CASSON
Office of the United Nations High Commissioner for Refugees: Mr. KOHOUT
United Nations Development Programme: Mr. CUENOD
United Nations Institute for Training and Research: Mr. FOX

World Health Organisation:

International Bank for Reconstruction and Development: Mr. SAMPER
International Atomic Energy Agency: Dr. SACKS
General Agreement on Tariffs and Trade: Mr. HAWKINS
League of Arab States: Mr. SERVANT
Organisation of American States: Mr. TUMLIR
Council of Europe: Mr. RADI
Commission of the European Communities: Mr. SCHAMIS
Intergovernmental Committee for European Migration: Professor SUR

Mr. NICOLAS
Mr. BUENO do PRADO
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. de ANGELI

Substitutes and Advisers:

Mr. de ACHÁ, accompanying Mr. OLMEDO
Mr. ALBERTI, substitute for Mr. DAZA VALENZUELA
Mr. AMARAL de SAMPAIO, accompanying Mr. SARAIVA GUERREIRO
Mr. AUGER, accompanying Mr. IGNATIEFF
Mr. BARBEAU, substitute for Mr. PARODI
Mr. BASRI, substitute for Mr. NJOTOWIJONO
Mr. BELFRAGE, accompanying Mr. LINDBERG
Mr. BENZITOUNI, substitute for Mr. BRUKI
Mr. BLINNEY, accompanying Mr. LOVEDAY
Mr. BOUDEHRI, substitute for Mr. BRUKI
Mr. BRAGGIOTTI, accompanying Mr. SCHAMIS
Mr. BRATTSTRÖM, accompanying Mr. LINDBERG
Mr. BURUN, substitute for Mr. GARGOU
Mr. CASHELL, accompanying Mr. O'CARROLL
Mr. CHANDRASEKHARAN, accompanying Mr. LAGASSE
Mr. CORNET D'ELZIUS, accompanying Mr. SMETS
Mrs. DALL, accompanying Mr. BERGENSTRÖM
Mr. DASKALOV, accompanying Mr. PETROV
Mr. DELONG, accompanying Mr. PERSONS
Mr. DENYS, substitute for Mr. SMETS
Mr. DO-LAI-KY, accompanying Mr. DAM-SY-HIEN
Mr. DRAKE, accompanying Mr. PERSONS
Mr. EGGERMANN, accompanying Mr. BRÜCK
Mr. ELKAN, accompanying Mr. KOHOUT
Mr. ERCK, accompanying Mr. PERSONS
Mr. ESBER, accompanying Mr. ALLAF
Mr. FAURIS, accompanying Mr. PARODI
Mr. FISSENGO, accompanying Mr. CASSON
Mrs. FREDRIKSSON, accompanying Mr. LINDBERG
Mr. GARCÍA MARTÍNEZ, accompanying Mr. LAGASSE
Mr. GÓMEZ, substitute for Mr. GARCÉS
Mrs. GROOP, accompanying Mr. SÖDERMAN
Mr. GUNDERSEN, accompanying Mr. COLN
Mr. HAKKANEN, accompanying Mr. SÖDERMAN
Mrs. HARTMANN, accompanying Mr. COLN
Mr. HAWKES, accompanying Mr. MORGAN
Mr. HEALY, substitute for Mr. HENNIKER-HEATON
Mr. HEATER, accompanying Mr. PERSONS
Mr. KACIREK, accompanying Mr. CUENOD
Mr. KAIHARA, accompanying Mr. SHIOJI
Mr. KARY, substitute for Mr. SHEYBANI
Mr. KAWASHIMA, accompanying Mr. KUNOGI
Mr. KAYA, substitute for Mr. KUNOGI
Mr. KJÖLLESTRÖM, substitute for Mr. BERGENSTRÖM
Mr. KOENTARSO, accompanying Mr. NJOTOWIJONO
Mr. LAHIDI, substitute for Mr. BRUKI
Mr. LAPONTE, accompanying Mr. IGNATIEFF
Mr. LE DIRAISON, accompanying Mr. PARODI
Mr. LE-VAN-LOI, substitute for Mr. DAM-SY-HIEN
Mr. LINDBERG, substitute for Mr. ERDMANN
Mr. LINDNER, accompanying Mr. PERSONS
Mr. LYSIKOV, accompanying Mr. GOROSHKIN
Mr. MAIER, accompanying Mr. HEYER
Mr. MAINWARING, substitute for Mr. IGNATIEFF
Mr. MALIK, substitute for Mr. BANERJEE
Mr. MALIKOV, accompanying Mr. GOROSHKIN
Mr. MATSUI, accompanying Mr. KUNOGI
Mr. MAUREL, accompanying Mr. NICOLAS
Mr. MELAMED, accompanying Mr. ROSEMNE
Mr. de MERLIS, accompanying Mr. IGNATIEFF
Mr. MIKL, accompanying Mr. KANLER
Mr. MIRZA, substitute for Mr. NAIK
Mr. MITHAN, accompanying Mr. BNE
Mr. MOCHI-ONORI, accompanying Mr. SALVI
Mr. MOUCHANOV, accompanying Mr. GOROSHKIN
Mr. MULLIGAN, accompanying Mgr. LUONI
Mr. NANOV, accompanying Mr. PETROV
Mr. N'GOVON, substitute for Mr. NGAI-VOUETO
Mr. NGUYEN-CONG-ANH-TUAN, accompanying Mr. DAM-SY-HIEN
Mr. NGUYEN-THOAI, accompanying Mr. DAM-SY-HIEN
Mr. NOBLE, accompanying Mr. IGNATIEFF
Mr. NOGUEIRA BATISTA, substitute for Mr. SARAIVA GUERREIRO
Mr. OECHSLIN, substitute for Mr. WALINE
Mr. OLIVIERI, substitute for Mrs. ZAEFFERER de GOYENECHE
Mr. OMONDI, substitute for Mr. OTHIENO
Mr. ORTIZ RODRÍGUEZ, accompanying Mr. LECHUGA HEVIA
Mr. OSBORNE, accompanying Mr. IGNATIEFF
Mr. OSIECKI, accompanying Mr. WIERZBICKI
Mr. PANKERT, accompanying Mr. LAGASSE
Mr. PAULA LOPES, accompanying Mr. SARAIVA GUERREIRO
Mr. PELLINKHOF, accompanying Mr. HOOGWATER
Mr. PHAM-VAN-TRINH, accompanying Mr. DAM-SY-HIEN
Mr. PIMENTEL, accompanying Mr. SARAIVA GUERREIRO
Mr. PINEDA PABÓN, substitute for Mr. FERNÁNDEZ
Mrs. PREDA, accompanying Mr. BNE
Mr. PURPUJA, substitute for Mr. AGO
Mr. RAMAYON, substitute for Mrs. ZAEFFERER de GOYENECHE
Miss REYES, accompanying Mr. URQUIOLA
Mrs. RHEKEN, accompanying Mr. ZÖLLNER
Mrs. ROOS, accompanying Mr. SUDERMAN
Mr. SALHI, substitute for Mr. BRIKI
Mr. SAWA, substitute for Mr. MUWANGA
Mr. SCHÖNBALL, accompanying Mr. BUENO do PRADO
Mr. SCHRADER, accompanying Mr. PERSONS
Mr. SEGHIRATE, substitute for Mr. BRIKI
Mr. SENTICI, accompanying Mr. SACKS
Mr. SHANKAR, substitute for Mr. BANERJEE
Miss SIMBOLOTTI, accompanying Mr. AGO
Mr. SOARES CARBONAR, accompanying Mr. SARAIVA GUERREIRO
Mr. STEINER, substitute for Mr. NEILAN
Mr. STRAUSS, substitute for Mr. MURIN
Mr. THOMAS, substitute for Mr. ZÖLLNER
Mr. TOMOV, substitute for Mr. PETROV
Mr. TRIOLA, accompanying Mr. AGO
Mr. TRUBIN, accompanying Mr. GOROSHKIN
Mr. TSVETKOV, accompanying Mr. PETROV
Mr. VAN BELLINGHEN, accompanying Mr. SMETS
Mr. VANDERVEKEN, accompanying Mr. HEYER
Mr. VIETTE, substitute for Mr. GROS ESPIELL
Mr. VITTORI, accompanying Mr. BRÜCK
Mr. WALSH, accompanying Mr. PLANT
Miss WARBURTON, accompanying Mr. MORGAN
Mr. WILLIAMS, accompanying Mr. TUMLIR
Mr. WOLF, accompanying Mr. MUHR
MINUTES OF THE FIRST SITTING
(Tuesday, 29 February 1972 - 9.30 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ALLAF, Mr. ANDRIANTSITOHAINA, Mr. BANERJEE, Mr. BASHI, Mr. BERGENSTRÖM, Mr. BOITYAH, Mr. BUSTAMANTE, Mr. DAM-ŞY-HIEN, Mr. DE BOCK, Mr. ENE, Mr. ERMANN, Mr. FAUPI, Mr. FOGAM, Mr. GARCÉS, Mr. GARGOU, Mr. GEORGET, Mr. GAYOUR, Mr. GOROSHKIN, Mr. GROS ESPIELL, Mr. HENNIKER-HEATON, Mr. KUNOJI, Mr. LQUET, Mr. MAINWARING, Mr. MAKHLOUF, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NASR, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NOGUEIRA BATISTA, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PLANT, Mr. SALVI, Mr. SHIOJI, Mr. SUNDE, Mr. TATA, Mr. UKPABI, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZÖLLNER.

OPENING OF THE SESSION

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

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

Mr. Morris once again noted the absence of Mr. Salem Shita and wished to know whether any further information could be given concerning his situation.

The Director-General said that he had been informed that further legal proceedings had been instituted against Mr. Shita and that a judicial decision was expected in the next few days. He would keep the Governing Body informed.

VISIT BY THE SECRETARY-GENERAL
OF THE UNITED NATIONS

The Chairman welcomed the Secretary-General of the United Nations, Mr. Kurt Waldheim, and asked the Director-General to introduce him to the Governing Body.

The Director-General considered it a privilege to introduce the Secretary-General to the Governing Body and a pleasure to welcome him at its opening sitting.

The Governing Body was unique in the United Nations system, as a body in which workers and employers enjoyed equal status with governments in building bridges among people and dismantling the walls which held them apart. While the ILO was understandably jealous of this uniqueness, one of its most cherished traditions, dating back to its partnership with the League of Nations from its earliest days, was its position as a unique part of a much larger whole. Conscious and proud as it was of its uniqueness, it was now no less proud of its distinctive place in the larger whole and conscious of its obligations in the partnership of service of a universal and comprehensive United Nations system reflecting the whole life of man.

In welcoming the Secretary-General, he wished to renew once more the long-standing pledge of the ILO given at San Francisco in 1945 and repeatedly reaffirmed to contribute at all times the distinctive strength of its unique tripartite structure to the common effort of the whole United Nations system, to preserve the peace, protect personal freedom, promote economic prosperity, pursue social progress and persevere in the patience and tolerance without which none of these things could be achieved. In this agenda for freedom the ILO pledged its
distinctive co-operation. It had weathered many storms, storms which had 
engulfed not only the international system but the whole world, and would 
weather the storms which continued to threaten not only the whole United Nations 
system but the freedom of all mankind. Steadfast in principle, resolute in 
determination, the ILO together with its United Nations partners would weather 
every storm which might blow. Only through a full-blooded United Nations could 
the human family be made the master of its fate.

The Secretary-General of the United Nations, after thanking the Chairman and 
the Director-General for their warm welcome, said that he expressed particular 
satisfaction at being able to meet the members of the Governing Body as this was 
the first time he had participated in a meeting of a specialised agency since 
assuming office. His presence attested to the importance he attached to the 
strengthening of relationships between the United Nations and its sister agencies. 
It also reflected the common conviction embodied in the Charter and in the Declara­
tion of Philadelphia that peace and justice were inseparable and indivisible. The 
common goal was to construct an orderly system of international co-operation based 
on the unity and equality of mankind, and dedicated to the quest for peace, 
freedom and welfare for all.

In the international effort to attain that goal the ILO had earned due recog­
nition for its more than fifty years of constructive achievement. The emphasis 
on economic and social progress and the protection of human rights everywhere as 
fundamental aims of international action owed much to the endeavours of the ILO. 
Not only had the ILO become a model for the agencies established later but its 
relations with the United Nations had set the stage for a pattern of functional 
decentralisation under United Nations leadership to which the family as a whole 
owed so much of its breadth of appeal.

The ILO had played a consistently positive role in the social field by its 
development of important standard-setting Conventions.

Over the past dozen years the large increase in the membership of the United 
Nations Organisation and the resulting stress on the needs of developing countries 
for practical assistance had led the ILO to evolve new approaches and to readjust 
its programme to changing circumstances. It had throughout maintained and 
derived strength from its unique tripartite structure. As a result its programme 
currently encompassed the effective development and deployment of human resources 
in the interests of economic growth, and it included the maximisation of social 
progress through improved conditions of life and work. Those objectives were 
clearly essential to the discharge of the vast task synthesised in the Strategy 
for the Second Development Decade upon which the United Nations family had 
embarked in recent years.

All the efforts made to preserve the essence of the ILO's activities, 
including those of its Director-General, Mr. Jenks, were therefore deserving of 
support. It was to be hoped that the difficulties which the Organisation had 
been facing would not be permitted in any irrevocable way to affect its pro­
grame. The full and concerted participation of all the components of the 
United Nations family was crucial to the translation of its larger purposes into 
positive and effective action.

Mr. Bergenström extended the Employers' welcome to the Secretary-General of 
the United Nations and congratulated him on his appointment. In his brilliant 
career Mr. Waldheim had displayed many outstanding qualities, notably impartiality 
and diplomacy, which eminently fitted him for the difficult task now entrusted to 
him. As Permanent Representative of Austria in the United Nations Mr. Waldheim 
had performed a variety of important functions, including that of Chairman of the 
Committee on Peaceful Uses of Outer Space, and the Employers wished him every suc­
cess in the ambitious undertaking of achieving peace on earth.

While it might be difficult for a career diplomat and a United Nations 
official to understand the importance of a tripartite organisation like the ILO, 
the fact was that none of the objectives of the United Nations system could be 
achieved without the co-operation of governments, employers and workers. The 
speaker was, for his part, convinced that the new Secretary-General would fully 
understand the unique value of the ILO and would attach the highest priority to 
co-operating with it in a constructive spirit.
Mr. Morris extended the congratulations of the Workers' group and its best wishes for success to the Secretary-General of the United Nations, whose visit it much appreciated and whose term of office it felt sure would be of great benefit for the future of mankind.

The Workers' pride in the ILO as one of the oldest organisations and the only tripartite one went together with their keen interest in the United Nations as a whole and the realisation that the first need of mankind was peace. They welcomed the present opportunity to reaffirm their determination to work for a greater measure of social justice for the workers of the world, both as a worthy aim in itself and as an essential basis for peace.

The Chairman thanked the Secretary-General of the United Nations for honouring the session with his visit. He was sure that Mr. Waldheim's address would bring further impetus to the Governing Body's efforts.

THIRD ITEM ON THE AGENDA

Record of the Seventh Asian Regional Conference
( Teheran, 4-14 December 1971)

Mr. Parodi, as a member of the Governing Body delegation to the Conference, expressed gratitude to the Iranian Government for the excellent material organisation of the Conference and the charming hospitality with which the participants had been received.

Two essential points emerging from the Conference called for special emphasis. First, all the representatives of Asian countries had recognised the importance of demographic problems in that most heavily populated region of the world. Secondly, there had been unanimous agreement regarding the need to combine economic development with social progress - undoubtedly reflecting the influence of the ILO in shaping attitudes. Recognition of this need was most strikingly exemplified in the record of Iran itself, where the remarkable progress of industrialisation had been accompanied by far-reaching social achievements.

The Conference owed a great debt of gratitude to His Imperial Majesty the Shahanshah Aryamehr and to the Prime Minister, as well as to Mr. Majidi, the Minister of Labour, who had followed the whole work of the Conference with constant attention. In addition, the work of the Conference had been greatly facilitated by the excellent quality of the reports prepared for it.

Mr. Bergenström urged that the Governing Body’s expression of deep gratitude to the Iranian Government in paragraph 1 of the Office paper should also include the country's employers and workers.

The Employers' group warmly appreciated the keen interest shown by His Imperial Majesty in the proceedings of the Conference, and his acceptance of the invitation to address the International Labour Conference at its forthcoming session.

The group gave its general endorsement to all the conclusions and resolutions adopted at Teheran.

Paragraph 2(b) of the resolution concerning the tripartite character of the ILO invited the Governing Body to request the Director-General to examine and report on the possibility of "evolving suitable procedures to ensure effective participation of the most representative employers' and workers' organisations in meetings and seminars convened for them by the ILO under its regular programme or as executing agency". Rather than wait for such a report - and having regard to the passage in the resolution concerning freedom of association for workers' and employers' organisations and their role in social and economic development stating that the ILO should make assistance to employers' organisations in developing Asian countries a permanent feature of its programme - he hoped that the ILO would directly contact the employers' organisations in the regions concerned, in consultation with the Employers' group of the Governing Body, in the case of all future ILO meetings in which the participation of persons from
employers' circles might be sought. He understood that a parallel method was
to be followed in the educational activities of the International Institute for
Labour Studies. Should any difficulties arise, the question could always be
reconsidered.

He deplored the failure of some countries to send tripartite delegations to
the Conference, particularly following his own appeal in that connection at the
last session of the Governing Body and the Director-General's undertaking to bring
this matter to the notice of participating governments. The absence of Employer
and Worker delegates from Ceylon was especially regrettable in view of the con­
siderable volume of ILO technical assistance provided for that country and the
choice of it as the first testing ground for a comprehensive study by the Inter-
Agency Employment Mission. The need for ensuring tripartite representation lent
added urgency to the work of the Governing Body Working Party on the Financing of
the Expenses of Conference Delegations.

The Director-General said that he would be glad to accept Mr. Bergenström's
suggestion and to act upon it forthwith.

Mr. Louet, who, together with Mr. Abid Ali, had attended the Conference as a
member of the Governing Body delegation from the Workers' side, associated him­
self with the previous speakers' expressions of gratitude for the organisational
arrangements made by the host government, which had also, together with the
national employers' and workers' organisations, taken great pains to enable partic­
cipants to appreciate at first hand Iran's determined and thoroughly humane
approach to the problems of underdevelopment. Although hostilities had been
going on not far away the work of the Conference had been conducted in a
perfectly serene atmosphere.

He joined, however, with Mr. Bergenström in regretting that certain countries
had sent incomplete delegations, or none at all, to a gathering at which problems
of such fundamental importance for the entire region were to be discussed.

The excellent reports prepared by the Office had stimulated thorough dis­
cussion, and the resolutions were of a high quality. That concerning freedom of
association for workers' and employers' organisations and their role in social and
economic development, and the resolution concerning the promotion of rural workers'
and peasant organisations in Asia, were of exceptional significance in the view of
the Workers' group.

In conclusion the speaker paid tribute to the inspiring quality of
His Imperial Majesty's beliefs which he had expressed in a private audience,
reflecting the pressing concern which a great leader must always have in mind
in dealing with matters of international significance.

Mr. Naer, also a member of the Governing Body delegation to the Conference,
subscribed to previous speakers' expressions of thanks to the Government,
employers and workers of Iran, and of praise for the quality of the Office
reports.

From his experience as a Governing Body delegate to two Asian regional con­
ferences he had come to the conclusion that Governing Body representatives should
try to do two things in particular. The first was to ensure smooth collaboration
between the three sides with a view to reaching constructive results based on a
full understanding of respective attitudes. In that respect the Teheran Con­
ference had been a real success, and special thanks were due to Mr. Parodi for
his efforts. The second need was to impress delegates with the world-wide impli­
cations of regional decisions, and the whole of the Governing Body delegation had
co-operated in that direction also.

Mr. Abid Ali joined with previous speakers in expressing appreciation of the
welcome given to participants and the efficiency of the Office staff. He was
particularly gratified by the excellent and extensive public information coverage
of the Conference. Relations between the Governing Body delegation and all of
the groups had been very friendly, and he hoped that the Conference's resolutions
would be implemented with speed; in particular, the decision concerning workers'
education should be promptly followed up, both by the competent Office unit and
by the International Institute for Labour Studies.
He associated himself with the references to the interest in the Conference shown by the Shah of Iran, whose informal, communicative and friendly manner at the audience he had held for the participants had made a deep impression.

In concluding, the speaker appealed for a further effort to ensure that all countries of the Asian region participated in Asian regional conferences and thus to maximise their effectiveness.

Mr. Tata was gratified at the friendly and realistic manner in which the Conference had been conducted - doubtless a significant factor in its success. Significant, too, was the fact that the Conference had been held in the Asian region, thus making a far more direct impact on the public concerned, and, within the region, in a country blessed with political stability and having reached a stage of development at which social progress could go hand in hand with industrialisation and agrarian reform.

The congenial atmosphere of discussion and the absence of animosity, even in dealing with such difficult or controversial topics as freedom of association, promotion of rural workers' organisations and population problems, had done much to facilitate the adoption of important resolutions and bore witness to the high degree of maturity which had characterised the Conference's proceedings.

He concluded by associating himself with the expressions of gratitude for the host country's unique hospitality.

Mr. Shioji, having attended as the Japanese Workers' delegate, stressed the initiative displayed by the entire Workers' group of the Conference, which had been a successful one for the Asian workers in view of the important bearing all of its decisions had on economic development and social progress in Asia.

The decentralisation process in Asia was starting to bear fruit, and he welcomed the Director-General's statement, in his reply to the general discussion at the Conference, that the establishment of ever closer collaboration between governments and employers' and workers' organisations was one of the greatest tasks facing the ILO.

The adoption of the resolution concerning freedom of association reflected the importance given by the Conference to the need for stronger, more independent and more representative trade union movements. Governments should realise that restrictions on trade union rights were not the way to secure the active support of workers' organisations for their development programmes. The resolution's appeal to Asian countries to ratify and implement Conventions Nos. 87, 98 and 135 both in the private and in the public sector, preferably before the Eighth Regional Conference, was particularly important. As to paragraph 10(c) of the resolution which concerned assistance to employers' organisations, he found it lacking in clarity; what was meant, presumably, was assistance designed to ensure that employers understood their responsibilities within an ILO context.

A number of Government representatives at the Conference had criticised the existence of a multiplicity of trade unions: that, however, was a matter which concerned only the workers. On the other hand, the reference in the second part of the Director-General's Report to the slow pace of ratification and implementation of selected Conventions in Asian countries had been a valuable first attempt to arouse the interest of the countries concerned in this matter and should be continued.

Concerning the Asian Manpower Plan, some excellent reports had been drawn up, but what mattered now was determined action, the urgency of which had been effectively stressed by the Director-General in his reply to the general discussion. Wider resort to UNDP funds might, as had been suggested, be one way of speeding up the Plan's implementation; in that case, however, care should be taken not only to avoid weakening the tripartite principle but to secure its scrupulous observance both by the UNDP and by governments.

After noting with satisfaction that the draft resolution concerning multinational corporations was to be referred to the proposed meeting on that subject, he made a special appeal for the full implementation of the resolution concerning the tripartite character of the ILO and the resolution concerning rural workers' and peasant organisations.
In conclusion, he joined with the previous speakers who had praised the host country's hospitality and the valuable contribution made by the ILO secretariat.

Mr. Neilen paid tribute to the warm welcome extended to Conference participants by the host country. His own experience of two Asian and two American regional conferences confirmed him in the belief that the smaller size of the meetings and their being held close to the territories of many participating countries facilitated their success; but in the present instance the excellent facilities provided by the host government and its active co-operation throughout had also played an important part.

In expressing his gratitude to the Governing Body delegation, he wished to pay particular tribute to the Chairman of the Governing Body for his beneficial influence in promoting a general spirit of active co-operation.

Mr. Basri expressed the gratitude of the Indonesian delegation to the Conference for the co-operation and hospitality they had received in Teheran.

The Conference had demonstrated once again the value of a regional approach to regional problems based on the joint efforts of the governments, employers and workers of the region, who knew the problems best.

Three issues called for particular comment. The first was the integration of employment planning with economic development planning in all respects. Despite recognition of this aim in many developing countries, efforts were commonly hampered by the lack of technical experts and the appropriate machinery. The ILO could help by collecting data and training technical personnel.

His second point concerned the recognition by the Conference that employment in the rural sector played a key role in the traditional sectors of Asian economies. Indonesia's five-year development programme had centred on the agrarian sector in order to obtain maximum returns capable of creating new job opportunities in rural areas. Close co-operation between the ILO and other international bodies held the promise of speedier results and was imperative in applying the resolution concerning rural workers' and peasant organisations.

Thirdly, an effective system of training was required in order to provide for equal prosperity and continuous employment, particularly in rural areas. Much could be done in that direction by the ILO.

Mr. Yoshimura, who had served as Employer Vice-Chairman on the Selection Committee, praised the atmosphere of harmony and understanding that had prevailed there.

The Employers had fully supported the resolution concerning the promotion of rural workers' and peasant organisations in view of the importance of agriculture in Asia.

As regards the resolution concerning multinational corporations, it would be appropriate to prefix the word "draft" to the reference to that resolution in paragraph 54 of the Office paper since its substance had not been discussed and there had been no intention of prejudging the issues to be dealt with at the forthcoming expert meeting.

He fully endorsed previous speakers' appreciation of the host country's hospitality, which had enabled participants to see how Iran remained faithful to its long tradition and glorious history without shrinking from the challenge of industrialisation. He supported Mr. Bergenström's proposal that the Governing Body's gratitude should also be expressed through the Government to employers' and workers' organisations in Iran.

Mr. Goroshkin joined with previous speakers in thanking the Iranian Government for its generous hospitality and for the fine facilities which had helped so much to ensure the success of the Conference.

The Conference's decisions were of vital importance; their usefulness and topicality extended well beyond the Asian region and bore upon the living and working conditions of workers everywhere.
The resolution concerning the promotion of rural workers' and peasant organisations deserved special mention; it effectively pinpointed the real reasons for rural backwardness in Asia and stressed the urgent need for strong and independent organisations for rural workers.

The resolution concerning the tripartite character of the Organisation was not germane to the work of a regional conference. It represented merely a new attempt to subordinate universality to tripartism and part of the campaign to deny equal representation to all in ILO organs.

He regretted that the Conference had not considered the resolution concerning multinational corporations. On the other hand, the reference in the conclusions concerning the Asian Manpower Plan to ILO participation in United Nations population programmes, even if only for the purpose of co-ordination, was inappropriate in view of ILO lack of competence in that field.

Finally, there were a number of provisions in the resolution concerning freedom of association which he could not accept, in particular that concerning assistance to employers' organisations and the furtherance of dialogue, which would deflect the ILO from its proper fields of activity and would be contrary to its constitutional vocation, which was to defend the interests of workers.

Mr. Ghayour pointed out that the Conference had taken place in a region inhabited by nearly half the world's population and was thus the next in importance to the General Conference itself. This was matched by the importance of the items on the agenda, which followed up subjects discussed at Bandung by the Asian Advisory Committee a year earlier.

The Conference had been very well attended. No less than ten ministers of labour had taken part and the delegates, generally speaking, had been of a high calibre. A number of prominent Governing Body members - the Chairman, Mr. Gros Espiell, Mr. Parodi, Mr. Bergenström, Mr. Nasr, Mr. Yoshimura, Mr. Abid Ali, Mr. Louet, Mr. Shioji and others - had attended in one capacity or another. The secretariat had included many senior officials, who had rendered valuable services, and the Office staff generally had performed in an outstanding manner. The zeal with which the Director-General had devoted himself to his task was particularly remarkable, and both his reply to the discussion on his Report and his closing speech had made a lasting impact.

The preparation of the Conference, too, had been extremely well managed. The reports were all of a high standard and had been distributed well in advance, thus enabling all participants to study them carefully.

As an Iranian, the speaker was proud of the holding of such a successful Conference in his own country, from which indeed he derived fresh personal pride in his own long association with the ILO.

While the hospitality afforded to the Conference was perhaps no more than natural, it did significantly reflect His Imperial Majesty's keen interest in all efforts to couple social with economic development, and indeed his truly religious devotion to social progress.

In concluding, the speaker paid renewed tribute to the Director-General, for whom the success of the Teheran Conference was undoubtedly an outstanding personal success.

Mr. Kunogi agreed that the Conference had been a great success, for which credit was due largely to the untiring efforts of the Government and of the employers' and workers' organisations of Iran - whom he proposed, in accordance with Mr. Bergenström's proposal, to associate in the expression of thanks in paragraph 1 of the Office paper - and, in particular, to the outstanding contribution made by Mr. Majidi as President of the Conference.

The two sets of conclusions and three resolutions adopted by the Conference were significant as guidelines for future policy in the Asian countries. Those countries were becoming increasingly aware of the importance of the employment problem and of the need for an over-all employment policy integrated with economic development. His own Government attached particular importance to the Asian Manpower Plan, conceived three years earlier at the Sixth Asian Regional Conference in Tokyo, and now that the Plan had been approved by the UNDP
Governing Council, with some assurance of financial backing, the ILO should, while strengthening the regional team of experts as early as possible, also maintain close contacts with the participating countries with a view to the implementation of the Plan and the establishment of timetables.

He agreed that true economic and social development could not be attained and secured unless there were strong employers' and workers' organisations to serve as partners in the process. The role of ministries of labour was also very properly emphasised in the relevant resolution. One of the items before the Fourth Asian Labour Ministers' Conference, to be held in Tokyo in 1973, was in fact the role and functions of labour ministries in the economic and social development of Asia.

The faster progress of decentralisation in Asia than elsewhere and the gradual strengthening of the Asian Regional Office led him to place considerable expectations in ILO action in the region.

Mr. Yllanes Ramos saw four main lessons which could be drawn from the Teheran Conference. First, the success of a regional conference depended on careful and appropriate preparation of documents, as well as the existence of a harmonious atmosphere at the Conference. It was evident from what had already been said that this condition had been amply fulfilled.

Secondly, strict adherence to matters of genuine ILO concern was essential, leaving aside extraneous political issues. Special praise was due for the forbearance displayed by participants although hostilities had been going on in certain parts of the region. The implications were clear, not only for regional conferences but also for the General Conference.

Thirdly, the universality of the resolutions adopted transcended the bounds of Asia; paragraph 36 should not refer merely to the "governments concerned" since the subject matter was of universal significance and concerned all member States.

The fourth lesson related to the need to continue along the path indicated by article 38 of the Constitution because regional conferences afforded the opportunity for more direct and effective contacts than was often possible in a universal meeting.

In his message to the Conference His Imperial Majesty the Shahanshah Aryamehr had most aptly emphasised the need to combine social justice with economic development, in order to attain the vital human objectives; and in describing how the country's successful efforts to break the vicious circle of underdevelopment had always been based on recognition of the need to tackle the problems of the urban and rural population together, the Prime Minister had proclaimed principles of universal validity. This was equally true of his references to the improvement of the cultural, moral and spiritual qualities of life, with special emphasis on education and training. For his part, the Chairman of the Governing Body in his opening speech to the Conference had very aptly related the problems of decentralisation and technical co-operation to the Second Development Decade.

The speaker had appreciated the Director-General's choice of four keynotes for debate, which were also universally applicable. Regarding the need for greater emphasis on mobilising the support of the whole population for development, it was pointless to expect salvation to come from outside. If the developing countries did not make the proper effort themselves they would not live up to the challenge of the times or their responsibilities.

The world-wide crisis of confidence in integrity and fairness mentioned by the Director-General could not be met without adhering firmly to three principles: that no nation could dictate its conditions for participating in the affairs of the world community; that no nation could neglect its obligations towards the world community and still hope to preserve its honour and influence; and that no nation could withdraw from the world community without serious harm to its vital interests and its national stature. All member States, whatever their immediate economic strength or their needs, had to co-operate within the Organisation on an equal footing.

In Asia as elsewhere there had been a surfeit of plans and programmes. What was now needed was action, with proper emphasis on the effort which had to come from within each country, while appealing at the same time to the industrialised countries' sense of international responsibility.
If these requirements were borne in mind it was possible to look forward to the time when the Asian Manpower Plan would become a reality, together with its counterparts in Africa and America; with the assistance of the ILO a solution could then be sought to such acute problems as those of employment and education.

All three of the resolutions adopted by the Conference demanded a realistic approach to their application and the recognition that it was not just a matter of rights to be enjoyed but above all of obligations to be met.

The Conference had been perfectly right in its decision to refer consideration of the resolution on multinational corporations to the proposed meeting of experts, since the subject was one of general interest.

In conclusion, it was clear that the Teheran Conference had done a first-class job and had fully justified the hopes placed in it.

Mr. Persons expressed appreciation for the excellent facilities that had been provided for the Conference, the keen interest displayed in its work by His Imperial Majesty and the highly competent leadership of the President.

By shunning irrelevant political debates the Conference had allowed itself full scope for constructive tripartite collaboration, and it had adopted unanimous conclusions on important matters of genuine ILO concern — tripartism in the Organisation, freedom of association, and employers' and workers' participation in development, thus demonstrating once more the soundness of the ILO approach to social policy problems based on separate representation and co-operation of governments, employers and workers.

Mr. Cheybani expressed his appreciation for the statements made by members concerning His Imperial Majesty the Shahanshah Aryamehr and his unceasing interest in social progress and balanced development, as well as their praise for Iran's achievements in those areas.

It had been a great honour for Iran to welcome the Conference, which marked a further step in his country's support for the ILO's humanitarian endeavours. The Conference had, moreover, afforded an excellent opportunity to make the Iranian people more familiar with the aims and work of the Organisation.

His country was happy that the Conference had so successfully fulfilled its purpose. The decisions reached at Teheran were of fundamental importance for the future economic and social development of Asia, and he sincerely hoped that ILO programmes would make a substantial contribution to solving the pressing problems of Asia, especially in providing employment.

The Conference had a delicate task to perform, and its success was due to the spirit of co-operation displayed there, the effective participation of the various delegations and the dedicated efforts of the Director-General and the Office staff.

Mr. Morris supported the proposal to amend paragraph 1 of the Office paper by including employers' and workers' organisations in the expression of thanks.

The Chairman said that the Director-General had taken note of the remark made by Mr. Yllanes Ramos concerning paragraph 36.

Subject to the amendments proposed in respect of paragraphs 1 and 54, the Governing Body adopted the proposals in paragraphs 1, 36, 39, 42, 45, 49, 52 and 54 of the Office paper.

The sitting closed at 12.45 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.
The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AMARAL de SAMPAIO, Mr. BANERJEE, Mr. BASRI, Mr. BERGENSTRÖM, Mr. BURUIN, Mr. BUSSAMANTE, Mr. DAM-SY-HIEN, Mr. DE BOCK, Mr. ERDMANN, Mr. ESBER, Mr. FAUPI, Sir Grant FERRIER, Mr. FOGRAM, Mr. GEORGET, Mr. GHAYOUR, Mr. GOMEZ, Mr. GONZÁLEZ NAVARRO, Mr. GOROSHKIN, Mr. GROS ESPÍLL, Mr. HENNIKER-HEATON, Mr. KUNOGI, Mr. LOUET, Mr. MAINWARING, Mr. MAKHLOUF, Mr. MORAN, Mr. MORRIS, Mr. MUHR, Mr. NASR, Mr. NEILAN, Mr. NGAI-VOUBTO, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PLANT, Mrs. PREDA, Mr. PURPURÁ, Mr. SALVI, Mr. SHIOJI, Mr. STRAUSS, Mr. SUNDE, Mr. TATA, Mr. UKPABI, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZÖLLNER.

FIFTH ITEM ON THE AGENDA

Report of the Meeting of Experts on Control and Prevention of Occupational Cancer
(Geneva, 10-17 January 1972)

Mr. Plant said that the Workers' group found the document excellent but at the same time alarming because many thousands of workers would die, perhaps unnecessarily, from occupational cancer before the 1973 session of the Conference, on whose agenda the relevant item had been placed at the Workers' insistence.

The experts had distinguished two classes of chemicals - those for which substitutes should be sought and whose production should be subject to licensing by a competent authority, and those for which special preventive and protective measures would be sufficient. In the Workers' opinion, any substance known to present a cancer hazard should be banned, and that in itself would lend impetus to the search for substitutes; that this search might mean heavy expenses for industry was another matter, which might be explored on a suitable occasion.

The report's suggestions for further action indicated that some forms of occupational cancer could be prevented, that governments and industry should be provided with detailed descriptions of methods of control and prevention and that a code of practice or manuals should be prepared at an early date. Instead of simply referring the document to the Conference in 1973, it was therefore a matter of urgency for the Governing Body to instruct the Office to proceed with the preparation of a manual in conjunction with the International Agency for Research on Cancer and to take the other courses of action suggested by the experts.

Mr. Henniker-Heaton praised the report and supported Mr. Plant's call for early action. Evidence of the carcinogenic effect of using unrefined oils in mule spinning had been published in the United Kingdom as early as 1922, but any change had been opposed by old-fashioned management and by the workers themselves, fearing that their employment would be jeopardised. Even after research by Government and industry had proved that refined oils could be successfully used the workers had continued to prefer the old-fashioned dangerous oils, and the Government had therefore approved regulations in 1953 to forbid their use. There had been exemplary co-operation between the Government, the unions and the employers, illustrating the need for rapid action where risks existed.

The report also showed how complicated the whole question was. Following experience in the Conference committee on benzene in 1971, it was essential for participants on all three sides in the 1973 Conference discussion on cancer either to be experts or to have expert advisers at their elbows.
Mr. Morris congratulated the experts on their work and expressed the Workers' support for Mr. Plant's remarks. The action proposed in paragraph 18 of the Office paper constituted a good basis for continued promotion of activities in that field, and he hoped that suitable instruments would be adopted by the Conference in 1973.

The experts had done well in paragraph 8 of their report to list the many important and complex factors brought to light over the years in studies of occupational cancer. The general recognition of the length of time liable to elapse between exposure to a risk and the appearance of cancer was to be noted with satisfaction. Great emphasis needed to be placed on all aspects of prevention of exposure to any form of harmful substance at the workplace; order and cleanliness at the plant as well as personal cleanliness were vitally important from that point of view. In this entire area education of workers and managers was a complementary process and called for great attention.

So far as the experts' suggestions regarding substitutes were concerned, the Workers' group was pleased with this section of the report but stressed the need for investigation to ensure that substitutes were workable and did not themselves entail new hazards.

The suggestions for action were very clear, but in addition the ILO should circulate the information it received among governments and workers' and employers' organisations in order to provide the fullest background information for the Conference discussion in 1973 and to ensure that the instruments adopted would create public awareness of the very real problems existing.

Mr. Waline warmly praised the report, which came as a reminder that protection of the workers' health was one of the Organisation's major responsibilities. It had been written by genuine experts, patently anxious to present the truth, who did not attempt to conceal the fact that occupational cancer research was still at a comparatively early stage. They humbly acknowledged that they were still faced by a range of difficulties, including the long period of latency, the many features common to cancer and other industrial hazards, and difficulties in attributing cases of cancer to a particular occupation, in identifying a causative agent or recommending legislation.

The same concern for the truth was evident in passages of the report reflecting divergences of view, particularly regarding the desirability of banning substances where there might be a possibility of combining their use with protective processes. This further enhanced the weight of the experts' unanimous findings such as, for example, the very positive and clear-cut conclusions set out in paragraphs 42 and 56-59 of their report.

While acknowledging the need for a long-term research effort and fully prepared to heed the experts' warning against over-hasty action, he shared the Workers' concern that all interested parties should be promptly alerted to the problem, even before the 1973 Conference session, and he accordingly endorsed the proposal in paragraph 18 of the Office paper concerning distribution of the report to intergovernmental organisations, international employers' and workers' organisations and occupational safety and health institutions. Such distribution would surely lend added impetus to the efforts being made by scientists to work out practical recommendations.

Mr. Bergenström expressed the Employers' support for the action proposed in paragraph 18 of the Office paper. The experts had recommended that the ILO should intensify its activities in connection with the International Information Centre on Occupational Safety and Health (CIS), which made it all the more deplorable that it was proposed under another agenda item to cut down the activities of the Centre. It was most regrettable that the CIS should suffer from lack of funds when it had a vital role to play in a matter of such immense human importance.

Mr. Mainwaring agreed with previous speakers on the quality and importance of the report but would have appreciated a summary in non-technical language for the layman.

The report constituted a very valuable step forward in the ILO programme, and the ILO had done well to draw attention to the problem; the question now was what specific action on its part would be most useful. As regards research in particular, was it proposed that the ILO should itself undertake research or that
it should work in co-operation with national research centres? His Government believed that its role lay in such areas as the exchange of information and comparative analysis. The question might be referred to the Ad Hoc Committee on the Occupational Safety and Health Programme which was to be convened shortly.

He agreed with Mr. Morris that the ILO should seek the best means of circulating the information it was able to obtain.

Mr. Morgan joined with previous speakers in congratulating the experts and the Office.

It was interesting to note the differences of opinion reflected in the report, particularly with regard to regulatory procedure. While he did not regard paragraph 56 as leading to absolute prohibition — indeed, in his own country such prohibition was limited to a small group of particularly hazardous chemicals which were licensed only for the purposes of laboratory work and cancer research — the measures it indicated or foreshadowed might lead to the listing of hazardous substances and the degree of supervision needed for each. It was necessary therefore to collect further information from expert bodies, and in particular to convene a meeting of experts in conjunction with the WHO and the IARC, as suggested in the report, to consider the problem of dose-response relationships. Exchange of information was of vital importance in the key process of identifying and evaluating possible carcinogens and determining the degree of contact liable to produce cancer, so that the Office and eventually governments would be able to establish effective measures of control.

The Director-General said in reply to Mr. Mainwaring that, while the Office's primary function in regard to research was to stimulate national action and collate the results, that did not mean that it was a completely exclusive function in all respects. Clearly it was necessary in this matter to be guided to some extent by experience.

The Office would remain in the closest contact with the WHO at all stages, since its concern was with the problems of practical application rather than with the purely medical ones. He saw no reason why there should not be some exchange of views on the subject at the meeting of the Ad Hoc Committee.

In regard to the suggestions made from the Workers' and Employers' benches, the Office would do everything in its power to secure a maximum of distribution and consideration for the report pending action by the Conference in 1973 and 1974.

The Governing Body adopted the proposals in paragraph 18 of the Office paper.

The sitting closed at 5.10 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE THIRD SITTING
(Wednesday, 1 March 1972 - 10.45 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. ANDRIAMITSITOHAINA, Mr. BANERJEE, Mr. BASRI, Mr. BERGENSTRÖM, Mr. BOLTYAH, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DE BOCK, Mr. ERDMANN, Mr. ESBER, Mr. FAUPI, Mr. FOGAN, Mr. GARCÉS, Mr. GARCOUM, Mr. GARGOUM, Mr. GEORGET, Mr. GHAYOUR, Mr. GONZALEZ NAVARRO, Mr. GROS ESPIELL, Mr. HENNIKER-HEATON, Mr. KAYA, Mr. LOURE, Mr. MAINWARING, Mr. MAKLLOU, Mr. MALIKOV, Mr. MITRAN, Mr. MORGAN, Mr. MORRIS, Mr. MURIN, Mr. NASR, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. OECHSLIN (personal substitute for Mr. WALTINE), Mr. OTIYO, Mr. PARODI, Mr. PERSONS, Mr. PLANT, Mr. SALVI, Mr. SHIOJI, Mr. SOARES CARBONAR, Mr. SUNDE, Mr. TATA, Mr. UKPA3I, Mr. YLLANAES RAMOS, Mr. ZÖLLNER.

INCIDENT AFFECTING MR. MAHJUB BENSEDDIK,
WORKER MEMBER OF THE GOVERNING BODY

Mr. MORRIS announced that the Workers' group had been informed of an abortive attempt to kidnap Mr. Benseddik on 28 February and requested the Director-General to ask the Moroccan Government what steps had been or were being taken to bring the kidnappers to justice.

The Director-General said that on the previous day he had received the same information as the Workers' group from the Moroccan Federation of Labour. He would seek further details immediately from the Moroccan Government and report to the Governing Body.

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour

The Chairman invited the Governing Body to examine first the report and policy statement submitted to it by its Working Party on Trade, Aid, Employment and Labour.

In introducing the report as chairman and reporter of the Working Party, he remarked that instead of the single day originally scheduled the Working Party had needed five days to reach agreement on the policy statement to be submitted to UNCTAD. The draft had been the subject of difficult and cautious negotiations, and though it perhaps did not satisfy everyone in the Working Party any attempt to alter a text which represented a generally acceptable compromise might prove unwise. Its chief merit would be to impress upon UNCTAD the tremendous contribution which trade expansion could make to solving the developing countries' formidable employment problems.

Even in its present form the draft had not won universal approval, and several Government reservations were recorded in paragraph 3 of the Working Party's report. Certain members, too, had made it clear that they were in no position to commit their governments to any particular policy at the Third UNCTAD Conference.

The Working Party had not yet settled the text of paragraphs 9 and 35 of the statement, in which the disputed wording appeared in square brackets. The text of paragraph 35 would depend on the outcome of the Governing Body's examination of the
preliminary report on fair labour standards also submitted under the second agenda item; if the Governing Body took no decision on that report it could of course simply drop the paragraph altogether.

Mr. Morris said that the Workers would support the recommendation in paragraph 2 of the Working Party's report, provided suitable wording were agreed upon for paragraphs 9 and 35 of the draft statement. As a compromise worked out in difficult tripartite discussions perhaps the statement did not fully satisfy anyone, but to try to introduce minor changes at this late stage would be futile.

For their part, the Workers thought that the statement did not express in suitably strong and convincing language the ILO's deep concern over the problems of employment throughout the world. They realised, however, that it must reflect the views of the other two groups as well as their own, and at least it did that. It showed how the ILO's programmes fitted into the context of the International Development Strategy, stressed the job-creating potential of trade liberalisation policies and reaffirmed the ILO's objective of promoting universal peace and prosperity through a fairer distribution of the fruits of labour.

Mr. Naik supported the draft statement.

Besides being the Second Development Decade, the 1970s had also been designated the Disarmament Decade, and one of the items on the agenda of the Third UNCTAD Conference related to the economic and social consequences of disarmament. Substantial progress towards general disarmament would make it possible to devote more resources to development and to the fulfilment of mankind's deepest aspirations. The Government of Pakistan would therefore welcome the addition to the statement of a short paragraph stressing the importance of disarmament for development.

As was stated in paragraph 13 of the draft, it was vital to come to grips with the international monetary problems which for years had hampered economic growth and had culminated in the breakdown of the world monetary system in 1971. The solution must, however, take account of the interests of rich and poor countries alike and must be worked out in negotiations between both groups. The ILO was well qualified to urge acceptance of a principle since it had always encouraged the widest participation of governments, employers and workers in drafting its own instruments.

Paragraph 36 of the draft statement summarised what the ILO hoped for from measures to liberalise trade. Why had progress in creating employment through such measures been so disappointing? The developing countries had already suggested the answer in a statement adopted at the meeting of the Group of 77 held in Lima in October 1971 in which, noting the frustration of the hopes expressed in the Charter of Algiers of 1967, they had appealed to the statesmen of the advanced nations to become more responsive to the need for international co-operation. The ILO would surely be expressing the view of the vast majority of its Members by including in paragraph 36 of the draft statement an appeal to the international community to co-operate more closely in promoting employment-expanding trade.

Mr. Gros Espiell congratulated the Working Party on having drafted a fair and balanced statement which, reflecting as it did the developing world's aspirations, would make a useful contribution to the Third UNCTAD Conference. The statement had the Uruguayan Government's full support. Its merit was to demonstrate the ILO's ability to interpret its mandate in a dynamic and forward-looking manner and to recognise the importance of free trade and preferences for the developing countries' exports in tackling unemployment and other world social problems.

The wording of paragraph 9 was not a matter which should divide the Governing Body. The words at present included in square brackets would, however, bring out more clearly the need to increase trade between developing countries and the advanced countries, regardless of their economic and social system, and the advantages to be derived by all countries from such trade expansion. He therefore favoured retaining those words and deleting the square brackets.

The Uruguayan Government would welcome the inclusion in paragraph 35 of the idea expressed in paragraph 36 of the Office's excellent preliminary report on fair labour standards - a great improvement on the paper submitted at the last session - namely, that a new procedure should be established to help towards ensuring that the benefits of freer trade were reflected in better living and working conditions in the developing countries.
Finally, he fully supported Mr. Naik's suggestion for including in paragraph 36 of the statement an appeal for closer international co-operation in the liberalisation of trade.

Mr. Soares Carbonar regarded the draft statement as an acceptable ILO contribution to the Third UNCTAD Conference. As a statement on the possible effects of world trade expansion on employment and living and working conditions in developing countries the draft did suffer from several defects, but that was scarcely surprising in view of the widely differing interests which had had to be reconciled and the hard bargaining which had taken place in the Working Party.

As the Governing Body had acknowledged at its last session, it was of paramount importance for the ILO to lend its weight to the promising new efforts in international trade co-operation in keeping with the responsibilities assigned to it in its Constitution and the Declaration of Philadelphia. The multilateral trade negotiations to be initiated in GATT in 1973 would have far-reaching consequences for advanced and developing countries alike, and the ILO had a duty to make its voice clearly heard on ways of tackling the human and social problems which world trade expansion would most surely entail.

On the whole the Brazilian Government could endorse the policy statement as the best compromise possible in the circumstances.

Mr. Murín reminded the Governing Body that at the last session his own and other governments had questioned the ILO's competence to deal with certain matters relating to trade. Because of the evident desire of the developing countries and the Workers' group, however, to see the ILO submit to UNCTAD a statement on the relationship between trade and employment, his Government had finally agreed to co-operate actively in working out a text which might be found generally acceptable as a compromise. Thanks to the Chairman's skilful and patient guidance, a commendable spirit of good will and the Workers' active co-operation the Working Party had succeeded in producing such a text, which the Czechoslovak Government was prepared to support even though it might not satisfy everyone fully.

His Government was ready to withdraw its reservation on paragraph 23 of the statement, recorded in paragraph 3 of the Working Party's report, provided the minutes made it plain that the Government interpreted the references in the text to the International Development Strategy in the manner explained by the Socialist countries at the United Nations General Assembly's last session.

So far as paragraph 9 was concerned, it was his understanding that if the Governing Body reached agreement on a wording satisfactory to the Japanese Government, the latter might feel able to withdraw its reservation with regard to paragraph 13, which it regarded as touching on the same question. In that connection, he welcomed as a useful contribution Mr. Gros Espiell's suggestion that the brackets surrounding the words "in both developing and developed countries" at the end of paragraph 9 should be removed, since those words would serve to express more clearly the idea that trade expansion could contribute to better employment and labour conditions in both groups of countries. At the same time, paragraph 9 should also reflect the view, which had been expressed in the Working Party, that the solution of the world's economic and social problems would largely depend on an increase in trade not only between developing and advanced countries but also between countries with different economic and social systems. Many efforts had recently been made to promote such trade. Accordingly the Czechoslovak Government proposed, in a spirit of compromise and as a move towards those for whom the formulation of this idea raised difficulties, that the beginning of paragraph 9 should now read: "Expansion of trade between the developing countries and countries having different economic and social systems can contribute to ...".

Mr. Parodi, echoing the remarks made by the Chairman in introducing the report, said that the policy statement could not be regarded as committing governments to any particular position at UNCTAD, which would be debating economic questions largely outside the ILO's competence. As paragraph 2 of the statement made it clear, the ILO had competence only in regard to the social consequences of economic policy, and it should therefore confine its attention to the social effects of international trade expansion; it was precisely because paragraph 36 exceeded the ILO's competence that the French Government had expressed reservations on it.
It was, in any case, far from certain that trade liberalisation would in all cases prove beneficial to the developing countries, which might find themselves compelled by external competition to protect their own new industries.

Like any compromise text the statement was rather poorly drafted, and it contained too many truisms. The French Government was nevertheless prepared to support it as a whole.

Mr. Alberti congratulated the Working Party on the outcome of its efforts and associated himself with the remarks made by Mr. Gros Espiell and Mr. Soares Carbonar. The Chilean Government supported the policy statement; although it was the least the Government could accept as an ILO contribution to the UNCTAD meeting, there was probably no room for improvement since the Working Party had already fully explored the scope for concessions.

As regards the question of the ILO's competence, the Organisation was admittedly concerned with social rather than economic questions; but the two were inescapably linked and, as Mr. Gros Espiell had said, the ILO could not afford to remain idle in the face of sweeping institutional changes affecting the world economy.

Concerning paragraph 5 of the statement, he had not found it possible to note in full the Spanish translation of Mr. Murin's latest suggestion, but he could at any rate accept Mr. Gros Espiell's suggestion for deletion of the square brackets and incorporation of the words in square brackets in the body of the text, since omitting those words would give the impression that the world was divided exclusively into countries with different economic and social systems and that the developing countries did not exist as a separate category. He also agreed that paragraph 35 should express the idea mentioned in paragraph 36 of the preliminary report on fair labour standards.

Mr. Persons congratulated the Chairman on his skilful and patient guidance of the Working Party.

If the ILO was to contribute to the success of UNCTAD it must focus attention on the problem of giving workers their proper share in the benefits of trade expansion and economic development. Though not subscribing to all the paragraphs of the draft statement, the United States Government could support it as expressing a consensus of the ILO's constituents, including the non-government groups, on ways of tackling that problem. Since, however, primary responsibility for trade and development lay with other organisations, such as UNCTAD and GATT, the ILO should not attempt to encroach on their fields of competence by concerning itself with trade policies as such. The United States Government's acceptance of the statement did not therefore prejudice in any way the position it would adopt at the forthcoming UNCTAD session.

The Governing Body had directed the Working Party to indicate the measures which the ILO would wish to see taken in the field of international trade in favour of developing countries. With the omission of the words in square brackets in the first line of paragraph 9, however, the text would place sole emphasis on expansion of trade between two groups of advanced countries, in contradiction with the Working Party's mandate. The words in square brackets should therefore be included, as already suggested by Mr. Gros Espiell and Mr. Alberti.

The wording just suggested by Mr. Murin gave rise to a similar objection, for even though it reintroduced the idea of expanded trade with the developing countries, it still reflected a concern for increasing trade between two groups of advanced countries which seemed out of place in a document whose main thrust had to do with trade expansion in favour of the developing countries.

Mr. Murin explained that paragraph 9 was a compromise arising out of an earlier text which he himself had proposed in the Working Party in order to stress the idea that expansion of trade between countries with different economic and social systems was a form of international co-operation which would serve the developing countries' interests and was indeed an important, or even the most important, condition for solving the world's economic, social and political problems.

In the light of that explanation, he hoped that Governing Body members, and particularly the representatives of the developing countries, would have no difficulty in supporting the new wording he had proposed.
Mr. Kaya, whose Government had been represented on the Working Party, expressed appreciation of the Chairman's skill in presiding over its work and of the spirit of co-operation shown by its members.

Though it naturally favoured international trade expansion as a means of improving living and working conditions throughout the world, the ILO was not the international organisation which had primary responsibility for trade questions. The ILO's contribution to the UNCTAD meeting should therefore express views on trade questions only in so far as they had a bearing on matters within the ILO's competence and should fully respect the principles embodied in the International Development Strategy, which had received the support of a very large majority of United Nations members.

The Japanese Government was prepared to endorse the draft policy statement, bearing in mind that it would represent the views of a tripartite body. It nevertheless wished to make it clear that its endorsement in no way prejudged the position it would adopt on any particular matter to be discussed by UNCTAD.

He could withdraw his Government's reservations with regard to paragraphs 13 and 20 of the statement. As originally worded the second sentence of paragraph 13 had not followed logically upon paragraphs 11 and 12, but subsequent amendments had made it acceptable. The original text of paragraph 20 had also seemed objectionable in that, by recommending preferential treatment for processed agricultural products of developing countries, it had entered into unnecessary detail. The insertion of the words "as far as possible" before "extend preferential treatment" had, however, allayed the Japanese Government's misgivings.

Mr. Garces also congratulated the Working Party on its success in drafting a satisfactory compromise.

Deeply aware of the importance of employment policy and of its responsibility in that field, the Colombian Government was now giving effect to the recommendations of the ILO employment strategy mission, with such adjustments as it had found desirable. Colombia's gravest problem was its excessive economic dependence on a single commodity whose price had seriously fallen on the world market. The Government therefore warmly welcomed the reference in paragraph 16 of the draft statement to the need to expand and stabilise the developing countries' earnings from agricultural exports.

Though the organisations of the United Nations system should avoid duplicating one another's activities, inter-agency co-operation was essential in achieving the goals embodied in the International Development Strategy which, the Government was glad to note, were adequately reflected in the present draft statement.

As to paragraph 9, the Colombian Government could agree either to the inclusion of the words in square brackets or, if the Governing Body so preferred, to the wording suggested by Mr. Murfin.

Mr. Mainwaring could support the statement as an expression of an ILO consensus on the subject of trade, aid, employment and labour, although it might have been more useful had it been limited to a statement of the specific contribution which the ILO could make in that area.

As already mentioned, questions of trade policy were the responsibility of UNCTAD and GATT, and the Canadian Government's endorsement of the statement in no way predetermined the position it would adopt on those questions in UNCTAD.

Secondly, the Government interpreted the statement in the light of the International Development Strategy and its own comments on the Strategy in the United Nations General Assembly; in particular, measures of trade liberalisation must be non-discriminatory and respect GATT principles if they were to bring benefits to employers and workers throughout the world.

The proposals for ILO action outlined in paragraphs 29 to 34 of the statement were useful and should be pursued. As regards paragraph 35, he supported the Office's suggestion in paragraph 37 of the preliminary report on fair labour standards for referring that subject to an appropriate committee for closer examination.
Mr. Persons was unconvinced by Mr. Murin's latest statement in support of his amendment to paragraph 9. To suggest that expansion of trade between countries with different economic and social systems would necessarily be of advantage to the developing countries was at best a controversial idea which would be better omitted from the policy statement and which, besides, related to matters beyond the ILO's competence. The United States Government preferred the inclusion in paragraph 9 of the words in square brackets.

Mr. Basri said that although he had expected the Working Party to produce a much fuller statement he supported the present draft as the best compromise obtainable in the circumstances. His Government believed that if effect were given to the principles it contained the employment situation and working and living conditions would greatly improve in the developing world. Countries could expect to obtain long-term benefits from their export and import trade only if national development plans were supplemented by close international co-operation in tackling economic and social problems.

Indonesia's trade - mainly exports - produced one-fifth of national income and over a fifth of government revenue. When the price of its produce fell on the world market, its export trade, its agriculture - which formed the backbone of the national economy - and rural employment all went into a decline. In other words, living standards were inextricably bound up with fluctuations in the world market price of Indonesian commodities, and any domestic measures the Government took to create employment would be of no avail unless supplemented by international measures which helped to promote Indonesian trade.

Fluctuations in commodity prices on the world market also created severe budgetary and balance-of-payments problems for the developing nations, and efforts must continue to introduce fair rates of foreign exchange and develop foreign exchange companies. For countries like Indonesia with a rapidly growing population it was absolutely vital to increase capital investment in development by obtaining international credits for extended periods. Here again the need to improve the conditions of trade for developing countries was obvious.

As regards paragraph 9 of the draft statement, the Indonesian Government firmly believed that expansion of trade between all countries could help enormously in expanding employment and improving working and living conditions in the developing world. In order to reconcile the opposing points of view, the speaker therefore proposed that the beginning of the paragraph should read: "Expansion of world trade, including trade between countries having different economic and social systems, can contribute ...".

Indonesia fervently hoped that the International Development Strategy would serve to raise the pitifully low living standards which, as the preamble to the Strategy recognised, countless millions of people in the developing world still endured. As an expression of the ILO's awareness of the relationship between trade and employment the policy statement would make a useful contribution to the UNCTAD meeting.

Mr. Briki, on behalf of the African Government members, thanked the Office, and especially Mr. Bolin, for their valuable assistance to the Working Party, the Chairman for his firm but patient guidance, and the non-government groups for their positive and understanding attitude. The excellent atmosphere which had prevailed in the Working Party augured well for the ILO's future and its ability to overcome its present financial difficulties.

Although the African governments supported the draft statement they had some misgivings about it.

First, its impact was lessened by its apparent lack of conviction. The International Development Strategy had called for vigorous efforts to bring prosperity to the developing nations in the current decade; yet the ILO, often described as the social conscience of the world, seemed merely to be paying lip service to the cause of international solidarity. At the recent Asian Regional Conference in Teheran the Director-General had warned that "those who fail to face the issues today will, if they survive at all, have to live tomorrow with the consequences of their failure". The ILO itself would fail in its duty if it declined to play its full part in efforts to tackle the challenging problems of the modern world.
In the statement approval of measures of trade liberalisation was hedged around with reservations about their consequences for workers in the advanced countries; indeed there were no less than thirteen references to those consequences. Not only were the rich nations unlikely to impoverish themselves by attempts to help the poorer countries, but the effects of trade liberalisation must be viewed in the long term. Besides, recent studies had predicted that shifts in international trade patterns would have negligible effects on the situation of workers in advanced countries. The developing countries had no desire to harm those workers' interests; they merely wished to narrow the gap between the extremes of affluence and poverty in the modern world.

The policy of urging poorer nations to develop labour-intensive techniques as the best way of generating employment was, in the African countries' view, misconceived. In its conclusions on the Asian Manpower Plan, the Seventh Asian Regional Conference had advocated the introduction of such techniques only where they could be used to advantage and had invited Asian countries to pay attention to a proper balance between labour-intensive and capital-intensive industries. In the Working Party the Algerian Government had therefore expressed the African countries' reservations on paragraph 21 of the draft statement on the ground that it laid too much stress on labour-intensive techniques. In view, however, of the present wording of that paragraph, which reflected a sounder concept of development, the African countries could now accept it.

Paragraph 30 of the draft mentioned certain studies on the employment implications of trade and development being arranged for by the ILO. The African countries noted with regret that the studies seemed more concerned with the effects of shifts in trade patterns in the advanced countries than with their effects in the developing countries which, after all, accounted for the larger part of the world's population. As Mr. Persons had pointed out, the countries which the ILO was supposed to be helping were the developing countries, and the ILO should see to it that its activities on trade and employment concentrated on those whose needs were the greatest.

The African governments could not accept the idea of "fair" or "unfair" competition between developing and advanced countries in international trade as contemplated in paragraph 35 of the draft statement, and indeed many economists in advanced countries had condemned it. True, labour costs might be lower in the developing countries; but there were many other factors which impaired those countries' competitive position, such as inferior technology, lower productivity and the advanced countries' hold on world markets. The ILO could not appear to support something which the developing countries themselves rejected, and which ran counter to the principle recently endorsed by the international community that the developing countries should enjoy non-discriminatory and non-reciprocal trade preferences.

The African governments had reservations about the suggestion in paragraph 19 that reasons of technological progress might justify replacing natural with synthetic products. Technological development was a continuing process, and such an exception to the policy of favouring natural products might be constantly invoked to permit the substitution of synthetic products, with disastrous consequences for efforts to stem environmental pollution and for those countries whose economies depended on trade in natural products.

The African governments supported the amendment to paragraph 9 just proposed by Mr. Murin, which reflected the existence of different economic and social systems among both the developing and the advanced nations.

The discussion was adjourned to the following sitting.

The sitting closed at 1 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE FOURTH SITTING
- (Wednesday, 1 March 1972 - 4.30 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. BASRI, Mr. BERGENSTRÖM, Mr. BOLTYAH, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DE BOCK, Mr. ERDMANN, Mr. ESBER, Mr. FAUPI, Mr. FOGAN, Mr. GARCÉS, Mr. GARGOU, Mr. GEORGET, Mr. GHAYOUR, Mr. GONZÁLEZ NAVARRO, Mr. GROS ESPIEL, M. HENNIKER-HEATON, Mr. KAYA, Mr. MAINWARING, Mr. MAHALOUP, Mr. MALIKOV, Mr. MURIN, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. NASR, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. OECHSLIN (personal substitute for Mr. WALINE), Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PLANT, Mr. PURPURA, Mr. SALVI, Mr. SHIOJI, Mr. SOARES CARBONAR, Mr. SUNDE, Mr. TATA, Mr. UKFABI, Mr. VITAIC JAKASA, Mr. YLLANES RAMOS, Mr. ZÖLLNER.

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour (cont.)¹

Mr. Pineda congratulated the Chairman and the Working Party on producing a draft statement worthy of an organisation committed for over half a century to the pursuit of world peace and social justice. The Third UNCTAD session afforded an excellent opportunity for the ILO, an organisation founded at a time when market economies were prevalent and today's emerging nations had not yet made their appearance on the world scene, to demonstrate its dynamism and responsiveness to those nations' urgent needs. The developing countries, as President Senghor of Senegal had said in his speech to the Conference in 1971, were neither asking for gifts nor seeking to impoverish the advanced countries. They were simply asserting their right to escape from a state of economic and commercial dependence which stood in the way of decent living standards for their own people.

The draft policy statement was the outcome of hard bargaining between the three groups and between countries at different stages of development and with different economic and social systems. Though perhaps not ideal, despite the efforts to improve it made by the Brazilian Government on behalf of the Latin American countries in the Working Party, it was the best compromise possible in the circumstances, and the Venezuelan Government was prepared to support it as a good statement of ILO policy for presentation to UNCTAD.

The statement's first merit was that it affirmed the ILO's competence in regard to development, which a great spiritual leader had recently referred to as the new name for peace.

Secondly, like the 1971 Conference resolution on the relationship between trade and employment, it acknowledged the direct repercussions of international trade on employment everywhere, and especially in the developing countries.

Thirdly, paragraph 2 was an apt reminder that the ILO's position as a suitable forum for studying and seeking solutions to the social problems of international trade expansion flowed from its responsibilities as defined in the Declaration of Philadelphia.

Fourthly, the statement recognised that although trade liberalisation measures might create short-term problems they would in the long run benefit employers, workers and consumers in advanced and developing countries alike.

¹ See third sitting.
Fifthly, paragraphs 11 to 27 contained useful recommendations both for expanding and protecting employment and improving working and living conditions in developing countries and for safeguarding conditions of life and work and employment in advanced ones.

Sixthly, paragraph 28 drew attention to the need for participation by employers' and workers' organisations in both developing and advanced countries in preparing and implementing development plans, allowing for changes in international trade patterns.

Finally, paragraph 30 laid proper emphasis on the need for close co-operation with other international organisations, especially UNCTAD, in examining the social problems created by international trade expansion.

The Venezuelan Government agreed that, in paragraph 9, including the words in square brackets in the body of the text would clarify it. It also endorsed Mr. Gros Espiell's suggestion that paragraph 35 should record the Governing Body's intention of establishing the procedure proposed in paragraph 36 of the preliminary report on fair labour standards.

Mr. Henniker-Heaton, who was under an obligation to absent himself shortly, wished, after consultation with the leader of his group, to state individually his position on the text drawn up by the Working Party.

He certainly could not vote against a paper which contained so much that was good and had been greatly improved by the Working Party and its Chairman. It was, however, far too complicated and contained so many qualifications that it was no credit to the ILO as a document for public presentation to UNCTAD. It was too long for a statement of principles and too short for a detailed study. He had taken the liberty of drafting something much shorter, simpler and more practical which at the same time covered all the main principles set out in the paper before the Governing Body. He did not suggest that it could be adopted at this late stage, but he tabled it as follows:

"The prime responsibility of the ILO is the raising of the standard of living and the improvement of working conditions throughout a free world.

These objectives can only be achieved by the creation of more wealth through increased production and productivity and by the wider and fairer division of that wealth throughout all countries with equal opportunities for each. Such a division requires the maximum liberalisation of trade and the sharing of technological know-how.

These developments will bring with them many stresses and difficulties, in particular those caused by changes in the location and nature of industry; it will become more and more capital-intensive and technologically orientated in the developed countries in the first place but gradually also in the developing countries as their standards rise.

These changes being inevitable and desirable, policies and strategies must be worked out by developed and developing countries, often in concert, which will facilitate and expedite the changes while safeguarding national economies from disruption, either general or at the level of single industries; individuals and groups of individuals involved must also be protected from the more damaging immediate effects of the changes and enabled to adjust themselves to modified or to new forms of activity.

Much of the standard-setting, technical and industrial education and training work of the ILO and of organisms associated with it is already devoted to activities which will guide and assist member countries and their peoples to implement the above-mentioned developments at the national level.

These ILO activities must be intensified on the most practical lines, leaving the political and many of the commercial, economic and strategic aspects of the work to governments and to specialised organisations equipped to deal with them after consultation where appropriate with employers and workers and the organisations representing them."
Mr. Malikov recalled that at the Governing Body's last session his Government had, despite some misgivings, finally consented to the proposal for submitting an ILO policy paper to UNCTAD because of the strong support it had received from the Workers' group and the developing countries.

Although the statement would not make a particularly useful contribution to the UNCTAD meeting, it did at least draw attention to the effects of international trade on employment and working and living conditions, and in so far as it related to the situation of the workers and other social problems the USSR Government could accept it. The ILO was not competent, however, to make proposals concerning questions of international trade as such, which were the responsibility of UNCTAD. In any case, employment and other social problems would not be solved simply by promoting world trade expansion. What really mattered was to rid international trade of those discriminatory features which were the root cause of the widespread unemployment and appalling living and working conditions prevalent in many developing countries.

He welcomed the proposals, mentioned in paragraph 30 of the statement, for ILO co-operation with other international organisations in tackling social problems arising out of the liberalisation of world trade, provided the ILO was careful not to exceed its competence and to avoid duplicating the work of other agencies, especially UNCTAD. Research carried out in co-operation with other agencies and joint ILO/UNCTAD meetings would certainly be useful.

The ILO had special competence to help in promoting full employment and better working and living conditions in the developing countries, to ensure a fairer international division of labour and to encourage worker participation in efforts to solve the social problems created by international trade expansion. In particular, it had a duty to urge social and legal measures to safeguard the workers' interests against the vast economic power wielded by certain financial groups and international monopolies which controlled the world of trade. At its last session the Conference had adopted a resolution concerning the social problems raised by multinational undertakings. Although the statement did touch on many aspects of ILO work relevant to questions of international trade, it was especially regrettable that it did not give proper attention to those problems. While setting guidelines for fruitful co-operation between the ILO and UNCTAD and other United Nations agencies, the statement therefore did not by any means set out all the forms of activity which the ILO might pursue in this field.

In a joint declaration addressed to the Secretary-General of the United Nations in September 1971 during the General Assembly's 25th Session, the Soviet Union and the other socialist Members of the United Nations had made clear their views with regard to the International Development Strategy. The USSR Government believed that in taking the action suggested in the policy statement the ILO would be contributing to attainment of the goals set out in that strategy as interpreted by the socialist countries. On that understanding it was prepared to endorse the statement.

The Governing Body had not yet properly studied the question of establishing a code of fair competition in international trade, to which paragraph 35 of the draft referred, and the matter should be examined again at a later stage.

As for paragraph 9, increased trade between countries with different economic and social systems would certainly benefit the developing countries, and the USSR Government therefore supported Mr. Murin's amendment.\(^1\)

Mr. Morgan expressed appreciation of the painstaking negotiations held in the Working Party and of the Chairman's able guidance. Though the draft did not satisfy everyone, there was, as the Chairman had said, no point in trying to introduce amendments which would upset the balance of the text.

As to paragraph 9, expansion in trade between two groups of advanced countries might certainly, as Mr. Malikov had suggested, be in the developing countries' interests. That was, however, a controversial idea which went somewhat beyond the Working Party's terms of reference and would be better omitted from the statement. On the other hand, inclusion of the words in square brackets was quite acceptable.

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\(^1\) See third sitting.
The United Kingdom Government fully agreed that increased employment opportunities formed an essential part of development and that the ILO was the United Nations agency with primary responsibility for employment matters. However, and although no single aspect of development could be regarded in isolation from the others, the ILO must recognise the limitations on its competence. Unfortunately this was something the policy statement failed to do. International trade policy might affect employment opportunities, but it was the responsibility of UNCTAD and GATT, not of the ILO, which was not equipped to carry out detailed studies on trade questions. How would the Governing Body react to pronouncements by other organisations on, say, contentious issues of industrial relations?

Sometimes the statement distorted the carefully balanced conclusions of competent organisations on international trade policies or even proposed solutions still under discussion in those organisations. This was not the most cogent way of bringing the ILO's views and responsibilities to UNCTAD's attention.

Though prepared to accept the statement as a whole since it indicated broadly the relevance of international trade policy to employment problems and some possible solutions, the United Kingdom Government could not endorse it in detail. The ILO did not have primary responsibility for trade questions, and the Government's acceptance of the statement did not commit it to any particular position in regard to those questions in UNCTAD.

Mr. Alberti, having had a further opportunity to consider the amendment to paragraph 9 of the statement proposed by Mr. Murin at the third sitting, was prepared to accept it. The wording suggested by Mr. Basri was also quite acceptable. What mattered was that the policy statement as a whole should be submitted to UNCTAD, and on that there seemed to be general agreement in the Governing Body.

Mr. Petrov congratulated the Working Party on its efforts to produce an acceptable ILO policy statement and the Office on the quality of the background papers, although he felt that the latter ought to have been distributed earlier.

The developing nations' economic stability would depend mainly on the growth of their own industries, and solving the formidable problems mentioned in the statement would call for concerted efforts on the part of the governments and social institutions of those nations. The ILO and other United Nations agencies also had their contribution to make and, since the economic aspects of those problems were inseparable from their social aspects, must co-operate closely in examining solutions, while remaining carefully within their respective fields of competence.

For its part the ILO should concentrate on the most serious social problems, such as unemployment, low wages and poor working and living conditions by seeking, among other things, to promote a fair international division of labour. In carrying out studies with other international organisations on the effects of international trade on employment in the developing countries the ILO should examine, for example, the social problems created by inflation, international monetary instability and the activities of powerful international monopolies and multinational undertakings. The poorer nations were quite unable to withstand the influence of such monopolies and would never recover from the damage inflicted by colonialism if they remained subject to the pressures of neocolonialism. Unless they managed to diversify their market economies the expansion of the world economy would be gravely hampered. Because of inflation they were having to pay the advanced nations higher and higher prices for industrial imports; yet the prices of the raw materials which they exported to the advanced nations remained constant, or even fell. The result was that, for all their efforts, they were becoming poorer and poorer. The only solution was to stabilise world market prices, liberalise trade and put a stop to discriminatory trade practices.

While ready to endorse the statement as a whole, the Bulgarian Government had reservations on paragraph 33, which might involve the ILO in matters beyond its competence. Technical co-operation for export promotion could be financed by the UNDP, and it would be unwise, especially at present, to add unnecessarily to the ILO's burden of expenditure on technical co-operation.

In concluding, he expressed support for Mr. Murin's amendment to paragraph 9.
Mr. Smets thought it imprudent to try to alter the text of the statement, which was a satisfactory compromise. The text read out earlier by Mr. Henniker-Heaton certainly had a great deal of merit. It would also have been useful to include a paragraph at the end of the introductory section of the statement stressing better working and living conditions as a major aim for the developing countries to pursue. While many of them did in fact pursue that aim some did not, and this basic point was worth bringing out more clearly.

The Belgian Government would welcome the establishment of the code of fair competition in trade mentioned in paragraph 35 of the statement, provided the ILO's contribution was limited to matters which were really its concern.

Paragraph 36 mistakenly implied that free trade measures might have only short-term effects on employment in the advanced countries. Experience showed all too clearly that they might also have long-term effects.

Mr. Olivieri, endorsing Mr. Gros Espiell's remarks, expressed his own Government's support for the statement. Although it might have laid greater stress on the need for urgent action, it was an acceptable compromise which owed much to the spirit of conciliation that had prevailed in the Working Party.

As regards paragraph 35 of the statement, he supported Mr. Gros Espiell's suggestion that it should embody the idea contained in paragraph 36 of the report on fair labour standards, i.e. make it clear that what was contemplated was the granting of trade concessions to developing countries on a non-reciprocal basis.

He too supported the suggestion that the words in square brackets should be included in the body of paragraph 9. Failing agreement on that, the Chairman might, as Mr. Alberti had suggested, be invited to try to find an acceptable compromise wording.

The whole purpose of the statement was to stress the fact that, while UNCTAD was of course competent in regard to questions of economic policy, well-ordered expansion of world trade could make a most useful contribution to achieving the major ILO objective of employment creation.

Mr. Neilan, speaking for the Employers' group, complimented the members of the Working Party on their persevering efforts to work out a compromise text.

It was disturbing to hear many government representatives - including even Mr. Briki, speaking on behalf of the developing countries - say that approval of the statement at this stage did not commit their governments to any particular position at UNCTAD. Such an attitude implied that the statement, however worthy an expression it might be of the employers' and workers' aspirations, might be set at nought in another forum where the non-governmental groups would not be represented.

Most governments were apparently afraid that the ILO might encroach on the fields of competence of UNCTAD and other agencies. In the Employers' view the statement did, at least implicitly, recognise the limits on the ILO's competence to deal with the problems created by shifts in trade patterns. If anything, it was too weak in its assertion of that competence, which lacked sharpness and was somewhat submerged in the rest of the text. That could no doubt be attributed in part to the negative attitude taken by many governments in the Working Party and perhaps also to the approach embodied in the paper placed originally before the Working Party, itself reflecting the tendency which had emerged at the Governing Body's last session to limit somewhat the scope of the ILO's concern with the subject. As a result, while there could be no objection to the statement as a broad declaration of social principle, its lack of conviction, to which Mr. Briki had referred, and its failure to highlight the matters of real concern to the ILO would prevent it from making much of an impact at the UNCTAD meeting.

The ILO did sometimes interest itself in subjects of little relevance to its constitutional mandate, but the effect of trade expansion on employment was not one of them. In this area of crucial concern to countries whose economies depended on one or two commodities and which were trying desperately to provide employment by developing their own industries, the ILO had a definite part to play, not only through the application of its standards and the improvement of living and working conditions generally, but above all in the field of industrial promotion, in which it had already done a first-rate job.
The Employers were reluctant to withhold support from a document which constituted a broad affirmation of what the ILO's constituents hoped for from world trade expansion. It would, however, be much more useful from the point of view of all concerned, including the developing countries, if it were supplemented when presented to UNCTAD by a clear definition of the ILO's competence, as interpreted by the Organisation itself, in regard to the matters to be discussed by UNCTAD.

That did not detract from his high regard for the task carried out by the Working Party and all who had participated in its work, in particular the Chairman and the leaders of the two groups, i.e. Mr. Morris and Mr. Yoshimura; such a body could not of course have been expected to produce a text as succinct and to the point as might have been done by one man, such as for example that read out earlier by Mr. Henniker-Heaton.

Mr. Banerjee welcomed the ILO's initial steps to fulfil the role assigned to it in the International Development Strategy and commended the Working Party on its efforts to draw up broad guidelines for future action. The ILO's contribution to the objectives of the Second Development Decade would be judged by its success in expanding employment throughout the world - the most important task facing it, and one requiring a pooling of ideas directed to the formulation of realistic and pragmatic programmes.

While lack of reliable statistics made it difficult to set employment targets, some progress might be made by adopting a sectoral approach based on thorough review of national employment targets for different branches of activity, areas and occupations. The policy statement failed to make it altogether clear that the prospects for expanding employment were most promising in the growth sectors of national economies, which could be identified by reference to such factors as contribution to the Gross National Product, increases in income per head, price stability and the balance of payments - all of which were clearly affected by international trade patterns.

The statement should also have recommended more specific measures to help the developing world in expanding employment and urged the advanced countries to coordinate their activities in the fields of trade, aid and research. At present certain industries in the developing countries, especially labour-intensive industries, were finding it difficult to export their products because of strong competition from the advanced countries. The ILO could perform a great service to the developing nations if it identified the industries which had the greatest potential for job creation in those nations and urged the elimination of all tariff and non-tariff trade barriers which were hampering the development of those industries.

Although trade liberalisation would raise employment problems for the advanced countries, experience suggested that they should find it easy enough to solve those problems through structural changes in their economies, including redeployment of manpower. Despite efforts to keep prices low by improving productivity and technology, the advanced countries, because of their high labour costs, often still found themselves at a competitive cost disadvantage in relation to the developing countries in certain industrial sectors, such as cotton textiles, and some of them were taking steps to facilitate structural changes and shift production to engineering, chemical and other more sophisticated industries. Previous restructuring of their economies had already enabled them to redeploy manpower to more profitable branches of activity. Unfortunately, some of those countries - no doubt in a desire to safeguard employment - had not accepted the principle, embodied in the International Development Strategy, that they should adopt suitable adjustment policies to facilitate the removal of trade barriers. Yet it was not even in the workers' own interest to keep uneconomical industries going. Wages tended to be lower than in rapidly expanding sectors, and fresh manpower was not easily come by.

The ILO should identify the branches of activity in the developing countries which had a clear cost advantage over their competitors in the advanced countries and which were therefore suitable candidates for expansion. Obvious examples were the processing of agricultural produce, the manufacture of unsophisticated consumer goods such as textiles, and the processing of local raw materials for industry - all labour-intensive activities requiring little capital investment. Some developing countries also had the skilled manpower to produce components and spare parts for industry in the advanced countries - and at competitive prices, since their labour costs were so much lower. The job-creating potential of these
industries would of course vary from one developing country to another, and it might also be useful to consider the expansion of industries on a regional or sub-regional basis in order to derive full advantage from economies of scale.

Through the generalised system of preferences the advanced nations had by now removed the trade barriers affecting many industrial goods. But trade barriers were still hampering the developing countries' exports of processed agricultural products. The ILO should therefore also assess the benefits likely to accrue to the developing countries from extension of trade preferences to cover such products and identify the sectors in those countries in which employment would be likely to expand in consequence.

One of the developing countries' most formidable problems in creating jobs was, of course, finding capital for investment. Thus, the development of their industries - and hence also of employment - would depend largely on improvements in the terms of financial aid extended to them:

In conclusion the ILO should, first, identify the kinds of intermediate technology which could be introduced in the developing countries and would permit the application of labour-intensive techniques; secondly, expand its rural development and youth development programmes so far as the resources of the international community would permit; thirdly, increase its research activities and identify the sectors of the developing countries' economies most suitable for expansion; and, fourthly, increase its training activities so as to help the developing countries to meet their shortage of trained workers and management staff.

Mr. Tata, while praising the efforts of the Working Party, and particularly the Worker members, to draft an acceptable policy statement, regretted that it had received only qualified support from the Government benches.

The Workers' attitude towards the question of trade expansion seemed ambivalent. At the national level they commonly protested at increases in imports on the ground that that would mean unemployment. In other words, they seemed to dislike the idea of free trade. Yet at the international level they claimed to be in favour of it - so much so that they hailed it as a panacea for the world's ills.

True, if the advanced countries were sincere in their desire to help the poorer nations they must, as Mr. Banerjee had said, remove trade barriers against the only goods which the developing countries could produce and export at competitive prices, namely unsophisticated products not requiring skilled labour. But international trade expansion alone would not bring salvation to India and other developing countries. Solving their economic and social problems would ultimately depend on sound domestic policies in regard to taxation, agrarian reform, agricultural development, the processing of primary products and other matters. Such policies offered much greater potential for expanding employment than international trade expansion.

By touching upon purely economic questions the policy statement encroached on UNCTAD's competence. As Mr. Morgan had suggested, the Governing Body would probably look askance at any attempt by another organisation to trespass on the competence of the ILO; how would, for example, a suggestion by UNCTAD that countries should boost production by increasing hours of work be received? The ILO was certainly competent to give its views on the social consequences of economic policies, but not to make recommendations which ran counter to well-established economic policies and were unlikely to win approval in UNCTAD.

The Employer members were sharply divided in their attitude towards the policy statement. The speaker, while he felt that such a document was not likely to do the ILO much credit, was nevertheless prepared to endorse it as an expression of the Workers' sincere concern about the world employment situation. At the same time, in view of the many misgivings which had been expressed - and which were not confined to his own group but were widely shared by governments - he wondered whether, rather than to forward such a paper to UNCTAD, where it would probably make little or no impact, it might not be preferable to ask the Director-General to prepare instead a general statement reflecting the sense of the present discussion, which would doubtlessly carry more weight.

Mr. Morris rejected Mr. Tata's allegation of ambivalence in the Workers' attitude. The Workers wholeheartedly supported the statement because it reflected their sincere beliefs. Trade liberalisation might not cure all the world's ills,
but at least it offered some hope for the developing countries. Canadian trade union leaders had consistently taken this view and had stated the Canadian workers' willingness to face any difficulties which might confront them as a result of world trade expansion. In consultations which he would be shortly holding with the Canadian Government the speaker himself would put forward exactly the same views as were reflected in the policy statement.

The Worker members were not preaching protectionism at home and trade liberalisation abroad. True, in some countries short-sighted unions did advocate trade protection in a desire to safeguard employment; but had the Workers' group shared that view it would have wanted to see it expressed in the statement. Their most fervent desire was to do something towards raising living standards throughout the world, just as they had always striven to raise living standards in their respective countries.

The Worker members could not allow anyone to cast a slur on their sincerity or to imply that the position they had taken in the Working Party was not completely genuine. Few trade union leaders were fortunate enough to be able to address an international forum like the ILO, and the members of the Workers' group had been appointed, not just because they were representative of the world's workers but also because of the depth of their convictions.

The statement might indeed have read better had it been drafted by one man, but it would have aroused no less controversy. The lukewarm attitude of many governments, though disappointing, was understandable. For their part the Workers were prepared, as the speaker had already said, to support the statement because it reflected what they believed in.

The discussion was adjourned to a later sitting.¹

The sitting closed at 6.10 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.

¹ See sixth sitting.
MINUTES OF THE FIFTH SITTING
(Thursday, 2 March 1972 - 10.45 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. BANERJEE, Mr. BARBEAU, Mr. BASRI, Mr. BERGENSTRÖM, Mr. BOLTYAH, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DE ROCK, Mr. ERDMANN, Mr. ESOBER, Mr. FAUPL, Mr. FOGAM, Mr. GARGOUm, Mr. GEORGET, Mr. GHAYOUR, Mr. GÓMEZ, Mr. GONZÁLEZ NAVARRO, Mr. GOROSHKIN, Mr. GROS ESPIELL, Mr. HENNIKER-HEATON, Mr. KUNOGI, Mr. MAUNWAIING, Mr. MAKHIOP, Mr. MITRAN, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NASE, Mr. NEILÁN, Mr. NGAI-VOUETO, Mr. Nogueira Batista (replaced during part of the sitting by Mr. AMARAL de Sampaio), Mr. OTHIENO, Mr. PERSONS, Mr. PLANT, Mr. SALVI, Mr. SHIOJI, Mr. SUDE, Mr. TATA, Mr. UKPABI, Mr. VITAIC JAKASA, Mr. WALINE (replaced during part of the sitting by Mr. OECHSLIN), Mr. Yllanes Ramos, Mr. ZÖLLNER.

EIGHTH ITEM ON THE AGENDA

Reports of the
Financial and Administrative Committee

First Report

FINANCIAL AND GENERAL QUESTIONS

Mr. Neilan expressed the Employers' support for the recommendations contained in the report, as set out in paragraphs 7, 49 and 78.

Programme and Budget for 1970-71: Budgetary Performance and Transfers

The Governing Body, in accordance with article 16 of the Financial Regulations, approved the transfer shown in the annex to the report.

1972-73 Regular Budget Account at 31 January 1972

Position of the Working Capital Fund

Situation at 31 January 1972 of United Nations Development Programme Funds Available to the ILO

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

Proposal under Article 20(3)(b) of the Financial Regulations for an Additional Assessment in 1973

Mr. Olivieri drew attention to the statement he had made during the discussion in the Financial and Administrative Committee on the Organisation's general budgetary problems, in which he had mentioned that his Government was in general at the present time opposed to any increase in its contributions to international organisations.

1 See Minutes of the 185th Session of the Governing Body - Confidential Appendix, third report of the Financial and Administrative Committee, paragraph 127.
Mr. Barbeau, referring to the reservation recorded by his Government in the Committee, observed that the first question to be determined was whether the consequences of the international monetary developments in 1971 were really contingencies and emergencies of the kind covered by article 20, paragraph 3(b), of the Financial Regulations, justifying an additional assessment on member States. Viewed in a somewhat different light, the real problem would appear to be the actual exhaustion of the Working Capital Fund, which was the result not so much of the monetary devaluations having occurred at the end of 1971 as of the failure of certain States, among them the Organization's largest contributor, to pay their contributions.

In the other international organisations the consequences of the currency changes had been and would continue to be financed, until such time as budgetary discussions were undertaken as part of the normal budgetary procedures, through the use of their working capital funds.

In the present situation, however, with the Working Capital Fund exhausted, the Director-General was proposing to deal with the problem by what amounted to an increase of some 10 per cent in the budget, to be financed by a definitive additional assessment. It was difficult for the French Government to accept this. In the first place, it would not be right to impose a definitive charge upon Members when the situation facing the Organization was not in effect a contingency or an emergency. The consequences of the devaluation of the dollar were lasting ones, and it would be undesirable for Members to undertake to finance by means of additional assessments all the consequences of the devaluation of a currency in which their contributions had to be made. Secondly, the type of action now requested was fundamentally the same as that which had been rejected by the Financial and Administrative Committee when considering the consequences of the uncertainty concerning the dates of payment of the United States contribution. The Committee had then refused to impose on the membership as a whole the burden of making good the consequences of the non-payment by one Member of its contribution to the normal expenses of the Organisation, even though the Member concerned recognised its obligation to pay. The Committee had instead recommended that the difficulty should be resolved partly by a substantial cutback in the scale of activities and partly by limited borrowing.

Finance ministers in member States would not be likely to consider currency devaluations as valid grounds for increasing their 1973 budget provisions in respect of international organisations for three reasons. In the first place, the actual amount of additional expenditure stated to result from the devaluation of the dollar might be questioned: it was not clear, for instance, whether certain of the additional expenses mentioned in paragraph 31 of the Committee's report could have been avoided by purchasing supplies elsewhere in Switzerland or in another currency by incurring expenditure in currencies other than Swiss francs. Secondly, it might be asked what would happen in the case of possible further changes in the value of the dollar. In the third place, a fundamental problem seemed to be at issue: as a result of decisions taken by the Governing Body and the Conference, member States' contributions had to be paid in dollars at the current rate of exchange, i.e. in a currency of fluctuating value which was not fixed in relation, for instance, to gold or to the Swiss franc. It might be desirable to undertake a fundamental review of the present practice in this respect to ensure that the expenses of the Organisation, and hence the contributions of Members, were indexed to some standard which might be presumed not to be subject to fluctuation.

Since it was clear that no further budgetary economies could be asked for, some means had to be found of financing the additional expenditure with which the Organisation was unavoidably faced. This could be done either by accepting an increase in the amount the borrowing of which was already envisaged as a result of the uncertainty concerning the dates of payment of the US contribution, or by providing that Members should make a compulsory advance of funds to be reimbursed on fulfilment by the US of its obligation. The second of these two solutions was one which could be discussed by Government members with the finance ministers of their respective countries with some prospect of success since, on the one hand, the recognition by the United States of its debt guaranteed that resources for the reimbursement of the advance would eventually be available and, on the other, once the debt had been paid provision would have to be made for the utilisation of the amount received. The problem would thus be approached not in relation to the currency devaluations of December 1971 but as a cash problem requiring interim rather than definitive measures for its solution. The French Government therefore suggested that in place of the draft resolution before it the Governing Body might wish to consider submitting to the Conference a resolution along the following lines:
"The General Conference of the ILO,

As an exceptional waiver of the provisions of the Financial Regulations,

Approves, for the second year of the 53rd financial period ending on 31 December 1973, the payment of a reimbursable advance of funds amounting to $4,750,000 which will be requested from States Members of the Organisation in order to cope with the exhaustion of the Working Capital Fund and decides that this advance shall be paid by Members in accordance with the percentages laid down in the scale of contributions already adopted by the Conference for 1973;

Decides that the amount of this advance shall be credited to the account of member States as soon as the United States of America pay their contribution."

This was simply a preliminary text which would indicate the lines along which his Government was thinking. A precedent for the exceptional waiver of the provisions of the Financial Regulations included in the text now proposed was to be found in the Resolution concerning an Exceptional Waiver of the Relevant Provisions of the Financial Regulations relating to any Excess of Budgetary Receipts Over Budgetary Expenditure in either of the Financial Periods 1970-71 or 1972-73, adopted by the Conference at its 56th Session (June 1971).

In conclusion, he wished to make it clear that his suggestion was not made in a spirit of criticism of the proposals put forward by the Office but to facilitate acceptance by finance ministers of the temporary financing required.

The Director-General said that the French Government member's suggestion raised some very far-reaching questions and was, in effect, a suggestion that the Governing Body should reject or amend in a major particular a unanimous report of the Financial and Administrative Committee. It would also have the effect of directly linking questions which up to this point had been dealt with quite separately by the Financial and Administrative Committee, the Governing Body and the Conference, namely the general financial problems of the Organisation and the questions arising out of the continuing uncertainty in regard to the date of payment of the United States contribution.

The Governing Body would recall that the question of how the ILO should deal with the effects of currency changes had been under continuous consideration by it for nearly a year, as the result of the successive currency changes which had taken place during that period. The Governing Body would also recall that at the May session last year he had put the whole question clearly before the Governing Body and had suggested that at considerable cost to the ILO's programme and to its general financial situation the whole of the costs arising out of currency changes for the year 1971 should be absorbed, since it had seemed unreasonable to ask governments to attempt to take action to deal with the matter at the Conference at very short notice. But in so doing he had made it clear that if this were done it would be necessary to put forward a supplementary estimate in 1972 to cover the part of the costs not absorbed in that way, and it was on that clear understanding, unanimously accepted by the Governing Body when making its recommendation to the Conference in 1971, that the Conference had not done what the United Nations had done twice during that period, namely include in assessments levied upon governments the amount necessary to cover the outcome of the currency changes. It was, of course, true that, as the United Nations had been dealing with the matter on the basis of an annual budget, and that budget was never adopted until a few days before the year in respect of which it was applicable, it had been possible for it to make the adjustments during the budget consideration stage. The ILO had a rather different problem in that the budget for a biennium was always adopted in the preceding month of June, and accordingly, at the time when the system of the biennial budget had been adopted, it had been clearly understood that there would be circumstances in which some adjustment would be necessary in respect of the second year of the biennium. The question was therefore not simply one of a cash shortage arising out of the continuing uncertainty concerning the dates of payment of the United States contribution. It was a question wholly different in origin, which the Governing Body had put to this point dealt with quite separately.

Perhaps it would be agreed that the proper way to deal with this important and difficult matter at this late stage would be to have both the statement which the French Government member had made and his own comments fully recorded.
Mr. Plant expressed the Workers' earnest hope that the Governing Body would accept the proposal set out in paragraph 49 of the Committee's report. He was surprised that the French Government had not made its observations during the discussions in the Financial and Administrative Committee since they were very important. He was not sure that he had grasped the full import of the issues raised and would be glad if both Mr. Barbeau's statement and the Director-General's could be fully recorded.

The additional assessment proposed would not, at any rate, entail any increase in the actual contributions of countries whose currencies had appreciated in relation to the dollar. The savings made by most of the major contributors on their ILO assessment might thus be deducted from their share of the supplementary requirement of $4.75 million.

Mr. Barbeau asked whether the Director-General would have made the same proposal if the Working Capital Fund had stood at its normal level. It was his doubts in this respect that had led him to believe that the problem of financing the additional expenditure resulting from the currency changes could not be separated from the problem of the cash shortage.

Mr. Alberti observed that the present difficulty was the result of a crisis in world capitalism. There was no reason why other countries, especially developing ones, should suffer in consequence. His Government must therefore formally reserve its position towards any proposal for a supplementary contribution or a loan.

Mr. Gros Espiell said that his Government was in principle opposed to the proposal in paragraph 49 of the Committee's report but reserved its final decision until the forthcoming session of the Conference.

Mr. Goroshkin observed that the Financial and Administrative Committee had not reached agreement on the matter; the Governing Body had therefore to study the problem closely.

The problem raised by the devaluation of the dollar was a general one which affected the whole of the United Nations system, and even though it was more acute in the ILO because of the failure of the United States to pay its contribution it would be wiser to postpone action until decisions had been taken by the financial organs of the United Nations.

The recent currency changes were the result of policies followed by Western countries, in particular the United States, and the USSR could not assume additional financial burdens owing to events for which it had no responsibility.

Mr. Mitran stated that his Government was deeply concerned at the financial situation of the Organisation, but reserved its position on the proposals until the forthcoming session of the Conference.

Mr. Soares Carbonar confirmed the reservation recorded by his Government in the Financial and Administrative Committee.

Mr. Morgan observed that if, as was proposed, the draft resolution was submitted to the Conference together with a record of the discussions in the Financial and Administrative Committee and in the Governing Body, that would inform the Conference that there were a number of matters calling for its consideration. It would then be for the Finance Committee of Government Representatives to decide in the light of the situation then prevailing what action should be taken on the resolution. If, for example, ample resources had by then become available to the ILO, his own Government's position would be that the resolution should not go forward, in keeping with the principle which it had always upheld that unforeseen additional expenditure arising during the course of a financial period should be met as far as possible from savings. It recognised, however, that in the present situation savings were not possible and therefore did not wish to apply the principle on this occasion.

Mr. Banerjee, who had reserved his Government's position in the Financial and Administrative Committee, was now able to support the proposals.
Mr. NeiIan was surprised that the French Government had not introduced its proposal during the discussion in the Financial and Administrative Committee. It seemed to be a somewhat complex one, and the Employers would like to see it in writing before expressing an opinion. He pointed out, however, that even if the additional expenditure could be financed through the Working Capital Fund the resulting deficit in the Fund would, under the Financial Regulations, have to be made up by a future assessment against Members.

The proposal could, at any rate, be included in the record of the Governing Body discussions which was to be transmitted to the Conference. In view of the late date at which it had been submitted it would be difficult to take a decision on it at the current session of the Governing Body. The Employers still considered that the recommendation in paragraph 49 of the report should be adopted.

Mr. Murfn said that in the light of the Director-General's statement he would not oppose the proposal to place the matter before the Finance Committee of Government Representatives at the Conference. The Director-General's proposals should be accompanied by a full report on the discussions in the Financial and Administrative Committee and the Governing Body. Though some countries had, as mentioned by Mr. Plant, made savings as a result of the devaluation of the dollar, his own country had suffered heavy losses. He associated himself with the position expressed by Mr. Alberti and Mr. Goroshkin concerning the consequences of the devaluation.

Mr. Tomov observed that the current economic and monetary crisis was a consequence not only of the defects of the Bretton Woods agreement but of defects inherent in the nature of the national economies concerned. That was why even after the recent currency changes a state of uncertainty persisted in the international monetary situation. If the Governing Body adopted the proposed recommendation it was not certain that further changes would not occur necessitating a re-examination of the current proposals. In these circumstances, he could not agree to the levying of an additional assessment.

Mr. Barbeau, in reply to the remarks made concerning the late submission of his proposal, pointed out that in the Financial and Administrative Committee he, like other Government members, had reserved his position; he was making it known now, and that was all. Perhaps the discussion could be suspended until his proposed resolution could be circulated and studied.

Summarising his proposal, he said that the French Government's position was one of complete reserve with regard to the method proposed by the Director-General for absorbing the consequences of the devaluation of the currency in which the expenditures of the Organisation were expressed. That was a matter of principle. In the second place, he regarded the cash position of the Organisation not from the standpoint of its relation to the consequences of that devaluation but as a cash flow problem, which was related to the exhaustion of the Working Capital Fund as a result of the non-payment of the United States contribution and for which an interim solution would be appropriate.

Mr. Züllner, referring to statements made by several preceding speakers, pointed out that it was inaccurate to refer to the recent monetary developments as the devaluation of the dollar, since they might equally well be referred to as the appreciation of certain other currencies, and he could not accept any suggestion that the United States was to blame in this regard. The debate should not be pursued further along these lines but should be restricted to the problem at present facing the Organisation, which had to be met either by additional cut-backs or by additional contributions. The question had been very thoroughly examined by the Financial and Administrative Committee, and his Government was willing to agree to the proposal set out in paragraph 49 of the Financial and Administrative Committee's report.

Mr. Sawa associated himself with the views expressed by Mr. Morgan. The problem could be thoroughly discussed at the African Labour Ministers' Conference which was due to take place shortly, and representatives of the countries taking part would then know what position they should take at the International Labour Conference in June. On the understanding that the decision would be left to the forthcoming session of the Conference he hoped that the Governing Body would adopt the recommendation in paragraph 49 of the report.
Mr. Oechslin considered that since the French Government member's proposal was based on a number of considerations relating both to the present factual situation and to questions of principle of long-term importance, it should be studied very carefully on the basis of a written text.

Mr. Gómez reserved the position of his Government, which had not had time to consider the proposal in paragraph 49 of the report. His Government was, however, opposed in principle to any increase in contributions.

Mr. Bustamante expressed a reservation similar to that expressed by other governments, in particular those of Chile and Uruguay.

Mr. Mainwaring suggested that in view of the pressure of time the proposal in paragraph 49 of the report should be adopted and Mr. Barbeau's proposal placed on record. The Financial and Administrative Committee would of course have the opportunity of reverting to it at the next session.

Mr. Murfn asked whether the Director-General could provide an analysis of the savings made by certain countries on their contributions as a result of the recent monetary changes. It would also be useful to have an analysis of current monetary trends and their effect on the Organisation's future budgetary position.

In reply, the Director-General said that if the Governing Body would like to have such information or thought that it should be available for the Conference there would be no difficulty in providing it.

Mr. Ngai-Voueto thought that his Government might in principle be opposed to the payment of an additional assessment. This position might, however, be modified in the light of the outcome of the discussion of the matter at the forthcoming African Labour Ministers' Conference.

Mr. Goroshkin repeated his proposal that consideration of the question should be postponed. If a decision had to be reached at the present session he would have to take a negative position.

Mr. Basri said that his Government's position would have to be decided by the Cabinet and the Parliament of his country. He had not yet received any instructions.

Mr. Naik, Mr. Ukpabi and Mr. Amaral de Sampaio also reserved their Governments' position.

The Governing Body decided to submit to the International Labour Conference at its 57th Session (June 1972) the proposal under article 20, paragraph 3(b), of the Financial Regulations for an additional assessment of $4,750,000 in 1973, together with a full record of the discussions in the Committee and the Governing Body on this matter, for consideration by the Conference.

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

Mr. Henniker-Heaton, speaking for the Employers, pointed out that the decision to subsidise the Centre had been taken some two years ago because at the time it had been the only way of saving it from bankruptcy. He personally would prefer to see the Centre financed from other sources, and he hoped that the subsidy would be reduced each year. Even if there were no subsidy the Governing Body would maintain control through its members who also sat on the Board of the Centre. For the time being, however, the subsidy was still needed.

Although some governments, including his own, had not voted in favour of the subsidy, most countries had complied with the obligation to contribute to its payment. Others, unfortunately, had taken a different attitude and were persistently refusing to pay their share of the subsidy. It might be asked whether they objected solely to the principle of a subsidy or whether they were in fact
opposed to the Centre itself, whose fine work the developing countries themselves had warmly acknowledged. In the former case they could have registered their objection just as effectively by withholding a token amount of 1 franc from their contribution to the subsidy. He urged those countries to reconsider their attitude.

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

Reports of the United Nations Advisory Committee on Administrative and Budgetary Questions

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

Reports by the United Nations Joint Inspection Unit

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

The Governing Body took the position that:

(a) the Joint Inspection Unit should be continued;
(b) the purposes, functions and objectives of the Unit should be clearly defined in the statutes to be adopted for the purpose;
(c) the results of its work should regularly be the object of evaluation.


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

Second Report

PERSONNEL, PENSIONS AND ADMINISTRATIVE QUESTIONS

Staff Representative's Comments on the Personnel, Pensions and Administrative Questions on the Committee's Agenda

Composition and Structure of the Staff of the International Labour Office

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

Proposed Amendments to the Staff Regulations

The Governing Body approved, with effect from 1 April 1972, the amendment to the Staff Regulations set out in the annex to the report.

Questions relating to the Administrative Tribunal of the ILO

Composition of the Tribunal;
Extension of Terms of Office

The Governing Body decided to submit to the International Labour Conference at its next session the following resolution:
"The General Conference of the International Labour Organisation,
In accordance with Article III of the Statute of the Administrative Tribunal,
Extends the term of office of Mr. André Grisel (Switzerland) and Mr. William
Henry Hastie (United States) respectively as judge and deputy judge of the
Administrative Tribunal of the International Labour Organisation for a further
period of three years."

Recognition of the Jurisdiction of
the Tribunal by the International
Patent Institute

The Governing Body approved the recognition of the jurisdiction of the
Administrative Tribunal of the ILO by the International Patent Institute.

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

Improvement in Benefits of the
United Nations Joint Staff
Pension Fund

Release from Assignment Duties
of Staff Union Committee Members

Classification of Geneva for the
Purpose of Post Adjustment

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

Third Report

FINANCIAL AND GENERAL QUESTIONS

1972-73 Regular Budget Account at
31 January 1972

Consequences of Continuing Uncertainty
concerning the Dates of Payment of the
United States Contribution

Mr. Plant said that the Workers had received the report with great sadness. They recognised that the ILO must be realistic and live within its income but felt that governments, too, should be realistic and make an additional effort. Approval of the proposed cutbacks might destroy the effectiveness of the Organisation, whereas it should be helped to survive in readiness for better times. The cutbacks were indeed drastic and would leave only one Industrial Committee session and two expert meetings during the current year. The Director-General had said that they were needed to safeguard the future and revivify the Organisation, but it seemed that the ILO was committing suicide in order to taste the joy of resurrection.
The Workers had been in favour of borrowing an amount which would cover the whole of the deficit. However, since it was clear that governments would not agree to that, they had, with the utmost reluctance, come round to accepting the proposed cutbacks on the understanding that they would be the last. Serious harm was being done to the Organisation, and the Director-General should give an undertaking that as soon as funds were received from any source the postponed Industrial Committee sessions would be held and that the pace of ILO activities, which had unfortunately slackened considerably during the past two years, would be increased.

There had been much soul-searching among the Workers because their acquiescence in cutbacks was bound to cause some redundancy, and 115 staff members were in fact in danger of losing their jobs. It was to be hoped that that could be avoided. The Director-General, in consultation with the Staff Union, could perhaps arrange for work hitherto given to external collaborators to be done within the Office, secure work for the Office from other international agencies or from governmental agencies, redeploy staff so as to ensure greater flexibility and transfer some staff members to other United Nations agencies. Unpaid leave might also help to solve the problem. The Workers wished to know how many officials over age were still employed in the Office and how many retired officials held temporary contracts; they had heard that there were about one hundred such persons, and it would be useful to have details. Lastly, was there any hidden wealth of which they were unaware and which could now be used? The Workers sought guidance on all these points; while they were prepared sadly and reluctantly to accept the proposed cutbacks, they insisted on preservation of the staff’s interests.

Mr. Alberti expressed reservations concerning any financial obligation resulting from a loan, whether in the form of interest or commission payments or participation in reimbursement, just as he opposed the proposal to charge interest on arrears of contributions.

He sincerely hoped and trusted that the Director-General would do his utmost to avoid staff cuts.

Mr. Banerjee saw no sign of an end to the uncertainty and insecurity of the past nineteen months; indeed there was now a possibility that a great member State might leave the Organisation. While he could not believe that the United States would actually take such an extreme step, considering the active and constructive part consistently played by it in international relations, nevertheless certain precautions should be taken, however unfortunate and unpleasant they might be, in order to safeguard the basic objectives and functioning of the Organisation.

The cutbacks now proposed by the Financial and Administrative Committee would unfortunately affect millions of people in the developing countries who placed their hopes in the ILO and looked to it for guidance. However, the course recommended was both prudent and inevitable. It was the only one consistent with the dignity and effectiveness of the ILO. It would restrict damage to the Organisation to a minimum and safeguard its infrastructure so that it could revert to normal activity once the crisis had passed.

The recommendations of the Financial and Administrative Committee were generally acceptable, but if borrowing could not be avoided it should be resorted to only for limited and essential purposes so as not to place an additional burden on the Organisation. Consideration could perhaps be given to the possibility of postponing certain meetings, holding the Conference at two-yearly intervals and reducing the length of Governing Body sessions for the duration of the crisis; it was more important to maintain the mainstream of ILO activities and the morale of the staff than to preserve the programme of meetings intact.

The proposed staff cuts were most distressing, but there seemed to be no alternative, and the Director-General could certainly be relied upon to adopt the human and flexible approach that was needed to preserve the spirit and activities of the ILO.

Lastly, the speaker expressed the hope that the United States would continue to fulfill their international and moral obligations and maintain their support for the ILO, and that the Organisation would be strengthened by the Governing Body's decision, which would show that it had faith in the ILO and in its mission of service to the common man.
Mr. Neilan shared Mr. Plant's concern. The Employers, too, had some difficulty in supporting the staff cuts that had been recommended in order to preserve the ILO's capacity to function satisfactorily once the crisis had been resolved. All the agencies in the United Nations system faced financial difficulties because certain governments refused to increase their contributions, and it would perhaps be possible to turn that situation to good account by establishing priorities that would guarantee the ILO's future when the current budgetary difficulties had passed but the problem of allocating resources within a set over-all budget figure would nevertheless remain.

The Director-General's proposals had the merit of preserving the essential part of the ILO's programme without entailing major staff cuts. Cuts should be spread over all staff levels, not confined to the lowest grades; it might well be, in particular, that in view of recent improvements in the pensions paid by the United Nations Joint Staff Pension Fund some senior officials nearing retirement age might agree to immediate retirement. Lastly, a further modest saving might be achieved under major programme 30 - General Management - if the annual credit of $40,250 for travel on official business could be reduced by, say, $3,000 to $5,000.

The whole problem was in fact to determine where and how to apply cutbacks. The Director-General and his associates would certainly apply them impartially to staff at all levels, explain them adequately to the Staff Union and give the latter an opportunity for making suggestions. The Employers therefore reluctantly approved the recommendations in paragraph 138 of the report; failure to take a decision at this stage could only lead to greater instability in the future.

Mr. Nogueira Batista expressed deep concern regarding the financial crisis and appreciation of the Director-General’s efforts to solve the resultant problems, but questioned the advisability of negotiating a loan. Notwithstanding the fact that some of the ILO's activities would have to be sacrificed, the Director-General should operate until the end of 1972 strictly within the limits of the contributions which there was a reasonable expectation of receipts, well that of course represent a great burden for member countries - especially developing countries - because they would continue to be assessed as if the Organisation were operating at a normal level.

If the Governing Body nevertheless authorised the Director-General to negotiate a loan it should set an upper limit on the amount to be borrowed and determine the conditions of repayment by member States. If the arrears of contributions were non-conforming then repayment was due, amortisation of the principal should be ensured by all member States on the basis of a special scale of assessments and the cost of interest payments should be apportioned among the advanced member States. That was a fair solution which would take into account the fact that developing countries were less able to pay and that they bore no responsibility for the financial crisis. If it were not adopted by the Governing Body the Brazilian Government would make the strongest reservations concerning any loan contracted by the Director-General.

Mr. Basri endorsed the Director-General's statement but observed that the ILO's future would be safeguarded only if it maintained its impartial attitude to all member States and all groups, as well as its freedom of action. That meant adhering to the principle of a balanced budget, which was the only way of meeting the deficit. In present circumstances it would be difficult to make a further increase in the contributions of member States, especially those of the developing countries, with their own economic and social problems and which needed more rather than less ILO assistance to enable them to pay their contributions even at the present rates.

In suggesting three possible courses - stricter economy, borrowing, and a combination of the two - the Director-General had indicated a preference for the first but had guaranteed that, despite the proposed cutbacks, the ILO would not shed its essential responsibilities and would be ready to resume full activity as soon as financially possible. Only the future would show whether the right cutbacks had been made at the right time. However, the Director-General had rightly stressed two principles: first, the ILO's future must be protected; secondly, the Organisation must not withdraw from any of its fields of responsibility.
Technical assistance programmes benefiting the developing countries should continue; for many of those countries they represented an essential link with the Organisation. The Director-General proposed to finance such programmes partly from extra-budgetary sources—a course which the speaker approved. At the same time, their cost could certainly be reduced by better planning and co-ordination within the ILO and more concerted inter-agency action.

While the Director-General rightly proposed to maintain the continuity of the International Labour Conference, it would have to be determined whether it was really necessary for the Conference to meet each year. On the other hand, there should be more frequent regional conferences so that more attention could be devoted to regional operational activities. If it finally became necessary to borrow, repayment arrangements should have regard to the need to maintain a balanced budget without, however, increasing the contributions of member States, since that would place an additional burden on the developing countries in particular. Any such additional charges on national budgets would in any case require, in many countries, discussion and decision at the Cabinet or parliamentary level.

In concluding, the speaker expressed confidence in the Director-General and full approval of his line of action. While urging the utmost caution, he expressed the hope that the crisis would soon be satisfactorily resolved.

Mr. Gros Espiell considered that the situation called for measures to ensure maintenance of the ILO's essential activities and that budgetary cuts should not affect its ability to resume full-scale operations as soon as possible. It was to be hoped that the United States Government would soon find it possible to meet its financial obligations.

The Director-General was to be commended on having proposed drastic economy measures which would not basically affect the ILO's operations and programmes. The speaker, while supporting these proposals, felt that other possibilities might also be considered, especially Mr. Plant's suggestion that work now done by outside collaborators should henceforth be carried out by Office staff. Mr. Plant had also raised the question of retired officials holding short-term contracts; that, too, should be studied.

If staff cuts were unfortunately necessary they should be kept to an absolute minimum. Care should also be taken to maintain an essential nucleus of staff, having regard to the distinction made in the Staff Regulations between permanent and fixed-term officials. The latter should be the first to go, because permanent officials would have to be paid termination indemnities, and while such indemnities could be charged to a special account—whose amount was, incidentally, unknown—they nevertheless represented a considerable outlay.

The problem of travel standards should be tackled frankly and courageously. The ILO's present situation could not be compared with that of other United Nations agencies. If the Organisation was acknowledged to be in the throes of a grave financial crisis the necessary conclusions should be drawn; it was surely worth while sacrificing the comfort of first-class travel to save an official's job.

On the question of a loan, the Government of Uruguay made express reservations. Although the Conference had authorised the Director-General to contract a loan, subject only to the requirement that any exercise of that authority should be reported to the Governing Body, the present situation was very special. The Government of Uruguay was in no way connected with the origin of the crisis which might make it necessary to borrow and was consequently not prepared to contribute to the payment of interest or commission on a loan or to repayment of the principal.

Although the Financial and Administrative Committee had adjourned consideration of the question of payment of contributions and penalties for non-payment, he wished immediately to make it clear that the Government of Uruguay was firmly opposed to any such step, which would be contrary to the practice and legal principles of the United Nations system. It was applied only in two organisations—the Universal Postal Union and the International Telecommunication Union—but for reasons and in circumstances quite different from those of the ILO.

Mr. Louet appreciated the Director-General's efforts to effect savings but pointed out that the measures now proposed went much further, since they would entail not only various cuts in ILO programmes but also the departure of a number
of officials. The Governing Body was making the most pessimistic assumption concerning the future attitude of the United States Government and was even tending to dramatise the situation. This was not merely an administrative problem; it had political aspects. It would therefore be wise to consider whether the approach that had led to the proposed decision was the best one and to reflect on the consequences of any steps which might be taken.

In order to assess the situation more accurately the Governing Body should have had an organisational chart giving a complete pattern of ILO activities and staff, on the basis of which it would have been possible to determine the precise relationship between the two. The paper before it gave the impression that it was proposed to apply piecemeal measures in all fields of ILO activity, whereas it would have been better to begin by determining priorities and apportioning the funds accordingly. In order to preserve the ILO's universal character and take due account of the problems of both industrialised and developing countries, these priorities might relate, as regards the former, to conditions of work and labour-management relations and, as regards the latter, to employment and vocational training, not forgetting migration. Greater concentration on these problems might attract new funds for dealing with them and lead to substantial savings in other areas. On the other hand, if the ILO began by cutting operating costs, especially staff costs, while maintaining an extensive programme, that might rapidly deprive it of the means of coping with its various tasks, prejudice the quality of its work and perhaps very soon oblige it to recruit new staff.

If there was acceptance of the premise that 140 officials must leave the Office - in addition to the 170 who had already left - there was not a danger that, as a result of the fears thus aroused, the actual reduction in staff at the end of the year might be well above the estimated figure? Moreover, if 140 officials were to be affected, there was no clear indication as to the categories and services which would bear the brunt of the reduction.

It was difficult to avoid thinking of certain political factors that lurked beneath the present financial crisis, and some attitudes were, to say the least, disturbing. While purporting to be carrying on their own activities, United Nations agencies showed a natural tendency to appropriate, directly or indirectly, tasks within the competence of the ILO, which was gradually being hemmed in. Moreover, there was no sign of any great enthusiasm for, or solidarity with, the ILO at this particularly difficult time, despite professions of support for the Organisation. The ILO's tripartite character obviously made it a somewhat irksome stronghold.

The speaker refused for his part to be a mere trend-follower, and he urged the Governing Body to give further thought to the consequences of the decisions it was being asked to take. The negotiation of a loan, voluntary contributions from member States, voluntary departures and retirement might well prove adequate to solve the problem. It would in any event be prudent to refrain from taking any decision before May, because there was still a possibility that governments might reconsider their attitudes on the basis of a somewhat different approach.

Mr. Ghali commended the Director-General for having succeeded, despite the cutbacks, in drawing up a programme providing for the maintenance of the ILO's essential activities. He deeply regretted the cutbacks in operational activities and management of field programmes, which would jeopardise the Organisation's efforts to help developing countries.

Those responsible for the present situation should now pay their arrears; the threat to which they were subjecting the Organisation would in any case lose all its impact if the situation which it had created were to become permanent.

He approved the principle of cutbacks and, while again stressing the need to maintain operational programmes in so far as possible even if that meant contracting a loan, reluctantly accepted the recommendations in paragraph 138 of the report.

Mr. Nasr also expressed keen regret at the proposed cutbacks in the technical co-operation programmes and the management of field programmes, which accounted for little less than one-third of the total cutbacks proposed. While the UNDP provided substantial support for ILO technical co-operation activities, a substantial part of the funds needed came from the ILO budget, and a reduction in the regular budgetary allocation for preparation and implementation of programmes might actually jeopardise the efficiency of activities financed from external sources.
While associating himself with the hope that staff cuts might be kept to a minimum, he urged, as a practical suggestion, that the Director-General should make every effort to reassign existing staff, where possible, to technical co-operation work.

Mr. Dam-Sy-Hien, paying tribute to the competence, skill and devotion of the staff, expressed the view that the crisis was merely temporary and that the ILO should not place itself in the position of having to recruit new staff unfamiliar with the work of the Organisation - which would waste time and cost money - when conditions reverted to normal. Action on the proposed staff cutbacks should therefore be postponed, if at all possible, to the next session of the Governing Body.

Mr. Salhi regretted the proposed cutback of $1,800,000 in expenditure on technical co-operation under the regular budget. Technical co-operation was one of the essential tasks of the Organisation, which should do its utmost to continue its work on behalf of the developing countries with the maximum efficiency. If cutbacks were essential, they must be sought elsewhere.

If there were staff cutbacks, officials with short-term contracts would probably be the first to suffer. Of the 48 African staff members - representing only a minute proportion of the total staff - more than two-thirds were not established officials and were therefore particularly threatened.

The African countries would therefore be harmed in two ways: by a cutback of $1,800,000 in expenditure on technical co-operation and by a marked reduction in the proportion of African staff members, which was already ridiculously low. It was unfair that because a member State had not paid its contribution there should be a cutback in ILO activities at the expense of the developing countries. If the Office was obliged to contract a loan, those countries should not have to bear the consequences, in the form of interest payments; they were already making heavy sacrifices to pay their contributions to the budget on time.

The discussion was adjourned to a later sitting.1

The sitting closed at 1.15 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.

1 See sixth sitting.
MINUTES OF THE SIXTH SITTING
(Thursday, 2 March 1972 - 3.15 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOVIJONO

Mr. ABID ALI, Mr. AÇO, Mr. AMARAL de SAMPAIO, Mr. ANDRIAMISITOHAINA, Mr. BASRI, Mr. BERGENSTROM, Mr. BOLTYAH, Mr. BUSTAMANTE, Mr. DE BOEY, Mr. EBEN, Mr. FAULK, Mr. FOGAM, Mr. GARGOUM, Mr. GEORGET, Mr. GHAYOUR, Mr. GOMEZ, Mr. GONZALEZ NAVARRO, Mr. GOROSKIN, Mr. GROS ESPIEL, Mr. HENNIKER-HEATON, Mr. KUNOGI, Mr. MAINWARING, Mr. MAKHLOUF, Mr. MALIK, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NASR, Mr. NEILAN, Mr. NGAI-VOUETO, Mr. NGUYEN-THOAI, Mr. OTIENO, Mr. PARODI, Mr. PERSONS, Mr. PLANT, Mr. SALVI, Mr. SHIOJI, Mr. SUNDE, Mr. TATA, Mr. UKPABI, Mr. VITAIC JAKASA, Mr. WALINE, Mr. YLLANES RAMOS, Mr. ZOLLNER.

Absent: Mr. ALLAF.

EIGHTH ITEM ON THE AGENDA

Reports of the Financial and Administrative Committee (concl.)

Third Report (concl.)

FINANCIAL AND GENERAL QUESTIONS

1972-73 Regular Budget Account at 31 January 1972

Consequences of Continuing Uncertainty concerning the Dates of Payment of the United States Contribution (concl.)

Mr. Gómez appreciated the Director-General's efforts to resolve the crisis, which he hoped would be temporary, and trusted that the United States would pay its contributions as soon as possible so that the ILO could resume activities at a normal level. The Colombian Government was anxious to meet its commitments and had paid its contribution for the period ending on 31 December 1971. The fact that it had not yet paid its contribution for the current year was due solely to administrative circumstances, but payment would be made in the near future.

He supported the Director-General's proposals. Although cutbacks in staff and technical co-operation activities were painful and difficult, they were necessary to ward off an even graver situation. On the other hand, he had reservations concerning the contracting of a loan. Colombia, like many other developing countries, could not accept a further financial burden resulting from a situation for which it was not responsible.

The Colombian Government also reserved its position on the question of late payment of contributions, which was dealt with in paragraph 139 of the report and in succeeding paragraphs.

1 See fifth sitting.
Mr. Murin, while fundamentally endorsing the approach suggested by the Director-General, stressed the point that the ILO could not live beyond its means. Accordingly, the Czechoslovak Government was opposed to a loan and could accept no commitment relating to the consequences of a loan of any kind.

As regards staff, ILO officials should receive decent treatment, and it was better for an official to take another job than endure months of uncertainty and insecurity. Mr. Plant had asked the Director-General to help staff members who were obliged to leave the Office find jobs elsewhere. The Czechoslovak Government, for its part, would have no difficulty in finding suitable employment for its nationals on the ILO staff.

The Director-General had said that the ILO's work programme for 1973 should be drawn up in such a way as to enable it to operate within the limits of the funds available. In view of the uncertainty concerning the dates of payment of the United States contributions, the Director-General should prepare for the May session of the Governing Body proposals for amending the 1973 programme and budget which would take no account of such resources as might be contingent upon payment or non-payment by the United States, and those proposals should be submitted to the Conference.

Mr. Goroshkin stigmatised the attitude of the United States Government which had caused the present financial crisis and was disrupting the Organisation's work by compelling it to reshape its programme in the light of the funds at its disposal. Membership of an organisation implied acceptance of the financial obligations deriving from its Constitution. The United States had ceased to pay its contributions in order to exert political pressure on the Organisation and maintain discrimination against the socialist countries. Such an attitude, which represented a deliberate attempt to intervene in the internal affairs of those countries, was a clear violation of the Constitution.

The financial situation was extremely uncertain: the Working Capital Fund was exhausted and the present difficulties had been heightened by the international monetary crisis due to the devaluation of the dollar. The Director-General was to be commended for the savings already effected, which had made it possible to maintain essential programmes. However, it was now necessary to review the ILO's activities, having regard to the funds actually at its disposal, and to ensure that it fulfilled its constitutional obligations while taking care not to duplicate the work of other international organisations.

Programmes could be cut down by restricting the number of meetings to the essential minimum and reducing the staff servicing the various meetings in proportion. However, more determined action was needed. Missions by ILO officials and travelling and subsistence expenses of Governing Body members should be reduced to a minimum. Unnecessary expenditure on field offices could be eliminated; for example, was it really necessary to maintain two offices in the United States? The activities of the Turin Centre could be financed by voluntary contributions, as laid down in the Centre's Statute; and the ILO should scale down its operational activities, having regard to the funds which the UNDP could provide.

The Soviet Government fully appreciated the concern of the staff, who had shown their readiness to make sacrifices to alleviate the ILO's financial burden. However, it maintained its opposition to a loan, which even if contracted for a very short period might place the Organisation in a most difficult position and threaten its financial independence. The ILO had no fund for the reimbursement of loans and his Government had no intention of accepting additional financial obligations resulting from non-payment of the United States contribution.

The Soviet Government was also opposed to the Director-General's proposal concerning penalties for non-payment of contributions at the beginning of the financial year. Such a practice would be unconstitutional, unless the Constitution and the Financial Regulations were amended. If a decision were taken to that effect it would prove that political pressure was being exerted within the Organisation. It would also have the disadvantage of creating a precedent which would have an impact on all the organisations in the United Nations system. That was why his Government was opposed to the proposal, although it would not object to further consideration of the matter at the May session.
He was convinced that the ILO's financial difficulties could be overcome by further cutbacks and agreed with the Director-General that the Organisation must live within its means.

Mr. Petrov regretted that because of the negative attitude of the United States the Governing Body was again obliged to waste considerable time and money on discussion of the financial crisis. Since the Director-General had said that he was firmly resolved to continue the ILO's activities and maintain its freedom of action despite the present difficulties, the Bulgarian Government accepted and supported the proposals before the Governing Body. However, it had reservations concerning a loan, because it considered that the ILO should operate within its income and was not prepared to accept further obligations resulting from a loan.

If the United States persisted in its refusal to honour its commitments or left the Organisation the ILO would nevertheless continue to function. Plans should therefore be made and a budget drawn up which would enable it to survive and to develop its activities in full independence. The proposed staff cutbacks must not violate the principle of fair geographical distribution. Mere reductions in staff would in any event not resolve the crisis; the whole administrative structure of the Office would have to be reviewed.

Mr. Persons wished to reply - not for the first time - to allegations on the part of the USSR Government that the United States had deliberately decided not to pay its contributions in order to exert political pressure and maintain discrimination against the socialist member States. In actual fact, the political crisis within the Organisation dated much further back; it stemmed from the tendency - long a matter of concern to the Government, employers and workers of the United States - to discriminate not against, but in favour of, the socialist countries and promote the idea that the ILO should operate in a manner more consistent with those countries' views on social structures. It was the socialist countries that had been foremost in exerting pressure within the Organisation, going so far as to threaten dire consequences if their political objectives were not accommodated.

He could certainly agree with Mr. Goroshkin that the United States was not at present fulfilling its obligations; but it was surprising, to say the least, that that should have been pointed out by a representative of the Soviet Union, which had itself helped to bring on a financial crisis in the United Nations by refusing to pay its assessed contribution to that organisation. There was, moreover, a significant difference between the attitude of the United States, which had recognised its obligations and intended to pay its ILO contributions as soon as possible, and that of the Soviet Union, which maintained that it was not obliged to pay its contribution to the United Nations and, within the ILO itself decided not to pay its share of the ILO subsidy to the Turin Centre, which it had opposed. The United States had also opposed the subsidy; it nevertheless recognised its obligation to contribute to it.

The USSR and other socialist countries had, moreover, made it clear that if the ILO contracted a loan they would not contribute either to the payment of interest or to reimbursement of the principal. That should cause no surprise, because they had adopted exactly the same attitude in the United Nations in respect of the bond issue rendered necessary by the failure of the USSR and certain other countries to pay their assessed contributions.

However, he joined the USSR Government representative in opposing the proposals regarding financial incentives for prompt payment of assessed contributions and penalties for late payment. Adoption of the proposals would have implications for the whole United Nations system and would involve very large sums as far as the United States was concerned. The best course would be to schedule payments so that funds were received when actually needed, in preference to a system of full payment on the first day of the year which enabled the Organisation to invest surplus funds and accrue interest on them as long as they remained unspent.

The Director-General had adopted a wise approach to the ILO's financial problems, and the speaker shared the hope expressed by other members that the present uncertainty would end soon, and in any event towards the end of the year.
Mr. Goroshkin considered Mr. Persons's attempt to divert attention from the question under discussion as somewhat ill-advised. In the international organisations to which it belonged the Soviet Union had scrupulously fulfilled the obligations of membership, which were the same for all Members. However, it had refused to contribute to the cost of illegal operations carried out under the United Nations flag which entailed reckless expenditure.

The Director-General, replying to Mr. Plant's questions, said that, so far as the 100 pensioners alleged to be in part-time employment in the Office were concerned, there were in fact two retired officials in receipt of pensions employed part-time, one in the ILO and the other in the International Institute for Labour Studies. There were naturally also cases in which retired officials were employed for very short periods, mainly as interpreters at sessions of the Governing Body and the Conference, not as substitutes for regular staff but in place of other short-term external collaborators. While the number of such cases would be reduced so far as possible through redeployment of serving staff, experience had shown that in those cases where it was necessary to make very short-term appointments there was generally an advantage in recruiting retired ILO officials rather than persons with no knowledge of ILO practice or procedures. The number of cases of this kind would in any event be very small.

As regards serving officials above the lowest retirement age, there were 33 altogether: 18 permanent, 11 fixed-term and 4 short-term staff. Of these, 17 were in the Professional category and 16 in the General Service category. The one and only criterion in all these matters was the Organisation's Interests.

Lastly, Mr. Plant had asked what the Director-General would do when funds were again available. The answer was that he would put into immediate effect those steps which lay within his competence as the executive officer of the Organisation and submit to the Governing Body immediate proposals concerning those steps which called for Governing Body decisions for the full resumption of all the ILO's activities in every sphere, including the full programme of meetings and the full restoration of the technical co-operation programme financed from the regular budget.

Mr. Plant thanked the Director-General and felt sure that he could be relied on to combine efficiency with the human touch. Some officials would soon have to face the abrupt interruption of projects to which they had devoted themselves wholeheartedly for many years. For example - to mention only one such project - the group of officials responsible for producing "Panorama", who had done such an excellent job during the past ten years, would soon have to bear the brunt of the decision to interrupt its publication. The loss of "Panorama" would be keenly felt in many countries by many people to whom it had been the living expression of the policy of participation so often advocated by the Director-General and a means of maintaining direct contact with the Organisation.

Mr. Mitran accepted the proposals in paragraph 138(a) and (b) of the report, but regretted that the decision to make cutbacks in ILO activities was to be taken during a crisis, when misunderstandings and errors of judgment were likely to occur.

He had reservations on paragraph 138(c): a loan would entail uncertainty regarding arrangements for reimbursement and payment of interest, and such uncertainty seemed likely to increase, judging by the last paragraph on page 11 of the Director-General's statement reproduced in Annex B to the report and by Mr. Persons's statement, which seemed to indicate that the United States might decide to link payment of its contributions to the ILO with payment of the USSR contributions to the United Nations. Unfortunately, the United States had not been sufficiently alerted to the grave consequences of its attitude, which was detrimental to its own interests in the Organisation.

The Rumanian Government also had reservations concerning penalties for late payment of contributions. States entering the Organisation undertook in good faith to respect their commitments; there was consequently no need to force them to pay their contributions and fulfil their constitutional obligations.
Mr. Mainwaring was surprised that Mr. Plant had singled out a particular ILO activity, commendable though it might be, when many other ILO programmes were equally affected by the crisis. He hoped the Governing Body would soon be able to examine the ILO's public information programme under the arrangements for making in-depth reviews of individual programmes.

Mr. Murin asked whether his proposal that the Director-General should submit a revised programme and budget for 1972-73 to the Governing Body at its May session had been accepted.

The Director-General explained that the proposal was impracticable since the information needed to give effect to it was not available for the time being. The income side of the budget remained unchanged, subject to any decisions which might be taken by the Conference at its next session. As regards expenditure, the Governing Body had been fully informed of the action that would be taken during the remainder of the current year, and it would not be practicable to make proposals for the following year as early as May. The Governing Body would of course be given the fullest information at the earliest opportunity, i.e. when events which were not under the ILO's control would make it possible.

Mr. Murin, while agreeing with the Director-General concerning the practical difficulties raised by his proposal, considered it essential to give the Conference some information on the outlook for 1973. It appeared from the United States representative's statement that it was by no means certain that the situation would have improved by that time.

The Chairman took it that, despite the reservations of a number of speakers, the Governing Body was prepared to approve the recommendations in paragraph 138 of the report.

Mr. Louet reminded the Governing Body of the position he had expressed at the previous sitting.

Mr. Bustamante wished to add his reservations on paragraph 138(c) to those of earlier speakers.

Mr. Gargoun associated himself with the remarks made by the Algerian Government representative at the previous sitting.

The Governing Body -

(a) decided that the scale of activities to be engaged in during the balance of 1972 should be such as to aim at the achievement of cutbacks and postponements amounting to approximately $7,750,000 during the year in relation to half the programme and budget for 1972-73 as adopted by the Conference in June 1971;

(b) noted the cutbacks and postponements decided upon by the Director-General as indicated in his statement to the Committee on 22 February 1972 and authorised him to put into effect the additional cutbacks and postponements proposed by him to make up the balance required;

(c) noted the Director-General's intention to borrow under the provisions of article 20, paragraph 1(b), of the Financial Regulations to the minimum extent necessary to finance activities at the reduced level;

(d) authorised the Director-General to open a special account to receive contributions made to finance activities which it would otherwise be necessary to postpone, and to be drawn upon subject to the approval of the Governing Body.

Subject to the reinstatement of the meeting of the Ad Hoc Committee on the Occupational Safety and Health Programme.
Payment of Assessed Contributions: Financial Inducements for Prompt Payment and/or Penalties for Late Payment

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

First Report (concl.)¹

FINANCIAL AND GENERAL QUESTIONS

Proposal under Article 20.3(b) of the Financial Regulations for an Additional Assessment in 1973 (concl.)

Mr. Parodi asked that the text of the amended draft resolution put forward by the French Government representative at the previous sitting should be circulated to Governing Body members in the various languages so that they would have time to reflect on it before the forthcoming Conference session.

The Director-General indicated that that would be done.

Fourth Report

FINANCIAL AND GENERAL QUESTIONS

In-Depth Review of the Social Security Programme

The Governing Body took note of the report.

SECOND ITEM ON THE AGENDA

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

Mr. Nasr was keenly disappointed in the draft policy statement submitted by the Working Party. An attempt had been made to reconcile the irreconcilable, and the result was wholly meaningless.

In his magnificent address to the Conference at its last session President Senghor of Senegal had called for decisive ILO action in response to the situation created by deteriorating terms of trade, which were preventing both economic growth and social progress in the developing countries. This had

¹ See fifth sitting.
² See fourth sitting.
also been an important theme of the debates in the Conference Committee on the World Employment Programme, which had highlighted the dependence of many developing countries on the export of primary commodities whose prices were extremely low by comparison with those of the manufactured products which those countries were obliged to import but also unstable, coupled with the difficulty of finding markets for their manufactured products in the advanced countries. The conclusion had been that instead of sacrificing a percentage of their national income to help the developing countries - a solution which smacked of charity and was injurious to their pride - the advanced countries should accept the reduction in their standard of living which paying fair prices for the primary products of the developing countries and removing barriers to their manufactures would necessarily entail. Concurrently, they should of course help the developing countries as far as possible to acquire the technical know-how on which their industrialisation depended.

To arouse the social conscience of the world - that, and nothing less, was the proper aim of a policy statement addressed by a tripartite body to an intergovernmental meeting. That aim would certainly not be achieved by the text now before the Governing Body which, by suggesting that there must not be any reduction in living standards in the advanced countries refused to recognise the obvious economic fact of life that there could be no improvement in conditions in the developing countries without some sacrifice of well-being on the part of the advanced countries.

He would have been prepared to support a statement along the lines suggested by Mr. Henniker-Heaton, and indeed would not have objected to allowing the Director-General, in his discretion, to convey the Governing Body's good wishes to UNCTAD in a neutral, perhaps even an innocuous form, which would at least avoid flagrant contradictions. So far, however, as the present text was concerned - and though he had the highest regard for the Chairman and members of the Working Party, who had striven sincerely, but without avail, to reconcile conflicting views - he formally opposed its submission to UNCTAD.

Mr. Bustamante concurred in the views expressed by previous speakers from developing countries, especially Latin American countries.

As had been pointed out by the Chairman, the draft before the Governing Body represented a precarious compromise, and bearing that in mind he had at first been prepared to accept it without comment and had refrained from submitting amendments. After all, the main thing was that the ILO's voice should be heard at the UNCTAD meeting on matters in regard to which it was clearly competent to express an opinion. He had also been encouraged at first by the willingness shown by some members to withdraw reservations made in the Working Party. However, a negative note had soon crept into the debate, and he now felt impelled to comment on some of the objections that had been raised and explain why his Government supported the statement.

The statement was admittedly weak, incomplete and over-diffident in tone, considering especially that the Third UNCTAD would be called on to consider a number of matters of real ILO concern, such as the transfer and improvement of technology, the supply of capital for development, questions arising from the international monetary crisis and inflation - which had a direct impact on wages and social benefits - and the crushing burden of armaments expenditure. These and many other matters, such as questions related to basic and advanced vocational training, had received scant mention in the draft policy statement; and those which were dealt with had been approached so timidly that the text was but a faint-hearted plea, instead of the bold clarion call which might be expected from the ILO.

One reason accounting for the weakness of the statement was a concern amounting almost to an obsession to ensure that the ILO did not overstep its competence. He would, of course, be the last to suggest that it should encroach on the competence of other bodies - especially UNCTAD, whose purpose was to meet a deep-seated desire of the poorer countries for a fairer international order. However, the ILO would be betraying its trust if it failed to take the lead in action to improve the lot of millions of workers in the developing countries who had not yet secured a decent standard of living. While economic, trade and monetary problems or problems relating to armaments and technology were not a direct ILO responsibility, the ILO should unreservedly assert its competence to deal with any aspect of those problems which concerned the well-being of workers.
The Declaration of Philadelphia made it plain that the test by which all national and international policies and measures should be judged was how far they promoted the material well-being of workers and their spiritual development in conditions of freedom and dignity, economic security and equal opportunity, and it established the ILO's responsibility to consider all international economic and financial measures in the light of that fundamental objective.

A further feature contributing to the statement's weakness was an almost obsessive fear that trade liberalisation would breed unemployment in the advanced countries. However, both the statement itself and other ILO documents showed that fear to be groundless. The risk - if any - should at least be weighed against the very real harm which trade restrictions inflicted on the majority of the world's workers on which Mr. Morris, in his fine statement on the previous day in reply to the Employers, had shown that his group was keenly aware. Since workers everywhere, including those in the advanced countries, were prepared to accept the risk of trade liberalisation, it was to be hoped that the Employers, who controlled the capital and technology needed for development and had shown great initiative, courage, drive and managerial skill in developing their enterprises, would follow the Workers' example and state their own readiness to accept the challenge of trade liberalisation.

Mr. Parodi had pointed out that the developing countries might find it necessary to set up barriers to protect their infant industries, just as the advanced countries had done earlier; but there was nothing in the statement, whose main thrust was in fact to protect the developing countries' interests, to prevent this.

As regards paragraph 9 of the statement, the speaker could support the deletion pure and simple of the brackets or alternatively, if Mr. Murin wished to press his proposal, the suggestion that it should be left to the Chairman to find a satisfactory solution. Lastly, he concurred in the Uruguayan Government representative's proposal to complete paragraph 35 through the use of the wording contained in paragraph 36 of the preliminary report on fair labour standards.

Mr. Yllanes Ramos, whom the Governing Body had appointed to the Working Party, regretted that urgent commitments in his country had prevented him from participating in its work.

Under the decision taken by the Governing Body at its last session, the Working Party had been called on to examine a paper indicating "the measures which the ILO itself intends to take, in co-operation as appropriate with other organisations, especially UNCTAD, to help promote employment-expanding trade" - a paper which, if endorsed by the Governing Body "might serve as an agreed ILO policy statement to be submitted to the Third UNCTAD Conference".

In taking that decision the Governing Body had given the Working Party an impossible task, and it was now paying for that mistake. While employment was, of course, the ILO's concern, it was not competent to "take measures" to promote international trade. As long ago as 1944, when the Declaration of Philadelphia had been drafted, it had been foreseen that other international bodies would be set up to deal with trade problems, and section IV of the Declaration made it clear that the ILO should merely co-operate with such bodies, not intervene directly in their field of action.

In trying to do the impossible the Working Party had, not surprisingly, needed several days instead of the one day originally scheduled; but could the result now before the Governing Body be called an "agreed ILO policy statement"? Clearly it could not, for no one had accepted it. Government representatives, after praising and supporting the statement, had gone on to reserve their Governments' position at UNCTAD. What kind of support was that? Mr. Bustamante had called the statement weak and incomplete. Was a weak and incomplete document to be put forward as an agreed ILO policy statement? Government representatives, in supporting the statement, had implied that it was at least better than nothing. Was a document to which no higher compliment than that could be paid worthy of the ILO?

The Workers, for their part, had made some bold and high-sounding statements in commenting on the Employers' position on the previous day. Did that mean that they were prepared to go against their fellow workers, including the members of the international and national trade unions to which they belonged? If so, they were indeed men of iron determination.
The text before the Governing Body was in fact rife with contradictions and open to any interpretation one chose. Paragraph 16, for example, which called for an expansion and stabilisation of the earnings which developing countries derived from agricultural exports as a means of raising rural working and living standards in those countries, was followed by a whole series of qualifying clauses. First, paragraph 17 suggested that exports from the developing countries should be judged by "their effects on the level and stability of employment and on conditions of life and work in those countries"; in other words, if an importing country considered that a product did not improve employment stability and living and working conditions in the exporting country it could refuse to import it. Secondly, paragraph 18 mentioned the elimination of excise and import duties on "non-competing products". Since any product could be held to be a competing product, that was tantamount to saying that the developing countries should confine their attention to agriculture and mining, leaving industry to others. Thirdly, there was the statement in paragraph 19 that "where natural products are able to satisfy present and anticipated world consumption requirements, the production or utilisation of directly competing synthetic products should not be given special encouragement". Did that mean that Mexico, for example, which was one of the world's largest cotton producers, had no right to set up an industry producing artificial yams? Lastly, paragraph 20 contained the statement that "living, employment and working conditions should be given special weight in bringing into operation generalised schemes of preferences and other measures for improved access for exports from developing countries in accordance with the International Development Strategy". In other words, living, employment and working conditions or the fact that the import of particular products of developing countries was not in accordance with the International Development Strategy could be used as arguments to justify tariff barriers. If statements such as these described what the ILO meant by "assistance", the developing countries would rather do without.

The text drawn up by the Working Party, whose members had striven hard and well to achieve the impossible, had at least one merit: it proved conclusively that the ILO should stay within its field of competence. The "agreed policy statement" had secured unanimity in only one respect: it had been unanimously criticised, and in the circumstances he formally proposed its rejection. The Governing Body should now ask the Director-General, in whose skill, imagination and devotion to the Organisation it had full confidence, to make a statement to UNCTAD setting out the ILO's views. The statement should take account of the Governing Body's discussion, the resolution concerning relations between international trade and employment adopted by the Conference at its last session and the Declaration of Philadelphia. It should indicate what the ILO could and should do, within its terms of reference and in co-operation with UNCTAD, to help the developing countries diversify their economies, facilitate their access to world markets and promote the ILO's employment objectives during the Second Development Decade.

Mr. Mitran said that Rumania, as a developing country, favoured all attempts by international agencies to co-ordinate their development efforts, and accordingly supported the draft statement, which did not in its view overstep the ILO's constitutional mandate. There were, of course, some gaps in it and it contained some controversial ideas, as was inevitable in a document which was the result of a compromise. It nevertheless represented a constructive element in the ILO's contribution to the Second Development Decade, and that was its main quality; for surely no one from the developing countries was under any illusion that all the problems would automatically be solved at the forthcoming UNCTAD meeting.

He supported Mr. Murin's proposal concerning paragraph 9. There should be no problem in agreeing on suitable wording which would take account of a situation already reflected in several United Nations documents, including the International Development Strategy.

The statement should also have contained a reference to the relationship between development and disarmament, which could have been included without exceeding the ILO's competence.

Mr. Georget endorsed Mr. Parodi's observation that the document before the Governing Body was rife with platitudes. That made it difficult to criticise it without running the risk of being dubbed reactionary. For example, no one could possibly object to the statement in paragraph 4 that "measures relating to the liberalisation of trade and to international co-operation should not only
appreciably raise the level of employment, but contribute to a fairer distribution of income and wealth, promote ... social justice ...," etc. Nor could any employer or worker fail to support the view expressed in paragraph 6, that "democratic participation in planning, based on respect for the rights of all concerned, especially organisations of employers and of workers, will contribute to the success of the measures planned".

Apart from that, however, the paper did go beyond the ILO's terms of reference, as others had already pointed out. Some of the suggestions it contained seemed to overstep the mark of governments and of UNCTAD, which was the body with specific competence in trade matters. The ILO, which was so jealous of its own competence, should be careful not to infringe that of others; and even if it wished to do so, how could it hope to identify, as suggested in paragraph 30, "the goods from the developing countries, liberalisation of the import of which into industrialised countries ... would have the greatest impact on the employment situation in the developing countries"? Such an undertaking would entail expenditure which could hardly be contemplated at a time when financial stringency was forcing the Organisation to curtail operational activities.

Even the plea for trade liberalisation contained in paragraph 4, to which he had referred earlier and which in itself was quite unobjectionable, overlooked the possible need of developing countries to provide protection for their infant industries, as the advanced countries had done.

Conversely, he fully appreciated Mr. De Bock's position on paragraph 26 which, if he had interpreted it correctly, reflected a concern to protect workers in the advanced countries against adverse consequences of trade liberalisation. He fully shared that concern; efforts to represent the interests of workers in developing and advanced countries as being opposed were invidious, especially as they were sometimes partners in misfortune. For example, agricultural workers in developing countries who received very little for produce which was exported and sold to the consumer in the importing country for as much as ten times the price they had been paid for it. It was up to governments to take action to cut down the enormous profits now being made by middlemen.

It was in fact governments that had the final word in all matters relating to trade liberalisation, and while employers and workers could make their voice heard in the ILO they should have no illusions as to what might happen at international meetings at which they were not represented. Had not the Government representative of a highly advanced country declared on the previous day that he would support the draft statement but could make no commitment regarding his Government's attitude at UNCTAD? That highlighted the need for making the employers' and workers' views abundantly clear at the Santiago meeting, e.g. by deciding that if an ILO statement were submitted it should be presented by the Chairman of the Governing Body in his capacity as representative of all three groups; and if the Governing Body decided that the statement should be presented by the Director-General, it should for the same reason decide that the Officers of the Governing Body should accompany the Director-General to the UNCTAD meeting.

Mr. Végh Garzón said that, as he had pointed out at the previous session, the ILO should not concern itself with matters wholly outside its competence, which already covered a very wide field. Subject to that reservation, he would not have opposed the submission to UNCTAD of a concrete statement setting out the ILO's position on matters of common concern to both organisations. Unquestionably there was a link between social conditions and economic development, which in turn depended on a fair and open international exchange of manufactures, techniques and industrial processes. However, that link should not be used as an excuse for encroaching on the competence of UNCTAD. There was no reason where such an attitude might lead: the link between social development and industrial development, health or postal services could just as well be used as an excuse for infringing the competence of UNIDO, the WHO or the Universal Postal Union.

His reservations had been strengthened by the remarks of certain Government representatives, who had first supported the draft statement and then declared that their Governments would not be bound by it at the UNCTAD meeting. How could they possibly reconcile the two attitudes? Admittedly, it was difficult to see how such a trite text could really commit anyone.

Speakers who had paid extensive lip service to trade liberalisation had carefully refrained from specifying what they meant by that. Did they mean the
kind of trade relationship in which one nation expected another to buy its manufactured goods at high prices while offering nothing in return except an undertaking to buy the raw materials it needed for its own industries? Were the Latin American speakers who had championed the cause of free trade thinking of the curious brand of free trade that was wrecking the Latin American Free Trade Association after ten years of argument and broken agreements that had been so harmful to the least developed countries? And how did the representatives of Communist countries who had expressed a desire for closer trade relations with the developing countries conceive of those relations in practice? Were they thinking of the kind of situation of which he had quoted an example at the previous session?

Any attempt to expand international trade raised countless problems, and it would be unworthy of the ILO merely to ignore them and urge UNCTAD to seek solutions. The Organisation should, however, be careful not to damage its prestige by offering gratuitous advice to an organisation which was already well acquainted with the problems of the developing countries.

For the reasons just indicated, he could not support the draft statement.

Mr. Abid Ali said that several years' experience of international debates had left him somewhat sceptical of the concern repeatedly expressed for the poverty-stricken peoples of the developing countries, which was rarely translated into effective action on their behalf. Everyone knew what had become of the proposal that the advanced countries should devote 1 per cent of their Gross National Product to aid to the developing countries, or of suggestions that a portion of the huge expenditure on armaments in recent years should be devoted instead to helping the developing countries feed their half-starved people. One might consider, too, what had happened to the 1964 Conference Declaration condemning apartheid in the Republic of South Africa; despite its unanimous adoption by the Conference, socialist and capitalist countries alike were still co-operating and trading with South Africa. Incidentally - and in reply to Mr. Tata's remarks of the previous day about the attitude of the Workers' group - it was the Workers' stubborn efforts which had led to the adoption of the Declaration, and the labour rank and file had moreover, notwithstanding government attitudes, gone on strike and boycotted certain firms supplying goods to South Africa.

In the present case, too, it was hardly to be expected that the draft statement would make a very great impact at UNCTAD. Nor was it clear what would be gained by having the Officers accompany the Director-General to the Conference, as a previous speaker had suggested, since they would not be speaking for a unanimous Governing Body.

In the circumstances the best course might be for the Director-General to submit to UNCTAD a summary of the suggestions made during the debate, including those put forward by Mr. Naik at the beginning, which had great merit. Starting from the premise that the developing countries wanted not aid but trade to promote their development, it was the idea that certain changes in traditional trade patterns were called for in consequence, such a summary should include the idea that advanced countries should import certain manufactured products from developing countries instead of making those products themselves; that advanced countries should help developing countries to process their raw materials locally instead of selling them back to them in processed form; that barriers to the import of goods from developing countries should be reduced or entirely eliminated; that developing countries should be encouraged to export, processed agricultural products to advanced countries; and that developing countries should be encouraged to form economic groupings to promote their export trade.

Mr. Yoshimura observed that the Working Party's terms of reference had presented it with an almost impossible task. The draft now before the Governing Body, which was the result of days of arduous discussion, was certainly the best that could have been produced in the circumstances. Therefore, while regretting that he must differ with some of his colleagues, he urged that it should be adopted as it stood without further delay.

Mr. Nguyen-Thoai agreed that the Working Party's draft was a compromise text and, as such, not wholly satisfactory to any member of the Governing Body. It therefore seemed best to leave it to the Director-General to incorporate in the draft, before submitting it to UNCTAD, the reservations and suggestions made during the debate, and also a strong general statement stressing the ILO's responsibility for employment promotion and calling for the co-operation of other international organisations.
Mr. De Boer pointed out that his position on the draft statement would depend on the Governing Body's decision on paragraph 35. If the statement did not contain an undertaking that some ILO organ - presumably the Committee on Standing Orders - would be asked to draw up a code of "fair competition", he would not support it.

Mr. Briki, speaking for the representatives of the Latin American, Asian and African countries, reiterated their acceptance of the draft statement, which despite its flabbiness bore witness to the ILO's determination to play its part in international discussions on a question vital to their countries' future. It represented only a first step - but an extremely important step - in the consideration of the relationship between trade liberalisation and living and working conditions throughout the world.

The Governing Body should not thrust upon the Director-General the excessive responsibility of communicating to UNCTAD views which speakers had been unable or unwilling to express clearly. That would be a facile solution that would blunt the impact of the Organisation's commitment and unfairly expose the Director-General to criticism.

Mr. Morris expressed deep disappointment at the reaction of certain members - especially some of the Employers - to the draft statement. True, the Working Party had been given a very difficult task, but that after all had been the Governing Body's decision.

The Working Party had soon found that the differences between its members were not as serious as they had at first appeared, and it had worked very hard in a spirit of co-operation to produce a text which, notwithstanding the reservations that had been made, did in fact reflect the concern of all three groups. It did not, as had been alleged, give instructions to UNCTAD and it offered the only means of drawing that organisation's attention to tripartite views on the highly important question of international trade. It would be a tragedy if the statement was not submitted to UNCTAD. He therefore urged members to support it, subject to the completion of paragraph 35, in regard to whose wording the Workers would make proposals at the proper time.

The Director-General, reviewing the background to the debate, recalled that the matter under discussion had been raised by President Senghor at the last session of the Conference. President Senghor's appeal had been echoed in many of the speeches made at that session, and the Director-General's own reply to the discussion on his Report had simply reflected views widely expressed at the Conference, at the conclusion of which the President had made a strong appeal, urging that close attention should be given to the matter raised by President Senghor. The matter had, as a result, been fully discussed by the Governing Body at its November session and a special working party had been appointed to draw up proposals for submission at the present session.

The draft submitted by the Working Party - like almost any text resulting from negotiations on a highly difficult matter - had not wholly satisfied any member of the Governing Body. Much of the draft had nevertheless secured a wide measure of support, even from speakers who had criticised most severely the form or substance of certain passages or certain omissions. In the circumstances it would, as Mr. Morris had said, be tragic if the ILO remained silent on this matter, and it would be equally tragic if the Governing Body were forced to decide the issue by a vote.

It had been suggested, even before the opening of the debate, that the Director-General should accept personal responsibility for conveying its outcome to the Third UNCTAD Conference. As he had then pointed out, that suggestion was in his judgment inappropriate, because many members of the Governing Body would doubtless wish any views communicated to the Santiago Conference to be views which they themselves had helped to formulate. In the circumstances, and in an attempt to reconcile the different opinions expressed during the debate, he ventured to suggest that the ILO should submit to the Conference a document consisting of the following:

First, a brief introductory statement, for which, if the Governing Body agreed, he would accept responsibility and in whose preparation the statement made by Mr. Henniker-Heaton on the previous day might be of some assistance. The introductory statement would summarise the general tenor of the Governing Body's debate and indicate the points in respect of which there appeared to be universal agreement.
Secondly, the full text of the proposals submitted to the Governing Body by the Working Party, together with a clear indication of the measure of support which they had received and of the other views that had been expressed.

Thirdly, a clear statement of the position expressed by many Government representatives, viz. that they could not at this stage make any commitment concerning the attitude of their governments at the Third UNCTAD Conference. There was nothing new in such reservations, which had been made on every occasion on which, in the course of its history, the ILO had attempted to formulate its views as a tripartite body on broad questions of international economic policy.

Fourthly, a statement of the effect of the views and reservations expressed by members of the Employers' group during the debate, on which he would be happy to consult the Employer Vice-Chairman of the Governing Body before including it in the document to be communicated to the UNCTAD.

By adopting the course just outlined it might be possible to give full effect to the very wide measure of agreement expressed during the debate in a manner which would not prejudice the position of any who had expressed some measure of dissent from that agreement and which would be fair to all, without blunting the impact of the assertion by the ILO of the importance of the relationship between these matters of economic policy and its own essential social preoccupations.

Mr. Bastid pointed out that President Senghor had not been the first Head of State to raise the question of the deterioration of the terms of trade at an international conference. It had previously been raised by the President of the Central African Republic and the President of Zambia, whose pleas had gone unheeded.

Although his views on the matter were well known, he had reluctantly agreed to be a member of the Working Party and could accordingly bear witness to the unrelenting efforts of its Chairman and Vice-Chairman, to whom he paid tribute, to produce an agreed policy statement. Nevertheless, all that had emerged was the hybrid text now before the Governing Body, on which - like Mr. Nasr, Mr. Georget, Mr. Yllanes Ramos and Mr. Végh Garzón - he had strong reservations. He was certainly no reactionary; indeed, as the Workers well knew, he had always been a staunch advocate of social progress. However, in the light of his twenty-five years' experience of trade problems, he was convinced that it would not be in the ILO's interest to communicate the draft statement to the Third UNCTAD Conference as it stood. He could, however, accept the suggestion just made by the Director-General.

The discussion was adjourned to the following sitting.1

The sitting closed at 7.30 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.
MINUTES OF THE SEVENTH SITTING
(Friday, 3 March 1972 - 10.50 a.m.)

The Governing Body was composed as follows:
Chairman: Mr. NJOTOWIJONO
Mr. ABED ALL, Mr. AGO, Mr. AMARAL de SAMPAIO, Mr. ANDRIANTSITOAINA, Mr. BERGENSTRÖM, Mr. BOLTYAH, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DE BOCK, Mr. ERDMANN, Mr. FAUPL, Sir Grant PERRIER, Mr. FOGAM, Mr. GARGOM, Mr. GEORGET, Mr. GOMEZ, Mr. GOROSHKIN (replaced during part of the sitting by Mr. MALIKOV), Mr. GROS ESPIELL, Mr. HENNICKER-HEATON, Mr. KOENTARSO, Mr. KUNOGI, Mr. MAINWARING, Mr. MAHLOUF, Mr. MALIK, Mr. MERCADO, Mr. MITRAN, Mr. MORGAN, Mr. MORRIS, Mr. MUHR, Mr. MURIN, Mr. NASR, Mr. NEILAN, Mr. OGOVON, Mr. OMONDI, Mr. PARODI, Mr. PERSONS, Mr. PLANT, Mr. SHIOJI, Mr. SUNDE, Mr. TATA, Mr. UKPABI, Mr. VITAEK JAKASA, Mr. WALINE (replaced during part of the sitting by Mr. OCHSLIN), Mr. YLLANES RAMOS, Mr. ZÖLLNER.
Absent: Mr. ALLAF.

SECOND ITEM ON THE AGENDA
Trade, Aid, Employment and Labour (cont.)

The Chairman reminded the Governing Body that it still had to settle the wording of paragraphs 9 and 35 of the draft policy statement submitted by the Working Party. In the hope of reconciling the different points of view expressed in the Governing Body he proposed that paragraph 9 might read as follows: "Expansion of trade between developing and developed countries having different economic and social systems can contribute to the improvement of employment and labour conditions in both developing and developed countries."

Mr. Murin, while grateful to all those who had supported his own proposed wording for paragraph 9, said that in a spirit of compromise he could accept the text suggested by the Chairman.

Mr. Persons was also in favour of that text, which by advocating increased trade between developing and advanced nations regardless of their economic and social systems laid proper emphasis on the developing countries' interests.

Mr. Morris expressed the Workers' support for the text.

Mr. Malikov regretted that the Governing Body had not adopted Mr. Murin's amendment, which stressed the advantages to the developing countries of expanded trade between advanced countries with different economic and social systems. His Government was nevertheless prepared to accept the text proposed by the Chairman.

Mr. Bergenström, on behalf of the Employers, also accepted it.

The text of paragraph 9 as proposed by the Chairman was adopted.

Mr. Morris, referring to paragraph 35, wished to propose on behalf of the Workers' group a text which would reflect the approach embodied in the Office's preliminary report on fair labour standards. Their proposed text read as follows:

1 See sixth sitting.
"The Governing Body decided that its Committee on Standing Orders and the Application of Conventions and Recommendations should work out proposals for the establishment of a new procedure designed to promote the universal observance of fair labour standards, on the basis of ILO Conventions and Recommendations, with a view to ensuring that the benefits of trade liberalisation find adequate reflection in improved living and working conditions; these proposals will be examined at an early session of the Governing Body."

Mr. Bergenström expressed the Employers' view that the Workers' text would be out of place in a statement purporting to convey the ILO's views on trade and employment to UNCTAD.

Mr. Morris replied that the Workers' text was in fact most appropriate since a code of fair labour standards was one means of ensuring that trade liberalisation yielded social benefits.

The Chairman proposed that the Governing Body should postpone its decision on the text of paragraph 35 until it had examined the preliminary report on fair labour standards.

FOURTH ITEM ON THE AGENDA

Report of the Meeting of Experts on Paid Educational Leave
(Geneva, 10-21 January 1972)

Mr. Morris, for the Workers, congratulated the Office on the working papers submitted to the experts and on their contribution to the meeting's success.

The Workers welcomed the report, and especially the summary of the experts' views in paragraph 63, which included recognition of paid educational leave as a new social right responding to the real needs of modern society. They hoped that the Conference would adopt international labour standards concerning that right.

The Workers' group fully supported the suggestion in paragraph 63(10) of the report that the ILO should continue to study the question of paid educational leave, disseminate information and provide technical assistance - on the understanding that such leave was quite distinct from other forms, such as convalescent leave - as well as the proposals in paragraph 4 of the Office paper. The workers' education programme would have a useful contribution to make, and for that the report of the meeting of consultants on workers' education held in May 1971 contained useful guidelines.

Mr. Bastid regarded it as an honour to have been the only Governing Body member appointed to attend a meeting which had brought together so many distinguished experts. He urged the Governing Body to adopt the proposals in paragraph 4 of the Office paper.

Bearing in mind the developing countries' possible misgivings about some of the novel ideas put forward by the experts, he had at the meeting stressed the fact that the introduction of paid educational leave - however necessary it might be - should not be allowed to disrupt the growth of new industries in the poorer nations or hamper their development efforts in any way.

Finally, he expressed appreciation to the ILO officials who had serviced the meeting for their contribution to its success.

1 See eighth sitting.
Mr. Bergenström said that the Employers found the report interesting, but often self-contradictory, unrealistic and unlikely to help the Conference much in its discussion of the subject in 1973. The Governing Body was not called upon to approve it, however, but simply to authorise its distribution.

The participants in the meeting had been "experts" only in education and not in law or in any other specialised field; and while the inclusion of experts from academic circles was appropriate enough when a scientific topic like occupational cancer was under discussion, it was not appropriate in the present case; he hoped that the practice would be discontinued and that in future it would be left to experts from government, employer and worker circles to deal with matters with which they were fully conversant.

However strong the case for granting paid educational leave might be, the Employers could not accept that it was in any legal sense a "right", as it was termed, for example, in paragraphs 20, 21 and 63 of the report. The word "right" was often used loosely at international meetings when all that was meant was an objective. Paragraph 63 recorded merely a consensus, and not unanimity, and its value was lessened by its failure to reflect the differing views of some experts; fortunately, these were set out in the rest of the report. As for the international instruments on paid educational leave which, according to paragraph 63(10), the experts hoped the Conference would adopt, the Employers believed - without prejudice to the Conference's discussions - that if any instrument were adopted it should be a Recommendation, and not a Convention.

Mr. Colin commended the experts on their interesting report. Following on Mr. Bergenström's criticisms of the meeting's composition, he observed that in a meeting such as this one the inclusion of experts on education as well as on law and labour matters seemed a rather cumbersome formula.

On the whole, he had found the report quite interesting. Granting paid educational leave was certainly a worth-while aim, even though it might lay a heavy burden on national economies, and the Danish Government supported the proposals in paragraph 4 of the Office paper. The ILO might invite UNESCO to comment on the report, since some kind of concerted action by the two agencies was desirable.

In paragraph 63(3) the experts had recommended making paid educational leave available to all workers without discrimination, and it was most important not to interpret the term "workers" narrowly: it should include, for example, the management and higher technical and scientific staff referred to in paragraph 48 of the report.

Paid educational leave would presumably have to be financed by taxation of some kind or another in each country. According to paragraph 19, some experts had stressed the need for caution in adding to the taxpayer's burden, while others had thought it better to regard paid educational leave as a form of investment; there was, of course, an element of truth in both points of view, and no real contradiction between them. While this sort of social policy issue did not readily lend itself to any kind of cost-benefit analysis, one thing at least was certain - that it should be an element in any long-term planning exercise, in which the framers of labour market policy should be joined by the education policy makers.

Mr. Makhlouf warmly welcomed the experts' conclusions on a subject of deep concern to the Workers. In view of the practical problems which the granting of what had been described as a "social right" by a group of experts coming from a wide range of backgrounds would raise, and in order to encourage extension of the practice throughout the world, the Conference would have to adopt suitable international labour standards.

On the basis of the experience gained in his own country, he felt that the enactment of legislation on paid educational leave was the best approach because legislative texts were binding at the national level; failing that, collective agreements could be concluded.

Governments should give priority to financing paid educational leave in depressed areas and industries, which had the greatest need for retrained manpower.
Mr. Shioji said that, having been convinced for years of the need for paid educational leave, the Workers warmly welcomed the consensus among the experts that education was a life-long process and that paid educational leave was a social right, met a real need in modern society and should be available to all workers without discrimination and without financial or other prejudice. The experts had also rightly recognised that sole responsibility for trade union training schemes - including the selection of candidates and approval of programmes - should rest with the trade unions themselves.

The Governing Body and the Conference should respond positively to the suggestions of the experts, who had come from many different backgrounds. Suitable international instruments, including both a Convention and a Recommendation supplementing it, must be adopted if the ILO was to ensure the development of paid educational leave systems in member States in the manner contemplated by the experts in paragraph 63(10) of their report. The report on last year's meeting of consultants on workers' education, to which the Governing Body had unfortunately not had time to devote much attention at its 183rd Session, deserved wide circulation since it brought out clearly the important contribution which paid educational leave could make to economic and social development.

Mr. Goroshkin welcomed the report as an excellent basis for adoption of a Conference instrument on paid educational leave.

Technological change was continually boosting demand for suitably skilled manpower, and the training and retraining of workers was assuming unprecedented importance. In the Soviet Union the Government spent large sums on paid educational leave, which was granted generously to workers. Training was essential to economic development in all countries and led to better living and working conditions. The USSR Government therefore fully endorsed the experts' recommendation that paid educational leave should be granted to all workers without discrimination and without any financial or other prejudice.

Mr. Nasr, while believing that no efforts should be spared to provide education for everyone who wanted it, hoped that in making proposals for future programmes to the Governing Body the Director-General would take fuller account of the experts' suggestions regarding education itself than of those relating to educational leave. It was particularly important in the developing nations to raise the often low level of education of the population as a whole and especially of the workers, who would thus be better fitted both to serve their country and to fulfil their own aspirations. There was always a risk, however, that people might abuse education facilities, and in the report on paid educational leave submitted to the Conference in 1973 the Office should indicate how workers, especially in the developing countries, could make best use of such facilities.

Efforts to educate a particular segment of the population in the developing countries should not be allowed to hamper efforts to raise the general level of education. True, education for workers might deserve priority because it was beneficial to the economy at large, but the rest of the population was also entitled to receive some education.

Unfortunately many countries did not have enough money or teaching staff to introduce a system of paid educational leave. The Lebanese Government, for example, had recently failed to obtain a loan from the International Bank for Reconstruction and Development for the purpose of building technical schools because of the shortage of teachers to staff them. It was all very well to advocate paid educational leave for everyone without discrimination, but everyone could not insist on having it, or the country would come to a standstill. Although a worker could hardly be expected to defray the entire costs of his educational leave without financial sacrifice. These were points which the Office should bear in mind when preparing the Conference report on the subject.

Mr. Vitalec Jakasa considered that in the Spanish text of paragraph 63(1) of the report the word "debe" was too imperative and should be replaced by "debería" so as to bring the meaning into line with that of the English and French versions.

The Employers' group had demonstrated their interest in the subject of paid educational leave by agreeing to its inclusion in the Conference agenda for 1973. Although the experts' report would give the Office general guidance in preparing the report to be submitted to the Conference, it reflected an unduly theoretical
approach and failed to come to grips with the practical problems faced by the
undertaking in granting paid educational leave.

Such leave could not possibly be regarded as a social right: it was a social
benefit to be enjoyed by the worker in return for his services. What every
citizen had a right to receive from the State was general education and training.
As Mr. Nasr had suggested, the stress should be on providing education rather
than educational leave as such, the leave being merely a means to an end. Since
the grant of leave was such a complex problem and in view of the wide variations
in economic, social and cultural conditions from one country to another a flexible
approach was essential. In Argentina, for example, marked progress had been made
in granting workers paid educational leave under collective agreements, and at
the present stage that seemed the best formula; the time had not yet come when
legislation would be a practical alternative.

All these were questions which of course the Conference would have to discuss.
At all events, if it did decide to adopt international standards they should take
the form of a Recommendation, not a Convention.

Mr. Erdmann agreed with the experts on many points, and in particular on the
need, referred to in paragraph 8 of the report, to enable the worker to further
his education and training, both in his own interests and in those of society.

Industry in many countries had done much to enable workers to pursue their
education throughout their working lives. Undertakings commonly organised pro­
grammes for the regular training of all employees in the context of the general
education system, and there were many other interesting examples of education
facilities provided by undertakings, churches, trade unions and other social
institutions. Although in paragraph 10 of the report the experts had recognised
the complexity of the problem of providing paid educational leave, they had
failed to take it fully into account in the remainder of their report, which as
a result was not as useful as it might have been. They seemed, in particular,
to regard legislation as a sort of panacea, whereas in fact the wisdom of making
sweeping legal provision for adult educational leave was open to the gravest
doubts.

What the experts seemed to have largely overlooked was the formidable problem
of co-ordinating adult education programmes with the general education system.
According to information submitted to a working party appointed in 1971 by the
Minister of Labour of the Federal Republic of Germany to examine the economic
aspects of such programmes, the grant of two weeks' paid educational leave to
some 10 per cent of the working population would cost the economy the enormous
sum of 2,000 million Deutschmarks and require 80,000 teachers over and above the
present number. Granting leave to all workers would entail staggering costs,
radical reform of the national education system and thorough review of national
education policy. Was priority to be given, for example, to the advanced train­
ing of the most highly qualified workers, or to assisting the worst educated?
These were controversial problems which had received scant attention from the
experts.

It was mistaken to describe paid educational leave as a social right. It
was certainly not a right in any legal sense, since there was no corresponding
obligation upon the State, the community or private industry, and the term should
be used with great caution.

Again, the experts had not properly examined the purpose of paid educational
leave and how best use was to be made of it. For what type of education was it
to be granted, for example - vocational training, trade union education or general
education? How was the quality of training and education to be controlled, and
what were the consequences for the undertaking? These and many other problems
had still to be explored before useful international action could be taken.

The suggestion in paragraph 51 of the report that classrooms should be moved
to factories and offices so as to give students experience as workers and to
enable workers to become students was of no direct relevance to the subject of
paid educational leave.

In concluding, the speaker reaffirmed his interest in the experts' report as
a preliminary study on an important and complex subject which fully justified
further international treatment.
Mr. Mainwaring, while unable to commit his Government on the question of paid educational leave, thought that the meeting, like that on occupational cancer, had produced a most useful and interesting report. His Government fully endorsed the proposals in paragraph 4 of the Office paper. It would nevertheless have welcomed a broader approach to the subject since leave was, after all, just one way - though admittedly an essential one - of increasing the workers' opportunities for further education and training.

Paid educational leave was going to claim more and more attention in future since opportunities for further education, like higher pay and longer leisure, were among the foreseeable benefits of rising productivity. The ILO was well suited to play the same kind of pioneering role in this important and promising area as it had done many years before in social security.

The principle that workers were entitled to paid educational leave had not yet won widespread acceptance, and as a rule leave had been granted voluntarily by the employer - mainly in advanced countries - only to workers interested in trade union training courses or to management staff. The report said little of the relevant law and practice in member countries, but the Office would presumably cover this subject in the Conference report; the ILO could play a useful part by disseminating information of this kind.

The claim that paid educational leave was a social right was certainly novel, and perhaps less easy to accept than the idea that education was such a right. It was, nevertheless, an interesting thought and one which deserved close consideration. The basic problem was of course how to give it practical effect and distribute the heavy financial burden. An international instrument might afford helpful guidelines, though it could hardly be expected to deal with all aspects of the matter.

Mr. De Bock was disturbed by the somewhat patronising attitude of some speakers. He could assure Mr. Naar that workers were not helpless children when it came to educational matters, as was shown by their ability to organise trade union education courses. However strongly some might object to the term "right", paid educational leave was an economic and social need. Did it not, after all, increase the mobility of labour, which workers were often told was a good thing? Employers should also remember that Belgium and other European countries benefited extensively from training and retraining facilities financed by the European Economic Community and that, although industry continued to reap the benefits, it was relieved of much of the financial burden.

As Mr. Morris had indicated, the Workers' group could endorse the experts' views on the whole, and this was not the proper occasion for criticising them in detail.

The Workers could not accept Mr. Bergenström's objections to the appointment of experts from academic circles. European trade unions could always call upon the services of university professors, many of whom were glad to offer advice and assistance. The Workers therefore thought it quite proper to appoint academic experts to attend any ILO meeting at which their participation would be useful.

Mr. Alberti thanked the Office for taking prompt action in a challenging new field of social policy. Whether or not paid educational leave was a "social right", there was growing evidence that it was a social necessity, and the Chilean Government wholeheartedly endorsed the proposals in paragraph 4 of the Office paper. It would especially welcome close co-operation with other international organisations and also with national institutions; in this latter regard, it might be regretted that no expert had been appointed from Chile, where the ILO was the executing agency for a UNDP project based on the principles set out in the report and where most interesting experiments were being made in workers' education and vocational training.

The report was highly realistic and pragmatic, and on the whole a very good one. A minor criticism that could be directed against it was that it tended to view educational leave in individualistic terms, by failing to make it clear that worker promotion should be a collective process. It was important to ensure that workers on educational leave did not lose touch with their colleagues and that the strong sense of working-class solidarity which had taken years to develop was not impaired. In its own experiments, and with the steady expansion of the socialised sector of the economy, Chile attached cardinal importance to
instilling in the workers a growing sense of their collective responsibility for national development.

On the other hand, the Chilean Government fully endorsed the experts' view, expressed in paragraph 63(1) of the report and somewhat surprisingly criticised by some Employer members, that paid educational leave should be regarded as a social right. A century ago many rights of workers which were now taken for granted had been unknown, and men had died fighting for them - a martyrdom commemorated each year by Labour Day. The tide of history was now running in the workers' favour, and it was only realistic to grant them a right which would not only help them to fulfil their own aspirations but also serve the interests of society.

From that point of view paragraph 63(2) of the report was not fully satisfactory in that it failed to reflect the need for considering the educational process as an integrated whole in which vocational training, trade union education and other forms of social education were closely linked, although of course that idea could be developed in the course of further study.

Mr. Nanov believed that in a world of technological, social and economic change paid educational leave answered both a social and a personal need, although of course, as the report observed, it could take different forms. His Government therefore endorsed the general principles recorded in the report.

In Bulgaria education was provided free of charge at all levels. Under the Labour Code and subsidiary regulations manual and non-manual workers were equally entitled to extra annual leave with pay for the purpose of pursuing their studies at evening classes and through correspondence courses, with or without interruption of their employment - a further illustration of the equality enjoyed by all categories of workers in the country. Such educational leave was a most important social benefit and had a close bearing on improvements in living and working conditions.

The Government welcomed the inclusion of an item on paid educational leave in the Conference agenda for 1973. It hoped, however, that the Office would go rather further than the experts' suggestions in paragraph 63(10) of the report and submit to the Conference a draft instrument, say a Convention, based on further study of the subject.

Mr. Oechslin, endorsing Mr. Erdmann's remarks, welcomed the opportunity afforded to the Governing Body from time to time for holding a thorough debate on important matters of social policy like paid educational leave.

An agreement on the subject concluded in June 1970 by the National Council of French Employers with the trade unions had paved the way for subsequent legislation which had attracted some interest at the meeting. In an era of constant change retraining and further education were essential for everyone in advanced and developing nations alike. Unfortunately the experts seemed not to have made a proper distinction between three forms of education - vocational training, for which, as the Employers readily agreed, industry bore some responsibility; general education, for which the State bore full responsibility and industry none; and trade union training, for which the unions were responsible, although in some countries employers' organisations had accepted a share of responsibility under collective agreements.

The report said little of the problem of financing, which as others had pointed out was a serious one, especially in developing countries. True, as some experts had said, education was a form of investment; but any sensible investor must consider the possible return. Since investment in education would eventually bring some return for society and for industry it was only right that both should bear at least part of the financial burden. But it also benefited those who received education, and yet the report contained no suggestion that they should contribute to the cost. Some of the experts, according to paragraph 39 of the report, had actually expressed the view that workers on their return should not be asked to make up the time of their absence on leave. A much less narrow approach was needed if paid educational leave schemes were to be successfully operated.

Mr. Morris expressed the Workers' surprise at the short-sighted remarks made by some speakers and urged the Employers to take a more positive attitude towards paid educational leave - however it was to be financed. Surely the grant of
such leave was the corollary of the universally acknowledged right to education, quite apart from its usefulness in a constantly changing industrial society. Increased opportunities for further education could promote greater national prosperity and hence higher living standards for all. In Canada and many other countries management granted leave readily enough to supervisory staff — either as a right or in its own interests — and sometimes also to other workers: but in any event management was free to grant or not to grant leave at its discretion, and that was not a socially acceptable situation.

As for the Employers' criticisms of the meeting's composition, it had surely been wise to appoint academic experts qualified to discuss, not just vocational training, but all forms of education which had a bearing on current economic, social and environmental problems and could benefit not only the worker and his employer but the community at large.

Some speakers hoped that the Conference would not adopt a Convention on paid educational leave, presumably because their countries would be unable to apply it, but it was a mistake to prejudge the view which the Conference would take on the nature of the international standards required. If the Employers were suggesting that they would accept only a Recommendation, the Workers must make it plain that they were in favour of a Convention, since only a Convention laid binding obligations on member States.

Mr. Oechslin had cited a collective agreement concluded in France in 1970, which had formed the basis for subsequent legislative action; but it was a matter of record that the People's Republic of the Congo had for some years had legislation on the subject, showing that developing countries too were capable of providing for educational leave. Indeed, it was in the advanced nations that the workers met the stoutest resistance to the idea because of ignorance of the economic benefits and perhaps even because some management staff would not relish competition from workers who had received advanced training.

Current changes in technology and production methods called for new skills and made regular training and retraining for workers imperative. True, workers were primarily producers, not students; but in return for their services society had a duty to allow them opportunities to leave work from time to time to pursue their training. Earlier generations of workers had been forced to fight to win recognition of their rights. In an era like the present, when people generally had a stronger sense of social responsibility, the workers should not have to fight any more. Yet management, especially in the advanced countries, still treated educational leave as a generous concession and was blindly resisting the tide of progress.

The Employers had also criticised paragraph 63 of the report on the ground that it did not accurately reflect all the experts' views. Some of these views had been contradictory, however, and could not possibly have been accommodated in a paragraph purporting to convey a consensus. Besides, no expert had made reservations on paragraph 63, which should therefore carry weight with the Governing Body.

As Mr. Mainwaring had said, both the meeting on occupational cancer and the one on paid educational leave had produced unusually interesting reports which would provide an excellent basis for the Conference discussion. The Workers therefore had no hesitation in urging acceptance of the proposals in paragraph 4 of the Office paper.

Mr. Murin joined in congratulating the Office and the experts on the meeting's success. By endorsing the fundamental idea of paid educational leave the report provided a sound basis for further study of the subject — to which Czechoslovakia, having some experience in this field, would be glad to contribute.

The Czechoslovak Government endorsed the principle recorded in paragraph 63(1) of the report and the suggestions for further action in paragraph 63(10). The adoption of international standards was most desirable: a Convention would be essential, perhaps supplemented by a Recommendation.

Mr. Bastid explained, in reply to Mr. Morris and Mr. De Bock, who had taken exception to the Employers' criticisms of the meeting's composition, that in the Employers' view all experts should be appointed by the Governing Body on the nomination of the groups, and not by the Office. Those experts might certainly
include university people, whose assistance might often prove useful, but the same rule should still apply. For his part, the speaker had full confidence in the judgment of Mr. Morris and Mr. De Bock - for whom he had the deepest respect - as well as of the other Worker members and the Government group in selecting suitable experts.

At the meeting he had acquired the highest esteem for most of his colleagues - Mr. Bajszczak of Poland, Professor Berenstein of Switzerland and Mr. Solyanik of the Soviet Union, to name but three. A few experts, however, had given vent to opinions which would have horrified the Worker members themselves. That was why the Governing Body must beware of condoning the appointment of persons whose fitness to advise the ILO - however highly they might be regarded in academic circles - had never been established.

Mr. Bergenström, for the Employers, suggested including the minutes of the Governing Body's most interesting debate on paid educational leave in the preliminary report to be submitted to the Conference in 1973.

Mr. Morris wondered whether it was proper to include the minutes in a report which was to be discussed by a Conference committee.

The Director-General pointed out that there would be a technical impropriety in publishing the minutes in a Conference report before they had been approved by the Governing Body, unless of course the Governing Body itself expressly so decided.

Mr. Murin recalled that in May 1971 the Employers had strongly resisted a proposal to submit to the Conference the minutes of the Governing Body's debate on questions of structure. In the present instance, considering the full account of the experts' views contained in the report, was the Employers' suggestion really necessary, or even advisable?

Mr. Bergenström pointed out that the Employers' position in 1971 was motivated by the lopsidedness of the debate on structure. That on paid educational leave, which had been thorough and balanced, would certainly prove useful to the Conference.

Mr. Morris said that it was precisely because they remembered the 1971 discussion that the Workers had queried the Employers' suggestion. They did agree, however, that the present debate had been a much broader and better-balanced one.

Mr. Faupl wondered whether the Employers could not be satisfied with the normal method of distribution of the Governing Body minutes, which anyone interested could consult. Some limits should be set on the documents submitted to Conference delegates, who were after all more or less familiar with the subject under discussion. Besides, the Employers' proposal would entail unnecessary expense at a time of financial stringency and set an unfortunate precedent.

Mr. Mainwaring, concurring, urged the Employers to withdraw their proposal. First, the Governing Body had not held a really balanced debate; although many Employer members and a few Government members including himself had spoken, many governments had not commented on the report at all. Secondly, submitting the minutes in draft form to the Conference would be improper: the Governing Body ought to approve its minutes before giving them wider circulation. Thirdly, the limited usefulness of the proposal did not justify the cost.

Mr. Bergenström, deferring to the views of the previous speakers, withdrew the Employers' proposal.

The Governing Body adopted the proposals in paragraph 4 of the Office paper.
FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 184th Session

Subject to the insertion of the corrections received, the Governing Body approved the minutes of its 184th Session.

TWELFTH ITEM ON THE AGENDA


The Chairman indicated that there was a suggestion that the discussion on items 12 and 13 of the agenda should be postponed to a later session.

Mr. Gargoum asked why it was suggested that item 12 should be postponed.

The Chairman replied that the Working Party had itself proposed such postponement in paragraph 11 of its report.

Mr. Gargoum, speaking on behalf of the African Governments, said that they had intended at the present session to propose including in the Conference agenda a suggestion for a constitutional amendment on the subject discussed by the Working Party. They hoped that the Governing Body could give early consideration to their suggestion.

The Director-General pointed out that that would require quite some time, and the Governing Body still had many other matters to dispose of at its present session. Perhaps Mr. Gargoum might agree to postponement of the discussion on the African Governments' proposal, on the understanding that there would be an opportunity for such discussion at the Governing Body's next session. In any event it was now too late to include a new item in the agenda of the forthcoming Conference session.

Mr. Gargoum indicated his assent.

Mr. Bergenström asked whether it might not be possible to have at least a short preliminary discussion at the present session.

The Director-General suggested that in that case the question should be discussed as the last item in the order of business.

It was so agreed.¹

THIRTEENTH ITEM ON THE AGENDA

Activities of the International Occupational Safety and Health Information Centre (CIS) in 1971

The Governing Body postponed consideration of this item to its 186th Session.

The sitting closed at 1.10 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.

¹ See eighth sitting.
MINUTES OF THE EIGHTH SITTING
(Friday, 3 March 1972 – 4 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. NJOTOWIJONO

Mr. ABID ALI, Mr. AGO, Mr. BERGENSTRÖM, Mr. BUSTAMANTE, Mr. DAM-SY-HIEN, Mr. DE BOCK, Mr. EŞBER, Mr. FAUPI, Sir Grant FERRIER, Mr. FORAM, Mr. GHAYOUR, Mr. GÓMEZ, Mr. GOROSHKIN, Mr. GROS ESPIEL, Mr. HENNIKER-HEATON, Mr. KAYA, Mr. KOENTARSO, Mr. LOUET, Mr. MAINWARING (replaced during part of the sitting by Mr. de MERLIS), Mr. MAKLHOUP, Mr. MALIK, Mr. MERCADO, Mr. MITRAN, Mr. MORGAN, Mr. MORRIS, Mr. MOYAL, Mr. MUHR, Mr. MURIN, Mr. NASR, Mr. NEILAN, Mr. NGAI-VUEIJO, Mr. OTHIENO, Mr. PARODI, Mr. PERSONS, Mr. PIMENTEL (replaced during part of the sitting by Mr. SOARES CARBONAR), Mr. RICHAI, Mr. SHIOJI, Mr. SUNDE, Mr. TATA, Mr. THOMAS, Mr. UKPARA, Mr. VERSCHUEREN, Mr. VITAIC JAKASA, Mr. WALINE (replaced during part of the sitting by Mr. OECHSLIN), Mr. YLLANES RAMOS.

Absent: Mr. GARGOUM.

INCIDENT AFFECTING MR. MAHJUB BENSEDDIK, WORKER MEMBER OF THE GOVERNING BODY (concl.)

The Director-General, referring to the inquiry he had received from the Workers' group at the third sitting about the position of Mr. Benseddik, said that according to information he had received from the Moroccan Ambassador Mr. Benseddik had, following an incident which had taken place at Casablanca, and which still appeared to be the subject of some uncertainty and controversy, been accompanied to his home with an escort, in accordance with his expressed wish. He was now at his home, and appropriate provisions had been made at his request for his protection there. An inquiry was in progress and the Moroccan Government had undertaken to keep the Director-General posted on its outcome for the information of the Governing Body.

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 expressed the Workers' appreciation for the Office paper, which presented a comparative analysis of Legislative Decrees Nos. 890 and 891 and the freedom of association Conventions. The Workers looked forward to the report of the Committee of Experts on the Application of Conventions and Recommendations which would deal with this question, including the important one of the relationship between Greek law and practice in the field of civil liberties and the exercise of trade union rights.

It was regrettable that the new legislation, far from improving the precarious situation of the trade unions as found by the Commission of Inquiry, had merely legalised it. Section 38(3) of Decree No. 890 clearly debarred union officials who had been "pensioned off" from resuming their activities, and

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1 See third sitting.
section 3(2) of the same decree, which prohibited civil servants and employees of public bodies from joining organisations of their choosing without prior authorisation, was another example of incompatibility with the freedom of association Conventions. The position of journalists under the decree was also not clear. Section 5 seemed to impute political aims to any genuine trade union activity, while sections 11 and 12, which required the maintenance of detailed trade union registers, constituted a means of interference and intimidation. In general, the decree regulated virtually everything connected with the functioning of trade unions, including their rules, membership and administration, in contravention of Article 5 of Convention No. 87. Moreover, though section 36 of the decree grudgingly recognised the legality of strikes for professional reasons, section 27(3) enabled third parties—employers, public authorities or non-union workers—to render any strike inoperative by appealing to a competent court of law against the decision of the trade union having called the strike.

As for Decree No. 891, its provisions establishing a nation-wide workers' fund for the financial support of trade unions, to which all workers must contribute, had the effect of abolishing the check-off system and other modes of paying dues and instituted a form of state control which the Commission of Inquiry had found unacceptable. While, therefore, Decree No. 890 was contrary to the spirit of the freedom of association Conventions, Decree No. 891 deprived the trade union movement of the financial independence which was a prerequisite for the enjoyment of the guarantees laid down in the Conventions. Trade union rights continued to be violated in Greece not only by the enforcement of these decrees but by the whole body of legislation in force. A favourable climate for trade union rights could only develop when all human rights and civil liberties were restored.

He asked that the Committee of Experts on the Application of Conventions and Recommendations, which would be considering this matter, should take full account of the Workers' views and examine the state of trade union rights in the light of the lack of respect for general human freedoms in Greece. The Governing Body should also be kept fully informed of the trade union situation in the country, among other things by having before it the report of the Committee of Experts as a special item on its agenda.

The Governing Body took note of the Office paper.

SEVENTH ITEM ON THE AGENDA

Reports of the Committee on Freedom of Association

Mr. Malikov reaffirmed the Soviet Government's position in regard to the composition, activity and recommendations of the Committee on Freedom of Association, as repeatedly stated on past occasions.

ONE HUNDRED AND TWENTY-EIGHTH REPORT

I. Introduction

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

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

The Governing Body adopted the recommendations in paragraphs 15 (Case No. 670: Cyprus) and 21 (Case No. 575: Colombia) of the report.

III. Definitive Conclusions in the Case relating to Nicaragua (Case No. 662)

The Governing Body adopted the recommendations in paragraph 43 of the report.
IV. Interim Conclusions in the Case
relating to Argentina (Case No. 651)

The Governing Body adopted the recommendations in paragraph 59 of the report.

ONE HUNDRED AND TWENTY-NINTH REPORT

The Chairman said that the report dealt with certain cases concerning
Spain (Nos. 612, 637, 657, 659, 667, 679, 684 and also 661) in respect of which
he had received a communication from the Permanent Delegate of Spain. In the
light of that communication, which had been circulated to the Governing Body with
the agreement of its Officers, he suggested that the cases concerning Spain should
be referred back to the Committee on Freedom of Association and that meanwhile
the Governing Body should proceed with the examination of the report with the
exception of those cases.

Mr. Morris, on behalf of the Workers, supported the suggestion. The
Spanish Government's communication could be regarded as a reply to the questions
put to it and should be referred to the Committee at its next meeting.

Mr. Bergenström, on behalf of the Employers' group, and for the same reasons
as indicated by Mr. Morris, could accept the suggestion that the cases concerning
Spain should be referred back to the Committee.

It was so agreed.

I. Introduction

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

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

The Governing Body adopted the recommendations in paragraph 18 of the report.

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

The Governing Body adopted the recommendations in paragraphs 33 (Case No. 554:
Brazil), 48 (Case No. 669: Argentina) and 58 (Case No. 681: Central African
Republic) of the report.

IV. Definitive Conclusions in the Cases relating
to Brazil (Case No. 385), Mexico (Case No. 603)
and Costa Rica (Case No. 635)

Mr. Yllanes Ramos observed that although Mexico had not ratified the Right
to Organise and Collective Bargaining Convention, 1949 (No. 98), the Committee on
Freedom of Association recommended in paragraph 85 of the report that it should
comply with the Convention.

Mexico had a system of division of powers, and in this case the Collegial
Court of the Eighth Circuit had through a resolution settled the question of the
existence of the strike. Moreover, the Government could not interfere in the
internal affairs of undertakings and workers could always appeal to the labour
courts against any dismissals which seemed unjustified.

Although he could not speak for his country's Government, as an Employer he
considered the Committee's recommendations in paragraph 85 to be improper,
illegal and not in harmony with Convention No. 98, which he repeated had not been
ratified by Mexico.

The Governing Body adopted the recommendations in paragraphs 73, 85 and 100
of the report.
V. Interim Conclusions in the Cases relating to Colombia (Case No. 514), Portugal (Case No. 654), Costa Rica (Case No. 665), Portugal (Case No. 666), Jordan (Case No. 668) and Bolivia (Case No. 685)

The Governing Body adopted the recommendations in paragraphs 117, 168, 234, 266, 281 and 296 of the report.

ONE HUNDRED AND THIRTIETH REPORT

The Governing Body decided to examine the report at its 186th Session (May-June 1972).

SIXTEENTH ITEM ON THE AGENDA

International Centre for Advanced Technical and Vocational Training

Report on the Fourteenth Session of the Board of the Centre

Mr. Heniker-Heaton supported the recommendation in paragraph 3 of the Office paper that the Governing Body should take note of the 1972-73 programme and budget of the Centre.

Expressing his gratitude particularly to Mr. Ghayour and Mr. Neilan for their support during the 14th Session of the Board of the Centre, he underlined his favourable impression of the Centre's work - the quality of the fellows, the reports on their work after their return home and the manner in which the courses were being run. However, the increasing tendency for seminars to predominate over courses - though admittedly the seminars brought in money while the courses did not - and the excessive emphasis on management courses rather than on advanced technological training were things that needed to be carefully watched.

Although the programme and budget of the Centre had had to be reduced in common with the ILO's other activities, the cuts were not of such a nature as to destroy its work. As regards programmes, there was a danger of too much money and effort being expended on seminars dealing with subjects not directly related to the Centre's practical work, which might recommend the Centre to undertake activities for which it was not really fitted. An example of this was the seminar on universal standards and conventions in accounting held in December 1971, whose recommendations should properly be addressed to the forthcoming World Accounting Congress.

Part of the fault for such programme developments lay with the Advisory Board on Programmes, though it had doubtless done good work in other directions. The Employer and Worker members of the Board of the Centre felt that the functions of the Advisory Board could very well be discharged by a subcommittee of the Board of the Centre and had accordingly proposed certain amendments to the Statute. The matter could be examined afresh after the Board had considered it at a special meeting envisaged for May just before the Governing Body session.

In conclusion, and notwithstanding his critical remarks, he again expressed commendation of the manner in which the Centre was being run and the work it was doing for advanced training and education.

Mr. Gómez inquired about the progress of the negotiations of the Director of the Centre with a view to the appointment of a Latin American expert on vocational training to the Advisory Board on Programmes.

Mr. Faupl, on behalf of the Workers, supported paragraph 3 of the Office paper.

While he agreed with Mr. Heniker-Heaton that the Centre was doing well, the Workers too felt that management problems were still being given too much weight,
as the 1972-73 programme showed, and that there should be more vocational and technical training than at present in order to achieve a better balance in the Centre's programme, in conformity with its Statute.

The Centre had shown substantial improvement in the recent past but a number of areas needed tidying up. The Workers shared in particular the Employers' concern about seminars, which should not replace the type of training for which the Centre was set up by the Governing Body with the support of the Workers' group but should supplement the regular programme of the Centre.

He endorsed the Employers' stand on the necessity of a re-examination of the whole programme and felt that the proposed amendments to the Statute would strengthen the Centre's ties with the ILO. However small the subsidy it received from the ILO, the Centre was after all an ILO creation. The Workers looked forward to the next Board meeting when the whole programme and structure of the Centre could be examined and, if need be, readjusted.

Mr. Ukpabi, in endorsing paragraph 3 of the Office paper, wished to restate his country's conviction that the Centre had done and was doing excellent work, especially in relation to the needs of developing countries.

The proposed reduction of the ILO's 1972 subsidy to the Centre by 40 per cent, or $260,000, was unfortunate and would lead to a drying up of outside contributions towards technical assistance as the quality of the service rendered would also suffer.

However, his Government had noted the assurance given by the Director-General that the contribution in respect of fellowships would remain intact pending the return of normalcy and by the Director of the Centre that he would retain as many of the programmes as possible while ensuring the Centre's solvency. The speaker expressed his confidence that both would succeed in keeping that great institution going.

Mr. Ago expressed his Government's deep satisfaction at the development of the Centre's activities and its renewed confidence in the Director and his policies.

The large reduction in the ILO's subsidy had aroused the Government's concern. It was essential to preserve the balance between the different sources from which the Centre was financed. In view of the ILO's current situation, the Italian Government could accept paragraph 3 of the Office paper and the budget of the Centre, but on the clear understanding that the contribution for fellowships would remain intact and that the sums left unpaid as a result of the financial stringency would stand to the Centre's credit.

Mr. Alberti recalled that the Chilean Government had always been a warm supporter of the Centre, which was doing a great job. Its interest in the Centre could be judged from the large number of fellows - over 200 of them - sent from Chile. As the Government had already made known its views on the Centre's progress in the course of talks with the Director and others, the speaker would limit himself to reiterating its support for the Centre and its approval of the report on the 14th Session of the Board.

Mr. Murin wished it to be recorded that, owing to its well-known position on the question of financing part of the Centre's activities out of the ILO regular budget, the Czechoslovak Government had taken part neither in the discussion of the report nor in the decision on paragraph 3 of the Office paper.

He nevertheless wished to draw special attention to the statements made by both the Workers' and the Employers' spokesmen: in spite of criticism from many Government and other members concerning the balance of the Centre's programmes, the fact remained that these continued to place increasing stress on management development at the expense of vocational training.

Lastly, he wished to place on record the view that, given the position and status of the Centre, any discussion of its programme and budget should in future follow the same procedure as that adopted for other ILO bodies not financed out of the regular budget of the Organisation.
Mr. Ghayour pointed out that the management development activities of the Centre benefited not so much the employers in developing countries, as the East European governments seemed to think, as the governments of those countries. In view of the friendship which the East European governments professed for developing countries such as his own, he appealed to them to pay their contributions to the Centre so as not to paralyse an institution which had been set up to help those countries.

Mr. Faupl, not wishing his earlier remarks to be misunderstood, acknowledged that there had in the past year or so been a slight decrease in the Centre's management training activities, accompanied by an increase in its advanced vocational and technical programmes; but the Workers still felt that the two were not yet sufficiently balanced in accordance with the statutes and objectives of the Centre.

At the same time - and with reference to the point just made by Mr. Ghayour - it must be pointed out in all fairness that, in so far as the UNDP and its member governments contributed a substantial proportion of the funds in support of the Centre, the amount of control exercised by its Director and the ILO over the training programme was necessarily limited. The Workers considered it unfair for governments unilaterally to determine the programme of the Centre in a way that was contrary to its statutes and to the purposes for which it had been founded by the ILO - and not by the United Nations.

The Director of the Centre (Mr. Blamont), replying to Mr. Gomez, said that as the Board of the Centre would be examining in the following month of May the functions and composition of the Advisory Board, including an Employers' and Workers' proposal for its replacement by a subcommittee of the Board of the Centre, it would not be appropriate for him to engage in negotiations on the matter until such time as the Board and then the Governing Body had taken a decision in regard to the proposal for amendment.

As for the programme of the Centre, which as Mr. Faupl had indicated would likewise be reviewed in May, the speaker assured the Governing Body that with a view to achieving the desired balance between technical training and management courses any supplementary funds accruing to the Centre's budget during the 1972-73 academic year would be devoted exclusively to technical training courses. He also hoped to make at the May session of the Board proposals for readjustment of the programme along the lines already approved by it, aiming at establishing a balance between technical training - including the training of instructors - and management development which would be more in keeping with the wishes of the Employer and Worker members. He thanked Mr. Faupl for pointing out that the number of management courses had diminished during the past year. They would be even fewer in the proposed programme for 1972-73, in a way which might eventually do justice to Mr. Murin's observations.

Finally, he indicated, in reply to Mr. Ago's remarks, that the sums owing to the Centre would at the end of the financial year, i.e. on 31 July, be included in the assets of the Centre and would, in conformity with the Financial Rules, be credited to the reserve fund.

The Governing Body took note of the Centre's programme and budget for the academic year 1972-73.

TENTH ITEM ON THE AGENDA

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

Mr. Morgan, while supporting the recommendation in paragraph 30 of the report, drew attention to paragraphs 31 to 38, which recorded the United Kingdom Government member's suggestion that consideration should also be given to the revision of the Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32). He underlined the importance of the Office view recorded in paragraph 37 that the protection of dockers, owing to its essentially international implications, was very appropriate for regulation by an up-to-date international instrument.
Mr. Neilan drew attention to his suggestion recorded in paragraph 15 to the effect that the ILO might give attention to various Conventions which might be regarded as obsolete. He had made another suggestion — not recorded in the report — that in the case of a Convention like the Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46), of which there had been only three ratifications, the Office should address a communication to those countries in which coal mining was a major industry to ascertain their reasons for not ratifying the Convention.

Mr. De Bock expressed the Workers' agreement with the decisions requested in paragraphs 3 and 30. As for Mr. Morgan's suggestion, the Workers had endorsed it in the Committee.

The Governing Body adopted the recommendations in paragraphs 3 and 30 of the report.

ELEVENTH ITEM ON THE AGENDA

Report of the International Organisations Committee

Mr. Tata, who had acted as Chairman of the Committee, drew attention to two matters mentioned in the report.

First, considerable concern had been expressed in the Committee over lack of a formal agreement between the ILO and UNIDO even though eight years had elapsed since the first contacts between the two organisations.

Secondly, as regards preparations for the United Nations Conference on the Human Environment, members had felt that it might prove impossible to implement the resolution adopted by the International Labour Conference at its 54th Session, in view of the simultaneous holding of the forthcoming session of the International Labour Conference and of the Stockholm Conference. As there was no likelihood of an ILO tripartite delegation going to Stockholm it would be useful if the ILO paper to be submitted to the Stockholm Conference could be shown to the members of the Committee, some of whom were interested to know the ILO's stand on employers' responsibility in the matter of environment. Any light that might be thrown by the Director-General on this matter would be much appreciated.

The Director-General said that he would be glad to meet Mr. Tata's request. There must, as emphasised in his Report to the Conference at its forthcoming session, be full tripartite consideration of environment questions, including the particular question raised by Mr. Tata. The fact that the Stockholm Conference and the International Labour Conference were meeting simultaneously might be turned to advantage if any tripartite consensus reached at the Conference could be communicated, possibly in the form of a resolution, to the Stockholm Conference following possible emergency action in the Resolutions Committee. Whether this way of meeting the various preoccupations expressed was practicable would no doubt need further consideration.

Concerning the ILO/UNIDO connection, there was not much that could be said at the present stage, since discussions with UNIDO were continuing. The ILO had long considered that some clear and formal understanding with UNIDO would be of great advantage, and the difficulties which had hindered such an understanding had not at any stage been on the ILO's side. The matter would be kept under review and continuously reported on to the Governing Body through the International Organisations Committee as the situation developed.

Mr. Yoshimura associated himself with Mr. Tata's expression of the Employers' interest in the Stockholm Conference. He would be particularly interested to know in what manner and to what extent it would be necessary for the ILO, in dealing with environment problems, to go beyond its traditional mandate and concern itself with questions other than those restricted to the working environment in order to take full account of contemporary world changes. It would be useful for a copy of the ILO paper prepared for submission to the Stockholm Conference to be made available in advance so that employers might know what attitude the ILO would take on these matters at Stockholm.
Mrs. Hartmann stressed the importance which her Government attached to the ILO's active participation in the Stockholm Conference and was therefore glad that the Director-General was to prepare a policy statement for transmission to the Conference.

The Stockholm Conference would not, however, be devoting special attention to specific problems of the working environment such as monotony of work, accelerated work tempo and occupational exposure to chemicals. These problems were becoming increasingly important in all countries, and it was essential that the ILO should concern itself with them even though they went beyond workers' protection in the traditional sense. A discussion by the International Labour Conference could become the starting point for broad-approach intensified ILO action in this field, and the speaker therefore requested the Director-General to include the working environment as a possible agenda item for the 1974 session of the Conference in the relevant paper to be submitted to the Governing Body in May.

Mr. Boudehri said that the Algerian Government was particularly interested in the two United Nations General Assembly resolutions mentioned in the report - the anti-apartheid resolution and the one on the granting of independence to colonial countries and peoples - and was in favour of any initiatives which could contribute to the solution of these problems.

It accordingly welcomed the efforts made to enable representatives of national liberation movements to participate in regional meetings of the specialised agencies, in particular the ILO, whose social objectives were of direct interest to peoples living in anachronistic conditions.

The Algerian Government also welcomed the General Assembly's decision to consider further at its Twenty-Seventh Session the question of an international trade union conference for action against apartheid and hoped that the proposed mission of the Special Committee on Apartheid to consult with the Workers' representatives at the 1972 session of the International Labour Conference would yield positive results. The Working meeting for broad-approach intensified ILO action in this field, and their spirit of co-operation would no doubt contribute to the solution of these problems. The international trade union movement could not remain indifferent to the fate and living conditions of peoples that were victims of apartheid.

Mr. Bastid considered that ILO-UNIDO relations were excellent at the top management level but tended to become edgy at the practical level.

In the Ivory Coast, for instance, there were five high-powered UNIDO experts who were making considerable headway in the preparation of government projects under the Five-Year Plan (1973-78); they would no doubt gain control of the projects when these reached the implementation stage. By contrast, the ILO was conspicuous by its absence, and it was to be feared that UNIDO would take its place even in traditional fields of ILO competence.

UNIDO was working on a subcontracting plan which would be proposed to Ivory Coast industrialists. If successful, the plan would reduce the ILO's role to a very minor one as most of the projects which might interest the ILO would soon be taken over for a five-year period by UNIDO's representatives and technicians. In short, UNIDO was making an all-out effort in the Ivory Coast which was very likely to be successful.

The Governing Body adopted the recommendations in paragraphs 12 and 20 of the report.
FOURTEENTH ITEM ON THE AGENDA

Composition and Agenda of Committees and of Various Meetings

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

Composition of the Joint Maritime Commission and Agenda for Its 21st Session

The Governing Body adopted the proposals in paragraphs 3 and 5 of the first Office paper.

Agenda for the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy

Mr. Bergenström expressed the Employers' view that the terms of reference of the proposed meeting would be much clearer if, in paragraph 10, the words "should include" relating to the scope of its discussions were replaced by "should be" and the rather vague expression "implementation of ILO standards" by "implementation of national standards on working conditions, trade union rights and free collective bargaining, including the ILO standards which are a part of national legislation". On behalf of his group, he formally moved these two amendments.

Mr. Morris said that while the Workers would accept the first amendment they were not prepared to agree with the second. There were many national standards that did not conform to the ILO's, and yet the purpose of the meeting was to consider certain matters in relation to the concerns of the ILO, and hence ILO standards.

Mr. Verschueren explained that the second amendment proposed by the Employers was intended to take account of the fact that multinational corporations could not be expected to comply with ILO standards directly at the risk of ignoring the national authorities of the countries in which they operated. Such compliance could be required only in so far as the international standards were part of the national legislation.

Mr. Ghayour added that each company operating in Iran was registered and required to obey the laws and regulations of the country, which were in conformity with international Conventions. To insist on implementation of ILO standards, as was done in the Office paper, would only serve to keep multinational corporations out of countries whose laws did not conform fully to ILO standards and thus deprive such countries of the collaboration of foreign companies in their development with a consequent slowing down of the promotion of employment, which was after all an important ILO objective.

The Director-General, in an effort to remove the divergencies of views that had arisen, observed that the proposed meeting was an exploratory one and that its terms of reference were to submit recommendations to the Governing Body. All that arose at this stage was whether certain questions should be examined. The terms in which the Employers' second amendment was couched would have the effect of excluding from the scope of the exploratory meeting any consideration of whether action should be taken to secure the further application of ILO standards in some cases. That could hardly have been intended, and the real objection seemed to stem from a reading of the Office text to imply that there would be some quite new way of implementing ILO standards which had not been accepted by the countries concerned. The objection might perhaps be removed by some rewording such as "and the measures appropriate for the application by national legislation of ILO standards on working conditions, trade union rights and free collective bargaining". The discussion would not then be limited to standards which were already embodied in national legislation.

Mr. Morris and Mr. Bergenström, on behalf of their respective groups, concurred in the Director-General's proposal.

The Governing Body adopted the recommendation in paragraph 10 of the first Office paper, subject to the Employers' first amendment and the further amendment proposed by the Director-General.
Second Paper: Composition of Standing Bodies and Expert Meetings

Panel of Consultants on Safety and Health in Agriculture

Mr. Salhi expressed concern about the absence of a single African expert in the list of nominations. At its 54th Session the Conference had endorsed three criteria - competence, geographical distribution and diversity of group background - for the appointment of experts. Although Africa could not claim to have many experts it did have some, and either the list of nominations should be revised or, at least, greater account should be taken in future of the criteria laid down by the Conference.

Mr. Gómez made a similar observation which he hoped would also be borne in mind by the Office in future.

The Director-General explained that the list - like that proposed further on for the Panel of Consultants on Safety in Mines - was only a partial one. Further consultations were in progress, in the course of which the points made by the previous speakers would be borne in mind.

The Governing Body adopted the proposals in paragraphs 6 and 8 of the second Office paper.

Panel of Consultants on Safety in Mines

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

Panel of Consultants on the Problems of Women Workers

Panel of Consultants on the Problems of Young Workers

Mr. Bergenström was surprised that the Employers' nominations for the two Panels did not appear in any of the papers before the Governing Body. Having been told that the lists had to be presented as a matter of urgency, the Employers had acted as quickly as possible to produce nominations. Now another three months would pass before these could be submitted to the Governing Body. However, the delay probably did not matter much, as he had not got the impression that members of such panels were consulted very often.

Mr. Oechslin added that according to his own observations consultants on women workers' and young workers' problems were consulted rarely, if at all. He wondered whether the panels served any useful purpose.

The Director-General assured the Governing Body that the consultants' services - which had proved very helpful in the past and would doubtless prove equally so in the future - would certainly be called upon, though there was no question of any immediate consultation before the Governing Body's next session. He regretted the inconvenience caused to the Employers owing to their impression that the matter was one of urgency. Their nominations had come to his notice only the day before, and he had felt that the Governing Body would prefer not to receive at the last minute papers which did not call for urgent action. He apologised for any misunderstanding that might have arisen; names would come forward at the next session.

Mr. Morris said that the Workers had had consultations of their own but were not yet able to submit a list.

Mr. Bergenström thanked the Director-General for his explanation.

Mr. Oechslin hoped that the consultants to be appointed would be called upon more often than their predecessors.

Ad Hoc Committee on the Occupational Safety and Health Programme

Mr. de Merlis reminded members of a suggestion that a Governing Body delegation should attend the meeting of the Ad Hoc Committee. Would the Director-General care to comment?

1 See also below, pp. 83-84.
The Director-General said that the matter was one for the Governing Body to decide, possibly following informal group consultations. The Committee would, of course, report to the Governing Body, and given moreover the general policy followed in such matters in the present circumstances, it would seem reasonable not to make provision for a special delegation unless there was a keen sense in the Governing Body that that was desirable for a special reason.

Mr. de Merlis understood that financial provision for such participation still existed. His Government felt strongly that the Governing Body, apart from receiving reports from such meetings, should actually participate in those which were of more direct concern to it.

Mr. Bergenström was surprised that no proposal for a Governing Body delegation had been submitted, since the budget credit for the meeting actually included provision for a three-member delegation.

The Director-General said that while the financial provision undoubtedly existed it remained for the Governing Body to decide whether it wished to appoint the delegation.

The Chairman observed that the matter called for further consultations, following which a decision might be taken.

The Governing Body adopted the proposal in paragraph 26 of the second Office paper.

Third Paper: Composition of the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy

Mr. Morris considered it rather odd that the list of experts nominated from employer circles should be accompanied by a list of substitutes and advisers outnumbering the experts two-and-a-half to one.

Mr. Bergenström said that the reason for this was the importance the Employers attached to the meeting.

Mr. Parodi asked whether each of the substitutes was assigned to a particular expert or whether they constituted a pool from which replacements would be drawn as need arose.

Mr. Bergenström said that the purpose of the list of substitutes and advisers was both to provide for replacements in case some of the experts were unable to attend and to enable interested persons to attend the meeting without taking a direct part in the discussion.

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

The sitting was adjourned for consultations at 5.55 p.m. and resumed at 6.15 p.m.

SEVENTEENTH ITEM ON THE AGENDA

Report of the Director-General

Part I

Mr. Bergenström expressed the Employers' satisfaction that the new presentation initiated some time ago was continued.

Part II

I. Obituary

Mr. Bergenström said that the Employers had noted with great sadness the passing away of old colleagues and friends like Lord McCorquodale who, as a member of the Employers' group for a number of years - including a rather difficult period in the ILO's history - had contributed significantly to the aims and objectives of the Organisation. He had been a source of strength to his group, and his death had been a great loss.

Mr. Douglas Taylor, a countryman of Lord McCorquodale's, would always be remembered as an extremely affable and competent colleague whose death at a relatively young age was a very sad and tragic event.

Mr. George Philip Delaney, too, was an old friend who had for many years been a highly esteemed member of the Workers' group and then a representative of the United States Government. His passing was a great loss both to the Employers personally and to the Organisation.

Mr. Morris said that Sir Grantley Adams, whose distinguished record as a lawyer, as a journalist and as a member of the ILO Committee of Experts on the Application of Conventions and Recommendations was too well known to need mention, would best be remembered in workers' circles as a great leader of the Barbados Workers' Union and as President of the Caribbean Labour Congress. At the time of the foundation of the Barbados Workers' Union, trade union rights were not widely recognised in the Caribbean. Sir Grantley had defended the interests of his members with unparalleled skill and earned the respect of all. His rise from humble beginnings to the supreme rank of Prime Minister, without his ever losing sight of the ranks of the common people from whom he came, would continue to inspire trade unionists wherever they might be.

Mr. Faupl recalled that his predecessor Mr. Delaney, whom he had known not only as a trade unionist and servant of the American people and Government, but as a personal friend, had been associated with the ILO for nearly a quarter of a century. A metal worker like himself, Mr. Delaney had shown dedication and energy in defending the cause of the common man and in fighting oppression and exploitation. Along with Worker colleagues like Léon Jouhaux and Jean Möri, he had been one of the architects of the 1948 and 1949 Conventions on freedom of association and of the Abolition of Forced Labour Convention, 1957. Shortly before his death, Mr. Delaney had enjoined the speaker to "keep the faith in the ILO principle". The speaker thanked members for the tribute they had paid to a great human being.

Mr. Persons said that Mr. Delaney, a friend of many years' standing and a colleague in the Governing Body, had taught him how tripartism could really work in the Organisation on the basis of personal regard and friendship and respect. Mr. Delaney's devotion to the aims and principles of the Organisation had been reflected in everything he did, both in and away from Geneva. As Mr. Faupl had pointed out, he had in large measure contributed to the development and adoption of some of the most important ILO Conventions. The speaker expressed appreciation of the tributes which the Director-General in his report and Mr. Bergenström in the statement just made had rendered to an outstanding human being.

The Director-General wished to add a few words in tribute to two of the deceased who, unlike Malcolm McCorquodale, Douglas Taylor and George Philip Delaney, had not been known to Governing Body members in recent years.

He had been particularly glad to hear Mr. Morris pay tribute to the memory of Sir Grantley Adams, one of the quite outstanding figures in the history of the ILO. Sir Grantley ranked, with Paul Tschoffen and Ramaswami Mudaliar, among those who had laid the foundation of the Application of Conventions and Recommendations into an instrument of unique authority and impartiality. Specially worthy of mention was the quite outstanding part he had played at a critical period in the progressive extension of the application of ILO Conventions, not only to the Caribbean but to the whole of Africa and much of the Pacific.

Perhaps only Mr. Waline and the speaker would recall having seen Ambassador Llewellyn Thompson in the Governing Body Room. In an altogether exceptional period in the history of the ILO, Llewellyn Thompson had played a
quite outstanding part in cementing relations between the ILO and the United States at the point of their effective inception. It was only right that a special tribute should be paid to his memory.

The Governing Body requested the Director-General to convey its sympathy on the death of Sir Grantley Adams, C.M.G., Q.C. (Barbados), to Sir Grantley’s family, on the death of Lord McCorquodale of Newton, P.C., K.C.V.O., to Lord McCorquodale’s family, on the death of Mr. Douglas Taylor, C.M.G., to Mr. Taylor’s family, on the death of Mr. George Philip Delaney to Mr. Delaney’s family, to the AFL-CIO and to the United States Government, and on the death of Ambassador Llewellyn Thompson to Ambassador Thompson’s family and to the Government of the United States.

II. Composition of the Governing Body

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

III. Progress of International Labour Legislation

Mr. Morris expressed surprise at the denunciation by Brazil of the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96). This was not progress, as the heading of section III led one to think, unless progress was backwards. Following upon the denunciation by the same country of the Plantations Convention, 1958 (No. 110), in November 1970 and of the Labour Inspection Convention, 1947 (No. 81), in April 1971, this third denunciation called into question the whole matter of fair labour standards in Brazil. A quite serious situation was created by the denunciation of Convention No. 96 which, coupled with that of Convention No. 81, ruled out any possibility of controlling the activities of the Brazilian equivalents of what were known in his country as “man-catchers”, which often charged exorbitant fees for their placement services. The Workers would like to know whether the trade unions had been consulted by the Brazilian Government as the Governing Body, at its 184th Session, had recommended should be done prior to any denunciation.

Mr. Soares Carbonar said that, whatever Mr. Morris might think on the question of whether the denunciation of Convention No. 96 represented progress or not, the Brazilian Government in the exercise of its sovereign judgment considered that it did represent a factor of progress for the country and the people.

The speaker reaffirmed his Government's reservations with regard to the need for consultations with trade unions prior to any denunciation of Conventions; it would never accept such a limitation of its sovereign decision-making powers.

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

IV. Publications

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

First Supplementary Report

Action Taken in Regard to the 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 Governing Body took note of the report.
Second Supplementary Report

Procedure for the Appointment of Conference Committees

Mr. Bergenström declared that the Employers took no part in the consideration of, or in the decision on, this item.

The Governing Body adopted the proposals in paragraphs 3 and 4 of the report.

Third Supplementary Report

Participation of Non-Metropolitan Territories as Observers in the 57th (1972) Session of the International Labour Conference

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

EIGHTEENTH ITEM ON THE AGENDA

Programme of Meetings

Mr. Persons inquired whether there were any compelling reasons for postponing the multinational corporations meeting to late October from the dates originally contemplated, i.e. 11-20 September. Unless there were such reasons he would favour retaining the original date, as the postponement would in turn mean deferring the Governing Body's consideration of the experts' report from its November to its February-March session.

The Director-General replied that the date originally suggested had been preferred for precisely the reason indicated by Mr. Persons. The change had been made to meet the agreed convenience of both the Employers' and Workers' groups and, if adopted, would have the inevitable consequence of postponing Governing Body consideration of the report until the February-March session.

Mr. Morris said the Workers had been faced with a very difficult situation as it would have been impossible for them to be ready on the dates originally suggested. Consultations within the group had finally yielded the dates of 25 October to 3 November. As these were virtually the same as those proposed by the Employers, namely 26 October to 4 November, they had agreed to the Employers' dates. They accepted the fact that the report could not be dealt with by the Governing Body until its February-March session.

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

NINETEENTH ITEM ON THE AGENDA

Appointment of Governing Body Representatives on Various Bodies

The Chairman said that although there was no Office paper on this item the Governing Body would have to consider the question of appointing tripartite delegations to represent it at two ILO meetings, namely the Ninth Session of the Inland Transport Committee and the Ad Hoc Committee on the Occupational Safety and Health Programme.
On the nomination of the respective groups, the Governing Body appointed the following delegation to represent it at the Ninth Session of the Inland Transport Committee:

Chairman and Government group representative: Mr. SMETS (Belgium)

Employers' group: Mr. GONZALES BLANCO
Substitute: Mr. BASTID

Workers' group: Mr. FAUPL

Mr. de Merlis said that since it appeared that it was not practicable for the Government group at that late stage to make a nomination for a Governing Body delegation to the meeting of the Ad Hoc Committee on the Occupational Safety and Health Programme he would be prepared to drop the idea, but on the firm understanding that his Government did not in any way abandon the principle of Governing Body representation and participation in such meetings. He hoped that the Employers' and Workers' groups, who might have already made plans for their participation, would not find themselves embarrassed.

Not sending a Governing Body delegation would, of course, result in another saving which had not been foreseen in the discussions of the Financial and Administrative Committee.

Mr. Bergenström said that the Employers doubted that suppressing the Governing Body delegation would mean a real economy. Indeed, participants had been selected on the understanding that there would be a Governing Body delegation. He therefore proposed Mr. Oechslin as Employer member of the Governing Body delegation.

Mr. Morris said that as their consultations had not been completed the Workers were prepared to accept either alternative - that there should be or that there should not be a Governing Body delegation.

Mr. Morgan felt that the only possibility at present was not to have a delegation at all but to make it clear that this was due to exceptional circumstances and that the principle of tripartite Governing Body delegations for meetings of this kind should remain under consideration.

The Chairman asked whether the Employers could agree to not having a Governing Body delegation on that occasion.

Mr. Bergenström said that that would be difficult. Could the Workers not try to present a nomination?

Mr. Morris said that at that late hour it would be impossible to do so. But if following the Canadian Government representative's withdrawal of his proposal it was nevertheless decided to have a Governing Body delegation, the Workers could submit a name in three or four days.

SECOND ITEM ON THE AGENDA

Trade, Aid, Employment and Labour (concl.)¹

Mr. Gros Espiell, on behalf of a group of developing countries of Asia, Africa and Latin America, suggested that a compromise solution for the still uncompleted paragraph 35 of the draft policy statement, which took account of the Workers' proposed text² and which might mobilise a consensus in the Governing Body, would be to add on to that paragraph in the Working Party's draft a suitably adapted version of paragraph 36 of the Office paper on fair labour standards, so that paragraph 35 as a whole would read as follows:

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¹ See seventh sitting.
² See seventh sitting.
"Finally, the Governing Body considered at its 185th Session 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. The Governing Body decided to consider the establishment of a new procedure, the purpose of which would not be to link the granting of trade concessions to any counter-commitments by the developing countries but would be to promote a development in those countries under which the benefits derived from trade liberalisation in their favour would find adequate reflection in improved living and working conditions in the countries concerned, on the basis of Conventions and Recommendations adopted by the ILO."

Mr. Morris, on behalf of the Workers, accepted Mr. Gros Espiell's proposal.

Mr. Bergenström, dissenting, said that it would not be sensible to add to paragraph 35 the text of a paragraph taken from the Office paper on fair labour standards without having first undertaken a detailed and serious consideration of that very complicated problem. The only practical way out of the difficulty would be to drop paragraph 35 entirely and to postpone consideration of the whole question of fair labour standards until November, when the Governing Body could consider the whole matter in the light of the situation existing at the time, including the outcome of the Third UNCTAD.

Mr. Morgan, while appreciating the developing countries' efforts to produce a compromise formula, felt that as the Governing Body would find it extremely difficult to consider a text on such an important matter at that late stage the best solution by far would be to defer consideration of the matter until the following session.

The paragraph in question was in any case different from the remainder of the document in that it set the line for future ILO action, and it was not really necessary for UNCTAD to have a preview of the planning of such action.

Mr. Persons associated himself with the views expressed by Mr. Morgan and Mr. Bergenström. The Governing Body was not in a position to decide the matter now and it would be preferable to consider it in November. As Mr. Morgan had implied, the deletion of paragraph 35 would not affect the policy statement as a whole, whose purpose was to express the ILO's views on questions of trade, aid, employment and labour.

Mr. Morris said that the Workers much preferred their own text submitted at the previous sitting. They had supported Mr. Gros Espiell's proposal merely to facilitate a solution. As there was no agreement on that proposal, the matter would no doubt have to be put to the vote.

Mr. Persons observed that Mr. Bergenström's proposal to eliminate paragraph 35 was also a solution, and one which would still leave the whole question of fair labour standards before the Governing Body. He wondered whether the Workers might not reconsider their position in that light.

Mr. Morris suggested that the issue might be settled by the adoption of a slightly amended version of paragraph 35 as presented in the Working Party's draft, so that it would read as follows:

"Finally, the Governing Body will consider at its 186th Session 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."

Mr. Gros Espiell said that that text would be unacceptable to his Government. If that which he had originally proposed could not be adopted he would prefer, as a last resort, to see the whole paragraph dropped.

The Chairman asked whether Mr. Gros Espiell could indicate what the developing countries felt about deleting paragraph 35.

Mr. Gros Espiell said that he could not speak for his colleagues from the developing countries without consulting them first.
Mr. Morris, having briefly consulted with his colleagues, said that the Workers attached great importance to inclusion in the policy statement of some reference to the very important question of social policy raised in paragraph 36 of the Office paper on fair labour standards and that, therefore, they were prepared to accept the text proposed by Mr. Gros Espiell for paragraph 35 and to vote on the issue.

Mr. Bergenström objected that the opening words in Mr. Gros Espiell's text, to the effect that the Governing Body had considered at its 185th Session the question of the ILO's possible contribution to the establishment of a code of fair labour competition, were factually incorrect: there had not been any such consideration.

Mr. Gros Espiell suggested that Mr. Bergenström's objection might be met by dropping the first sentence of the proposed text altogether and starting with the words: "The Governing Body decided to consider the establishment of a new procedure, etc. ...".

Mr. Soares Carbonar added that the proposal made by Mr. Gros Espiell, which his own Government supported, was quite simple: it was, in substance, that paragraph 35 of the Working Party's draft should be replaced by paragraph 36 of the Office paper on fair labour standards, with the phrase "on the basis of Conventions and Recommendations adopted by the ILO" added at the end.

Mr. Bergenström expressed satisfaction at the proposed suppression of paragraph 35 of the Working Party's draft. As for replacing it with paragraph 36 of the paper on fair labour standards, he felt that that would still be prejudging future Governing Body action, and he could not accept the proposal until he had had an opportunity to consult with his colleagues.

Mr. Morris proposed, as a further gesture towards reaching a compromise, that the second sentence of the text proposed by Mr. Gros Espiell - i.e. that based on paragraph 36 of the fair labour standards paper - should be amended through the insertion, following "The Governing Body decided to consider", of the words "at its November session".

Although the paragraph as thus amended would still not fully satisfy the Workers, who preferred by far their original proposal, it might help to meet the Employers' concern by placing on record the Governing Body's decision to consider the matter further at its November session.

Mr. Naer regretted that the draft text proposed by the Working Party was being freely amended despite the Chairman's plea in his introductory statement. So far as paragraph 35 was concerned, the point made by Mr. Bergenström was a sound one, and rather than to commit the Governing Body in advance to consider the matter in November or at any other time it would be preferable to drop the paragraph altogether. Once the Third UNCTAD had completed its work the Director-General could at an early session, say in November, present to the Governing Body a paper describing the impact of the policy statement and possibly setting out new ideas and suggestions, in the light of which the whole question could be then discussed.

Mr. Soares Carbonar said that his Government could provisionally agree to deleting paragraph 35, pending consultations with the representatives of the other developing countries. Such a decision might be made subject to an understanding that the question would be included in the agenda of the Governing Body's November session.

The Chairman suggested that the Governing Body might wish to delete paragraph 35 of the Working Party's draft, on the understanding that the Director-General would include in his paper transmitting the policy statement to UNCTAD the suggestions embodied in the text put forward by the Workers' group.

Mr. Malik inquired whether that meant that the Director-General's submission would be based solely on the Workers' text. His Government could not accept that; even the text later put forward as a compromise was not much to its liking, although it could accept it in a spirit of compromise.

The Director-General said that if the last proposal was accepted he would propose to indicate that the Governing Body had placed the question on its agenda.
for the November session on the proposal of the Workers' group, which had submitted certain suggestions.

It was so agreed.

Mr. Parodi confirmed his Government's reservations with respect to paragraph 36 of the draft policy statement.¹

The Chairman said that it now remained for the Governing Body to decide what was to be done with the policy statement, as amended and agreed upon by the Governing Body. He recalled that the Director-General had made a proposal in that regard.²

Mr. Bergenström wished it placed on record that even the many Employer members who had not spoken in the debate at the sixth sitting had serious reservations on many points of the policy statement.

Secondly, the Employers, having considered the four parts of the Director-General's proposal, were agreeable to accepting it as a whole and would like all members of the Governing Body to receive in due course a paper reproducing the statements covered by the four points.

Mr. Morris, on behalf of the Workers, could also agree that the policy statement should be transmitted to UNCTAD in the manner outlined by the Director-General at the sixth sitting.

It was so decided.

Mr. Morris took it that the whole question of fair labour standards would be placed before the Governing Body at its November session.

It was so agreed.

TWELFTH ITEM ON THE AGENDA


Mr. Lapointe, as Chairman of the Working Party, felt it appropriate to point out that the Working Party's main conclusion was that the Governing Body should take up the matter again when circumstances were appropriate. Not only as Chairman but also as representative of the Canadian Government, he felt that the present circumstances were not quite appropriate.

Mr. Bergenström, referring to the last sentence of paragraph 11 of the report, proposed that the Working Party should submit a report to the Governing Body at the November session, when serious consideration could be given to the matter.

Mr. Morris wholeheartedly supported the recommendations contained in paragraph 11. The Workers favoured postponing consideration of the question until November.

It was so agreed.

The session was declared closed at 7.40 p.m.

Approved by the Governing Body at the first sitting of its 186th Session, held on 2 June 1972.

Umarjadi NJOTOWIJONO, Chairman.

¹ See third sitting.
² See sixth sitting.
³ See seventh sitting.
APPENDICES

APPENDIX I

AGENDA

1. Approval of the minutes of the 184th Session.
2. Trade, aid, employment and labour:
   (b) Preliminary report on fair labour standards.
3. Record of the Seventh Asian Regional Conference (Teheran, 4-14 December 1971).
8. Reports of the Financial and Administrative Committee.
14. Composition and agenda of committees and of various meetings.
15. International Institute for Labour Studies.
18. Programme of meetings.
19. Appointment of Governing Body representatives on various bodies.

Appendices II to XIX reproduce the papers submitted to the Governing Body on the above agenda items.
APPENDIX II

Second Item on the Agenda

TRADE, AID, EMPLOYMENT AND LABOUR

(a) Statement for the Third UNCTAD Conference:
Report of the Working Party
First Paper: Draft Policy Statement Prepared
for Consideration by the Working Party

1. At its last session the Governing Body, as part of its consideration of the item on "trade, aid, employment and labour" of its agenda, invited the Director-General to prepare for the present 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 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 found on examination that it could endorse it the paper might serve as an agreed ILO policy statement to be submitted to the Third UNCTAD Conference.

2. The Governing Body also appointed a special working party 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.

3. In accordance with these decisions the attached draft policy statement is being circulated to all members of the Governing Body and will be considered by the working party, which is to meet on Monday, 14 February 1972. The Governing Body will be called upon to determine, in the light of the working party's report, the final form of the ILO policy statement to be submitted to the Third UNCTAD Conference.

4. It will also be necessary, in the final text of the statement, to complete the reference to decisions to be taken by the Governing Body at its 185th Session (paragraph 22 of the appended draft).

1 See third, fourth, sixth, seventh and eighth sittings.
Annex

(Text Considered by the Working Party)

DRAFT ILO POLICY STATEMENT FOR THE THIRD UNCTAD CONFERENCE

TRADE, AID, EMPLOYMENT AND LABOUR IN THE SECOND DEVELOPMENT DECADE

1. The employment potential of trade liberalisation is of direct concern to the ILO; it can be a major factor in the promotion of social justice through economic growth and equal opportunity. Trade and aid vitally affect employment and labour. This is true in developing and developed countries alike.

2. Action to increase employment and improve labour conditions in developing countries is of direct concern and interest to developed countries. Though measures to liberalise trade may create short-term problems of displacement and market disruption, their longer-term effect, if accompanied by adequate and well-administered adjustment policies, may be expected to be generally beneficial to workers, employers and consumers in both exporting and importing countries. If developing countries earn more foreign exchange through increased exports this will enlarge their demand for products from the developed countries and create new employment opportunities there, particularly in industries where labour is more productive and higher wages can be paid than in the relatively less capital-intensive industries from which some labour may be displaced.

3. Measures for orderly adjustment to trade liberalisation by developed countries are of direct interest to developing countries. The capacity demonstrated by modern economic systems during the last thirty years to absorb technological changes of unprecedented magnitude gives solid ground for confidence in their capacity to absorb the much smaller disturbances that might be caused by feasible shifts in the currents of trade.

4. Liberalisation of trade and measures of orderly adjustment are of special importance in the case of commodities with a large employment potential in developing countries or substantial employment consequences in developed countries.

Measures to Expand or Stabilise Employment in Developing Countries

5. Measures to expand the export earnings of developing countries are vital for the improvement of their employment situation. Such measures have a threefold effect upon employment: they increase the number of jobs directly contributing to the production of exports; they enhance the capacity to import machinery, equipment and materials for setting additional people to work; the higher incomes generated in these ways may lead to further increases in demand and employment.

6. Employment promotion in developing countries is primarily the responsibility of the countries themselves. Their development policies should be oriented to this objective and should include national measures to increase export earnings, for example by maintaining and intensifying efforts already made to expand trade among themselves, on both a regional and an inter-regional basis, and to improve product design, sales promotion and competitive efficiency in general.

7. Workers engaged in exporting firms and industries in developing countries should have fair remuneration and working conditions measured in relation to the standard of living the country is able to provide for the mass of its people, to productivity and to the level of profits. This too may facilitate trade liberalisation by allaying fears of unfair competition.

8. In the interests of the present and future employment situation in developing countries as well as their growth prospects (a) no new tariff or non-tariff barriers to trade should be introduced by developed countries, nor existing barriers increased, on products of export interest to developing countries, and (b) strenuous efforts should be made to ensure improved access to world markets and to market growth for products of developing countries, particularly those having a large employment potential.
9. Measures to expand and stabilise the earnings of developing countries from agricultural exports are a major element in the problem, because of the present importance of agriculture as a provider of employment in most developing countries.

10. Full regard should be paid, in all discussions and negotiations concerning the stabilisation of export earnings from commodities whose prices are subject to violent fluctuations, to their effects on the level and stability of employment.

11. Further progress should be made in 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.

12. The elimination of excise and import duties on non-competing products having a substantial employment potential in developing countries would be a significant contribution to the solution of their employment problem.

13. Where natural products are able to satisfy present and anticipated world market requirements, no special encouragement should be given to the production or utilisation of directly competing synthetics. Environmental considerations strengthen the case for the use of natural products instead of some synthetics.

14. Employment considerations should be given special weight in bringing into operation generalised schemes of preference and other measures for improved access for exports from developing countries in accordance with the International Development Strategy; all preference-giving countries should, so far as possible, refrain from making exceptions of products with a substantial employment potential in developing countries.

15. Full regard should be paid in discussions and negotiations concerning the structure of import duties and non-tariff barriers to the very great potential scope for absorption of labour in developing countries in the processing of their own raw materials and to the fact that the less capital-intensive manufactures and semi-manufactures are the type of export on which developing countries must count most heavily for increasing non-agricultural employment.

16. Aid targets set forth in the International Development Strategy are of primary importance for the level and structure of employment in the developing countries.

The Impact of Trade Liberalisation on Workers and Employers in Developed Countries

17. A vigorous programme of adjustment measures, within the framework of effective action against unemployment, is an essential element in facilitating the acceptance of trade liberalisation measures by the developed countries.

18. Adequate and well-administered policies to protect workers and others from harsh consequences of measures of trade liberalisation, and to spread the benefits and any necessary costs of such measures widely through all sections of the community, should be applied in all countries. They should be financed largely from public funds, supplemented as appropriate by collective bargaining provisions. Preferably such measures should be applied within the framework of a broader programme to provide protection against hardship from all kinds of structural changes including technological progress, shifts in demand and the appearance of new competing products within the same country. There will otherwise be difficulty in deciding whether a particular displacement or threat of displacement is attributable to increased imports or to other causes.

19. Such programmes should 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.

Retraining programmes are essential for both (i) and (ii) above. Measures may also be taken to help enterprises to increase their competitive efficiency, to convert to other products or to relocate.

20. In most countries there is room for substantial improvement in the measures to facilitate adaptation to structural change. All countries should make a careful analysis of their adjustment policies with a view to identifying shortcomings and take vigorous action to remedy these.

21. Employers' and workers' organisations can and do in many cases 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 in negotiating and assisting in the implementation of measures to aid readjustment.

The ILO's Contribution

22. In addition to its participation in the World Employment Programme in co-operation with other international organisations, the ILO is undertaking a number of studies in the field of trade and employment. These aim at identifying exports from developing countries whose import liberalisation by industrialised countries would have the greatest impact on employment, assessing the order of magnitude of the employment effects in both developing and developed countries and analysing appropriate policies for coping with the adjustment problems. Results of studies will be submitted, with a view to tripartite examination of the issues, to appropriate ILO meetings. Special attention will be given to strengthening elements in the ILO's technical co-operation programme and in the programme of the International Centre for Advanced Technical and Vocational Training at Turin that directly contribute to increasing the competitive efficiency and export potential of developing countries. Finally, the Governing Body considered at its 185th Session 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. The Governing Body decided ...........

1. The Working Party on Trade, Aid, Employment and Labour, appointed by the Governing Body at its 184th Session (November 1971), met on 14, 16, 21, 22 and 25 February 1972 under the chairmanship of the Chairman of the Governing Body, who also served as Reporter.

2. Subject to the reservations recorded below and to some general observations expressed by certain governments the Working Party agreed to recommend that the Governing Body request the Director-General to transmit the attached text, in the form of an ILO policy statement, entitled "Trade, Development Co-operation, Employment and Labour in the Second Development Decade" to the Third UNCTAD Conference.

3. Some Government members expressed reservations in respect of the following paragraphs of the attached text:

Paragraph 13: Japan
  19: Algeria
  20: Japan
  21: Algeria
  23: Czechoslovakia
  36: France

U. Njotowijono,
Chairman and Reporter.
Annex
(Text Submitted by the Working Party to the Governing Body)

DRAFT ILO POLICY STATEMENT FOR THE THIRD UNCTAD CONFERENCE

TRADE, DEVELOPMENT CO-OPERATION, EMPLOYMENT
AND LABOUR IN THE SECOND DEVELOPMENT DECADE

1. In order to secure the fuller and broader utilisation of the world's productive resources necessary for the achievement of the objectives set forth in its Constitution, the International Labour Organisation is pledged, under that Constitution, to full co-operation with all international bodies entrusted with a share of the responsibility for promoting "the economic and social advancement of the less developed regions of the world", assuring "greater stability in world prices of primary products", and promoting "a high and steady volume of international trade".

2. The ILO welcomes the opportunity to participate in the efforts of the international community designed to create a more just and rational world economic and social order in which equality of opportunities should be as much a prerogative of nations as of individuals within a nation. By reason of its tripartite organisation, its long tradition in dealing with social matters and its responsibility, defined in the Declaration of Philadelphia annexed to its Constitution, for examining and considering international economic and financial measures from the point of view of their social effects, the ILO offers a suitable forum for studying, discussing and seeking solutions to the important problems involved in the relationship between international trade, development co-operation, employment and labour.

3. The ILO programme has been drawn up in the context of the International Development Strategy for the Second United Nations Development Decade, with the intention of promoting those aims and objectives of the Strategy that fall within the ILO's competence.

4. The ILO has a particular concern for employment, including the conditions of employment; fuller employment in humane working conditions is seen as a means to achieving better conditions of life for all. Measures relating to the liberalisation of trade and to international co-operation should not only appreciably raise the level of employment, but contribute to a fairer distribution of income and wealth, promote both social justice and the efficiency of production, improve income security, extend and improve education, public health, nutrition, housing and social protection, and safeguard the environment. Throughout this statement the word "employment" should be interpreted within this broad context.

5. The ILO has undertaken research, training and operational programmes, and has formulated international standards which could make an important contribution to the achievement of the aims envisaged.

6. Though measures to liberalise trade may create short-term problems of displacement and market disruption, their longer term effect may be expected to be generally beneficial to workers, employers and consumers in both exporting and importing countries, provided that they are integrated into co-ordinated policies for development and encourage full and productive employment. Democratic participation in planning, based on respect for the rights of all concerned, especially organisations of employers and of workers, will contribute to the success of the measures planned.

7. Practical measures to be taken concern both the developing and developed countries. To the fullest possible extent, the former must have greater opportunities for exporting at fair prices and under conditions which promote their development; and in the latter, working and living conditions must develop without setbacks. Moreover if developing countries earn more foreign exchange through increased exports this will enlarge, inter alia, their imports from the developed countries and create new employment opportunities there.

8. With a view to protecting and improving jobs and incomes, technological change and changes of economic structure resulting from changing trade patterns must be accompanied by a whole series of measures such as those described in paragraphs 23 to 27 below.
9. Expansion of trade between [the developing countries and] countries having different economic and social systems can contribute to the improvement of employment and labour conditions [in both developing and developed countries].

10. Liberalisation of trade and measures of adaptation as mentioned in paragraph 8 are of special importance in the case of commodities with a large employment potential in developing countries or substantial employment consequences in developed countries.

Measures to Expand and Protect Employment and to Improve Working and Living Conditions in Developing Countries

11. Measures to increase the exports and export earnings of developing countries make a valuable contribution to the improvement of their employment situation and working and living conditions. They make it possible to increase the number of jobs directly contributing to the production of exports; they enhance a country's import capacity, including the capacity to import equipment for setting additional people to work; if earnings are fairly distributed they may lead to further increases in demand and employment.

12. Measures for employment promotion and for improved working and living conditions in developing countries are primarily the responsibility of the countries themselves. Their development policies should be oriented inter alia to these objectives, and should include measures to increase exports and export earnings, for example by maintaining and intensifying efforts to expand trade among themselves, on a regional and inter-regional basis. They should, in particular, elaborate mutually beneficial and preferential trade arrangements which foster the rational and outward-looking expansion of production and trade, and avoid undue injury to the trading interests of third parties, including third developing countries.

13. Nevertheless, international co-operation with the full participation of the industrialised countries remains essential for the attainment of the objectives mentioned above. An improvement in the existing international division of labour and the solution of such questions as international monetary problems, inflation and discriminatory and restrictive trade practices resorted to by any country will contribute to the attainment of those objectives.

14. Workers engaged in export firms should enjoy working and living conditions which should form the subject of collective bargaining in accordance with national practice and within the framework of the country's co-ordinated policy for development. The whole population should benefit from fair distribution of the increases in national revenue produced by exports; collective investments in various social fields such as education, health, housing and social security are among the ways of ensuring this. International trade liberalisation will contribute to the attainment of these objectives.

15. From the point of view of the present and future situation in developing countries as regards both the improvement of living and working conditions and employment expansion, the developed countries should apply the provisions of paragraphs 25, 26, 33, and 34, of the International Development Strategy, as adopted. These paragraphs provide inter alia that the developed countries:

(a) will not, ordinarily, raise existing tariff or non-tariff barriers, nor establish new tariff or non-tariff barriers, on the primary, manufactured or semi-manufactured products of export interest to developing countries;

(b) will accord priority to reducing or eliminating duties and other barriers to imports of primary products, including those in processed or semi-processed form, and continue and intensify consultations 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.
16. Measures to expand and stabilise the earnings of developing countries from agricultural exports are a major element in the problem, in view of the present importance of agriculture, since most of the population in developing countries live in rural areas. Particular attention should be paid to raising their working and living standards.

17. In all discussions and negotiations concerning the stabilisation of export earnings from commodities whose prices are subject to violent fluctuations, and concerning the priority to be accorded to reducing or eliminating duties and other barriers to imports of primary products, including those in processed or semi-processed forms, the export of which will promote improved employment and labour conditions in the developing countries, full regard should be paid to their effects on the level and stability of employment and on conditions of life and work in those countries.

18. The elimination of excise and import duties on non-competing products having a substantial potential for improving working and living conditions in developing countries would make a significant contribution to the solution of their problems of underdevelopment.

19. Where natural products are able to satisfy present and anticipated world consumption requirements, the production or utilisation of directly competing synthetic products should not be given special encouragement [in the context of national policy unless this is justified for reasons of ensuring supplies or technological progress]. Environmental considerations should be taken into account in deciding whether to use natural or synthetic products.

20. Living, employment and working conditions should be given special weight in bringing into operation generalised schemes of preferences and other measures for improved access for exports from developing countries in accordance with the International Development Strategy; all countries concerned should, so far as possible, refrain from making exceptions of products with substantial potential for improving living and working conditions and creating employment in developing countries, and should as far as possible extend preferential treatment to processed agricultural products.

21. Full regard should be paid in discussions and negotiations concerning the structure of import duties and non-tariff barriers to the very great potential scope for improving working and living conditions and creating employment in developing countries in the processing of their own raw materials, and to the fact that at present the less capital-intensive manufactures and semi-manufactures are the type of export on which many developing countries count most heavily for increasing employment and improving working and living conditions outside agriculture.

22. The goals and targets set forth in the International Development Strategy as adopted and the measures for international development co-operation provided for therein are of primary importance for the achievement of improvements in working and living conditions and for the level and structure of employment in the developing countries.

Measures Relating to Conditions of Life and Work and Employment in Developed Countries within the Framework of Trade Liberalisation

23. With a view to ensuring in all countries expanded employment opportunities and improved living and working conditions, the policies of the developed countries should aim at spreading widely the benefits of trade liberalisation.

24. Vigorous policies to safeguard living standards, working conditions and full productive employment in developed countries will facilitate trade liberalisation measures by those countries.

25. Effective measures should be taken to combat unemployment in all its forms.
26. Workers and their families should enjoy protection against any possible adverse consequence of trade liberalisation. Such policies should be financed largely from public funds, supplemented as appropriate by collective bargaining provisions. If such measures are applied within the framework of a broader co-ordinated programme to provide protection against hardship from all kinds of structural changes, the difficulty of deciding whether a particular displacement or threat of displacement is attributable to increased imports or to other causes will be partly or wholly avoided.

27. Such measures should include procedures -

(i) for reducing the geographical displacement of workers when jobs are available or can be created locally;

(ii) for facilitating the redeployment of workers to jobs which offer economic and social advantages; and

(iii) for maintaining the workers' incomes during transitional periods, or, if necessary, an extended period.

Programmes for continuous training and retraining, with proper financial support for trainees, are essential to carry out such policies.

Measures to Promote Participation by Employers' and Workers' Organisations

28. Employers' and workers' organisations can and do in many cases play an important part in preparing and implementing development plans which must allow for changes in international trade in the developing and the developed countries. Their active participation at all levels of economic and social planning is to be considered within the framework of the specific responsibilities of the various sectors of the population in the process of development and in the mobilisation of public opinion as provided for in the International Development Strategy. They could negotiate measures coming within national and international policies and promote the application of such measures by all available means, including information and training for their members.

The ILO's Contribution

29. By defending the principles and standards adopted on the basis of agreements freely concluded between governments, workers and employers the ILO will help to achieve the essential objectives of the International Development Strategy, which consist of promoting "a better and more effective system of international co-operation whereby the prevailing disparities in the world may be banished and prosperity secured for all".

30. In addition to its participation in the World Employment Programme in co-operation with other international organisations, the ILO is pursuing its whole range of activities in order to provide better living and working conditions in a universal manner and without any discrimination. It is at present arranging, in co-operation with other international organisations, especially UNCTAD, for the preparation of a number of studies in the field of the employment and labour implications of trade and development. These aim 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. The results of these studies will be submitted when appropriate to tripartite ILO meetings.

31. As the technology used in industrial processes has a considerable effect on employment, the ILO will continue to support studies aiming at the development of such labour-intensive techniques as are not less productive than more capital-intensive techniques. The development and application of labour-intensive technology would increase employment.

32. Special attention will be given to the implementation of the ILO Convention and Recommendation (No. 122) concerning employment policy adopted by the International Labour Conference at its 48th Session in 1964 and to the implementation of the Resolution concerning Social Problems raised by Multinational Undertakings, adopted by the Conference at its 56th Session in 1971. In order to meet these problems the ILO is scheduling a tripartite meeting to study this matter some time later in 1972, at which questions of employment and conditions of work and life will also be studied.

33. Special attention will be given to strengthening elements in the ILO's technical co-operation programmes that directly contribute, within the ILO's mandate, to export promotion.

34. The ILO will make every effort in its educational activities to deal with questions of the relationship between trade on the one hand and employment and conditions of life and work on the other. These questions will also be covered as appropriate in reports reviewing progress in the attainment of the objectives of the World Employment Programme.

[Paragraph 35]¹

[Finally, the Governing Body considered at its 185th Session 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. The Governing Body decided ... ]

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36. The ILO hopes that measures of trade liberalisation in favour of the developing countries can be adopted at an early date, since existing studies suggest that such measures may have considerable effects on the level of employment and on living conditions in developing countries, while further action can be taken to combat the minimum and short-term effects which those measures may have on the level of employment in the industrialised countries.

¹ To be retained and completed if the Governing Body takes a positive decision at its present session.
Background

1. Following the address by His Excellency Léopold Sédar Senghor, the President of Senegal, to the International Labour Conference at its 56th Session in June 1971, the discussions on the relationship between trade and employment that had taken place in the Conference Committee on the World Employment Programme and the adoption by the Conference on 23 June 1971 of a resolution concerning relations between international trade and employment, a special item on trade, aid, employment and labour was included in the agenda of the 184th Session of the Governing Body (November 1971).

2. At its 184th Session the Governing Body accordingly had before it a paper prepared by the Office to serve as a basis for its discussions. A substantial part of this paper consisted of a review of certain key elements in the relation between trade and employment, considering 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. The Office paper also formulated certain specific questions on which it was suggested that discussion in the Governing Body might focus. In this regard five lines of action were tentatively suggested, 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 meet concern about unfair competition in international trade.

3. This concern over unfair competition in international trade was explained as follows in paragraph 69 of the Office paper:

"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 industrialization process. In the modern sectors of developing economies modern technology, yielding levels of labour productivity approximating to (though usually still substantially below) those of

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1 See Minutes of the 184th Session of the Governing Body, Appendix II.
industrially 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 the 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."

4. In paragraph 99 of the paper the question was raised 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. On this question the following considerations were set out in paragraphs 100-109 of the paper:

"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 sweat 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 inter- and extra-territorial 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.

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, might 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?

5. Recognising both the importance and the difficulty of the questions thus raised, the paper concluded by suggesting that the Governing Body before expressing any opinion on them might 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.

6. In the discussion on trade, aid, employment and labour that took place during the 184th Session of the Governing Body no conclusions were reached on the questions relating to fair labour standards. Following an initial exchange of views, in which many members of the Governing Body took part, it was, however, agreed that a full preliminary report on this matter should be submitted to the Governing Body at its 185th Session.
7. The present paper has accordingly been prepared for consideration by the Governing Body. It summarises the discussions that took place as regards fair labour standards during the 184th Session and examines the objectives of any new ILO action which might be contemplated and what should be understood by "fair labour standards" in this context. It concludes by outlining certain lines of action which the ILO might take.

Summary of the Discussion at the 184th Session of the Governing Body

8. During the discussion the Worker members emphasised the role that should be played by the ILO as the guarantor and protector of fair labour standards in conditions of social justice, economic growth and expanding trade. It was in their opinion necessary both to arrive at a reasonable definition of what was to be meant by the term "fair labour standards" and to develop procedures for an assessment of the manner in which these labour standards were applied. While they did not for the time being wish to commit themselves as to the nature of these procedures, they indicated that one possibility might be the setting up of a similar body to the Governing Body Committee on Freedom of Association. This, they felt, might yield better results than the procedure of "direct contacts" or the procedure under article 26 of the ILO Constitution.

9. Several Government members strongly opposed the suggestion that certain commitments in the matter of labour standards might be asked for as a counterpart for trade concessions to the developing countries. Any ILO involvement in measures to this end would in their view be inconsistent with the solidarity which the ILO owed to the peoples of the developing world and would merely have the effect of impeding the economic development of the poorer countries. Advanced countries had recently committed themselves to a number of non-reciprocal trade concessions to the developing countries, and it would be inadmissible and discriminatory to make such concessions conditional upon any reciprocal commitments.

10. Several other Government members felt that the question of fair labour standards in international trade fell entirely within the competence of the ILO. One member saw evidence of this both in the preamble to the ILO Constitution which states that "the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve the conditions in their own countries" and in the fundamental principle proclaimed in the Declaration of Philadelphia according to which "labour is not a commodity".

11. One Employer member, speaking in support of the Office paper as a whole, also referred to the ILO Constitution and the Declaration of Philadelphia as providing evidence of the ILO's competence in regard to the matters dealt with in the paper. He referred in particular to those parts of the Declaration of Philadelphia which recognise the obligation of the ILO to further among the nations of the world programmes which will achieve full employment and the raising of standards of living and which pledge the full co-operation of the ILO with other international bodies entrusted with a share of the responsibility for the task of promoting the economic and social advancement of the less developed regions of the world, of assuring greater stability in world prices of primary products, and of promoting a high and steady volume of international trade.

12. Paragraphs 8-11 above show that the discussion on fair labour standards at the last session of the Governing Body focused mainly on questions relating to the ILO's competence and on the appropriateness or not of any ILO initiative as regards fair labour standards in international trade. There was, on the other hand, very little discussion of the types of procedure which might be adopted and the practical problems which their operation might raise. These matters are examined further below.

The Objectives of ILO Action

13. Any new initiative which the ILO might consider in relation to the observance of fair labour standards as an element in trade liberalisation policies should be fitted into the framework of the Strategy for the Second Development Decade. The commitments entered into by the advanced countries in regard to trade liberalisation under the Strategy are clear and unequivocal.
14. Thus, paragraph 26 of the Strategy reads:

"(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 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."

15. Again, paragraph 34 of the Strategy states the following:

"(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."

16. The Strategy also sets out the goals and objectives which all the measures provided for in it are to serve. According to paragraph 18:

"(18.) As the ultimate purpose of development is to provide increasing opportunities to all people for a better life, it is essential to bring about a more equitable distribution of income and wealth for promoting both social justice and efficiency of production, to raise substantially the level of employment, to achieve a greater degree of income security and to expand and improve facilities for education, health, nutrition, housing and social welfare, and to safeguard the environment. Thus, qualitative and structural changes in the society must go hand in hand with rapid economic growth, and existing disparities - regional, sectoral and social - should be substantially reduced. These objectives are both determining factors and end-results of development; they should therefore be viewed as integrated parts of the same dynamic process, ...".

17. The arguments in favour of the observance of certain minimum labour standards obviously differ according to whether a country is developed or developing.

18. In so far as the advanced countries are concerned, attention is more and more being drawn to the effects of an increasingly liberal trade regime on job security and levels of employment. Low-wage competition from abroad is feared as a factor in increasing unemployment in advanced countries and it is therefore suggested that adherence by the developing countries to certain minimum labour standards might help to prevent disruptive competition of this kind.

19. Measures to liberalise trade, provided they are accompanied by generous and well administered public financial assistance to those adversely affected, are generally beneficial, at least in the long run, to workers and employers as well as to consumers in both exporting and importing countries. Modern economic systems have demonstrated a remarkable capacity to absorb, with little unemployment, technological changes of unprecedented magnitude which have revolutionised life in a generation. 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 would be scarcely perceptible if deliberate and well-chosen measures are taken 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.

20. At the same time, however, it remains important that the policies and programmes to be adopted in the advanced countries to ensure adaptation to changed patterns of trade and production should have the support of the productive forces in these countries, and political acceptability of the various measures is likely to be considerably enhanced if there can be reasonable assurance that the benefits accruing to the developing countries will be shared equitably so as to serve the ultimate social objectives of the Second Development Decade.
21. In the case of the workers in the developing countries, they have a
direct interest in adherence to these last-mentioned objectives. The improve-
ment of working and living conditions in these countries must also be an essential
concern of the ILO.

22. It would be conceivable to make guarantees of observance of certain
minimum labour standards a specific part of agreements for trade liberalisation. 1
The real question is whether such an approach would be politically acceptable at
the present time and whether agreed solutions could be found as to the criteria,
procedures and enforcement measures to be applied. It would seem preferable at
this stage not to embark on a course which would be both highly controversial and
technically complex. A more flexible approach, reflecting the ILO's responsi-

bility for informing itself and its Members of developments in the social sphere
and assisting where appropriate in the resolution of difficulties or conflicts
may be more appropriate.

23. The ILO may accordingly be able to play a constructive role of fact-
finding and - in certain circumstances - of conciliation to ensure that trade
liberalisation measures find the necessary political support in advanced coun-
tries and serve the internationally defined goals in the developing world.

**Definition of Fair Labour Standards**

24. An important issue raised in the paper submitted to the Governing Body
at its last session related to the definition of the term "fair labour standards"
in international trade. It will be recalled that as a starting point for dis-
cussion two alternative approaches to this problem had been suggested.

25. The first was a quantitative approach under which an attempt would be
made to define equity or fair labour standards in precise figures, for example
by prescribing minimum rates of wages in export firms or industries as a percent-
age of the general level of wages for similar work in other industries, or mini-
mum 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 national income per head.

26. The second was a non-quantitative approach under which a workable test
of the fairness of a country's labour standards might be the satisfactory applica-
tion of certain selected international labour Conventions such as, for instance,
those relating to freedom of association, non-discrimination in employment and
occupation, minimum wage-fixing machinery, weekly rest and labour inspection.

27. Commenting on these possible approaches at the 184th Session of the
Governing Body, one Government member expressed the view that they should not be
considered as mutually exclusive and that any system for determining international
fair labour standards would almost certainly include both concepts or elements
of both concepts.

28. The Governing Body may, however, wish to consider whether the quantita-
tive approach would in fact be a workable one in view of the magnitude of the
practical difficulties that would arise in finding and applying objective and
verifiable tests of equity.

29. The previous paper drew attention to some of these difficulties in the
following terms:

"Of the various quantitative standards that have been proposed from
time to time perhaps the commonest is that wages should be adjusted to pro-
ductivity 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

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1 Precedents for such an approach may be found in the Labour Clauses (Public
Contracts) Convention, 1949 (No. 94), and in such laws as the United Kingdom
Colonial Development and Welfare Act, 1940, which made assistance dependent on
observance of certain labour standards."
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'."

30. There would, it appears, be other difficulties as well, liable to render the quantitative approach unworkable. In many countries, for instance, adequate statistics do not exist which would enable the implementation of such quantitative standards to be effectively supervised. Moreover, even if such statistics did exist they would undoubtedly be subject to so many difficulties of interpretation that it is hard to conceive of any agreement being reached on specific figures.

31. Considerable caution would also seem to be called for in applying a test based on observance of selected standards. While the international instruments relating to the subjects mentioned in paragraph 26 above would certainly be relevant to any inquiry into the fairness of labour standards, it would seem necessary to look at the over-all situation and to take full account of the starting point of a country's social development, the institutional and economic difficulties which it has to overcome, the efforts made and the progress achieved. Precisely because the objectives of the Second Development Decade are comprehensive, seeking a general raising of standards of living and of health, education and nutrition, an unduly narrow approach to the matter needs to be avoided. It is also clear that preoccupations with ensuring fair labour standards within the context of trade liberalisation measures or more general measures to promote the objectives of the Second Development Decade would not justify the placing upon States of obligations to respect the terms of Conventions which they had not ratified in accordance with the established procedures.

32. The preceding considerations support the suggestion that the ILO should not seek to initiate new procedures of a primarily legal nature, based on the application of narrowly defined criteria, but should rather approach the matter from a more general, fact-finding point of view, in which existing ILO standards would be relevant sources of reference and comparison but would not in themselves be the sole or determining criteria.

**Possible Forms of Action**

33. It is appropriate to point out that an extensive network of obligations already exists in relation to ILO Conventions and that this provides the basis for continuous international supervision and in certain cases the examination of specific complaints of non-observance. It may be appropriate to consider to what extent the existing procedures - supervisory or promotional - may be further drawn upon to secure observance of fair labour standards before examining the new courses of action which might also be contemplated.

34. To begin with, it is suggested that the practice of including in the agenda of regional advisory committees and regional conferences a special item on problems encountered in the ratification and application of selected Conventions, with a view to promoting the wider ratification and more effective application of these Conventions, should be systematically pursued in the years to come. The Conventions to be selected for discussion could include particularly those relating to freedom of association, non-discrimination in employment and occupation, child labour, minimum wage-fixing machinery, weekly rest and labour inspection as being of special relevance for the assessment of the fairness of a country's labour standards. This would give effect, on a world-wide scale, to the unanimous recommendation made by the Seventh Asian Regional Conference recently that the problems encountered in the ratification and implementation of international labour Conventions should continue to receive attention and should be considered as a separate agenda item at future sessions of the Asian Advisory Committee and future Asian regional conferences, on the basis of comprehensive reviews by the ILO, carried out in full consultation with governments, and employers' and workers' organisations.
35. Secondly, to the extent that these regional discussions revealed obstacles to ratification or serious difficulties of implementation in some countries, consideration might be given to the procedure of direct contacts between the ILO and the government concerned with a view to clarifying and resolving the questions at issue.

36. Finally, the Governing Body might wish to consider, on an experimental basis, the establishment of a new procedure, the purpose of which would not be to link the granting of trade concessions to any counter-commitments by the developing countries but would be to promote a development in these countries under which the benefits derived from trade liberalisation in their favour would find adequate reflection in improved living and working conditions in the countries concerned.

37. If the Governing Body would wish to explore this possibility further it might, after discussing it in general terms, wish to refer the matter for closer examination to an appropriate committee.
APPENDIX III

Third Item on the Agenda

RECORD OF THE SEVENTH ASIAN REGIONAL CONFERENCE

(Tehran, 4-14 December 1971)

1. The Seventh Asian Regional Conference of the ILO was held in Teheran from 4 to 14 December 1971, in accordance with the decision taken by the Governing Body at its 178th Session, when it gratefully accepted the offer of the Iranian Government to act as host to the Conference. The Governing Body will doubtless wish to express its renewed gratitude to the Iranian Government for its gracious and generous invitation, as well as deep appreciation of the warm hospitality extended to the participants and the fine facilities placed at the Conference's disposal.

2. Taking part were 172 delegates and advisers from the following 20 countries: Afghanistan, Australia, Ceylon, France, Hong Kong, India, Indonesia, Iran, Japan, Khmer Republic, Malaysia, Mongolia, Nepal, New Zealand, Pakistan, Philippines, Singapore, USSR, United States and Viet-Nam. These included 38 Government delegates, 16 Employers' delegates and 16 Workers' delegates, accompanied by 48 Government advisers, 32 Employers' advisers and 22 Workers' advisers. The Conference was attended by 12 ministers of labour or other departments and chairmen of state committees for labour and wages questions. Also attending were observers from Israel, Portugal and the United Kingdom and representatives of the United Nations, the United Nations Development Programme, the Food and Agriculture Organisation of the United Nations, the United Nations Educational, Scientific and Cultural Organisation, the World Health Organisation, the International Bank for Reconstruction and Development, the Asian Productivity Organisation, the Asian Development Bank and the Council for Technical Co-operation in South and South-East Asia (Colombo Plan Bureau). The following non-governmental international organisations were also represented:

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1 See first sitting.

2 See Minutes of the 178th Session of the Governing Body, seventh sitting, p. 78, and Appendix XX, p. 176.
the Brotherhood of Asian Trade Unionists, the International Confederation of Free Trade Unions, the International Organisation of Employers, the Organisation of Employers' Federations and Employers in Developing Countries, the World Confederation of Labour and the World Federation of Trade Unions.

3. The Governing Body was represented by a delegation consisting of its Chairman, Mr. Njotowijono, and of Mr. Groz Espiell and Mr. Parodi for the Government group, Mr. Ghayour and Mr. Nasr for the Employers' group and Mr. Abid Ali and Mr. Louet for the Workers' group.

Opening of the Conference

4. After the Conference had been declared open by the Chairman of the Governing Body, Mr. Asadollah Alam, Minister of the Court, Iran, conveyed to the Conference a message from His Imperial Majesty the Shahanshah Aryamehr. In his message His Imperial Majesty, after welcoming all participants, stated that Iran, as a founding Member of the ILO, had always supported the humanitarian efforts of the Organisation, whose objectives in its fight against discrimination, injustice, poverty and fear were the same as the principles of the Social Revolution of Iran. The aim of the measures taken in Iran was not only to improve the living standards of Iranian workers but, even more, to enhance their human dignity and ensure respect for their moral and social rights. The Iranian worker today enjoyed the benefits conferred by legislation and rights laid down in the highest international standards. Those rights were guaranteed through the application of such principles as workers' participation in profits, a minimum wage-fixing policy, protection of workers' rights and wages, social insurance, functional literacy, more extensive participation of workers in economic development, implementation of the Apprenticeship and Vocational Training Act, and expansion of the activities of employers' and workers' organisations. His Imperial Majesty further pointed out that in Iranian society efforts in these fields were based on an ancient tradition of respect for the rights of workers as free and honoured individuals. Many clay tablets found at Persepolis revealed the existence of most advanced social provisions in very remote times. The objectives of economic growth could have true meaning only when they were linked with basic elements of social justice; in economic development the principal issue was the raising of the moral and material standards of man and the attainment of human objectives. That entailed a need for progressive political and social institutions, advanced social standards and a knowledge of the basic ideas and principles of economic planning in order to secure public support and understanding; a revolutionary revision of the educational system; industrialisation; diversification of production; effective government action as regards the building up and management of basic industries; scientific co-ordination of employment with economic growth objectives; a democratic way of life; and fair distribution of income. In concluding, His Imperial Majesty wished the Conference all success in its great task, which was closely linked with the wishes and aspirations of the Asian nations, and expressed the hope that its work would genuinely facilitate economic and social development in the region.

5. The Conference was then addressed by Mr. Hoveyda, Prime Minister of Iran. After extending a cordial welcome to all participants, he observed that it was gratifying to note that the Conference, in line with the high objectives of the ILO, had extremely important and vital subjects before it for discussion and review. This was an age of great and rapid changes: while there had been stupendous progress in science and technology, unprecedented social and economic problems called for solution. Change affected all social strata and produced formidable contradictions. The gap between poverty and abundance, between the economically advanced and developing countries, was ever widening. This great challenge must be met by economic and social development.

6. The speaker then described the peaceful revolution - one of the greatest in the history of Iran - that had been waged during the past eight years under the enlightened leadership of the Sovereign in order to break the vicious circle of underdevelopment. Land reform had begun in 1963 and had been successfully implemented. In industry, the choice had been free enterprise, save in such basic industries as oil and steel, and workers' sharing in profits, which had given them a sense of participation. In the last eight years the annual growth rate of the economy had exceeded 10 per cent.
7. Political democracy could not endure without economic and social democracy. The material improvement of life—which had been largely achieved—was valid as an objective only as long as it was considered a means to an end. However, rapid change—whether in an advanced or in a developing country—could not be achieved without removing material and social inequalities. The value of a human being could not be gauged merely by his productivity but by what he was, namely, an entity with a body as well as a soul. Iran would now be able to devote more attention to improving the cultural, moral and spiritual qualities of life. In such an environment every initiative, whether private or public, individual or collective, must be applied. Each government must train manpower, extend the leisure of workers and employees and make working environments more pleasant; otherwise society might reach a dangerous dead end. If the gap between the rich and the poor continued to widen at the national level as it had at the world level, a new problem would emerge that would not be a material one at all. There would be a chasm, which was already apparent, for instance in the case of young people and workers who had been denied a cultural life. These groups formed a new class of "poor" people, the source of a serious social ill which had nothing to do with economics. The role of workers in society should be redefined and the relation between workers and their working conditions revised.

8. The Prime Minister then outlined his Government's labour policy. The Iranian Government realised the importance of revising minimum wages, and further improvement of wages therefore remained a major aim. In order to achieve its basic objectives the Government had taken various measures relating to vocational training and primary and secondary education. At present it was devising a co-ordinated educational insurance and family allowance scheme so that no social or financial barriers would hinder the training or education of talented young persons from working class families. Efficiency and productivity were also major objectives of national policy, and employment policy was of particular significance for the fair distribution of income and the raising of living standards. Manpower utilisation would therefore be a basic element of the Fifth Development Plan, which had been prepared with the help of an ILO team of experts. The speaker expressed his thanks for the fine efforts of the ILO and the UNDP. He hoped that the Asian Manpower Plan and the World Employment Programme would be successful and play an effective part in resolving the problems of small-scale farmers and farm-workers, who formed the majority of the Asian population, in co-ordination with land reform, the Green Revolution and other manpower projects. In concluding, he wished the Conference full success.

9. The Chairman of the Governing Body, in his opening speech, welcomed the participants and, on behalf of the ILO, expressed deep appreciation to the Iranian authorities for their invaluable services. His Imperial Majesty the Shahanshah Aryamehr had graciously accorded his personal support to the Conference. The support of the Prime Minister and the Iranian Centre for International Conferences had also been essential for the organisation of its work.

10. The Chairman of the Governing Body then reviewed briefly the items on the Conference agenda and considered them within the context of the evolving programme of ILO activities in the Asian region. The Conference had before it issues fundamental to the peace and stability of Asia and, in consequence, the world. The Director-General's Report contained a concise summary of major developments in ILO programmes in Asia since the last Regional Conference, especially as regards decentralisation and technical co-operation. In making the social perplexities of the Second Development Decade in Asia the subject of his Report and the focus of its general debate, the Director-General had highlighted the immense and urgent social problems of Asia, to the solution of which the ILO could make its unique contribution. The questions on the agenda were an integral part of this over-all theme. First, there would be a regular and systematic review of the problems encountered in the ratification and implementation of eleven international labour Conventions of key significance to the promotion of human freedom and social progress; that was a valuable additional step towards making the legislative basis for social and labour policy in Asian countries more vital and more responsive to actual needs. Secondly, the item concerning the progress made with the Asian Manpower Plan, which was the Asian component of the ILO's World Employment Programme, would provide an opportunity for highlighting the growth of concrete efforts to achieve higher levels of productive employment and of international support to this end, including the Asian Regional Project for Employment Promotion, the first
comprehensive employment strategy mission to be carried out in Asia, similar assistance now being provided to Iran in the form of an inter-disciplinary team of experts, and other missions in course of preparation in regard to other countries in the region. These developments, together with an increasing orientation towards employment creation in the ILO programme of technical co-operation as a whole, and a growing awareness of the gravity and urgency of the unemployment problem, were substantial steps forward following the adoption of the Asian Manpower Plan by the last Asian Regional Conference. A critical review and evaluation of those activities should provide guidance for action by member States, the ILO and the international community. Thirdly, the question of freedom of association for workers’ and employers’ organisations and their role in development was fundamental, and it was directly related to social progress and economic growth. It was a basic ILO principle that employers and workers should be actively associated in the planning and implementation of national development policy. Their support was indispensable. The Conference could indicate directions for the fuller realisation of participation.

11. Lastly, the Chairman of the Governing Body pointed out that the issues before the Conference were closely inter-related and central concerns of the ILO and that they were bound up with the fundamental principles on which the Organisation was based. It was the solemn responsibility of the Conference to guide the Organisation’s future work in Asia towards a fuller translation of these principles into law and practice. The International Development Strategy recognised the attainment of social justice as the central objective of development policy and the ultimate objective of economic progress. For the first time in history, social justice had been freely accepted by the governments of virtually the entire world as an imperative priority goal of national development. For the International Labour Organisation this represented an advance of the utmost significance. It presented both the ILO and the Conference with vastly expanded opportunities for action in discharging a mandate of universal proportions.

12. The Secretary-General of the Conference, Mr. Jenks, Director-General of the International Labour Office, after thanking His Imperial Majesty the Shahanshah Aryamehr for his message and the Prime Minister of Iran for his welcoming address, said that the Conference was meeting at a vital moment in the evolution of the role of Asia in world affairs and at what might well be a decisive juncture in the evolution of the ILO’s role in Asia. If it set a firm course for future ILO action in Asia, the ILO might have the opportunity and responsibility, through its impact in that continent, of making a significant contribution to the freedom and welfare of half mankind. Nowhere was the rhythm of change more ruthless than in Asia. Nowhere was human need more overwhelming. Nowhere was there a greater call for a wholly new scale of vision and vigour in abating human misery and enlarging human freedom.

13. The Secretary-General then indicated briefly some special features of the present situation. This was the first meeting of the Asian Regional Conference since the General Assembly of the United Nations had adopted unanimously, on 24 October 1970, the International Development Strategy for the Second United Nations Development Decade, which gave a new social emphasis to world-wide development policy. The agenda of the Conference reflected basic concerns — viz., the need for emphasis on employment, popular participation, through dialogue, in the development effort, and a broadening of human rights and freedoms — and gave the Conference, i.e., the ILO’s constituents in Asia, an opportunity to formulate an ILO agenda for Asia.

14. This was the first meeting of the Asian Regional Conference since the General Assembly of the United Nations on 25 October 1971, by its decision concerning the representation of China, had given effective representation in the United Nations to the most populous of the peoples of Asia, constituting a quarter of mankind. In the light of that decision, the Governing Body of the ILO had decided to recognise the Government of the People’s Republic of China as the representative government of China. In execution of that decision the Government of the People’s Republic of China had been invited to send a tripartite delegation to the Conference and had replied as follows:

"Your cable of November 16 to Premier Chou En-lai has been received stop In your cable you inform us that the Governing Body of the International Labour Office decided on November 16 to recognise the Government of the People’s Republic of China as the Government representing China and you request the Chinese Government to appoint a Government member as a member of the Governing Body of the International Labour Office and invite the People’s Republic of China to send a delegation to attend the Seventh
Asian Regional Conference  stop On behalf of the Chinese Government I
thank you for the information and the invitation and have the honour to
inform you that owing to the shortage of time the People's Republic of
China does not intend to send a delegation to attend the Seventh Asian
Regional Conference of the International Labour Organisation scheduled
to be held in Teheran from 4 to 15 December  stop Highest considera-
tion — Chi Peng-sei".

Arrangements had been made to keep the Government of the People's Republic fully
informed of the proceedings of the Conference.

15. Lastly, this was the first meeting of the Asian Regional Conference since
the decision to strengthen the ILO's technical presence in Asia and transfer to the
Regional Office the management of ILO activities in Asia had taken effect.
During the first year of operation of these new arrangements he had visited ten
Asian countries and had attended the Conference of Asian Labour Ministers at
Seoul. He hoped to be able to ensure that what he had learnt from governments,
employers and workers would be reflected in the future work of the ILO as a unique
tripartite organisation.

16. In concluding, the Secretary-General expressed the hope that the Con-
ference, meeting against a background of political and military events which were
causing deep concern, would devote itself entirely to the ILO's only proper task —
to promote the welfare of the common people and protect them, in the sea of
troubles which encompassed them, against the slings and arrows of outrageous fortune.

17. Following the Secretary-General's address, the Conference unanimously
elected Mr. A.M. Majidi, Minister for Labour and Social Affairs of Iran, as its
President.

18. Mr. Majidi thanked the Conference for having done him the honour of
electing him as its President and wished all participants a pleasant stay in Iran.
The Conference — where governments, employers and workers of Asia were
represented — was a rare occasion for countries to exchange views on three matters
which were of importance in an assessment and understanding of human affairs
throughout the world, not merely in Asia, viz.: the need to co-ordinate economic
and social development; human resources and their proper employment; the paramount
importance of ever-increasing participation of social organisations in matters
relevant to socio-economic development; and the role of employers' and workers' organisations in this regard. Minimum living standards entailed three factors
which were elemental in social welfare, namely education, health and housing.
Social policy in Asian countries should place maximum social security at the top
of its list of priorities, according to the needs and means of each country.
Another aim of all Asian countries was to raise their standards of living, and in
this respect the co-operative movement was of prime utility and importance. Stan-
dards of living were also directly related to working conditions, in respect of
which ILO Conventions and Recommendations were a source of inspiration.

19. The foremost aim of any economic development programme was, the President
observed, the provision of social welfare and social justice. It was therefore
very natural for proper and effective utilisation of human resources to play an
important part in the implementation of any such programme. The 1970s would see
an influx of over 300 million people into the employment markets. It was within
this context that the ILO World Employment Programme and its role in the Second
Development Decade acquired special significance. The task was a colossal one,
and it was of such urgency that developing and advanced countries alike would have to
co-ordinate their efforts to accomplish it, through a common endeavour on the
part of international organisations with the help of all the forces of each nation.
The idea of "freedom by dialogue" could be of great value here in so far as it
could create understanding between employer and worker, between the younger
generation and the older, and between peoples and their governments. The
important point was, especially, the creation of such tripartite machinery as would
ensure the participation of professional organisations of employers
and workers in the preparation of socio-economic development plans, for example
through labour relations and industrial committees, national labour conferences
and seminars.

20. The President then indicated that the Government of Iran — one of the
founder Members of the Organisation, to which it had always given full support —
would like to see an extension of international and regional collaboration and
firmly believed that it was the duty of each and every member State to con-
solidate the International Labour Organisation. It also believed in the important-
ance of international and regional co-operation, and Iran had played an active
part in the work of the organisations in the United Nations system. In con-
cluding, he wished the Conference full success.
Organisation of the Conference

21. The Conference then unanimously elected Mr. Manickavasagam, Government delegate, Malaysia, Mr. Tata, Employers' delegate, India, and Mr. Skinner, Workers' delegate, New Zealand, as its Vice-Presidents.

22. The first item on the agenda - Report of the Director-General - was discussed in plenary sitting. The Conference set up a working party on Part 2 of the Report (ratification and implementation of selected international labour Conventions in Asian countries), composed of nine members under the chairmanship of Mr. Davey, Government member, New Zealand, which reported to the Conference in plenary sitting. Committees were set up to consider the second and third agenda items, viz. review of the Asian Manpower Plan; and freedom of association for workers' and employers' organisations and their role in social and economic development.

23. The Conference had before it five resolutions concerning questions not included in its agenda, submitted in accordance with article 13 of the Rules concerning the Powers, Functions and Procedure of Regional Conferences. Two of them were referred to the committee on the second agenda item and the remaining three to the Selection Committee, which referred them to its working party on resolutions.

24. The Selection Committee was composed of the President of the Conference, three members of the Governing Body delegation - Mr. Parodi, Mr. Nasr and Mr. Louet - as ex officio members under article 9 of the Rules, and 8 members from each group. Its Chairman and Reporter was Dr. P.H. Cook, Government member, Australia, and its Vice-Chairmen Mr. Yoshimura, Employers' delegate, Japan, and Mr. Devan Nair, Workers' delegate, Singapore.

25. The Committee on the Asian Manpower Plan was composed of 18 Government, 8 Employer and 7 Worker members under the chairmanship of Mr. Tatangmahmud (Reporter), Government delegate, Indonesia. The Vice-Chairmen were Mr. Polites, Employers' delegate, Australia, and Mr. Zaidi, Workers' delegate, Malaysia.

26. The Committee on Workers' and Employers' Organisations was composed of 14 Government, 9 Employer and 10 Worker members under the chairmanship of Mr. Davey, Government member, New Zealand. The Vice-Chairmen were Mr. Lee, Employer member, Malaysia and Mr. Hawke, Worker member, Australia. Miss Reyes, Government member, Philippines, was Reporter.

27. The Conference further appointed a Credentials Committee composed as follows: Government member: Mr. Kunogi (Japan); Employer member: Mr. Thio (Singapore), with Mr. Salmon (New Zealand) as substitute; Worker member: Mr. Dinglasan (Philippines).

28. The groups elected their officers as follows:

**Government group:**
- Chairman: Mrs. LHAMSUREN (Mongolia).
- Vice-Chairman: Mr. ZAKARYA (Afghanistan).
- Secretary: Mr. LIN (Hong Kong).

**Employers' group:**
- Chairman: Mr. ZIAI (Iran).
- Vice-Chairmen: Mr. NEILAN (United States), Mr. SALMON (New Zealand), Mr. YOSHIMURA (Japan).
- Secretary: Mr. LAGASSE (International Organisation of Employers).

**Workers' group:**
- Chairman: Mr. DEVAN NAIR (Singapore).
- Vice-Chairmen: Mr. HAWKE (Australia), Mr. LEUNG (Hong Kong).
- Secretary: Mr. MATHUR (International Confederation of Free Trade Unions).
Discussion of the Report of the Director-General

29. Part 1 of the Report of the Director-General dealt with the social perplexities of the Second Development Decade in Asia and the ILO contribution, and Part 2 with the ratification and implementation of selected international labour Conventions in Asian countries (forced labour, discrimination, labour inspection, wages and employment policy). There was an extensive debate on the Report, in which fifty-two speakers took part. These included the Deputy Minister of Mines and Industries of Afghanistan; the Minister for Labour and National Service of Australia; the Minister of Manpower of Indonesia; the Parliamentary Vice-Minister of Labour of Japan; the Minister of State for Social Action, Labour and Employment of the Khmer Republic; the Minister of Labour and Manpower of Malaysia; the Chairman of the State Committee on Labour and Wages of the Council of Ministers of Mongolia; the Secretary of Labour of New Zealand; the Secretary of Labour of the Philippines; the Minister of State for Labour of Singapore; the Chairman of the State Labour and Wages Committee of the Council of Ministers of the USSR; and the Minister of Labour of Viet-Nam.

30. Many speakers identified the continuing serious situation relating to unemployment and underemployment as the major problem facing most Asian countries, with rapid population growth being the single biggest factor adversely affecting this situation and also contributing to depress living standards and income levels. If the objectives of the Second Development Decade were to be attained, urgent action was necessary to control the present explosive rates of population growth which it was estimated would lead to an increase of Asia's population by 500 million at the end of the decade. A number of countries in the region had taken active steps to introduce population policies, and these were receiving increasing support from workers' and employers' organisations, though much more remained to be done before it could have any perceptible effect on the situation.

31. While demographic pressure was slowing down attempts to improve living standards which remain deplorably low, most delegates recognised that social progress was not a luxury that could wait or be postponed to better days. It was a goal that had to be actively pursued now and in the future, both as a matter of social justice and because it was the only way in which the mass of the population could be made to participate in economic development and feel that they had a stake in its success. If economic development and increased productivity were indispensable for social progress, an improvement in living and educational standards, more equitable distribution of income and the elimination of poverty and want were equally necessary to ensure the support of all sections of the population for development. To achieve these ends it would be necessary for many countries to transform their institutions, abandon outworn traditions and mobilise human and other resources in order to take advantage of the immense possibilities offered by science and technology. The Green Revolution already provided such an opportunity. Other factors that could help developing countries attain higher living standards were increased investment in all sectors of the economy, as well as an expansion in world trade through an improvement in the terms of trade between industrialised and developing countries.

32. A number of delegates gave credit to the ILO for having secured recognition for social advancement as one of the prime objectives of the Second Development Decade, and the raison d'être of economic progress. This achievement underlined the unique role that the ILO was called on to play in the coming years, to ensure the attainment of this objective. The comprehensive country missions that had been undertaken by the ILO in certain Asian countries within the framework of the Asian Manpower Plan were welcomed by a number of speakers, who also suggested their extension to other countries of Asia. Decentralisation of the ILO's work was now beginning to bear fruit and further developments leading to closer relations between the ILO and member States in the region could now be expected to continue.

33. Other delegates drew attention to the importance of the standard-setting activities of the ILO and to the need to treat these as a primary element of the ILO's work in Asia. Some of them emphasised the value of setting up national tripartite machinery to review possibilities of further ratification and implementation of Conventions as well as of the continued examination of this subject at the regional level at future sessions of the Asian Advisory Committee. The strengthening of the machinery at the international level for the supervision of the application of ratified Conventions and the effect given to unratified
Conventions and Recommendations was advocated by certain speakers. A number of delegates and participants regretted that in some Asian countries trade union rights were still not secured and called on governments of the region to ratify and observe Conventions dealing with freedom of association and the right of workers to organise in defence of their interests.

34. In his reply to the discussion, the Secretary-General of the Conference noted that these were critical times for the future of Asia, but also times of hope, as the experience of countries like Iran had confirmed the possibility of progress for the developing world. The debate on his Report had also elicited a programme of action for the ILO for dealing with the problems on which it had focused attention: population, inequality, urbanisation, rural development, the inadequacy of economic growth for social progress and the growing awakening of the masses. Urgent action was necessary by Asian countries to face up to these problems if the dangers of social disintegration were to be avoided. The discussion had revealed that the ILO had a vital role to play in dealing with these questions and that it was ready to accept the challenge.

35. At the same time there prevailed today a crisis of confidence in integrity and fairness within nations and between nations. This crisis lay at the heart of political instability, economic and industrial disorder, youth unrest and international tension. Sound leadership, the participation of the whole community in social change and fair play for all in the outcome were necessary conditions to resolve the crisis. To deal with these dilemmas, Asian countries needed well organised managerial cadres, stronger labour departments and more effective and representative trade unions. A closer partnership of governments, employers and workers was essential for this purpose, and perhaps the greatest task before the ILO was to promote its realisation. This task the ILO would pursue with vigour and determination, and within this context it had already made substantial progress in furthering the Asian Manpower Plan. The full text of the Secretary-General's reply will be found in the annex to this paper.

Resolutions and Conclusions Adopted by the Conference and Suggested Action by the Governing Body

36. The resolutions and conclusions adopted by the Conference are reproduced in Appendix II to this paper. The Governing Body may wish to authorise the Director-General to communicate these texts:

(a) to the governments concerned, and through them to the employers' and workers' organisations concerned; and

(b) to the international organisations concerned.

Asian Manpower Plan

37. The conclusions concerning the Asian Manpower Plan were adopted unanimously by the committee which dealt with this item and then adopted by the Conference without change, subject to the reservations of the USSR Government delegate concerning the ILO's competence as regards population questions.

38. The full text of the conclusions will be found in Appendix II to this paper. Section VI of the conclusions relates to action by the ILO.

39. The Governing Body may wish to request the Director-General:

(a) in communicating the conclusions to governments, to draw the special attention of Asian governments to section II; and

(b) to take account of the suggestions contained in section VI in drawing up the future work programme of the Office and in submitting programme proposals to the Governing Body.

Freedom of Association for Workers' and Employers' Organisations and Their Role in Social and Economic Development

40. The resolution concerning freedom of association for workers' and employers' organisations and their role in social and economic development was adopted by the Committee, subject to the USSR Government member's reservations on paragraph 4(a) and (h) and paragraph 10(c), and was then adopted by the Conference.

41. The full text of the resolution will be found in Appendix II to this paper. The last section concerns future ILO action (paragraph 10).

42. The Governing Body may wish to request the Director-General to:

(a) in communicating the resolution to governments, to draw the special attention of Asian governments to the recommendations contained in its operative part; and

(b) to take account of the suggestions contained in the last operative section, entitled "Future ILO Action", in drawing up the future work programme of the ILO and in submitting programme proposals to the Governing Body.

Ratification and Implementation of Selected International Labour Conventions in Asian Countries

43. The Conference adopted the conclusions of its working party on the Report of the Director-General, Part 2, without change, subject to the reservations of the USSR Government member on paragraphs 10 and 17.

44. The full text of the conclusions will be found in Appendix II.

45. The Governing Body may wish to take note of these conclusions.

Resolutions concerning Questions Not Included in the Agenda

46. As indicated above, the Conference had before it five resolutions concerning questions not included in its agenda, submitted in accordance with article 13 of the Rules concerning the Powers, Functions and Procedure of Regional Conferences, viz.: a resolution concerning the promotion of rural workers' and peasant organisations in Asia, submitted by Mr. Devan Nair, Workers' delegate, Singapore; a resolution concerning the tripartite character of the ILO, submitted by Mr. Zaidi, Workers' delegate, Malaysia, and Mr. Shioji, Workers' delegate, Japan; a resolution concerning multinational corporations submitted by Mr. Zaidi, Workers' delegate, Malaysia; and a resolution concerning labour and population, submitted by Mr. Tata, Employers' delegate, India.

47. After they had been considered by the working party of the Selection Committee on resolutions, the Committee adopted amended versions of the second and third of these resolutions, which had been referred to it. It submitted these texts to the Conference for adoption, together with a proposal concerning the fourth resolution, which had also been referred to it (see paragraph 23 above). (The other two resolutions had been referred to the Committee on the Asian Manpower Plan.)

Resolution concerning the Promotion of Rural Workers' and Peasant Organisations in Asia

48. The Conference adopted this resolution, the text of which will be found in Appendix II to this paper.

49. The Governing Body may wish -

(a) to request the Director-General, when communicating the resolution to the governments of Asian member States, to draw their special attention to the requests contained in operative paragraph 2; and

(b) to authorise the Director-General to take account of the requests contained in operative paragraph 3 in drawing up the future work programme of the Office and in submitting programme proposals to the Governing Body.

Resolution concerning the Tripartite Character of the ILO

50. The Conference adopted this resolution, taking note of the reservations of the Government, Employers' and Workers' delegates of the USSR and of the Employers' delegate of Mongolia. The text of the resolution will be found in Appendix II to this paper.

51. The Governing Body had before it at its 183rd Session (May-June 1971) the resolution concerning the strengthening of tripartism in the over-all activities of the ILO adopted by the International Labour Conference at its 56th (1971) Session. It decided to refer the resolution to the Committee on Operational Programmes at the 184th Session of the Governing Body, drawing the Committee's special attention to those parts of it which related specifically to technical co-operation. At its 184th Session (November 1971) the Governing Body took note of the section of the report of the Committee on Operational Programmes which related to participation of workers' and employers' organisations in ILO technical co-operation activities.

52. The Governing Body may wish -

(a) to request the Director-General, when communicating the resolution to the governments of Asian member States, to draw their special attention to the appeal contained in operative paragraph 1; and

(b) to draw the attention of the Committee on Operational Programmes to operative paragraph 2.

Resolution concerning Multinational Corporations

53. The Conference, on the recommendation of the Selection Committee, decided that the resolution concerning multinational corporations submitted by Mr. Zaidi, Workers' delegate, Malaysia, the substance of which had not been considered by the Selection Committee, should be referred to the Tripartite Technical Meeting on the Relationship between Multinational Corporations and Social Policy provided for in the 1972 programme.

54. The Governing Body may wish to authorise the Director-General to refer the text of the resolution concerning multinational corporations to the Meeting on the Relationship between Multinational Corporations and Social Policy, pointing out that the Seventh Asian Regional Conference did not consider the substance of the resolution.

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2 See Minutes of the 183rd Session of the Governing Body, Appendix XXIII, second paper.

3 See Minutes of the 184th Session of the Governing Body, Appendix XIV, paragraphs 68-106.
Closing Speeches

55. At the final sitting of the Conference Mr. Parodi, Mr. Ghayour and Mr. Abid Ali, representing the members of the Governing Body delegation, expressed keen satisfaction that the work of the Conference had been completed so successfully and expressed their deep appreciation for the generous hospitality extended to all participants by the host Government and the warm welcome received from Iranian employer and worker circles. Assistance received from the Iranian Centre for International Conferences and the Ministry of Labour and Social Affairs had also contributed greatly to the efficient conduct of affairs. Although the Conference had met under the shadow of war, delegates had deliberately refrained from introducing extraneous political issues into the debate, and this had helped considerably to focus attention on the important technical questions before the Conference. The substantial results achieved also reflected the wisdom of the decisions taken many years ago by the ILO in organising regional conferences to discuss matters of regional interest, and there was little doubt that the tripartite element in the ILO's composition had also helped to promote a consensus.

56. These views were seconded by the Chairman of the Government group and the Chairman of the Workers' group, both of whom underlined the spirit of collaboration and mutual understanding that had prevailed among all participants and which they attributed in part to the exceptionally skilful leadership of the President of the Conference. The Chairman of the Workers' Group complimented the Conference on reaching agreement on a number of basic issues, but felt that the success of the Conference could only be measured by the extent to which the conclusions and resolutions were translated into action in Asia. Much remained to be done, and it was incumbent on all delegates to follow up this work in their own countries. He also deplored the fact that a number of countries had sent incomplete delegations.

57. The President thanked the preceding speakers for their kind remarks and all the participants for their willing co-operation. He referred to some of the questions discussed by the Conference which, he said, were fundamental to the social and economic development of Asia. Much new ground had been broken by the ILO, but the work of the Conference could not be regarded as concluded until the recommendations it had made were translated into effective action. He called on delegates to pursue these matters on their return to their own countries.
This Conference, held at this juncture and held in Teheran, has been abundantly worth-while.

These are times critical for the future of Asia, dangerous for the future of mankind, exhilarating in the tryst with destiny of twentieth-century man. These are times to steel our determination to grapple boldly with the problems which beset us. This has been the constant temper of the Conference.

The example and experience of Iran, and its striking emergence as an advanced developing country, has confirmed our confidence in the possibility of progress in the developing world. It has inspired us with a vision of possibilities of progress unprecedented in man's long history. It has set in perspective the conditions of such progress: that we must preserve peace and political stability, pursue freedom, practise justice, persevere in tolerance, and patiently persist in promoting the initiative, education and discipline necessary to sustain the economic growth without which peace and political stability, freedom, justice and tolerance will all remain precarious. These are not separate tasks; they are one task, the common task of the whole United Nations family, the common responsibility of all mankind. At a time when war, anarchy, oppression, injustice and intolerance loom so large on the Asian as on the world scene, and so much of the future of mankind is in jeopardy, this vision of what we can do if we have the will, magnanimity and courage to do it is a challenging inspiration. It renews our faith in the mission for mankind of the ILO.

This Conference has been still another emphatic demonstration of the unimpaired vitality of the ILO, its uncompromising idealism, its practical pragmatism, its sobriety in a world of crisis. The Conference, disclaiming shallow optimism and defeatist pessimism alike, true to the ILO tradition of robust purpose and patient persistence in execution, has not been appalled by the immensity of the task of social policy in Asia, to achieve social justice for half mankind.

In inviting you to discuss an agenda for Asia which would permit you to evaluate the potential contribution of the ILO to resolving the social perplexities of the Second Development Decade, I ventured to focus your attention on six problems of daunting magnitude: population, inequality, urbanisation, rural development, the inadequacy of economic growth for social progress, and the growing awakening of the masses. I ventured to suggest four keynotes for debate: much more emphasis on employment; much more emphasis on a distribution of income and provision of social services that make life at least tolerable for the masses; much more emphasis on mobilising the support of the whole population for development; and much more emphasis on a broadening of human rights and freedoms. My hope was that your debate would transform these keynotes from keynotes for debate to keynotes for action: keynotes for national action, with governments, employers and workers all playing their full part, each in its own sphere and all collectively together, and keynotes for international action with the ILO playing its full part. That hope has been fulfilled. Your debate has given us a programme of action to promote and achieve social justice for half mankind. The challenge now becomes that of translating this programme into action.

It is natural and proper that there should have been substantial criticism of the Report.

The Report is not, and is not designed to be, an encyclopaedia of achievement or assessment of praise or blame; it is an invitation to soul searching designed to focus issues for debate rather than to afford premature answers to them.

What has come of our soul searching? The debate, in which, despite the difficulties of the hour, Ministers of Labour from ten Asian countries have taken part with government officials and employer and worker representatives from twenty countries, has disclosed a broad consensus of view on the problems and a wide measure of agreement on the potential ILO contribution to their solution. There has been general concurrence in the view expressed in the Report, and emphasised by
Mr. Naval Tata in opening the debate, that all of Asia's problems are dominated by her "massive population" and that, as Mr. Tata puts it, "uncontrolled population growth is the most important single factor that threatens to neutralise and nullify all the genuine efforts of Asian countries towards economic emancipation". By this definition, as Mr. Devan Nair pointed out, the population of Asia will have grown "by yet another India" or by "one-and-a-half times another Europe". There may be exceptions in the North and the South, but in Asia as a whole uncontrolled population growth is the core of the problem. What contribution can the ILO make which is relevant to so staggering a problem? It is among the poorest that the rate of population growth is highest. Experience shows conclusively that rising living standards are a major factor in the development of a more responsible approach to family planning. Everything which we do to raise living standards is therefore relevant in greater or lesser degree. But the ILO has also a more direct contribution to make. An immense educational effort is required, and in that effort employers, trade unions, and social services with which the ILO has a special relationship can play a major part. We have developed substantially since the last Regional Conference activities to assist employers, trade unions and social services to play such a part; the resources available from the United Nations Fund for Population Activities have now made it possible for us to undertake much more ambitious work in this field. This debate has given us a clear mandate to do so.

No less vital is the need for a consistent and courageous emphasis on a broader equality. This has been generally conceded in the debate. Prime Minister Hoveyda, in his opening address, stated powerfully the political and economic case for broader equality. "Today", he said, "change takes place almost instantaneously and affects all social strata... in this process, formidable contradictions are appearing...... While a small part of humanity, the fortunate, enjoy abundance, the rest is prey to poverty, disease and ignorance...... Political democracy...... cannot endure without economic and social democracy...... Rapid change...... cannot be achieved without removing material and social inequalities...... If the gap between the rich and the poor should continue to widen at the national level as it has at the world level, a new problem will emerge that will spot the whole of our development. It will be a chasm between a section of the people who have an interest in the continued functioning of social organisation and those who feel themselves divorced from material progress and isolated in bitter frustration." The problem is, however, as the discussion has made clear, gravely over-simplified if it is presented as an issue between the rich and the poor; one of its distinctive elements is "the ever widening gap within the working class itself". The whole future of society is at stake in this broad issue. It was to grapple with problems of this order of magnitude that the ILO was created; this is its continuing task; nowhere is the task more urgent than in Asia. This debate has given us a clear mandate to come to grips with these highly controversial but vital issues.

There has been general agreement in the debate that present economic growth is inadequate for adequate social progress, but continued argument concerning the relationship of economic growth and social progress. Some speakers have presented the problem of economic growth as a "choice between development and welfare". Others have insisted upon the view expressed in the Report that social development, social progress and social justice are basic to the success of the development effort. I have no hesitation in reaffirming my conviction that this is the right view and must remain the basis of the policy of the ILO. Let me take as an illustration the relevance of social security to development, a question which is about to come before the Governing Body as part of an in-depth review of our work relating to social security. As you, Mr. President, so rightly stressed in your presidential address, social security has an important bearing on development psychology. "Why," you asked, "should I, as an individual, involve myself in long-term development projects when I am not secure enough to feel that I shall, directly or indirectly, benefit from the results of my endeavours?" So we may all ask, and so large numbers of those whose vigorous participation is vital for development do in fact ask.

The growing awakening of the masses has given a new urgency to all these questions. This note of a new urgency has run through the whole debate. Delay will not dissolve these dilemmas. Every delay in action today compounds the problems of tomorrow. Every failure to solve our problems today makes them still more insoluble tomorrow. Time is running out on the rational alternative to violence. In every continent, and not least in Asia, there are acute crises
which threaten disaster still more terrible than political disruption, military
defeat and economic collapse; they threaten the disintegration of the whole
social order. Those who fail to face the issues today will, if they survive at
all, have to live tomorrow with the consequences of their failure.

This is the broad political context of the responsibilities of the ILO in
Asia. What distinctive contribution can the ILO hope to make in this profound
and universal crisis of human destiny, a crisis in which the whole future of
freedom, the whole future of civilisation, the whole future of humanity is at
stake?

We have, of course, innumerable specific tasks, many of them important, many
of them urgent: employment policy, manpower planning and organisation, vocational
training, management development, workers' education, conditions of work,
occupational health and safety, social security, and much more besides. We must
not, and will not, neglect any of these. Our half-century of unique experience
remains at the service of Asia in all these fields. But we have also a larger
responsibility of a wholly different order.

There is now throughout the world an acute crisis of confidence in integrity
and fairness. This crisis of confidence lies at the heart of political
instability, economic disorder, industrial disturbance, racial and religious
conflict, cultural anarchy, youth unrest, and continuous international tension.
Disruptive in all these fields, it paralyses action to remove its causes. Let no
one claim that he has made these problems obsolete by the unique achievements of
his own economic system or social order, because nowhere is that true. The crisis
of confidence in integrity and fairness involves and affects all mankind.

The largest task of our generation, far transcending every other, is to build
the mutual confidence without which men cannot live together in peace and freedom
in a world with an unparalleled momentum, rhythm and scale of change. The
fundamental task of the ILO is to make a decisive contribution to the building of
such mutual confidence within and among nations.

This task will absorb our energies for many years to come. Let us leave
politics to politicians and concern ourselves with the common man. Any nation
which turns its back on the common man at home or abroad has no future.

We cannot resolve the crisis of confidence in integrity and fairness among
nations while there continues to be an acute crisis of confidence in integrity
and fairness within nations.

In the crisis of confidence in integrity and fairness within nations, industrial and social unrest are a major factor.

We cannot hope to resolve the crisis of confidence in integrity and fairness
within nations which lies at the heart of industrial and social unrest unless
three conditions are fulfilled.

There must be firm leadership in adapting social policies and institutions to
constantly changing needs.

There must be full participation by the whole community in the process of
social change.

There must be fair play for all in the outcome of social change.

To fulfil these conditions Asia needs a much firmer institutional framework
for the conduct of labour-management relations and social policy. As the
elements of such a framework, Asia needs a far more effective governmental
structure for dealing with questions of labour and social policy, greatly
strengthened managerial cadres co-operating fully with the government and trade
unions through effective employers' organisations, a much stronger, more
independent and more representative trade union movement, and a much more
effective partnership of government, employers and workers for the common good.

Asia needs a far more effective governmental structure for dealing with
questions of labour and social policy. Stronger labour departments with a larger
voice in matters of general, economic and social policy, more adequate resources,
better-trained staffs, and intimate relations of mutual confidence with employers and workers are an urgent need in many countries. Until this need is met development policies will remain remote from the everyday realities of economic life with which they must come to grips to be practically successful. Plans which ignore the human factor in their application will remain plans. One of the clearest deductions to be drawn from the discussions of this Conference is that a much higher priority must be given, nationally and in the work of the ILO, to the strengthening of labour departments.

Asia needs greatly strengthened managerial cadres, with far more initiative and enterprise, a much firmer grasp of basic managerial techniques, a broader knowledge of the more sophisticated techniques of modern management, and a far more enlightened understanding of the social responsibilities of management. The ILO Management Development Programme can, when more adequate resources are available, play a much larger part in meeting this need. More effective employers' organisations have an essential role to play, and it is a proper and important task for the ILO to assist in strengthening them. The widespread satisfaction given by the Round Table on the Role of Employers' Organisations in Asia held in Tokyo last year is a clear indication of the importance of continuing and developing this work.

Asia needs a much stronger, more independent and more representative trade union movement. This debate has shown clearly how widely these needs are now recognised and how far-reaching a development there has been in accepted thinking on the subject. The resolution concerning the promotion of rural workers' and peasant organisations in Asia adopted by the Conference a few minutes ago may well prove to be a landmark in the recognition at the instance of the trade union movement of the importance of promoting free and independent organisations effectively representing the rural underprivileged. The ILO has a major role to play in making a reality of this new approach. No less encouraging is the increasing recognition, by governments and trade unions alike, in principle if not yet always in practice that the stability of their mutual relations requires a thorough reassessment of the relationship of trade unions and political action, a willingness on the part of governments to cease to regard trade unions as primarily a source of political support or a political danger, and a willingness on the part of trade unions to concentrate their energies on the protection of the interests of their members. Of special delicacy are the problems which arise in countries with no established trade union tradition in which workers are now beginning to organise and governments and employers are groping for a workable pattern of labour-management relations. The role of the ILO in enabling the trade unions to find solutions for these problems in a framework of tripartite cooperation is only just beginning. The Workers' Education Programme is an important instrument for the purpose calling for a far-reaching expansion of the range of facilities provided and the range of languages in which they are available.

Asia needs a much more effective partnership of governments, employers and workers for the common good. The need for such a partnership transcends differences of economic and social structure; it exists at every stage of economic development. Neither the vitality of the economy nor the stability of the social order can be maintained without the continuous vitality and stability of such a partnership. To promote and foster a more effective partnership of governments, employers and workers throughout the world is one of the greatest tasks of the ILO in Asia as throughout the world.

These tasks are important in themselves but they are still more important as parts of the larger whole, the rebirth within nations of the confidence in integrity and fairness without which no nation can play its part in rebuilding confidence in integrity and fairness among nations.

We cannot hope to resolve the crisis of confidence in integrity and fairness among nations without a firm adherence to three principles.

No nation can dictate the terms of its partnership in the world community.

No nation can default upon its obligations to the world community and preserve its honour and influence.

No nation can withdraw from the world community without gravely prejudicing its vital interests and stature as a nation.
These principles apply to all nations, however justly aggrieved, however unique in geography, history, culture or economic or social structure, however self-sufficient, however powerful, however proud.

These principles are so compelling that no nation can deny or defy them with impunity; they are the laws of life among nations.

These principles will prevail because reason and morality are more powerful than power; the future lies with the infinite resilience of the human spirit, the perennial rebirth of the love of freedom, the healing virtue of magnanimity, and the ultimate triumph of right and justice.

This is the faith in which we remain unshaken as we wrestle with the social perplexities of the Second Development Decade in a world distraught by calamity and tempted to despair.

This is the broader context of the specific tasks arising from the decisions of the Conference. Those tasks we will pursue with vigour. Outstanding among them is the further progress of the Asian Manpower Plan. Let us not underestimate what has been done since the Plan was conceived at Singapore, born at Tokyo and weaned at Bandung. The Plan was always designed as a stimulus, not an alternative, to national action. The national action required to make it effective involves fundamental shifts of policy. Unless the attainment of the highest level of productive employment is accepted as a national political aim of the first order of priority, fully integrated into national development plans, the action taken under the Asian Manpower Plan will remain marginal to the scale of the problem. Such fundamental shifts of policy necessarily take some time; the debate has shown clearly that they are increasingly taking place and finding expression in the strengthening of national machinery for employment planning and the closer association of employers' and workers' organisations in the planning and implementation of employment-oriented policies, measures and programmes. In these circumstances, the initial progress already made is not discouraging. The resources for more vigorous progress are now available from UNDP. The first Asian comprehensive strategy mission, that for Ceylon, has submitted its report, substantial use of which is being made by the Ceylon Government in the preparation of its development plans. A second such mission is now at work on the invitation of the Iranian Government.

Comprehensive employment missions are based on six principles essential to their usefulness.

Comprehensive employment missions are organised at the request of governments and work in close co-operation with them and with employers' and workers' organisations.

They are wholly independent of governments, employers and workers; their function is to make an objective examination of all the facts and deduce the possible courses of action from the facts.

They have an obligation to set on one side all personal preconceptions and refrain from any premature statement of views and conclusions until they have ascertained and appraised the facts; their proceedings and any tentative conclusions remain confidential until their report is communicated by the Director-General to the government which requested the mission.

In the process of ascertaining and appraising the facts they have an obligation to consult fully with the government and responsible employers' and workers' organisations, and to reflect their views fully in the report, without being in any way bound by them.

Their conclusions bind no-one; they are an element, but not necessarily the only element, in the subsequent review of national policies and preparation of national plans by the appropriate national authorities.

In communicating the report to the government having requested the mission, the Director-General requests it to arrange for full tripartite discussion of the report.
These comprehensive employment missions are a new type of ILO action and a clear understanding by all parties of the principles on which they are based is essential for their continued usefulness and further development.

We must not expect quick dividends from the Asian Manpower Plan. To make it a full success will be a long and arduous task. What is important is that we are off to a good start.

It has been a special privilege to hold this Conference in Teheran. In this city there is an inscription which speaks of:

"Mankind set free
To enjoy in peace the fruit of their labours
And to develop mutual aid for the good of all."

It was composed by Winston Churchill at an earlier Teheran conference, the conference at which the importance of a universal ILO in the post-war world was first mooted at the highest level of statesmanship.

This Conference has been much honoured by the gracious interest taken in its proceedings by His Imperial Majesty the Shahanshah Aryamehr. His Inaugural Message identified the principles of the Social Revolution of Iran with the objectives of the ILO and reaffirmed the fundamental proposition that "the objectives of economic growth have true meaning only when they are linked with basic elements of social justice". This fundamental proposition is the central theme of the Declaration of Philadelphia and has now been accepted by the General Assembly of the United Nations as the guiding principle of the International Strategy for the Second United Nations Development Decade. His Imperial Majesty has received in audience representatives of the Conference and restated to them his firm belief in the aims and purposes of the ILO and the importance of its current work. In the course of the Conference, His Imperial Majesty has also graciously received me in private audience. During that audience he gave me an inspiring picture of the manner in which Iran has developed into an advanced developing nation and is now grappling with human need in the spirit of the ILO, adapting the best of its millennial traditions to the changed conditions of a wholly new world, anticipating problems before they become insoluble, and seeking the public good by a creative synthesis of larger freedom, more purposeful initiative, and broader social responsibility. His Imperial Majesty has authorised me to announce this morning that he has done the International Labour Organisation the signal honour of accepting an invitation to place his unique experience of thirty years of enlightened leadership at the service of the whole Organisation by addressing personally a special sitting of the 57th Session of the International Labour Conference in June of next year. In so doing he maintains the great tradition, initiated by Franklin Roosevelt thirty years ago, whereby the most outstanding of the world's leaders have spoken through the International Labour Conference to the peoples of the world on man's perennial quest for peace in freedom and justice.
Fourth Item on the Agenda

REPORT OF THE MEETING OF EXPERTS ON PAID EDUCATIONAL LEAVE
(Geneva, 10-21 January 1972)

1. In accordance with a decision taken by the Governing Body at its 184th Session (November 1971), a Meeting on Paid Educational Leave was held in Geneva from 10 to 21 January 1972. The report of the meeting and a list of participants are appended.

2. The experts were invited to prepare for the discussion on this subject to be held at the 58th Session (1973) of the International Labour Conference and, after a lengthy general discussion, examined the following questions:

(a) general principles and methods of prescribing paid educational leave;

(b) arrangements and conditions governing leave, its duration and remuneration, including special provisions for particular categories of workers and the financing of paid educational leave;

(c) the use of existing educational and training facilities;

(d) motivation and selection of candidates, control of programmes and cooperation of the parties concerned.

3. Of the main ideas set out in their report the experts thought it useful to summarise those which won unanimous acceptance. The summary is contained in paragraph 63 of the report. In paragraph 63(10) they request the ILO to continue to study the problem of paid educational leave, disseminate information and furnish wherever practicable any technical assistance needed. They note with satisfaction that the Governing Body has placed the question of paid educational leave on the agenda of the 58th Session (1973) of the Conference and hope that the Conference will adopt appropriate international instruments to ensure the development of paid educational leave in member States.

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1 See seventh sitting.
2 Not reproduced here. See document MEPEL/1972/VIII.
4. The Governing Body is invited to take note of the report and to authorise the Director-General:

(a) to include the text of the report in the preliminary report relating to the item on paid educational leave to be submitted to the International Labour Conference at its 58th Session (1973);

(b) to distribute the report to UNESCO and the other intergovernmental organisations concerned, international organisations of employers and workers and institutions concerned with the education and training of workers;

(c) to take account of the experts' suggestions, particularly those in paragraph 63(10) of the report, in making proposals for future programmes to the Governing Body.
Fifth Item on the Agenda

REPORT OF THE MEETING OF EXPERTS ON CONTROL AND PREVENTION OF OCCUPATIONAL CANCER

(Geneva, 10-17 January 1972)

1. The Governing Body decided at its 183rd Session (May-June 1971) to place on the agenda of the 58th Session of the Conference (1973) an item on the control and prevention of occupational cancer. At its 184th Session (November 1971) it fixed the composition and agenda of the meeting of experts, provided for in the 1972-73 programme and budget, which was to carry out a preliminary examination of the subject.

2. The meeting was held from 10 to 17 January 1972. The World Health Organisation, the International Agency for Research on Cancer and the International Union against Cancer sent representatives. The report of the meeting is appended.2

3. The agenda of the meeting was as follows:
   (a) problems relating to the definition of occupational cancer hazards;
   (b) criteria for classifying carcinogenic substances and agents with a view to prevention;
   (c) technical and medical control and prevention;
   (d) other related matters.

4. The experts who contributed to the general discussion recognised that carcinogenic agents were both diverse in nature and widespread in their occurrence. They stressed the difficulties and gaps in knowledge which still existed in regard to pathogeny and hampered the early diagnosis of cancer.

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1 See second sitting.
2 The report (document 0C/1972/9(Rev.)) is not reproduced here.
5. The experts referred to difficulties in the diagnosis of occupational cancer such as the long period of latency between exposure and appearance of the disease, the synergistic or inhibitory effects of simultaneous exposures to multiple agents, and the processes involved in absorption, metabolism and excretion of suspected carcinogens.

6. They pointed out that whereas occupational cancers had formerly been detected by epidemiological methods, progress in animal experiments had now made it possible to some extent to anticipate the carcinogenic effects of certain substances. Animals and human beings nevertheless had different reactions and experiments could not always simulate the conditions of exposure prevalent in the industrial environment. It was therefore sometimes difficult to apply the findings of laboratory experiments to exposure to risk in industry.

7. Although the experts were unanimously agreed on the need for classification of carcinogens, a lively discussion took place on the criteria governing such classification. The same preventive measures were not necessarily equally effective in combating the effects of all carcinogens, and different standards and methods would sometimes have to be applied to different members of the same group of chemical substances. The experts cited examples of recognised hazards inherent in certain defined agents, mixtures, complex products and industrial operations, as well as examples of potential hazards. They discussed, among other things, the following technical control and prevention measures.

8. The experts were unanimously agreed that the manufacture and use of carcinogens should be reduced to a minimum and that so far as possible less harmful substances should be used instead. Some, however, advocated a ban on the manufacture of substances constituting a high degree of risk, whereas others thought that in modern industry complete protection could be provided by adopting new industrial processes.

9. The experts stated that industries which used or manufactured chemical carcinogens should employ highly qualified staff and that the workers should have experience of chemical production processes and observe high standards of personal cleanliness, care and skill.

10. It was unanimously agreed that protection should be at the level of the industrial process rather than at the level of the worker. The experts reviewed methods of protecting workers from exposure to carcinogens, such as the use of remote control equipment, partial enclosure of the process combined with effective ventilation, and individual protection measures. Such protection should be provided, in their view, not only for directly exposed workers but also for maintenance teams, cleaners, repair workers, chemists, storekeepers and indeed anyone likely to come into direct or indirect contact with carcinogens. The experts pointed to the importance of controlling air-borne and water-borne effluents so as to prevent contamination of the general environment.

11. The experts examined two aspects of inspection: inspection of the industrial process and inspection of the personnel. In discussing the former, they stressed the importance of controlling the degree of contamination of the atmosphere, though they realised the difficulties of determining the maximum permissible concentrations of carcinogens. As regards inspection of the personnel, they advocated carrying out biological tests to check exposure to risk and supplementary medical examinations to detect suspected affections as soon as possible.

12. The cleanliness of the factory, workplaces and personnel was essential. The experts referred to the measures of decontamination to be used when components of the plant were sent to repair shops and to the precautions to be taken in cleaning contaminated work clothing; in some cases clothing should be used which could be disposed of after being worn once.

13. The experts were in favour of effective distribution of information at all levels - employers, engineers, architects, chemists, workers, industrial physicians, etc. In their view, manufacturers had a duty to inform users of any carcinogenic effect of their products, and employers had a duty to pass on the information to their workers. The experts discussed the question of special labelling of carcinogens, but came to the conclusion that it raised psychological and practical difficulties; in their view, such substances should be included in the "toxic" category.
14. The experts recognised the difficulties of drawing up effective and not unduly rigid regulations on occupational cancer. They agreed that some chemicals and industrial processes constituted such a hazard that they should be permitted only under licence by the competent authority, and only after careful consideration of the possibilities of substitution and of the adequacy of protective measures. When the hazard was less serious preventive measures and medical supervision might suffice. The experts mentioned several supplementary measures which might be considered, such as limiting the permissible concentration in the atmosphere and determining the permissible limit of carcinogenic impurities in non-carcinogenic products, although they realised that this would call for complicated administrative machinery. They thought it vital for national authorities to supervise the application of such standards.

15. It was suggested that the principle of licensing could be applied, for example, to ionising radiations, betanaphthylamine, benzidine and 4-aminodiphenyl. Products and processes which constituted a degree of risk requiring special measures of prevention and surveillance were exemplified in the cases of asbestos, chromate-ore refining, tars and mineral oils.

16. The experts considered that regulations should be aimed at securing, among other things, the replacement of carcinogenic substances, the greatest possible decrease in the numbers of exposed persons, the design of safe installations, the effective reduction of personal exposure to the lowest possible level, the introduction of exposure control by methods based on environmental monitoring of the workplaces and biological analyses of staff, and education of the persons and services concerned.

17. The experts also recommended that:

(a) the International Labour Office should supplement the general principles which would be set out in any possible international standards by the early preparation of a code of practice or manuals giving a detailed description of methods of control and prevention;

(b) in the light of increases in knowledge and the development of cancer research, these publications should be brought up to date periodically on the basis of new criteria for evaluating carcinogenic risk, contained possibly in the monographs prepared by the International Agency for Research on Cancer;

(c) the ILO should make every effort to collect from industry data on the production and use of carcinogenic agents and case reports, if any;

(d) the ILO, in co-operation with the World Health Organisation and the International Agency for Research on Cancer, should assist in planning and organising epidemiological inquiries in different industries and make special efforts to collect and distribute, with the assistance of the International Occupational Safety and Health Information Centre (CIS), information on methods of preventing occupational cancer.

18. The Governing Body is invited to take note of the report and to authorise the Director-General:

(a) to include the text of the report in the preliminary report relating to the item on the control and prevention of occupational cancer to be submitted to the International Labour Conference at its 58th Session (1973);

(b) to distribute the report to the intergovernmental organisations concerned, to the international organisations of employers and workers and to the institutions concerned with occupational safety and health;

(c) to take account of the experts' suggestions, particularly those in paragraph 17 above, in making proposals for future programmes to the Governing Body.
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 the 184th Session of the Governing Body (November 1971), the desire was expressed that an analysis of the recent legislation promulgated in Greece (viz. Legislative Decrees Nos. 890 and 891, dated 27 and 28 May 1971 respectively) concerning trade unions, should be made available to the Governing Body to enable a comparison to be drawn between its provisions and the relevant provisions of the freedom of association Conventions. In the preparation of this analysis account has been taken of the comments made by the Commission of Inquiry established under Article 26 of the Constitution of the ILO and by the Committee of Experts on the Application of Conventions and Recommendations with regard to application of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87).

2. It should be noted that in accordance with the request made in the Governing Body the present analysis is confined to the new legislation on trade unions and associations promulgated in 1971. The Committee of Experts on the Application of Conventions and Recommendations, in conformity with its terms of reference, will examine at its next session (March 1972) the whole body of Greek trade union law and will express its comments on the compatibility of its provisions with those of the freedom of association Conventions. The Committee will also be called upon to continue its examination of the relationship between Greek law and practice in the field of civil liberties and the exercise of trade union rights.

3. Legislative Decree No. 890/1971 repealed Royal Decree No. 667/1968, which consolidated the legislation on occupational organisations, and Legislative Decree No. 185/1969, which amended and supplemented the legislation on occupational organisations.

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1 See eighth sitting.

A. Right to Establish and Join Organisations

4. Article 2 of Convention No. 87 establishes that workers and employers, without distinction whatsoever, shall have the right to establish and, subject only to the rules of the organisation concerned, to join organisations of their own choosing without previous authorisation.

5. Section 43 of Legislative Decree No. 890/1971 lays down that the provisions of the Decree shall not apply to occupational associations of (a) shipowners and seafarers (to whom Act No. 257/1968 continues to apply) and (b) journalists. Furthermore, according to section 3(2) of the Decree, it is unlawful for civil servants and established employees of public bodies to join or be members of an occupational association of manual or non-manual workers in the private sector. The establishment of associations of civil servants is governed by Acts Nos. 4879/1931 and 5403/1932.

6. Section 11 of Legislative Decree No. 890 provides for the keeping by each court of first instance of a register of occupational associations and federations which have been registered in the manner prescribed in the Civil Code.

B. Free Functioning of Trade Unions

7. Article 3 of the Convention provides that workers' and employers' organisations shall have the right to draw up their constitutions and rules, to elect their representatives in full freedom, to organise their administration and activities and to formulate their programmes; and that the public authorities shall refrain from any interference which would restrict this right or impede the lawful exercise thereof.

(a) Election of Representatives

Situation prior to adoption of the new legislation

8. The terms of section 9 of Legislative Decree No. 185/1969, on which the Commission of Inquiry and the Committee of Experts made certain observations, provided that "... no person shall be elected, or in any way take over office as a member of an executive board, or as a representative, in any case, of a trade union, unless: (i) he has worked during the last six years up to the date of the elections, under real employment in a dependent job, at least 100 work days a year or 600 work days in total, out of which at least 50 each year to be proved from the records of the main social insurance fund by which he is covered; (ii) he has been a regular member of the union".

Situation under the new legislation

9. The terms of section 9 of Legislative Decree No. 185/1969 have not been included in Legislative Decree No. 890/1971. However, this Decree contains new provisions relating to the election of trade union representatives.

10. In particular section 17(3) provides that a member of the executive council of an occupational association or federation who has completed 15 years' continuous service in that capacity shall not be re-elected to office until five years have elapsed as from the date on which he completed his 15 years of service. One interruption, not exceeding two years' duration, for any reason whatsoever, occurring during the last five years shall not be taken into account in calculating the 15 years, which shall commence to run as from the date of commencement of the Decree.

11. According to sections 14 and 31, only persons actually engaged in the occupation or performing the work covered by a workers' organisation can be elected to trade union office in that organisation. Limited exceptions are permitted.
12. In terms of section 38, workers and employers shall cease ipso jure to be members of their occupational association as from the date on which they become permanently pensioned off under a major insurance institution. Workers who, pursuant to Legislative Decree No. 185/1969, have retired from the executive council of a workers' organisation and are receiving on this account a retirement pension or other benefit from the Auxiliary Fund for Trade Union Officers and Personnel or from the Workers' Fund, or both simultaneously, shall be considered as retired pensioners and shall not be entitled to be members of an occupational organisation.

(b) Removal from Office of Trade Union Leaders

Situation prior to adoption of the new legislation

13. Section 6 of Legislative Decree No. 185/1969 provided that "Members of an executive or supervising committee, or representatives of a trade union who develop solitary activities aimed against the territorial integrity of the State, or its security, its constitutional or social régime, shall be deposed according to procedure provided for in the previous paragraphs" (by Court decision).

14. The Committee of Experts, in accordance with the recommendation of the Commission of Inquiry, requested the Government to give detailed information about any judicial decision interpreting or applying these provisions.

Situation under the new legislation

15. In this connection, section 17(4c) of Legislative Decree No. 890/1971 contains the following new provision: "A member of the executive council of an occupational association or union shall, ipso facto, be deposed from his membership of the council if -

(i) he has been deprived of his civil rights as a result of an executory sentence;

............

(iii) he has been sentenced by executory judgment to life imprisonment for active participation in a political party, organisation or association or federation having as its aims and objects the diffusion and implementation of ideas tending to overthrow the established constitutional régime or social order or to detach part of the national territory."

(c) Right of Trade Unions to Organise their Administration

Situation prior to adoption of the new legislation

16. Section 10 of Legislative Decree No. 185/1969 limited the remuneration which trade unions might pay to the members of their executive committees and to their staff and legal advisers.

17. This provision had been the subject of comment by the Commission of Inquiry and the Committee of Experts.

Situation under the new legislation

18. Section 10 of Legislative Decree No. 185/1969 has been eliminated following the repeal of this Decree by Legislative Decree No. 890/1971.
(d) Financing of Trade Unions

Situation prior to adoption of the new legislation

19. The Commission of Inquiry and the Committee of Experts made certain observations concerning the system of financing of trade unions as it had been established in Legislative Decree No. 186/1969. According to this system, federations recognised as representative could conclude collective agreements providing for members' trade union dues to be deducted by employers (check-off system). These were then channelled by the state-controlled Workers' Fund to the organisations to which these workers belonged. Non-trade union members were still bound to contribute to the Workers' Fund in the same way as they had done before 1969. Where no collective agreement existed, both members and non-members of trade unions were required to contribute to the Workers' Fund as under the previous system.

20. In this connection, the Committee of Experts was of the same view as the Commission of Inquiry, that the system introduced by Legislative Decree No. 186/1969 continued to be restrictive in the light of the standards set by the Conventions. It considered that any form of state control, either through the Workers' Fund, or by any other forms of direct or indirect intervention, should be abolished in order that the trade union movement might achieve the financial independence which is a prerequisite for the enjoyment of the guarantees laid down in the Convention.

Situation under the new legislation

21. Legislative Decree No. 891/1971 establishes a new system of financing and provides for the establishment of an organisation known as the "Trade Union Special Fund Management Organisation" (ODEPES), which has as its objective the financial support of all workers' occupational associations and federations lawfully active in the country and the safeguard of the free exercise of trade union rights (section 1). This organisation shall, according to section 1 of the Decree, be administered by a managing committee of seven members: the chairman or, in his absence, the secretary-general of the most representative second-degree organisation in the country, and six workers' representatives, elected for a term of two years, of all the lawfully active organisations in the country. According to section 2 the assets of this organisation shall be made up, in particular, out of 25 per cent of the annual income of the Workers' Fund. Section 3 of the Decree defines those organisations entitled to financial support and the conditions necessary. Section 4 lays down guidelines as to the amount of financial support to be granted to associations and federations. Section 5 of the Decree provides for the issue, by Royal Decree, of regulations to cover such matters as the sessions and elections of the managing committee of the organisation, its structure and functioning, its procedure and any other matters. Until the organisation begins to function the existing statutory provisions contained in Legislative Decree No. 186/1969 shall continue in force (section 7). These provisions shall be repealed as from the first day of the second month following the commencement of the activities of the Organisation; and all collective agreements or arbitration awards respecting the check-off system for trade union dues and other modes of paying such dues to associations and federations shall likewise cease to have effect (section 7, paragraphs 1 and 2).

(e) Right of Trade Unions to Organise their Activities and Formulate their Programmes

Situation prior to adoption of the new legislation

22. Section 6 of Legislative Decree No. 185/1969 provided that: "Trade unions whose objects or activities are aimed against the territorial integrity of the State or against the constitutional or social régime or the security of the State or against the civil and individual liberties, shall be dissolved by decision of the court of first instance of their seat upon application of one of their members or of the Public Prosecutor of first instance."
23. The Committee of Experts, in accordance with the Commission of Inquiry, requested the Government to give detailed information about any judicial decision interpreting or applying these provisions.

Situation under the new legislation

24. These provisions do not appear in the text of the new legislation. However, Legislative Decree No. 795/1971 respecting associations and federations, which is also applicable to trade unions, contains the following provisions: (section 21) "Those associations shall be dissolved by decision of the court of first instance (i) whose objects or activity are aimed against the territorial integrity of the State or against the constitutional or social régime or against the security of the State or the civil and individual liberties; (ii) which endeavour to pursue objects other than those set out in their statutes or whose object or purpose has become illegal or contrary to good morals or to law and order."

Other provisions of the new legislation

25. The following additional provisions may be noted.

26. Section 5 of Legislative Decree No. 890/1971 prohibits any occupational association from being dependent upon a political party or from becoming involved in activities having direct or indirect political aims.

27. Section 12(2) of Legislative Decree No. 890/1971 provides that all books, registers, accounts etc. of a union shall be kept available for inspection at any time by the supervisory authority.

C. Suspension and Dissolution of Trade Unions

28. Article 4 of the Convention provides that workers' and employers' organisations shall not be liable to be dissolved or suspended by administrative authority.

29. The dissolution of trade unions is governed, in particular, by section 21 of Legislative Decree No. 795/1971. According to section 22 the activities of an organisation may be provisionally suspended by the judiciary while the procedure for the dissolution of that organisation is in progress.

D. Right to Establish Federations and Confederations

30. Articles 5 and 6 of the Convention provide that workers' and employers' organisations shall have the right to establish and join federations and confederations and that any such organisation, federation or confederation shall have the right to affiliate with international organisations of workers and employers; and that the provisions of Articles 2, 3 and 4 of the Convention apply to federations and confederations of workers' and employers' organisations.

31. Section 2 (paragraphs 1 and 2) of Legislative Decree 890/1971 provides that at least five occupational associations shall be required to constitute a federation of the first degree, and at least five federations of the first degree shall be required to constitute a federation of the second degree. A federation, grouping together members of the same branch of activity, however, may be established by existing associations where five occupational organisations of the same nature do not exist.

32. Section 25(2) provides that the total number of votes assigned to each occupational association or federation shall not exceed one-fifth of the total number of votes which can be cast at a congress.

1 See above, paragraph 24.
APPENDIX VII

Seventh Item on the Agenda

REPORTS OF THE COMMITTEE ON FREEDOM OF ASSOCIATION

[At its eighth sitting the Governing Body dealt with the 128th and 129th Reports of the Committee on Freedom of Association. It decided to postpone consideration of the 130th Report to its 186th Session. The texts of these Reports will be found in the Official Bulletin (Geneva, ILO).]

APPENDIX VIII

Eighth Item on the Agenda

REPORTS OF THE FINANCIAL AND ADMINISTRATIVE COMMITTEE

[The papers relating to this item, being of a confidential nature, are reproduced separately in accordance with the usual practice.]

APPENDIX IX

Ninth Item on the Agenda

REPORT OF THE ALLOCATIONS COMMITTEE

[No paper was submitted to the Governing Body on this item of its agenda.]

1 See fifth and sixth sittings.
APPENDIX X

Tenth 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 Friday, 25 February 1972, under the chairmanship of Mr. Purpura (Government member, Italy).

Application of Conventions and Recommendations

Forms of Report (Article 22 of the Constitution) on the Medical Care and Sickness Benefits Convention, 1969 (No. 130) and the Minimum Wage Fixing Convention, 1970 (No. 131)

2. In accordance with the usual practice, the Committee considered and approved the draft form to be used as a basis for the reports which governments of ratifying States will be required to supply under article 22 of the ILO Constitution on the Medical Care and Sickness Benefits Convention, 1969 (No. 130) and the Minimum Wage Fixing Convention, 1970 (No. 131).

3. The Committee recommends the Governing Body to approve the forms of reports on the Medical Care and Sickness Benefits Convention, 1969 (No. 130) and the Minimum Wage Fixing Convention, 1970 (No. 131), which constitute Appendices I and II to the present report.

Over-all Review of International Labour Conventions and Recommendations

4. During the discussion of the draft programme and budget for 1972-73 by the Financial and Administrative Committee at the 182nd Session of the Governing Body (February–March 1971) certain Government members raised the possibility of removing obsolete Conventions from the International Labour Code. It was decided to refer this matter to the Committee on Standing Orders and the Application of Conventions and Recommendations. Accordingly, at the 184th Session of the

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1 See eighth sitting.
2 Not reproduced here.
Governing Body (November 1971), that Committee had before it a paper prepared by the Office examining the criteria by reference to which Conventions might be deemed to be obsolete, the procedure for abrogation of obsolete Conventions and the effects of such abrogation. Following the circulation of that paper, the Canadian Government member of the Governing Body submitted new proposals for revision of the International Labour Code. As those proposals were circulated to members of the Committee only shortly before its meeting, the Committee decided — after hearing certain preliminary comments — to defer consideration of the matter to the present session of the Governing Body.

5. The Committee had before it a paper prepared by the Office which contained a brief recapitulation of the questions which would require attention if it were desired to proceed to the abrogation of certain obsolete Conventions and analysed the more recent proposals of the Canadian Government member of the Governing Body.

6. As regards the possible abrogation of obsolete Conventions, the paper recalled certain criteria which had been suggested as a basis for determining which Conventions might be regarded as obsolete, the procedures which might be followed for the purpose of making such a determination and the effects of such a decision.

7. In the 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 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. It was accordingly proposed that the Governing Body should, through its Committee on Standing Orders and the Application of Conventions, 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.

8. The Office paper recalled that on several earlier occasions an examination of the general body of international labour standards had been undertaken with a view to determining future action in this field. However, hitherto no long-term and systematic standard-setting programme of the kind now proposed, had been established. If the Governing Body considered that a systematic review of existing Conventions should be undertaken, it would in the first instance have to decide to which body this task should be entrusted. Various courses might be envisaged, such as review by the Governing Body Committee on Standing Orders and the Application of Conventions and Recommendations, by a special working party of the Governing Body, or even by a special committee of the Conference. As a basis for the above-mentioned review, the Office could provide, in respect of each of the main subject-areas of concern to the ILO, indications concerning existing standards, the extent of ratification of Conventions, and any suggestions as to revision of the standards in question, or the need for new standards, contained in decisions or reports of ILO bodies, in programme proposals or the ILO's long-term plan, in in-depth reviews of individual ILO programmes, or emanating from other appropriate sources. These indications would cover Recommendations as well as Conventions, since — although not open to ratification — they are likewise intended to set objectives for national policies and action. The review would seek to identify the instruments considered to be of current interest and not calling for revision, the instruments whose revision would be desirable (including the possibilities of replacing existing Conventions and Recommendations in a given field by a smaller number of comprehensive instruments), and new subjects on which standards might be adopted. In addition, the conclusions would contain recommendations as to priorities in the consideration of the various items and possible ways of keeping the ILO's standards under continuing review in the future.
9. As regards the proposal of the Canadian Government member that certain Conventions might be placed in a category of "dormant" instruments, the Office paper pointed out that, while this formula appeared to be intended to produce more limited effects, at least on the legal level, than the abrogation of Conventions previously contemplated, a number of similar questions would have to be considered: the criteria on the basis of which a Convention would be placed in the category of dormant instruments; the body which should take the decision to this effect; the procedures to be used to examine the consequences of such a decision; and the criteria on the basis of which a Convention would be placed in the category of "dormant" instruments. Conventions, even when they had been revised, might in force in respect of considerable numbers of countries and might also remain open to further ratification (in a number of cases because of specific decisions by the Conference that they should not be closed to ratification). The question arose whether one could properly regard any such instruments - even if not representing the most advanced or up-to-date standards - as "dormant". States which were parties to Conventions might object to their omission from the chart of ratifications and other ILO publications, and such omission might be regarded as inconsistent with and as raising doubts and problems in connection with their character as continuing legal obligations. It might also tend to undermine their practical effectiveness and social value in countries where they were in force.

10. As regards the selection of particular standards as targets for ratification, the paper recalled that various measures had already been taken. The Conference had on a number of occasions addressed appeals to member States for the ratification of certain Conventions of special importance. On the occasion of the ILO's fiftieth anniversary, the Governing Body called for reports on seventeen key Conventions from countries which had not ratified them, with a view to enabling both the governments concerned and the Organisation itself to review the ratification prospects in regard to these standards. The ILO's regional meetings were being used to examine the problem of reducing the number of Conventions, the implementation of selected Conventions in the regions concerned. In considering the role to be played by international labour standards as targets for social policy, the great diversity of conditions among the Organisation's membership had to be borne in mind. The ILO Constitution, in article 19, paragraph 3, specifically required that, in the framing of Conventions and Recommendations, account be taken of differences in climate and industrial conditions. In a number of instances, the existence of several Conventions setting standards at different levels - thus giving a choice of ratification targets adapted to different stages of development - had been found a convenient solution. This explained why the Conference had decided on various occasions, when adopting new standards in a given field, to leave earlier Conventions open to ratification.

11. The Canadian Government member of the Governing Body stated that his proposals had long-range implications; it was not necessary to reach immediate decisions, but discussion of the problem should be initiated. A general review of existing ILO standards should be undertaken to achieve a modern grouping of Conventions embodying the best, up-to-date standards, to serve as targets for member States and a basis for ILO programmes. The review should be undertaken within the Governing Body. It should include identification of Conventions to be abrogated and of those to be placed in a category of "dormant" instruments. The latter would still remain binding on ratifying States, which would also continue to report on them. However, the ILO would devote its main attention to the modern Conventions, to which the chart of ratifications would be limited. The reduction of existing standards to a smaller number of conveniently classified instruments would facilitate their use at the national level, not only for governments but also for workers and employers, and would provide a proper basis for ILO action at the regional level, ILO programmes at headquarters and for studies.

12. The Worker members stated that they were always prepared to reconsider Conventions, as was shown by the number of instruments which had already been revised by the Conference. Only four Conventions could be regarded as completely obsolete, and their abrogation would not have any effect on the total number of instruments. All other Conventions were still of value as setting objectives. It did not appear proper to start drawing up a new Code when the existing body of ILO standards was not yet complete. Reference to "modern" Conventions was ambiguous and did not take account of the fact that instruments which might no longer be important for industrialised countries might still be of great value for developing countries. The Worker members accordingly felt that there was no need for a general review of existing standards, nor for the abrogation of Conventions or the creation of a category of "dormant" Conventions. It was mainly up to the trade unions to ensure that ILO standards were accepted and implemented at the national level.
13. The USSR Government member stressed the importance of taking account of the reservations expressed by the Worker members, since Conventions were aimed at improving conditions for workers. Over-all review and simplification of existing standards might result in the elimination of standards which were still of value to the workers and would thus weaken the efforts of the ILO and reduce worker protection. The proposal gave rise to considerable theoretical and practical difficulties. If particular Conventions appeared to be out of date, they should be examined individually. Where they were not in force and could not enter into force, they were clearly obsolete, but it would not be proper to consider obsolete any Convention which was in force. It would also be useful to clarify the conditions for entry into force of Conventions.

14. The Employer members indicated that they had not adopted any final position on the proposals of the Canadian Government member of the Governing Body, but on many points they agreed with the Worker members. They doubted whether it would be advisable at this time to undertake a codification of ILO standards. Such a code might not be capable of application in all countries. Having regard to different levels of development, it might be desirable to have several Conventions establishing standards at different levels. It might however be useful to prepare a systematic compilation of existing standards, as distinct from a legal codification. The Employer members considered that it might be useful for the Committee to undertake a general review of existing ILO standards as a contribution to the long-term development of standard-setting activities. If any Conventions were obsolete, they should be either abrogated or revised, but it was not possible to have "dormant" Conventions. The Employer members also pointed out the ambiguity of such terms as "obsolete" and "code". Where a Convention was not in force and could not enter into force, it was already dead. On the other hand, the fact that a Convention had received a small number of ratifications was not proof that it was obsolete, as was shown by the Forty-Hour Week Convention, 1935. The Governing Body would in any case be called upon to examine future standard-setting in a comprehensive manner when considering the long-term plan.

15. The United States Employer member suggested that the ILO might give attention to the various Conventions, enumerated in the Office paper, which might be regarded as obsolete, and invite governments which had ratified those Conventions to consider the ratification of the corresponding revising Conventions, so as to eliminate the few outstanding ratifications of the earlier instruments.

16. The Worker members expressed doubt whether the proposals would lead to any significant progress. The existence of a few Conventions which had not entered into force in no way impaired the activities of the ILO. The utility of ILO standards should moreover not be judged by the number of ratifications. The Forty-Hour Week Convention, in spite of few ratifications, represented a vital idea and objective; it had stimulated action by trade unions and national progress. It might be useful for the ILO to send missions to member States to help overcome difficulties in the ratification and implementation of Conventions. A process of codification might impede further progress in standard-setting, by giving the impression that the standard-setting work had reached completion.

17. The Canadian Government member of the Governing Body, commenting upon the various views expressed, stressed that his proposals were in no way intended to halt the standard-setting work of the ILO, since they would seek to identify not only instruments whose revision was desirable, but also subject-areas not yet adequately covered by Conventions and to suggest a process for systematic continuing review of ILO Conventions in the future. It might be useful for the whole problem to be examined by a working party.

18. The United Kingdom Government member doubted whether an over-all review of existing standards would be appropriate, but felt that a limited review of Conventions no longer appearing to be of current interest, applying rather less stringent criteria than those originally suggested by the Office, might be useful. Obsolete Conventions might be abrogated by a Conference decision adopted by a two-thirds majority. Certain other Conventions might be put into "cold storage": ratifying States would continue to be bound by them, the constitutional complaints procedures would remain applicable, but governments would not be required to report on these Conventions except when requested. Within the framework of the in-depth reviews of individual programmes, consideration might be given to the possibility of adopting omnibus Conventions in certain fields, and whether such instruments should provide for the possibility of ratification of separate parts.
19. The United States and Japanese Government members felt that a review of the existing instruments might produce some useful results, and that in these circumstances it might be desirable to have the whole problem considered by a small working party.

20. The Committee noted that, under the normal Governing Body programme, it would not be meeting until the November session and that in the meantime new Governing Body elections would have taken place. Questions concerning the development of the ILO's standard-setting activities would be examined by the Governing Body at its May session in connection with its consideration of the long-term plan and also in connection with the preliminary examination of the agenda for the 1974 session of the Conference. In these circumstances, the Committee decided to defer further consideration of the question before it until the November session of the Governing Body, and to consider at that time whether it would be appropriate to establish a working party to examine the need for a new procedure in the matter.

Examination of the Desirability of Full or Partial Revision of the Night Work (Women) Convention (Revised), 1948 (No. 89)

21. The Committee had before it a proposal received from the Swiss Government to consider the revision of the Night Work (Women) Convention (Revised), 1948 (No. 89).

22. The representative of the Director-General pointed out that there existed in fact four Conventions on the matter adopted successively in 1906, 1919, 1934 and most recently in 1948. These revisions had generally been in the direction of greater flexibility, especially as regards the scope of the night work prohibition. The Conventions of 1919 and 1934 (Nos. 4 and 41) had been denounced by a number of ratifying States, usually upon accepting obligations under one of the revising Conventions. Only four countries had communicated denunciations without such subsequent ratifications. Convention No. 89 had thus far been ratified by 51 member States and not been denounced by any of these countries.

23. The communication from the Swiss Government expressed the view that Convention No. 89 was now out of date since it applied solely to industrial undertakings whereas distinctions between industry and other branches of the economy - apart from agriculture - were unjustified at this stage because the improvements in working methods and premises had made work in industrial undertakings less arduous than in some non-industrial establishments. The Government, therefore, considered that night work of women should be prohibited only when, because of working conditions or personal circumstances (pregnancy, advanced age, etc.) it really endangered a woman's health more than a man's. This approach, in the Government's opinion, also drew support from the principle of non-discrimination, since the prohibition of night work could lead to discrimination against women.

24. A final argument in favour of revising Convention No. 89 was based on the opinion that women were better suited for certain types of industrial work, such as textiles, electronic and watchmaking industries, than men. Technological progress would increasingly require round-the-clock schedules thus making it important for women to do night work in the branches concerned. At the international level a question of competitive ability would therefore also arise. The Government stressed in conclusion that its request did not in any way seek to impair the protection enjoyed by women workers but was designed solely to adapt such protection to changed conditions.

25. The representative of the Director-General explained that there existed various possible methods whereby the revision of a Convention might be discussed. In the present case the most appropriate course appeared to be the preparation by the Office, in pursuance of Article 18 of Convention No. 89, of a draft report on the working of this Convention. Such a report would enable Governments to examine the matter as well as to consult the employers' and workers' organisations in their country.
26. The Employer members agreed that the arguments advanced in the Swiss Government's proposal deserved consideration. In the light of technical developments and the safety provisions in industry, the question of revision should be duly examined but the approach to be followed should be a prudent one. The preparation of a draft report on the working of the Convention seemed to be a suitable method for this purpose.

27. The Worker members were of the opinion that, while a certain evolution had taken place, the prohibition of night work for women was still widely supported by trade union organisations which did not accept the argument that women were necessarily better suited for certain types of work and therefore should also be employed on the night shifts of undertakings working on a continuous basis. It should not be forgotten that night work was more strenuous especially for women who had also family responsibilities. The Worker members were prepared to support the preparation of a report on the working of Convention No. 89 but this in no way committed them in so far as the question of revision itself was concerned. It should not be forgotten that even in Switzerland itself trade union opinion was divided on the matter.

28. One Government member (United Kingdom) also agreed to the suggested approach, while reserving his attitude in regard to revision. In his view, it would not be appropriate to link night work prohibition to the personal circumstances of the woman worker. The only acceptable criterion for prohibition was the existence of unsuitable working conditions in certain types of employment; criteria going beyond this might render ratification of a new Convention more difficult.

29. The representative of the Director-General pointed out that the preparation of a draft report on the working of Convention No. 89, in accordance with its Article 18 and with the relevant provisions of the Standing Orders of the Governing Body, constituted merely a first stage. It was up to the Governing Body to examine in due course whether the question of revision should be further pursued and, in that case, fuller consultation would take place.

30. The Committee decided to recommend the Governing Body to instruct the Director-General to prepare, in accordance with Article 18 of the Night Work (Women) Convention (Revised), 1948 (No. 89), a report on the working of the Convention with a view to examining in due course the desirability of placing the question of its revision in whole or in part on the agenda of a forthcoming Conference session.

31. One Government member (United Kingdom) expressed the view that there existed other Conventions which were perhaps more in need of revision than Convention No. 89. One such instrument which he had in mind was the Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32), which had been adopted 40 years ago and was now seriously out of date as it did not deal with many of the hazards arising from modern methods of loading and unloading ships. A number of countries had revised their national regulations and significant differences existed between the regulations applying in different ports as regards ships' lifting gear.

32. This could lead to delay in loading and unloading and uniformity should be restored through the revision of the Convention. Because of the highly technical nature of the questions involved it would be advisable to convene a meeting of technical experts with a view to subsequent inscription on the Conference agenda under the single discussion procedure. The Government representative stressed that his proposal concerned the safety of dockers rather than the social repercussions of cargo handling methods, a question which was already on the Conference agenda.

33. Another Government member (United States) agreed that the standards referred to were among the many instruments which were ripe for revision. The problem should, however, not be approached on a piecemeal basis but rather through a more comprehensive approach designed to identify the different areas where revision seemed advisable.

34. The representative of the Director-General indicated that the Director-General intended to follow such an approach in placing proposals for the agenda of the 1974 session of the Conference before the Governing Body in May and November 1972.
35. The Worker members stated that their initial impression towards the United Kingdom's proposal was favourable. Very complex technical questions were, however, involved and the dockers' unions would have to be consulted.

36. The Employer members indicated that although the proposal had just been submitted they would not object to it being considered in due course. They had some doubt, however, whether the single discussion procedure was the best to be envisaged, in view of the many consultations required.

37. The representative of the Director-General pointed out that the proposal concerning Convention No. 32 had arisen in a somewhat different context than the discussion of Convention No. 89. Due to its essentially international implications, the protection of dockers might well deserve some priority and the Director-General would take various aspects of the question into account in submitting his proposals for the agenda of future Conference sessions.

38. The Committee agreed that its report to the Governing Body should refer to the United Kingdom proposal and to the brief discussion which it had evoked, so that the matter might be followed up at a later stage.

R. Purpura,
Chairman.
APPENDIX XI

Eleventh Item on the Agenda

REPORT OF THE INTERNATIONAL ORGANISATIONS COMMITTEE

1. The International Organisations Committee met on 25 February 1972, under the chairmanship of Mr. Tata, Employer Vice-Chairman of the Committee.

Activities of the Economic and Social Council:
51st Session

2. The Committee had before it an information paper deferred from the previous session, which dealt with developments at the summer session of the Economic and Social Council in 1971. They related, in the main, to the customary general debate in which the Secretary-General of the United Nations and the executive heads of the specialised agencies address the Council on the general theme of socio-economic development and such matters as improving the organisation of the work of the Council, the Second Development Decade, industrial development and the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. Because these developments had been, in the ordinary course of things, overtaken by decisions of the General Assembly at its 26th Session (on which a paper was before the Committee under item 2 of its agenda) the Committee did not consider at length the paper in question. Only a brief discussion ensued.

3. The Worker members expressed appreciation for the statement made by the representative of the ILO before the Fifth Session of the Industrial Development Board (Vienna, May 1971). In that statement Mr. B. Bolin had noted that the Board was meeting on the eve of the Special Conference of UNIDO which would be called upon to reorient the future policies and activities of the Organisation; the ILO, being committed to co-operating fully with UNIDO towards the common objectives of both organisations in the field of industrial development, wished the conference all success. Referring to a paper submitted to that conference on behalf of the ILO, the Worker members wondered whether the list of ILO activities depicted therein was exhaustive. It was good to talk, among other

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1 See eighth sitting.
things, of management development; but industrialisation affected the whole
labour force and the ILO also had a role to play, for instance, in the training
of worker representatives to improve their quality and competence as such.
The Worker members were rather concerned at a UNIDO tendency to engage in
activities proper to the ILO. One should not lose sight of the important
fact that industrial development, if it were to benefit society at large, should
have a social content; and in this connection the specific nature of the ILO,
and hence its unique contribution, should not be ignored.

4. One Government member asked the representative of the Director-General
why no formal agreement on co-operation between the ILO and UNIDO had yet been
concluded. He remarked that, despite efforts over the years, one got the
impression that there were difficulties.

5. The Employer members wished to commend the brilliant statement on the
ILO contribution to the United Nations system development effort made by the
Director-General during the general debate before the Council in July 1971. In
coping with the difficult and complex problems of employment, unemployment and
underemployment, the tripartite system peculiar to the ILO afforded an adequate
means and an efficient instrument.

Twenty-Sixth Session of the General Assembly of
the United Nations

6. A paper dealing with certain developments at the above session of
interest to the ILO was submitted for consideration by the Committee. Informa-
tion was given on the admission of new member States to the United Nations,
as a result of which there were, at the time of reporting, 132 member States
altogether. Mr. Kurt Waldheim had been appointed on 22 December 1971 as
Secretary-General for a term of office beginning on 1 January 1972 and ending on
31 December 1976. The appointment of Mr. Rudolph A. Peterson of the United
States as Administrator Designate of the UNDP with effect from 1 January 1972
had been confirmed by the Assembly; and his taking over as Administrator as
from 15 January 1972 till 31 December 1975 had been agreed upon. Expressions
of felicitation on their appointments to these two high offices in the UN system
were made, and the Committee wished them every success. It was certain that as
had been the case with their respective predecessors, the Director-General of
the ILO would pursue with them a very close relation of co-operation and mutual
understanding. In this connection the representative of the Director-General
informed the Committee that the Director-General had established close and co-
operative contact with both the new Secretary-General of the United Nations and
the new Administrator of UNDP, and that the former would personally address the
Governing Body on Tuesday, 29 February 1972.

7. The Committee had before it information regarding action taken by the
General Assembly to establish the World Tourism Organisation. It was noted that
the development of tourism was of concern to the ILO not only as regards the
training of hotel and catering staff, for which the ILO was providing assistance
to a number of developing countries, but also as regards conditions of work of
such staff and employment creation. The Worker members, while fully supporting
the activities of the ILO in the field of tourism, drew attention to what might
for convenience's sake be termed "social tourism" whereby the less privileged
members of society might enjoy the amenities of the present-day flourishing
phenomenon of world tourism. The Employer members agreed, and added that the
development of tourism should provide, as already proved, a means for some
developing countries to increase their foreign currency earnings. The ILO
should therefore, for the sake of both the employers and workers of those
developing countries with tourism potentialities, partially tapped or untapped,
develop more action falling within its competence, in close co-operation with
WTO, when established.

8. On the question of industrial development, the Committee was seised
of the full text of the consensus of UNIDO on long-term strategy, structure and
financing, adopted by the Special Conference and to which several governments
attached reservations. The text, as adopted by the Conference, was endorsed by
the General Assembly. Some further developments of significance had also taken
place in the Assembly. In the resolution endorsing the consensus, of whose
full text the Committee took cognisance, the Secretary-General of the United Nations had been requested to appoint a small group of high-level experts from the various geographical groups, chosen in consultation with their respective governments to carry out the task of formulating the long-term strategy for the activities of UNIDO, and to submit their final report to the Industrial Development Board as soon as possible and, at any rate, in time for consideration at its Seventh Session in May 1973. In the same resolution the Assembly envisaged the convening of another general conference of UNIDO in 1974 or 1975. It also considered it desirable that UNIDO should have greater administrative autonomy in matters such as personnel recruitment and management of its publications programme. The Governing Council of the UNDP was urged to reserve a minimum of US$2 million annually to finance the Special Industrial Services Programme of UNIDO. Paragraph 11 of the resolution under reference represented a new departure, with possible repercussions, in the functioning of the United Nations system of organisations. By it the Assembly, it was reported, had decided to set up an ad hoc intergovernmental committee composed of those member States whose representatives were currently serving as officers of the Governing Council of UNDP and of the Industrial Development Board to examine in detail, in consultation with the Administrator of UNDP and the Executive Director of UNIDO, all aspects of co-operation between the two organisations, and especially those related to the formulation, appraisal and approval of industrial projects, and to submit a report to the General Assembly at its 27th Session, through the Economic and Social Council, together with the comments of the Governing Council of UNDP and those of the Industrial Development Board. The Secretary-General was requested to convene the ad hoc intergovernmental committee at an early date in New York, and to extend to it all the necessary facilities and assistance.

9. The Worker members reiterated their concern to see the growing tendency to whittle away the ILO's natural role in the industrial development of the developing countries. The Employer members spoke in the same vein, expressing that the risks of duplication and wastage of meagre resources were being multiplied. Concerning competence, one Government member observed that the division of labour between specialised agencies was a very delicate problem, and its solution in future was of vital importance in order to avoid overlapping. Without wishing to engage in polemics, he felt that avoiding encroachment by others implied also the exercise of some self-restraint. Although the terms of reference of the ILO had now gone beyond their original sphere, that probably corresponded to present-day needs and realities.

10. The representative of the Director-General stated that co-operation in a field so vast and complex as industrial development was of necessity problematic. UNIDO, as the focal point for industrialisation in the UN system, had the special responsibility of being the main co-ordinator. He alluded to the ILO paper to the Special Conference of UNIDO, which dealt at some length with, among other things, the role of the Industrial Committees. He conceded that the Memorandum on Guidelines for Co-operation between the ILO and UNIDO, signed on 3 April 1968, had its limitations and did not provide a ready solution for all current problems. A formal agreement on co-operation between the two organisations might possibly streamline inputs and maximise efforts for the rapid industrial development of the developing countries. Although continuous contact had been maintained, and a measure of co-operation had been achieved, perhaps it was time that an attempt should be made at the inter-secretariat level to begin with, to translate the broad and often too vague notions contained in some legislative instruments (which were of necessity so, being the result of compromises), into practical modalities for direct and efficient action.

11. One Government member had the impression that although some eight years had elapsed since the ILO had entered into contact with UNIDO things remained at the initial stage, and no formal agreement was reached. Government delegates to the ILO and to UNIDO should logically have the same instructions, which should help to ensure co-ordination and co-operation. In this regard, it was observed on behalf of the Employer members that there were numerous instances in which governments through their different delegates acted differently in the ILO and in UNIDO on identical or similar issues. That was due to lack of internal co-ordination. One Government member said that he was struck by such lack of internal governmental co-ordination, and urged that members of the Governing Body should request their national delegation to UNIDO to bear in mind the role and interests of the ILO. The Worker members expressed the hope that the ILO's competence and the relevance of its work to industrial development would not be eroded by unilateral decisions by governments. The workers were
either directly or indirectly concerned with industrial development. As they represented the majority of taxpayers, they should have their say as to the way public funds made available to the international community for industrial development should be spent. They inquired why $2 million were to be set aside for the use of one organisation. Was there some preferential treatment?

12. In the same paper the Committee was informed of the adoption by the Assembly of resolution 2648(XXVI) entitled "Protein Resources". The purpose of the resolution was to promote integration of the work of all the UN family in view of the multidisciplinary nature of the protein problem and to make the Protein Advisory Group (PAG) cover all relevant programmes of the UN system, with a view to averting "the protein crisis in the developing countries". To this end, the ILO, amongst others who were not yet full sponsors of the PAG, were urged to become sponsors. It was maintained that the production and use of edible protein was not of direct concern to the work of the ILO. The excellent services of the PAG were appreciated, and its services were readily available to all members of the UN system, including the ILO. Furthermore, sponsorship required a financial contribution from the participating agency in the neighbourhood of $50,000 a year, for which no provision had been foreseen or made in the ILO's 1972-73 programme and budget. The Committee therefore recommends the Governing Body to decide that, although the ILO fully supports the important work of the PAG and the whole United Nations system in the protein field, the ILO itself does not wish at present to become a full sponsor of the PAG.

13. Under the heading "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the Specialised Agencies and the International Institutions Associated with the United Nations, and Trade Union Activities against Apartheid", the Committee was apprised of the recent developments in the matter in the United Nations. It was seised of the full text of the latest resolution adopted by the Assembly on "the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples etc." - 2874(XXVI).

14. This resolution reiterated requests formulated in earlier resolutions on the subject which had led to the unanimous adoption by the Governing Body of its decision at its 173rd (November 1968) Session. As regards the question of participation, where necessary and appropriate, of representatives of liberation movements in conferences, seminars and other regional meetings of the specialised agencies, in an appropriate capacity, the Secretary-General's report which was before the General Assembly drew attention to the legal and political problems involved and suggested that in view of the political nature and the far-reaching implications of such participation, it would be for the General Assembly to examine in the first instance to what extent it might be necessary and desirable to create a new category of participants for this purpose, and that any decision that the General Assembly itself might take in the matter would then provide guidelines for the specialised agencies. Resolution 2874 (XXVI) requests the Economic and Social Council to submit appropriate recommendations to facilitate examination of the matter by the specialised agencies. This is therefore one of the questions on which the Economic and Social Council will presumably address recommendations to the General Assembly, in which case these would be brought to the attention of the International Organisations Committee in due course.

15. The Governing Body will recall that the Committee had occasion last year to discuss the recommendations made in the United Nations in respect of a proposed trade union conference for concerted action against apartheid. In March 1971, the Committee reported to the Governing Body, at its 182nd Session, that "the Worker members maintained that the desirability of an international conference of trade unions for the purpose was necessarily a matter for the international trade union movement alone, and not for the International Labour Organisation as a tripartite organisation." At its 26th Session the Assembly

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1 See Minutes of the 182nd Session of the Governing Body, Appendix XI, paragraph 21.
adopted a combined resolution - Resolution 2775(XXVI) entitled "The Policies of Apartheid of the Government of South Africa". Resolution H of that combined resolution entitled "Trade Union Activities Against Apartheid", was adopted by the Assembly on 29 November 1971. The Committee was seised of the full text of its operative part. The gist of the resolution was that the Assembly decided to give further consideration to the proposed international trade union conference at its 27th Session; and that the Special Committee on Apartheid was requested and authorised to send a mission to consult on the matter with the workers' representatives to the International Labour Conference at Geneva, in June 1972. The ILO was requested and the workers' representatives were invited to lend their co-operation to the Special Committee in preparing and holding the consultative meetings. The Worker members reiterated the position previously taken, that it was for each trade union organisation to decide on the nature and scope of the further steps against apartheid they wished to take, and expressed their readiness to discuss the matter with the representatives of the Special Committee on Apartheid.

Agrarian Reform: Co-operation with FAO

16. In an information paper on the above subject it was recalled that at its 50th Session in November 1969 the FAO Conference had adopted a resolution recommending the appointment of a Special Committee on Agrarian Reform, in consultation with the UN and the ILO. The Director-General had accepted the invitation to appoint one of the members and had nominated Mr. T.S. Bavin, Secretary-General of the International Federation of Plantation, Agricultural and Allied Workers, to serve on the Committee. The latter had submitted its report to the FAO Conference at its 16th Session in September 1971. The paper set out the findings and recommendations of the Special Committee, and outlined the role of the ILO in the Concerted International Action Programme on Agrarian Reform, in the context of the role of co-operatives in the formulation and implementation of agrarian reform programmes. The Employer and Worker members made particular reference to the resolution concerning the promotion of rural workers' and peasant organisations in Asia unanimously adopted by the Seventh Asian Regional Conference (Teheran, December 1971). It was incumbent on the ILO to expand its programmes to assist rural workers' and peasant organisations, with a view to promoting agrarian reform. The Worker members further stressed the success of the campesinos and noted that it would be preferable to speak of "co-operative services" rather than "co-operatives", which in rural areas often had statutes departing rather widely from co-operative principles.

Protection of Performers, Producers of Phonograms and Broadcasting Organisations

17. A progress report on the above subject was before the Committee. It was reported that the International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organisations (known as the "Rome Convention"), had now been ratified by twelve countries. Another development was the International Conference of States on the Protection of Phonograms, held in Geneva in October 1971, under the joint auspices of UNESCO and WIPO, which unanimously adopted a new International Convention for the Protection of Producers of Phonograms against Unauthorised Duplication of Their Phonograms.
18. Information was also given on the Third Session of the Intergovernmental Committee of the International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organisations, which had been held in Geneva on 1 and 2 November 1971. The Committee was seised of the report of the meeting, and the text of a resolution adopted by the Intergovernmental Committee on the problems arising from satellite communications. Steps were being taken by the secretariats of the three organisations responsible for the administration of the Rome Convention (ILO, UNESCO and WIPO) to implement the decisions of the Intergovernmental Committee, particularly as regards the preparation of a draft model law to facilitate the application of the Rome Convention or accession to it. Intersecretariat discussions were also taking place with a view to organising information meetings on a regional basis to make the Rome Convention better known among States and interested circles.

19. The Worker members fully supported the efforts of the Director-General to encourage governments who were parties to the two copyright Conventions but who had not yet ratified the Rome Convention to do so. The ILO should not give up its role in this field, because the trend was to put more emphasis on intellectual property in the face of technological developments. It was to be noted that broadcasters were discouraging ratification of the Rome Convention and seeking the conclusion of a separate Convention which would protect their own interests. The Rome Convention should remain the basis for international action in this field. The Employer members agreed with the Worker members. Producers of phonograms and broadcasters should also be protected, all the more so as progress in electronics had made it easier to commit acts of "piracy". As far as broadcasting was concerned, in many a country it was either under state monopoly or government control in mixed economies. One Government member stated that while his country had ratified the Rome Convention it was not averse to the conclusion of a separate instrument to suppress "piracy".

20. The Committee recommends the Governing Body:

(a) to take note of the information contained in the paper;

(b) to take note of the report of the Third Session of the Intergovernmental Committee of the International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organisations;

(c) to invite the Director-General to pursue his efforts, in consultation with the employers' and workers' organisations concerned, to ensure that any international arrangements in this field are based on the principles embodied in the Rome Convention and are within its framework.

Preservation of the Human Environment

21. A progress report on preparations under way for the United Nations Conference on the Human Environment, to be held in Stockholm from 5 to 16 June 1972, was submitted to the Committee. The Preparatory Committee charged with this task held three sessions in which the ILO participated. The fourth and last session would be held from 6 to 17 March 1972 in New York. The Committee was informed that an ACC Functional Group on the Human Environment had been asked to compile an ACC Consolidated Document on the UN System and the Human Environment for submission to the Stockholm Conference.

22. The discussion in the Committee turned mainly on the question of ILO representation at the Conference. It was recalled that by a resolution adopted by the International Labour Conference at its 54th (1970) Session the Governing Body had been requested to instruct the Director-General to accept the invitation from the United Nations to attend the Environment Conference and to arrange for the selection of an appropriate ILO delegation, with adequate tripartite representation, to ensure the effective participation of the Organisation in the work of the Conference. The question of representation was being referred to the Governing Body, and the financing of the ILO delegation was being considered by the Financial and Administrative Committee at the present session of the Governing Body.
23. The Employer members held the view that the participation of a tripartite delegation of the ILO in the Conference was of crucial importance. They did not see how one could avoid implementing a Conference decision. They realised that there was a practical problem: the Stockholm Conference would take place while the International Labour Conference was in session, and it would be very difficult for members of the Governing Body to go to Stockholm. Perhaps the way out might be for each of the two groups to send experts, or to appoint people already in Stockholm. With regard to finance, if an abnormal situation was obtaining in the Organisation recourse might be made to an abnormal solution. While attaching great importance to the formal resolution of the International Labour Conference the Worker members did not insist on sending a tripartite delegation, because of the prevailing financial difficulties. They also attached great importance to the principle of tripartism, which should be respected. A solution could be found in appealing to governments to include in their national delegations to the Conference representatives of employers and workers. One should opt for a solution that would lay a lesser financial burden on the ILO.

24. On substance, the Worker members felt that the ILO contribution to the Conference should not be restricted to the "working environment" but should encompass the environment around the workplace: housing, transport and the social infrastructure. The Workers' group should be consulted on the substance and content of the ILO contribution, in the same way as they were being consulted in respect of the ILO paper prepared for UNCTAD III. The Workers insisted that the ILO should make its voice heard at the Conference in sufficiently eloquent terms so that its competence would be fully asserted. The Employer members warned against an ambitious coverage in the ILO paper, but welcomed full consultation on its substance. One Government member supported the position taken by the Worker members and expressed the hope that the Conference would be instrumental in avoiding the historic and technical errors which led to the degradation of the human environment. Another Government member drew attention to the importance of associating all countries and peoples with the vital work of the Conference. In view of the financial difficulties facing the Organisation, one might pause on actually sending a tripartite delegation to Stockholm. If the groups had views or comments on the ILO paper, he was sure that the Director-General would take them into consideration. Another Government member expressed reservations about incurring additional expenditure to send a tripartite delegation to Stockholm. First, there would be an overlapping in time between the Stockholm Conference and the International Labour Conference. Secondly the former was a complete novelty. Would specific decisions be taken, or would there be a general exchange of views? If there were to be an ILO tripartite delegation, would there be an ILO Employer point of view and an ILO Worker point of view?

25. The Committee noted that in fact the Financial and Administrative Committee had already decided not to make financial provision for an ILO tripartite delegation to the Stockholm Conference. Thus the question of appointing such a delegation did not seem to arise.

26. The representative of the Director-General observed that the Stockholm Conference was a United Nations conference, to which the specialised agencies were invited as observers. The ILO had already submitted two "working papers", which the Conference secretariat would use in preparing their own position and action papers. The ACC had submitted a joint consolidated document covering the UN family. There was no provision for any further submissions by individual agencies. Representatives would, however, be able to address the Conference. He was certain that the Director-General would take steps to consult members of the Governing Body regarding any ILO verbal submission to the Conference. He also pointed out that the important non-governmental international organisations, including the major employers' and workers' organisations, were already invited to the Conference as observers.

N. Tata,
Chairman and Reporter.
APPENDIX XII

Twelfth Item on the Agenda

REPORT OF THE WORKING PARTY ON THE FINANCING OF THE EXPENSES OF CONFERENCE DELEGATIONS

1. At its 182nd Session (March 1971) the Governing Body decided to set up a working party to consider all aspects of the question of financing the expenses of delegations to the International Labour Conference, including the financial ones. The Governing Body agreed that the Working Party should have before it full information on every aspect of the question, including the practice of other agencies within the United Nations system.

2. The Working Party was composed as follows:

   **Government members:**
   - Canada
   - Libya
   - USSR

   **Employer members:**
   - Mr. Bastid (substitute for Mr. Montt Balmaceda)
   - Mr. Ghayour
   - Mr. Neilan

   **Worker members:**
   - Mr. Makhlouf
   - Mr. Morris
   - Mr. Plant

   Mr. P. Lapointe (Canada) was elected Chairman.

3. The Working Party met on 15 February 1972 in conjunction with the 185th Session of the Governing Body. It had before it a document submitted by the Director-General setting out the history of consideration of the question in the Governing Body and the Conference; the practice of other organisations; the cost implications of various possibilities of meeting the expenses of delegates.

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1 See seventh and eighth sittings.
2 GB.184/WP/FECD/1.
to the International Labour Conference from the budget of the Organisation and related financial considerations; and the constitutional implications of such possibilities.

4. There was little divergence in the Working Party as regards the analysis of the problem which had led to its establishment. The burden of financing the travel of Conference delegations was greater for non-European countries, many of which were developing countries, than for European States. The over-all costs of financing Conference delegations represented a relatively heavier burden, in relation to over-all national income, for developing than for developed countries. This problem tended to be more acute in the ILO than in other organisations, because of its tripartite character. The double aim of enabling all member States to participate effectively in the work of the Conference, and of strengthening the tripartite basis of that work, appeared to the entire Working Party to call for the serious consideration of the problem before it.

5. There was on the other hand no agreement on the means appropriate to a solution of the problem. As suggested by the Chairman, these means were considered from the point of view of their constitutional implications, of general policy considerations and of financial consequences.

6. From the constitutional point of view, the basic difficulty lay in the provision of Article 13, paragraph 2(a) of the Constitution, to the effect that "each of the members will pay the travelling and subsistence expenses of its delegates and their advisers ... attending the meetings of the Conference ...". The Employer members submitted a proposal which, in their view, was consonant with that provision and hence avoided the need for constitutional amendment: member States would assume the responsibility for sending their delegation, at their expense, to the Conference; at the same time, if certain stringent conditions were met, namely that the delegation was complete and representative and participated fully in the work of plenary Conference and of Committees, the member State concerned would be able to claim certain sums from the Organisation as a form of technical assistance. The Employer members also felt that it was a dangerous philosophy to claim that for an allocation of funds within the budget to be acceptable, its constitutionality should be specifically and expressly established or to suggest, as the working paper may have implied, that any member State could challenge the legality of its financial obligation imposed by the budget as a result of the Governing Body allocation of funds within the ILO budget. On the other hand, the Worker members and the Government members for Canada and the USSR found it difficult to envisage the introduction of any arrangements involving a financial contribution by the Organisation to the cost of Conference delegations without an amendment to the Constitution; the Worker members felt that such an amendment was necessary, in part, in order to ensure the stability of any arrangements arrived at. Some questions were addressed to the representative of the Director-General (the Legal Adviser), who confirmed that Article 13, paragraph 2(a) of the Constitution placed a clear and specific obligation on each member State to bear the material charge of its delegation to the Conference: in his view, in order to establish beyond possible challenge the constitutionality of any arrangement under which the Organisation would meet all or part of the expenses of Conference delegations, an amendment to the Constitution seemed inescapable. Quite apart from other considerations, it might constitute a dangerous precedent if decisions were taken which might appear to circumvent a clear and precise provision of the Constitution. An amendment to the Constitution would require adoption by a two-thirds majority or a plenary meeting and ratification by two-thirds of the membership of the Organisation; it could thus be undertaken only if there existed a substantial consensus within the Organisation.

7. From the point of view of general policy, there was some divergence, first, as regards the relative priority of the question in relation to the funds of the Organisation. The Employer members stressed the central position of the Conference in the work of the Organisation, as well as its educative role; it was accordingly necessary to make it possible for all countries to be represented by a sufficient number of persons to enable them to take a full part in the work of the Conference. The Government member for the Libyan Arab Republic shared this point of view. The Worker members, on the other hand, did not consider that the proposed payments should be undertaken at the expense of programmes, on the assumption that it was unrealistic to expect that the total funds available to the Organisation would be materially increased by reference to the issue under consideration. They had doubts whether the proposed
payments could be genuinely regarded as technical assistance. Moreover, the Conference was in practice not so unrepresentative as had been suggested (for instance in 1971 113 countries were represented of which only 9 had no Employers' and 7 no Workers' representatives), and the reasons for non-attendance were often unrelated to issues of financing. This last point received some confirmation from indications, by the Office, regarding the replies of governments as to the reasons for sending incomplete delegations to the last session of the Conference. Finally, the USSR Government member also suggested that, before any decisions were taken, alternative uses of the resources would need to be carefully weighed.

8. A second policy issue, raised by the USSR Government member and endorsed by the Worker members, was whether the introduction of arrangements under which the Organisation would meet expenses of Conference delegations would not attenuate the obligation, at present squarely laid on Members, to assume responsibility for a tripartite delegation, and be ultimately detrimental rather than favourable to the tripartite structure of the Organisation. The Employer members did not consider that their proposal, predicated as it was on Members initially paying the expenses of their delegations, would in fact have such a detrimental result.

9. Thirdly, the Worker members took the view that no solution could be seriously envisaged until the over-all financial position of the Organisation was fully clarified. The Employer members, on the other hand, felt that there was no need to postpone consideration of the matter, both because such consideration would necessarily take some time and because it might be possible to find necessary savings elsewhere. Similarly the Government member for the Libyan Arab Republic took the view that the search for a solution to the problem should not be deferred because of the current circumstances, which his Government regarded as temporary.

10. In view of these divergencies of general policy, the more detailed financial implications were hardly touched upon. Some Employer members envisaged a contribution to the expenses of a full delegation of four persons, and the representative of the Government of Canada indicated that his Government had been prepared to give favourable consideration to a proposal within these limits. However, Mr. Ghayour regarded this only as a first step, and Mr. Bastid was in favour of paying for a certain number of advisers, while leaving the expenses of delegates to the Government. The Worker members expressed concern that any initial arrangement might lead to further demands which would have the effect of seriously curtailing programme activities.

11. Given the differences of views expressed by its members, the Working Party concluded that it was not in a position to propose that the Governing Body should at the present time consider any change in the existing arrangements for financing the expenses of Conference delegations. However, subject to the position of the Employer members as recorded in paragraph 9 above, it recommends that the Governing Body should re-examine this question as soon as it seems that circumstances make it appropriate to do so. In this connection the Governing Body may wish to consider whether the question could appropriately be re-examined at its session in November 1972.

P. Lapointe,
Chairman and Reporter.
APPENDIX XIII
Thirteenth Item on the Agenda

ACTIVITIES OF THE INTERNATIONAL OCCUPATIONAL SAFETY AND HEALTH INFORMATION CENTRE (CIS) IN 1971

[At its seventh sitting the Governing Body decided, without discussion, to postpone consideration of the paper relating to this item to its 186th Session. The paper is accordingly not reproduced here.]

APPENDIX XIV
Fourteenth Item on the Agenda

COMPOSITION AND AGENDA OF COMMITTEES AND OF VARIOUS MEETINGS\(^1\)

First Paper

Composition and Agenda of Standing Bodies and Expert Meetings

I. STANDING BODIES

Composition of the Joint Maritime Commission and Agenda for its 21st Session

Change in the Composition of the Joint Maritime Commission

1. The Standing Orders of the Joint Maritime Commission provide, in article 8.2, that "in the event of a vacancy arising owing to the decease or resignation of a regular or deputy member belonging to the Shipowners' or Seafarers' group, full freedom as to the manner of replacing him shall be left to the group concerned".

2. The Director-General has been informed by the leader of the Shipowners' group of the Commission that following the resignation of Mr. R.E. Kumana of India the group has agreed that Mr. C.M. Master, who is one of the Indian National Shipowners' Association representatives on the Council of the International Shipping Federation and Managing Director of Scindia Steamships (London) Ltd., should be nominated as replacement for Mr. Kumana.

3. The Governing Body is invited to take note of the above change in the composition of the Joint Maritime Commission.

Agenda for the 21st Session of the Joint Maritime Commission

4. Provision is made in the 1972-73 Programme and Budget for convening a session of the Joint Maritime Commission. At its 182nd Session (March 1971), the Governing Body considered the resolutions adopted by the Conference at its 55th (Maritime) Session held in October 1970 and invited the Director-General, when making proposals concerning the next session of the Commission, to bear in

\(^1\) See eighth sitting.
mind the requests made by the Conference concerning the inclusion of the following items in the Commission's agenda:

1. Industrial relations in the shipping industry.
2. Seafarers' holidays with pay.
3. The protection of young seafarers.
4. Flags of convenience.
5. The minimum basic wage of able seamen.
6. Continuity of employment of seafarers.

The Governing Body may accordingly wish to decide that the agenda for the 21st Session of the Joint Maritime Commission shall consist of the above six items.

II. EXPERT MEETINGS

Agenda for the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy

6. Financial provision for this meeting is included in the Programme and Budget for 1972-73. The relevant paragraph states that the object of this meeting would be to explore the desirability and possible scope of ILO action in the field of the relationship of multinational corporations and social policy. This would be done in close co-operation with the Organisation for Economic Co-operation and Development (OECD).

7. In a resolution concerning the social problems raised by multinational undertakings, adopted unanimously at its 56th (1971) Session, the International Labour Conference considered that the rapid development of such undertakings, while offering certain possibilities, raised new social problems as regards employment, conditions of work and industrial relations, and noted 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. The Conference further expressed the wish that this meeting should be held as soon as possible and requested 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. The Governing Body considered this resolution at its 184th Session, and it was agreed that the Director-General would communicate it to the governments of member States and through them to employers' and workers' organisations.

8. The adoption of this resolution by the Conference followed the adoption by the Metal Trades Committee in January 1971 of two resolutions: (i) requesting the ILO to study the social impact of multinational corporations in the metal trades in the fields of human resources—especially in income maintenance and training—conditions of work and life, and industrial relations, in line with the social principles developed by the ILO, and to report on this study to the Governing Body, and (ii) referring to the effect of international competition among world companies and requesting the Office to take the necessary measures in order to co-operate with governments and employers' and workers' organisations in encouraging more effective implementation of ILO standards on working conditions, trade union rights and free collective bargaining in the metal trades throughout the world.

9. More recently, a resolution concerning multinational corporations was submitted to the Seventh Asian Regional Conference (Teheran, December 1971). The Regional Conference did not consider the substance of that resolution but agreed that it should be referred to the meeting on the relationship between multinational corporations and social policy.

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2 See Minutes of the 184th Session of the Governing Body, sixth sitting, and Appendix III, paragraphs 37-40.
10. In the light of these proposals it is suggested that the terms of reference of the meeting should be to explore and submit recommendations to the Governing Body on the desirability and possible scope of ILO action concerning the relationship of multinational corporations and social policy and that the scope of its discussions should include: human resources, including employment, income security and training; conditions of work and life; industrial relations; and the implementation of ILO standards on working conditions, trade union rights and free collective bargaining.

11. The information submitted to the meeting by the Office as the basis for its discussions will be factual and objective.

12. As regards employment and related aspects, the matters to be examined would include: problems related to capital exports and to the production of goods in countries with lower labour standards in competition with domestic products, and their effect on job opportunities in the home country; the contribution which the establishment and growth of multinational corporations may make to the creation of new and steady employment opportunities in host countries, especially when the operations concerned are labour-intensive, as well as problems concerning the use of local personnel at all levels, and job and income security; and the role which multinational corporations can play in bringing to host countries modern management techniques, technical know-how, new training facilities and new skills, which are all essential for economic and social development.

13. As regards industrial relations, questions which might usefully be examined include the level of decision-making in labour matters, especially in connection with collective bargaining, differences between the patterns of labour-management relations in the host countries and in the home country, and the adaptation of company personnel policies and practices to conditions in the host countries.

14. Conditions of work would be considered in connection with the application of international labour standards adopted under the auspices of the ILO.

15. The discussions at the Conference, the Governing Body and other ILO meetings will be drawn to the attention of the meeting.

16. Proposals concerning the composition and date of the meeting are being submitted separately.
Second Paper
Composition of Standing Bodies and Expert Meetings

I. STANDING BODIES
Panel of Consultants on Safety and Health in Agriculture

1. The term of office of the members of the Panel of Consultants on Safety and Health in Agriculture has expired and it is therefore necessary to reconstitute the Panel.

2. The terms of reference of the Panel are to advise and assist the Office in its work on occupational safety and health in agriculture and to assist the Office, on request, by replying to specific questions.

3. When it made the first appointments to the Panel at its 164th Session (February-March 1966) the Governing Body decided that the Panel should be composed of not more than forty consultants from the main agricultural regions of the world, specialising in the various branches of the subject.\(^1\)

4. The Officers have agreed that the term of office of the members of the Panel should be extended for a further period, with a few substitutions which would not affect the balance between the number of persons appointed after consultation with governments and with the Employers' and Workers' groups of the Governing Body respectively.

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\(^1\) See Minutes of the 164th Session of the Governing Body, fifth sitting, p. 31, and Appendix XV, paragraph 29, p. 100.
5. The Director-General accordingly proposes that the following persons be reappointed as members of the Panel:

Members Appointed after Consultation with Governments

Mr. N. ANDREEV (USSR), Deputy Director for Scientific Research and Technology for Repair and Maintenance of Agricultural Machinery.

Mr. D. ANDREONI (Italy), D.Civ. Engin., Technical Adviser to the International Social Security Association; Director-General of the Italian National Accident Prevention Organisation.

Mr. D.P. KENNEDY (New Zealand), E.D., M.B., Ch.B. (New Zealand), D.P.H. (London), F.R.S.H.; Director-General of Health; Deputy Chairman of the Agricultural Chemicals Board; Member of the New Zealand Milk Board and the Stock Remedies Board.

Mr. L.W. KNAPP, Jr. (United States), B.Sc.; Associate Professor and Chief, Accident Prevention Section, Department of Preventive Medicine and Environmental Health, Institute of Agricultural Medicine, University of Iowa.

Professor L.I. MEDVED (USSR), former Head of the All-Union Research Institute of Hygiene and Toxicology of Pesticides; former Director of the Kiev Institute of Occupational Health and Occupational Diseases (1952-64); former Minister of Health Protection of Ukraine (1949-52).

Mr. A. MEIBOOM (Israel), B.Sc. (Agriculture); Acting Chief Inspector of Labour; manager of mixed farming undertakings.

Mr. A.S. ØRSZÉD-MÜLLER (Denmark), M.Sc.; Special Inspector for Safety and Health in Agriculture, Forestry and Horticulture, Directorate of Labour Inspection; Chairman, Danish Machinery Committee; member, Nordic Machinery Committee.

Professor Gerhardt PREUSCHEN (Federal Republic of Germany), Director of the Max Planck Institute for Agricultural Work and Rural Technology, Bad Kreuznach.

Dr. H. RAFALSKI (Poland), Director of the National Institute for Rural Medicine, Lublin.

Professor M.N. RAO (India), M.B.B.S., M.P.H., Dr. Ph., F.A.P.H.A., F.A.M.S.; Professor and Head of the Section of Physiological and Industrial Hygiene, All-India Institute of Hygiene and Public Health (Calcutta); Chairman of the Industrial Health Advisory Committee of the Indian Council of Medical Research.

Professor Franklin H. TOP (United States), M.D.; Director, Institute of Agricultural Medicine, State University of Iowa.

Professor Jean VACHER (France), Professor of Legal and Social Medicine, University of Tours; founder of the French National Institute of Agricultural Medicine and the International Association of Agricultural Medicine; member of Occupational Diseases Committee, Ministry of Agriculture.

6. The Governing Body is invited to reappoint the persons named in paragraph 5 as members of the Panel for a period expiring on 31 March 1977.

7. The Director-General has been informed that Mr. G.S. Wilson (United Kingdom), who was appointed to the Panel by the Governing Body at its 164th (February-March 1966) Session has since retired.
8. In order to replace Mr. Wilson, the Governing Body is invited to appoint the following person as a member of the Panel for a period expiring on 31 March 1977:

Mr. J.S. BAKER (United Kingdom), Chief Executive Officer, Ministry of Agriculture, Fisheries and Food.

9. Consultations are proceeding with the Employers' and Workers' groups of the Governing Body and the Director-General hopes to submit further nominations before the end of the present session.

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Panel of Consultants on Safety in Mines

10. The term of office of the members of the Panel of Consultants on Safety in Mines has expired and it is therefore necessary to reconstitute the Panel.

11. The functions of the Panel are to advise the Office and assist it in its work in the field of mine safety. The Panel is available to interested bodies throughout the world as a source of expert advice on the prevention of mine accidents in general and, in the event of an emergency, on methods and equipment available for rescue purposes and subsequent preventive action.

12. The original Panel was composed of 28 members, 14 of whom were appointed after consultation with governments and 7 each after consultation with the Employers' and Workers' groups of the Governing Body. The Officers have agreed that the size and balance of membership should be maintained when the Panel is reconstituted.

13. The Director-General proposes that the following members of the Panel be reappointed:

Members Appointed after Consultation with Governments

Dr. M. BEZNECKER (Czechoslovakia), Mining Engineer, Deputy Director of Coal Mining Inspectorate.

Mr. R.G. DEO (India), Additional Chief Inspector of Mines, Government of India.

Mr. FREREAU (France), General Mining Engineer, Chairman of the Technical Section of the General Mines Board.

Mr. H. GARCÍA ZÚÑIGA (Chile), Chief, Safety Section, State Mines Department.

Mr. Amado Mesta HOWARD (Mexico), Mining Engineer, Department of Mines.

Mr. D.S. KINGERY (United States), Chief, Safety Education and Training Group, Health and Safety Activity, Bureau of Mines, Department of the Interior.

Mr. N. KIRICI (Turkey), Mining Engineer, Labour Inspector, Ministry of Labour (Istanbul Group).

Mr. A. SZCZUROWSKI (Poland), Engineer, Technical Director, Rybnik Coal Industry Board.
14. The Governing Body is invited to reappoint the persons named in paragraph 13 as members of the Panel for a period expiring on 31 March 1977.

15. Consultations are proceeding with governments and with the Employers' and Workers' groups of the Governing Body and the Director-General hopes to submit the remaining nominations at a forthcoming session.

Panel of Consultants on the Problems of Women Workers

16. The term of office of the members of the Panel of Consultants on the Problems of Women Workers has expired and it is therefore necessary to reconstitute the Panel.

17. The primary functions of the Panel are to keep the Office informed of major developments relating to women workers, to provide additional information to the Office on basic trends in this field, and to assist the Office, on request, to reply to specific questions.

18. The Officers have agreed that the Panel should be limited to 30 members - 10 of whom would be appointed after consultation with governments and 10 each after consultation with the Employers' and Workers' groups of the Governing Body - and that the consultants' term of office should be 5 years.

19. Consultations are proceeding and the Director-General hopes to submit nominations before the end of the present session.

Panel of Consultants on the Problems of Young Workers

20. The term of office of the members of the Panel of Consultants on the Problems of Young Workers has expired and it is therefore necessary to reconstitute the Panel.

21. The primary functions of the Panel are to keep the Office informed of major developments relating to young workers, to provide additional information to the Office on basic trends of particular concern to youth and to advise the Office and assist it, on request, to reply to specific questions.

22. The Officers have agreed that the Panel should be limited to 30 members - 10 of whom would be appointed after consultation with governments and 10 each after consultation with the Employers' and Workers' groups of the Governing Body - and that the consultants' term of office should be 5 years.

23. Consultations are proceeding and the Director-General hopes to submit nominations before the end of the present session.
II. EXPERT MEETINGS

Ad Hoc Committee on the Occupational Safety and Health Programme

24. The Governing Body was informed in a paper submitted at the last session\(^1\) that the Director-General hoped to submit at the present session further nominations for experts to participate in the meeting of this Committee.

25. The Director-General now submits the following nominations:

Experts Nominated after Consultation with Governments

- Mr. George C. GUENTHER (United States), Assistant Secretary for Occupational Safety and Health, Department of Labor.
- Mr. V.S. SHATALOV (USSR), Chief, Technical Department of the State Committee of the Council of Ministers on Safety Supervision in Industry and Mining Works (Gosgortechnadzor).
- Mr. Charles SISSON (United Kingdom), Director of Occupational Safety and Health, Department of Employment.

26. The Governing Body may wish to authorise the Director-General to invite the experts named in paragraph 25 to participate in the meeting.

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\(^1\) See Minutes of the 184th Session of the Governing Body, Appendix XVI, second paper, paragraph 13.
Third Paper

Composition of the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy

1. The Governing Body was informed in an earlier paper\(^1\) that proposals concerning the composition of this meeting would be submitted separately.

2. Provision has been made under the Programme and Budget for 1972-73 for the invitation of 24 participants, to be drawn from government, employer and worker circles.\(^2\) The Director-General now submits the following nominations:

**Experts Nominated after Consultation with the Employers' Group of the Governing Body**

**Members**

- Mr. Erhard BOUILLON (Federal Republic of Germany), Member of the Board of Directors, Farbwerke Hoechst AG.
- Mr. Ijigu DEMISSE (Ethiopia), Assistant General Manager, Ethiopian Airlines.
- Mr. D.J. FLUNDER (United Kingdom), Director, Dunlop Co. Ltd.
- Mr. Freddie A. MEHTA (India), Director, Tata Industries Private Ltd.
- Mr. David RICHMOND (Kenya), Executive Officer, Federation of Kenya Employers.
- Mr. Charles H. SMITH Jr. (United States), Chairman, ILO Council and Labour Relations Committee, US Chamber of Commerce.
- Mr. B. SUPERVIELLE SAAVEDRA (Uruguay), past President, Chamber of Commerce of Uruguay.
- Mr. Georges YELNICK (France), Director responsible for staff relations, Aluminium-Péchiney Co.

**Substitutes and advisers**

- Mr. Eugène ALLAIN (Madagascar)
- Mr. Daniel ANDRIANTSITOHAINA (Madagascar)
- Mr. M. AJOSE-ADEOGUN (Nigeria)
- Mr. J.A. BELFORD (Canada)
- Mr. Marcel BIART (Belgium)
- Mr. Roger DECOSTERD (Switzerland)
- Mr. Mohamed EL-MECCAWI (Sudan)
- Mr. Hernán ERRAZURIZ TALAVERA (Chile)
- Mr. Massoud GHAYOUR (Iran)
- Mr. D.H. GREVE (Liberia)
- Mr. René KORN (Switzerland)
- Dr. José E. MINULLIN (Brazil)
- Mr. Hans-Göran MYRDAL (Sweden)
- Mr. D.A. NOAKES (Australia)
- Mr. Hasan T. OZALP (Turkey)
- Mr. Jules PAULY (Luxembourg)
- Mr. Guido RANDONE (Italy)
- Mr. Nils SVENSSON (Sweden)
- Mrs. Claudette VARIOIS-ANDRIAMADY (Madagascar)
- Mr. L.E. WIRASEKERA (Ceylon)

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1 See above, first paper.
3. The Governing Body may wish to authorise the Director-General to invite the experts named in paragraph 2 to participate in the meeting.

4. Consultations are proceeding with governments and with the Workers' group of the Governing Body, and the Director-General hopes to submit further nominations at the next session.

APPENDIX XV

Fifteenth Item on the Agenda

INTERNATIONAL INSTITUTE FOR LABOUR STUDIES

[No paper was submitted to the Governing Body on this item on its agenda.]
Sixteenth Item on the Agenda

INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING

Report on the Fourteenth Session of the Board of the Centre

1. The Board of the International Centre for Advanced Technical and Vocational Training held its Fourteenth Session in Geneva on 22 February 1972.

2. In accordance with Article III, paragraph 1, of the Statute of the Centre, the report on the session is submitted to the Governing Body.

3. Attention is drawn to paragraph 25 of the report, in which the Governing Body is invited to take note of the Centre programme and budget for the academic year 1972-1973.

TEXT OF THE REPORT ON THE FOURTEENTH SESSION OF THE BOARD OF THE CENTRE

1 See eighth sitting.
Introduction

1. The Board held its fourteenth session at Geneva on 22 February 1972 under the chairmanship of Mr. Wilfred Jenks, Director-General of the ILO.

2. The Board of the Centre decided to submit a report of its discussions to the Governing Body.

Approval of the Minutes of the Thirteenth Session

3. The Board approved the minutes of the thirteenth session.

Report by the Director of the Centre
(31 January 1971-31 January 1972)

4. A report by the Director on the activities of the Centre during the past year was submitted to the Board (appended to this report).1

5. Mr. Henniker-Heaton, on behalf of the Employer members, noted that the Centre was now fully under way. He considered that it now enjoyed a high reputation and that the whole staff deserved commendation. He nevertheless expressed concern about several matters, namely the provisional stabilisation of the number of Fellows in the programmes at too low a level compared with the total number of participants which includes those attending seminars; the training of Fellows at appropriate levels constituted the principal task of the Centre. He stressed that a balance should be maintained between management courses and vocational training courses and the volume of research activities; the latter should not be carried out to the detriment of training activities and some of them did not perhaps fall within the Centre's field of competence. The nature of publications should be carefully watched and it would be detrimental to the Centre if some of them were of a contentious nature economically or politically.

6. Mr. Faupl, on behalf of the Worker members, stressed the improvement in the quality of the Centre's activities which had been achieved over the past few years; however, he pointed out that too much emphasis had been laid on research activities and the organisation of seminars. He wished to know the results of the training provided by the Centre and its impact in the countries concerned.

7. Mr. Ghayour feared that the organisation of what seemed to him an excessive number of seminars might lead to a decline in the quality of the training. Supported by Mr. Neilan, he hoped that the statistics given might distinguish between participants in seminars and participants in programmes. He considered that too much stress had been placed on research activities. The Nigerian Government representative expressed satisfaction with the number of Fellows attending programmes at the Centre in 1971 and with the variety of programmes held. He approved the research activities carried out at the Centre. Mr. Neilan considered that the Centre should give less emphasis to research and only carry it out to the extent that it was likely to improve programme content.

8. The Director recalled that the essential aim of the research work done at the Centre was to improve the effectiveness of the programmes and of the training provided in the developing countries. He pointed out that certain

1 See Annex A.
research work, especially that into employment promoting technologies, was
directly related to the principal and permanent preoccupations of Fellows and
was an essential complement to the Centre programmes. In reply to Mr. Ghayour,
the Director stressed that the seminars were on highly specialised subjects
that fitted very well within the concept of advanced training and that they in no
way lowered the quality of the training provided at the Centre. Recognising
their undoubted usefulness, certain international organisations with which the
Centre collaborates in this field were planning to double the number of these
seminars. The Director stated that whereas in the past there had been
insufficient collaboration with employers' and workers' organisations, on the
question of recruitment of participants in seminars other than those organised
in co-operation with international organisations, this liaison was now
established. Finally, the Director pointed out that control and follow-up of
Fellows' training was being developed through a system of periodic surveys among
former Fellows.

9. Members of the Board were given, for information, copies of the
Director's letter to the Administrator of the United Nations Development
Programme concerning the preliminary report prepared by the Review Mission on
"In-Plant Training and the Role of the International Centre for Advanced
Technical and Vocational Training at Turin". The text of this reply, based on
the discussions at the last Board meeting, is appended to this report.

Programme and Budget for Academic Year 1972-73

10. The Board was given a draft programme and budget (appended to this
report) for the academic year 1 August 1972 to 31 July 1973. In the general
discussion Mr. Ghayour said that, since the Centre had been created by the ILO,
it should follow the line taken by the Governing Body of the ILO. The link
between the Governing Body and the Centre was the Board of the Centre, and it
was essential for the Board's full authority to be exercised in practice. He
pointed out that the programme was not what he had wanted because there were too
many seminars in relation to programmes and because of the imbalance between
what he considered to be an excessive number of management programmes on the one
hand and the number of technological training programmes on the other. In this
respect he regretted that the Board of the Centre did not have sufficient means
of controlling the calendar of programmes in detail and of introducing changes.
He hoped the Board's role was not that of merely approving the calendar and
suggested that the Board of the Centre should work according to the same
procedure as the Governing Body of the ILO and the committees that report to it.

11. Mr. Faupl said that he shared Mr. Ghayour's views about the real
powers of the Board of the Centre as far as the preparation of the calendar was
concerned, in the light of the financial limitations imposed on the Centre and
the origin of some of its resources. He regretted that the balance between
management programmes and technical training programmes was not sufficiently
respected and recalled that the Centre had not, by statute, been set up to
provide training for managers. He recognised that the Director had made a
great effort, particularly during his negotiations with the UNDP, to put forward
a calendar of programmes that corresponded, as far as possible, to the wishes of
the Worker members; but he proposed that the Director study the suggestions
made by members of the Board and try to improve the calendar accordingly.

12. The French Government representative recalled that the Centre's aim
was to provide training at a high level for participants who could not be trained
in their own countries; thus the Centre was fulfilling its mandate by providing
training for managers. Furthermore, the organisation of seminars at Turin was
very useful.

13. Mr. Louet stressed the fact that the nature and quantity of resources
available to the Centre would very largely govern the choice of the kind of
training provided. He pointed out that if the ILO contribution to the Centre

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1 See Annex B.
2 See Annex C.
were reduced, control of the Centre's activities exercised by the Board of the Centre and the Governing Body of the ILO would inevitably diminish.

14. The Director pointed out that the Centre's mandate in the field of management training was based on Article I, paragraph 1, of the Statute, which stipulates that "the object of the Centre shall be to provide advanced, technical and vocational training at various levels for persons who are considered suitable for more advanced training than they could obtain in their own countries or regions".

15. In reply to Mr. Faupl and Mr. Ghayour, the Director pointed out that the calendar of programmes had been prepared in relation to courses requested by governments for which UNDP financing was available, and that, as was indicated in the UNDP consultants' report, most governments had asked the Centre to organise management programmes. The Director said that he fully recognised the usefulness of the technology programmes and he hoped to achieve a balance, as he had indicated in his letter to the Administrator of the UNDP. He added that should extra funds become available, either from the UNDP or elsewhere, then the two technology courses that had been deleted would be immediately reinstated.

16. The UNESCO representative informed the Board that, in the light of the growing interest of member States and of the Centre's increased competence in the field of new training methodologies for technical training and of programmed instruction in particular, the Director-General of UNESCO intended to propose, at the UNESCO General Conference in October 1972, that the UNESCO contribution to the joint research programme be increased from 93,000 dollars to 142,000 dollars for the financial year 1973-74. The purpose of this increase was to enable the Centre to develop auto-didactic equipment and especially programmed instruction equipment for technical teaching, by selecting and adapting equipment for the developing countries, testing it with Fellows at the Centre. It would also enable the Centre to develop and validate prototypes and new teaching and training materials and to set guidelines for local production adapted to local needs.

17. The Italian Government representative stressed that, as far as the ILO contribution to the Centre's budget was concerned, the money which, because of the present financial difficulties, could not be paid should still be considered in any case as owed to the Centre. He hoped for an assurance that the contributions owed to the ILO by certain governments, up to an amount equal to their share of the ILO contribution to the Centre for the year 1971-1972 would be recovered. He insisted on the balance that should be maintained between the respective contributions of the ILO and the UNDP on the one hand, and the Italian Government, which contributed 30 per cent of the Centre's budget, on the other. The Italian Government could not accept that this balance be upset.

18. The Government representative of the Federal Republic of Germany wanted a ruling on whether that part of the ILO contribution that had not yet been paid was considered as a debt. With regard to the non-payment, by certain governments, of that part of their contribution to the ILO budget which represented their percentage of the ILO contribution to the Turin International Centre, Mr. Neilan considered that this was a dangerous precedent which, if it were established, could affect other activities. Government contributions should be of a general nature, irrespective of the value that the governments attributed to different ILO activities. The Nigerian Government representative thought it dangerous that the Centre's activities should suffer from the ILO's financial crisis and requested that the ILO contribution be maintained.

19. The Chairman stressed that at present the whole United Nations system was faced with a serious financial crisis. The financial difficulties of the ILO and of the Centre should be viewed in this perspective. He said that he had proposed to the Financial and Administrative Committee of the Governing Body
of the ILO that within the general framework of economy measures, the contribution to the Centre should be reduced by 40 per cent, i.e. 260,000 dollars for 1972, but that, on the other hand, the contribution in fellowships should be maintained intact. He stated that, as soon as the United States contribution was paid, and depending on the amount paid and the date of payment, steps would be taken immediately to bring the situation back to normal. The Governing Body of the ILO intended that this money should be paid into a special fund. The Chairman would then propose to the Governing Body measures designed to satisfy the requests made by the Board of the Centre.

20. The Italian Government representative regretted that a reduction of such magnitude, although admittedly a temporary one, in the ILO cash contribution to the Centre had been proposed. He noted with satisfaction that the Director-General of the ILO had decided to continue to pay the whole amount of the contribution in fellowships.

21. The Government representative of the Federal Republic of Germany, supporting the comments on this point made by Mr. Ghayour, said that if, because of reduced financing from the ILO, it was necessary to economise, then these economies should be made in the area of organisation of seminars and management programmes.

22. Mr. Abate expressed concern at the size of the reduction in the ILO contribution.

23. Several speakers, and in particular Mr. Henniker-Heaton and the Pakistan Government representative, wanted to know the impact of the reduction in the ILO contribution on the Centre's activities as regards both the current financial year (1 August 1971-31 July 1972) and the financial year starting 1 August 1972. In answer to this question, the Director stated that he hoped to keep the number of programmes planned for the April 1972 Session more or less the same, with possibly one or two exceptions, but that in order to do so, he would have to withdraw money from the reserve fund. The Director assured the Board that these withdrawals would not, at any time, compromise the Centre's total commitments and obligations to either officials or creditors. The Director added that, at present, there was no point in deciding to pare down the draft calendar for next year, since the foreseen reduction of the Centre's real resources was only 5 per cent. He said that he would continue to use flexible budgetary procedures, keeping expenses within the limits imposed by available financial resources, so as not to jeopardise the solvency of the Centre at any time. However, should it prove necessary to reduce activities, the Director would inform the Board or its Officers. The Director stated that, in accordance with the provisions of the Centre's financial rules, he would allocate the amounts due but not yet paid by the ILO to the general reserve fund, in order to meet all the Centre's commitments and obligations.

24. The Board agreed on the general outline of the Centre programme and budget for the academic year 1972-1973. Under Article III, paragraph 10, of the Statute of the Centre, the budget is submitted, for information, to the Governing Body of the ILO.

25. The Governing Body is invited to take note of the Centre programme and budget for the academic year 1972-1973.

Follow-up to the Seminar on Universal Standards and Conventions in Accounting

26. The Board was informed of the conclusions and recommendations of the International Seminar on Universal Standards and Conventions in Accounting, which was held at the Centre from 6 to 10 December 1971.

27. Mr. Henniker-Heaton considered that the seminar and its recommendations had been useful but regretted that the responsibility for implementing these recommendations had not been clearly defined. He supported the Director's intention of informing the next World Accounting Congress of this seminar's conclusions in the hope that the professional organisations supporting that
Congress would indicate how best some of the recommendations of the seminar might be considered and where appropriate furthered by those persons and bodies most competent in the field of accounting. However, he questioned the Centre's competence to undertake certain tasks that it was expected to carry out, in particular the preparation of a bibliography and a report on the implementation of accounting standardisation. He did not think it appropriate, bearing in mind the present financial difficulties, that a "seminar-stage" should be organised in December 1972 on the drawing-up of accounting standards and Conventions for international use.

28. During the discussion, the Pakistan Government representative expressed satisfaction that this seminar had been organised and hoped that the Centre would be able, as far as possible, to implement the recommendations and that a second seminar might be organised, on condition that it was not financed by the Centre. Mr. Paupl, expressing a personal view, said that he did not consider that a seminar such as this should come within the framework of Centre activities. Mr. Oechslin expressed doubts about the universal value of these recommendations and about the seminar's competence to deal with economic and financial policy problems. Mr. Neilan considered that the problems of standardisation should fall solely within the competence of the professional associations. He approved the conclusions of the seminar but not its recommendations.

29. The Director suggested that only those proposals that fell within the framework of the Centre's training activities should be taken up. He informed the Board that should a second seminar be held, it would be financed, as was the first, by the participants themselves and would not involve a charge on Centre funds.

30. The Board decided that the World Accounting Congress should be informed of the seminar's work and that a decision on the organisation of a second seminar should not be taken until the reactions of the Congress were known.

Functions and Composition of the Advisory Board on Programmes

31. At its last session in November 1971, the Board had decided, on the proposal of Mr. Ghayour, that the powers and composition of the Advisory Board on Programmes, as well as its relationship with the Board of the Centre, should be studied on the basis of a document to be prepared by the Director of the Centre.

32. The Board carried out this study and accepted the proposal of the Employers' group that a draft amendment to the Statute of the Centre be prepared. This draft amendment would indicate the means by which the main responsibility for advising on preparation of programmes would revert to a sub-committee or working party of the Turin Board assisted by experts in the field of advanced training and by representatives of a limited number of international organisations with special competence for this purpose. The draft would be sent to the Chairman of the Board and the Director of the Centre, who would distribute it, with his comments, to the members of the Board, so that it could be examined at the meeting of the Board of the Centre that would take place in May 1972. If this draft were then approved by the Board of the Centre it could be submitted to the Governing Body of the ILO for a decision.

Staff Questions

33. Draft amendments to the Staff Regulations were tabled and the Board heard a statement made by the Staff Union representative.

34. The Board approved the amendments proposed by the Director (appended to this report).
Other Business

Audited Accounts for the Sixth Financial Period
(1 August 1970-31 July 1971)

35. The audited accounts for the sixth financial period were submitted to the Board.

The Board approved the audited accounts.

Date and Place of the Fifteenth Session

36. The Board decided to hold its next session at Geneva to coincide with the 186th Session of the Governing Body of the ILO. The exact date would be fixed by the Governing Body at its 185th Session.
Since the International Centre for Advanced Technical and Vocational Training was set up, 1971 is the first year during which it has had regular financing enabling it to make use of its training potential in a rational way. These resources have made it possible to carry out smoothly the programme approved by the Board of the Centre.

Although the Director, for reasons of financial prudence, thought it preferable to postpone some training programmes, and to admit 1,345 participants to the Centre for programmes and seminars, instead of the planned 1,500, it could be considered that this record figure during the past year represents the Centre's cruising speed.

I. Training

Programmes

The Director's last report on the Centre's activities was submitted at the March 1971 session of the Board. Since then three trimesters' programmes have begun (April and September 1971, and January 1972) and three, which began in January, April and September 1971, have been completed. During the period under consideration 45 training programmes have either been held or are now running.

From 1 January to 31 December 1971 the Centre went through a period of unprecedented expansion. In fact the number of participants for the 33 training programmes and the 10 seminars held that year totalled 1,345, as against 964 in 1970, 736 in 1969, 592 in 1968, 480 in 1967, 369 in 1966 and 102 in 1965. Two hundred and seventy-two persons are now following the January session programmes. Thus, since 1963, when the Centre was set up, 4,860 persons from 131 countries and territories have either participated in training programmes and seminars or have benefited from the organisation of in-plant training periods.

Within the framework of its vocational, technical, pedagogic and management development training activities in 1971 the Centre put the emphasis on regional programmes financed by the United Nations Development Programme (UNDP). These programmes are designed to meet specific needs. The regional project for French-speaking Africa south of the Sahara has been completed. Other regional programmes were held, especially for East African English-speaking countries and Latin American countries, within the framework of UNDP-financed programmes.

As recommended by the UNDP consultants, the Centre has increased the number of "tailor-made" programmes in order to meet the expectations and specific needs of participants and developing countries. An example of this is the programme on automobile systems maintenance, organised for instructors and held from September 1971 to January 1972, at the request of the Imperial Ethiopian Highways Authority, and financed by the International Bank for Reconstruction and Development.

This policy will enable the Centre to integrate more fully with national planning, the financing of which is ensured by the UNDP.

In 1971, for the first time, the Centre held three programmes on finance and accounting management in industrial and commercial enterprises for trade union officials. Two of these programmes, held in January and September 1971 for Latin American countries, included trade union officials from Argentina, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, Guatemala, Mexico, Paraguay, Peru, Uruguay and Venezuela. The third programme, held in May 1971 for

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1 See Minutes of the 183rd Session of the Governing Body, Appendix XIX, Annex A.
2 See Appendix 1.
African countries, included trade union officials from Ethiopia, Kenya, Nigeria, Sierra Leone, Sudan and Tanzania. A fourth programme on finance and accounting management in the enterprise for trade union officials from Asian countries began on 24 January 1972 and will end on 14 April 1972. It includes participants from Indonesia, Japan, Malaysia, Philippines and the Republic of Singapore.

The Centre's programmes, especially those concerned with improving productivity, with export marketing management and with tourism, were designed to give industrialising countries the opportunity of accumulating the capital essential for development, either by offering competitive exports on the world market or by providing services. It is in this light that the Centre, working in close co-operation with FAO, has organised programmes, starting in January 1972, on the general management of the agricultural enterprise and production management for enterprises processing agricultural products.

1. January 1971 Session

(a) Programmes for Managers

The following programmes, which began on 11 January 1971, ended on 2 April 1971:

- Executive development (in French, for 30 middle and senior managers).
- Export marketing management (in French, for 34 directors and senior marketing managers).
- Maintenance management (in French, for 29 senior technical managers).
- Personnel management (in English, for 25 personnel managers).
- Finance and investment management (in Spanish, for 33 senior managers).
- Productivity management (organised for the Asian Productivity Organization, in English, for 20 managers). This programme was financed by the UNDP.

(b) Programmes for Instructors, Training Officials and Trade Union Officials

- Finance and accounting management (held in Spanish, from 18 January to 8 April 1971, for 32 trade union officials).
- Administration of vocational education (held in English, from 18 January to 8 April 1971, for 29 managers of national and regional vocational training services).
- Machine design and innovation (held in English, from 4 January to 26 March 1971, for 24 teachers, trainers, instructors, specialists and experts).
- Fundamental electronics (held in French, from 4 January to 26 March 1971, for 30 instructors in electricity and electronics).
- Electronic data-processing systems installation (held in English, from 4 January to 26 March 1971, for 28 middle and junior managers).

2. April 1971 Session

With the exception of 2 programmes, financing for this session was provided by the UNDP within the framework of regional training programmes for East Africa and Latin America.

(a) Programmes for Managers

The following programmes, which began on 26 April 1971, ended on 16 July 1971:

- Distribution management (in English, for 32 middle and senior managers).
Production management (in English, for 30 middle and senior managers).
Tourism management (in Spanish, for 17 middle and senior managers).
In addition, the following programme was held in French and financed by the Centre:
Executive development (for 31 middle and senior managers).

(b) Programmes for Instructors
The programmes, which began on 3 May 1971, ended on 23 July 1971:
Maintenance technology (in English, for 33 senior managers).
Mechanical technology (in English, for 22 instructors, technicians and supervisors).
Refrigeration and air-conditioning technology (in English, for 16 teachers, trainers, instructors, technicians, technologists, specialists or experts).
Electricity and electronics technology (in English, for 27 training officials or instructors).
Electronics systems in industry (in Spanish, for 16 technicians or technical supervisors).
Automation of mechanical operations: optimal utilisation of resources (in Spanish, for 10 senior managers).

(c) Programmes for Training Officials
Training methodology (held from 3 May to 23 July 1971, in Spanish, for 30 vocational training officials).

(d) Programmes for Trade Union Officials
(Financed by the Centre)
Finance and accounting management (held from 3 May to 23 July 1971, in English, for 26 African trade union officials).

3. September 1971 Session
Apart from special programmes, most of this session's programmes were financed from Centre funds.

(a) Programmes for Technicians
Maintenance and repair of nuclear electronic equipment (a special programme organised jointly with the International Atomic Energy Agency (IAEA) and held from 30 August to 3 December 1971, in English, for 18 technicians in electronics).

(b) Programmes for Instructors
The following programmes, which began on 6 September 1971, ended on 26 November 1971:
Mechanical technology (in French, for 30 vocational training instructors, instructor trainers, professors, assistant professors, technical teachers, foremen and technicians).
Automobile systems maintenance (in French, for 32 vocational training instructors, instructor trainers, professors, assistant professors, technical teachers, and also for workshop managers, foremen and technicians engaged in training activities in garages).
Electronic data-processing systems installation (in English, for 31 middle or junior managers).
Electrical and electronics technology (in Spanish, for 23 training officials and instructors).

In addition, the following special programme was organised, in English, for the Government of Ethiopia and financed by the International Bank.

Automobile systems maintenance (for 15 Ethiopian technicians).

(c) Programmes for Managers

The following programmes, which began on 13 September 1971, ended on 3 December 1971:

Tourism management (in French, for 23 middle and senior managers).
Materials management (in English, for 31 senior managers).
Personnel management (in French, for 30 middle and senior managers responsible for personnel management).

(d) Programmes for Trade Union Officials

Financial and accounting management in the enterprise (held in Spanish, from 20 September to 10 December 1971, for 31 trade union officials from Latin America).

(e) Programmes for Training Officials

Training methodology (held in English, from 20 September to 10 December 1971, for 33 supervisor training officials).

4. January 1972 Session

(a) Programmes for Instructors

The following programmes, which began on 10 January 1972, will end on 30 March 1972:

Industrial maintenance technology (in French, for 19 instructors from vocational training centres, instructors in enterprises, instructor trainers, professors, assistant professors, technical teachers, technicians or supervisors in charge of a maintenance team).

Tool, die and gauge technology (in English, for 31 technologists, technicians, supervisors, instructors and trainers).

Automobile systems maintenance (in English, for 35 instructors and foremen carrying out training activities in garages and for technical teachers). This programme is financed by the UNDP.

Electromechanical technology (in French, for 19 instructors from vocational training centres and enterprises, instructor trainers, professors, assistant professors, technical teachers, technicians or foremen carrying out training activities).

(b) Programmes for Managers

The following programmes, which began on 17 January 1972, will end on 7 April 1972:

Export marketing management (in Spanish, for 23 senior managers and directors responsible for export marketing). This programme is financed by the UNDP.

Management accounting (in French, for 29 middle and senior accounting managers).
The following two programmes are being held jointly with the United Nations Food and Agriculture Organization (FAO):

General management of the agricultural enterprise (in English, for 29 managers or future managers of agricultural enterprises). This programme is financed by the UNDP.

Production management (in enterprises processing agricultural products) in Spanish, for 15 production managers from enterprises and officials from productivity centres). This programme is financed by the UNDP.

(c) Programmes for Training Officials

Administration of the vocational training institution (running from 17 January to 7 April 1972, in Spanish, for 31 training officials). This programme is financed by the UNDP.

(d) Programmes for Trade Union Officials

Financial and accounting management in the enterprise (from 24 January to 14 April 1972, in English, for 18 trade union officials from developing countries).

The financial and accounting management programme in French for European trade union officials, which was to have been held from 31 January to 10 March 1972, has been postponed, at the request of the trade union organisations concerned, until the April session (22 May to 29 June).

5. Preparation of the April 1972 Session

It is planned that seven of the programmes for the April-July 1972 session, designed to dovetail with regional programmes, and one national programme for six Asian countries (Philippines, Indonesia, Malaysia, Thailand, Hong Kong and Singapore) will be financed, at least partially, by the UNDP within the framework of national planning. These programmes are to be on the following subjects:

Consultancy methodology for management consultants.

Tourism management.

Export marketing management.

Production management in enterprises processing agricultural products.

Industrial maintenance management.

Administration of the vocational training institution.

Another programme is to be on:

Entrepreneurship: the creating and building of enterprises.

Other programmes, not designed for Asian countries, will also be organised:

(a) For Training Officials

Training methodology (in English, from 17 April to 7 July 1972). This programme, for East African countries, will be financed by the UNDP.

(b) For Managers

Management control and information management (in Spanish, from 2 May to 21 July 1972). This programme should be financed by the UNDP.

(c) Programme for European Trade Union Officials

Financial and accounting management in the enterprise (in French, from 22 May to 29 June 1972).
Seminars held since January 1971

By organising seminars the Centre seeks to make an original contribution to problems that are of international interest and are linked to social and industrial development.

Various seminars were organised by the Centre either on its own or in collaboration with UNESCO, the ILO, the European Economic Communities or the International Union of Official Travel Organisations (IUOTO).

(a) The first of a series of seminars on Vocational Training of Girls and Women in Relation to Employment Possibilities in Europe, which was organised jointly with the ILO as part of the World Employment Programme, brought together 14 specialists from 8 European countries. The main outcome of this seminar was that it shed new light on the present situation, in which the talents and qualifications of women workers are not nearly used to the full. A study was made of the action to be taken to improve this, especially as regards vocational training and guidance of girls and women in relation to employment possibilities.

(b) Second Seminar for Managers of Vocational Training in Agriculture: a seminar organised jointly with the European Economic Community and held from 19 to 24 April 1971, in German, French, Italian and Dutch, for 34 training officials with responsibilities in the agricultural sector, in occupational organisations, vis-à-vis the public authorities or in public or private training institutions.

(c) Management of Training in the Enterprise: a seminar held jointly with the European Economic Community from 17 May to 18 June 1971, in Spanish, for 14 training officials from mining and metallurgic enterprises in Latin America.

(d) Tourist Plant and Facilities: a seminar held jointly with the International Union of Official Travel Organisations (IUOTO) from 21 June to 3 July 1971 for 42 tourist officials.

(e) Programmed Instruction: a seminar held jointly with UNESCO from 22 July to 6 August 1971, in English, for 26 UNESCO experts.

(f) Fifth General Study Cycle: held jointly with the International Union of Official Travel Organisations (IUOTO), from 2 to 21 August 1971, in French, English and Spanish, for 51 tourist officials.

(g) Higher Technical Training for Industry: held jointly with UNESCO from 25 August to 17 September 1971, in English, for 17 university professors and assistants who specialise in industrial technology.

(h) Technical Teacher Training: held jointly with UNESCO from 6 to 18 September 1971, in English, for 21 UNESCO project managers and their counterparts.

(i) First Seminar for Training Officials in the Transport Sector: a seminar held jointly with the European Economic Community from 8 to 21 November 1971, in German, French, Italian and Dutch, for 30 training officials in the transport sector.

(j) Universal Standards and Conventions in Accounting: held by the Centre from 6 to 10 December 1971, in French, English and Spanish.

A group of 45 experts from 21 countries recommended that action be taken on a broad front to standardise accounting so that it becomes an international economic language. A world-wide survey has shown an almost total absence of acknowledged international standards, despite the rapid growth of international investment and exchange. The conclusions of the seminar, which are submitted to the Board in another document, include a recommendation that the Turin Centre in particular should collaborate in the development of standardised accounting systems.

1 Document CC 14/4.
The seminars or conferences to be held between now and the end of the year include the following:

(a) First Seminar for Training Executives in the Commercial Sector: a seminar organised jointly with the European Economic Community, to be held from 10 to 14 April 1972, in German, French, Italian and Dutch, for 30 training executives in the commercial sector.

(b) Management of Training in the Enterprise: a seminar organised jointly with the European Economic Community, to be held from 15 May to 16 June 1972, in French, for 20 training officials in African enterprises.

(c) Techniques and Applications for Micro-teaching: a seminar organised jointly with UNESCO, in English, for experts.

Group Study Visits and In-plant Training

In accordance with the recommendations of the UNDP consultants, individual in-plant training has been replaced in all programmes by two-week group study visits.

This new method of organising industrial training has made it possible to meet the growing difficulty of finding enterprises willing to receive fellows; it has also made it possible to increase the number of host countries. The language problems that arose during individual in-plant training periods can be overcome during group study visits by having interpreters present. Thus, during the period under consideration, 446 enterprises were visited, in 11 countries: Belgium, Denmark, Finland, France, the Federal Republic of Germany, Netherlands, Norway, Spain, Sweden, Switzerland and the United Kingdom. During the same period 273 visits were made in Italy.

This new orientation has made it easier to integrate the study visits more fully with the teaching provided by the Centre. The aim of the visits is to solve a particular problem and the teachers, who are on the spot, orientate and co-ordinate the visits, satisfying the fellows' interests and establishing contacts with the host enterprise.

During the period under consideration the Centre has also organised, at the request of international organisations or of governments, 111 individual in-plant training periods lasting several weeks or months which are not necessarily connected with the programmes. These training periods, which constitute in-plant training in the true sense of the word, were organised for people who, because of their level of knowledge and field of interest, were unable to find in the teaching provided by the Centre a programme appropriate to their interests.

Research

As stated at the last session of the Board, the main aims of the research activities are:

- to help improve the effectiveness of training in developing countries;
- to help improve the effectiveness of the Centre's training programmes (as regards training subjects, content and methodology, identification of needs and evaluation of results).

The joint UNESCO/ILO Research Section has continued its work on two main projects: the content and orientation of technical training; and the application of programmed instruction to technical training.

The first research project consists of an analysis of training programmes available in developing countries and is run in collaboration with technical teaching institutions in Chile and Malaysia. The first findings of this research have already been published. Negotiations are under way to extend this project to Dahomey, Algeria and Nigeria.

The aim of the second project is to find the most effective means of applying programmed instruction methods to the teaching of technical subjects in
developing countries. The research planned within the framework of this project is at present being carried out in collaboration with the technical institutions of Kenya, Malaysia and Iran. A study of the real and potential use of education technology in the third world has already been completed and published. At present the Centre is looking into the possibility of setting up an advisory service to provide documentation and training in the field of education technology, especially concerning techniques and material related to self-instruction.

As from 1 January 1971 the joint UNESCO/ILO Research Section has become a Research Service within the Research and Studies Department. The Centre's library and an audio-visual aids unit have been attached to this service and form the basis of the possible documentation service mentioned above.

Research projects carried out by the Faculty of the Centre have continued. A list of these is given in Appendix 2 to this report. These projects cover a wide variety of fields, which include, in particular, attempts at evaluating the training provided by the Centre, the development of techniques, the study of methods and their experimental application. Several of these projects have now been completed and can be published.

The Advisory Board on Programmes was given a progress report on these research projects at its meeting held on 21 and 22 January 1972.

**Proposed Activities for 1972-73**

The annual budget which the Board is asked to approve\(^1\) amounts to $5,400,000 and provides for 1,500 fellows. Despite the continuous steep rise in the cost of living and the consequences of the devaluation of the dollar the Centre's expenditure has been kept at the same level as that for the previous year, in order to take account of the uncertainty with regard to the financing of international organisations.

In order to achieve this objective, the Director, who is maintaining the length of programmes at 3 months and the number of participants at 1,500, proposes to the Board that 2 of the programmes financed by the Centre, out of the 32 programmes proposed last year, be abandoned and that the number of participants in seminars be increased in the same proportion. If extra funds became available from the UNDP or elsewhere these two programmes could be reinstated.

In accordance with the Board's recommendation at its last session the balance between technological and management programmes will stay the same. Out of the 30 programmes, 11 will be for managers, 3 for training officials, 10 for technicians, instructors and skilled workers, and 6 for trade union officials (as compared with 3 during the previous academic year).

There will be 32 participants in each programme, whereas previously there were only 30 in management programmes; thus 960 participants will be trained.

As during the previous year, about 100 individual in-plant training placements will be arranged.

As mentioned before, the number of seminars and participants therein will be increased; 440 people will be received at the Centre for this purpose.

While, at its last session, the Board considered that there should be a pause in the increase in the number of participants, it thought it desirable for the additional activities of the Centre to take three main courses: regional activities, research into new training methods, and publication of the findings of this research.

In order to develop regional activities, agreements have been made with the Asian Productivity Organisation, the Industrial Development Centre for Arab States and the Organisation of American States to organise seminars and itinerant programmes on the spot; agreements are being negotiated with other organisations.

\(^1\) See Annex C.
As far as research is concerned, the Centre, while continuing the work already undertaken, is proposing to go further into the study of employment-promoting technologies appropriate to the situation of developing countries, and to find out about new training methods including programmed instruction, the study of which was entrusted to the Centre by UNESCO. These research projects could, in accordance with the recommendation of the UNDP consultants and with the agreement of the Board, come to constitute one of the Centre's main activities.

The research findings should be published and widely disseminated throughout the world.

Publications

The Centre has undertaken to publish the findings of research or experiments carried out by the Faculty. These are works relating to training and self-instruction specifically prepared for developing countries. This teaching material is adapted to the particular working conditions in these countries and takes into account the study conditions in which the publications will be used. This material includes programmed texts, based on methods and approaches developed and tested at the Centre.

It is also planned to publish the cases presented by fellows as part of their individual work.

The extension of activities to the field of publications shows that the Centre is conscious of the immense need for publications prepared for use in developing countries. It is often impossible to take advantage of training opportunities not only because there is a lack of published texts but also because they are so expensive, and the Centre realises that its publications must be sold at moderate prices.

A preliminary list of the subjects of publications is given in Appendix 3.

II. Co-operation with International Organisations

Preparation and Implementation of Training Projects Financed by the UNDP

As indicated in the reports submitted in May 1970 and March 1971 the UNDP has agreed, after negotiating with the governments of the countries concerned, to entrust the Centre with the launching of training projects.

A large inter-regional project, which began in April 1970, was completed during 1971. This project involved 278 fellowships given to French-speaking African countries south of the Sahara, Chile, the Dominican Republic and the Asian Productivity Organisation.

Thus 56 fellows from French-speaking African countries south of the Sahara participated in technology programmes during the session from September 1970 to February 1971 and 7 participants from these countries followed programmes during the January-April 1971 session.

Within the framework of the same inter-regional project 20 participants from 12 Asian countries followed the special programme on productivity management organised for the Asian Productivity Organisation from January to April 1971. Seven fellows from the same countries followed programmes during the September-December 1971 session (materials management, training methodology for supervisor training officials, electronic data-processing systems installation).

Lastly, still under the same inter-regional project, 3 participants from the Dominican Republic followed technology programmes.

There were 2 missions headed by the Director of the Centre, one to 5 East African countries (Ethiopia, Tanzania, Kenya, Uganda and Sudan) in July and August 1970, and the other to 6 South American countries (Brazil, Chile, Peru, Ecuador, Colombia and Venezuela) in August and September 1970. The purpose
of these missions was to determine which needs in these countries could be met by the Turin Centre within the framework of new regional training projects financed by the UNDP.

A new inter-regional project concerning these countries was then prepared by the Centre and approved by the UNDP. The April-July 1971 session was essentially devoted to carrying out the first stage of this project.

This session included six programmes for East African countries: production management, distribution management, maintenance technology, mechanical technology, refrigeration and air-conditioning technology, electricity and electronics technology. The distribution of participants by country was as follows: Kenya, 27; Uganda, 25; Sudan, 46; Ethiopia, 40; Tanzania, 21 (total 159).

The same session also included five programmes for Latin American countries: tourism management, electronics systems in industry, automation of mechanical operations, optimal utilisation of resources, training methodology for vocational training officials. The distribution of participants by country was as follows: Brazil, 9; Chile, 18; Colombia, 12; Ecuador, 11; Peru, 5; Venezuela, (total 65).

The second stage of this project began in January 1972 with three programmes for the Latin American countries mentioned above: export marketing management, production management in enterprises processing agricultural products and administration of the vocational training institution. The distribution of participants by country was as follows: Brazil, 13; Chile, 9; Colombia, 25; Ecuador, 6; Peru, 7; Venezuela, 4 (total 64). Furthermore, two Brazilian participants are following the industrial maintenance technology programme during the same session.

For the January 1972 session, two programmes have also been organised for East African countries taking part in this project: automobile systems maintenance and general management of the agricultural enterprise. The distribution of participants by country was as follows: Ethiopia, 16; Kenya, 8; Sudan, 12; Tanzania, 12; Uganda, 12 (total 60).

At the same time the Algeria-4 project is being completed with the participation of 15 fellows in the programme on financial and accounting management in the enterprise during the January-April 1972 session, and the participation of 4 fellows in the programme on industrial maintenance technology.

Finally, under the Philippines-33 (SF) project three Philippine nationals followed the programme on the administration of vocational education during the January-April 1971 session, and four others went on special study visits.

The Director intends to organise various projects for African countries south of the Sahara during the 1972-73 period.

In accordance with recommendations in the UNDP consultants' report the old system of selection by dossier has been replaced by on-the-spot selection. This is done either by Centre officials on mission or by delegation to the most competent local authorities.

This procedure has made it possible to achieve greater homogeneity in the recruitment of candidates and, consequently, a noticeable improvement in the results of the programmes.

Other Forms of Co-operation

During the period under consideration the Centre, as already indicated, has continued to collaborate closely with the UNDP, the ILO, UNESCO, the IUOTO, the IAEA and the EEC. For the calendar year 1972 the EEC has agreed to increase its budget for the organisation of seminars with the Centre from $60,000 to $100,000. The Centre has also collaborated with the International Bank in organising and carrying out a training programme for Ethiopian technicians (see I) and has begun to co-operate with FAO in organising and running training programmes for the agricultural sector (see I). It has also continued to collaborate with the UNCTAD/GATT Centre for trade and development in carrying out programmes on international marketing.
In addition to these activities the Centre has collaborated with other organisations, on a self-financing basis, in holding conferences and seminars and carrying out other professional activities. The programme of these activities for 1971-1972 is shown in Appendix 4.

III. Financial Situation

The accounts for the 12-month period ended 31 July 1971 showed a surplus of income over expenditure totalling $390,907 and an increase in the General Reserve Fund from $695,595 to $1,086,502. Income was $137,716 more than the amount forecast and expenditure $138,191 less than the amount forecast.

The audited accounts of income and expenditure for the financial year 1970-1971 are submitted to the Board in document CC 14/7.

As regards the 5-month period ended 31 December 1971, according to a preliminary statement of income and expenditure, which will be subject to changes when the final results are available, expenditure exceeded income by about $39,000. A summary of the situation is given in Appendix 5.

Between now and the end of the financial year (31 July 1972) a considerable increase in expenditure provided for in the budget is forecast, while income will remain stable and will even decrease in certain cases.

The devaluation of the dollar has entailed a considerable increase in the Centre's costs; expenses are incurred mainly in lire or other European currencies, whereas income, with the exception of the Italian contribution, is received in dollars. In addition to this increase in expenditure on salaries and in the cost of services supplied to the Centre, there is the continuous rise in prices.

As the Chairman pointed out at the last Board meeting (thirteenth session, 5-6 November 1971), the ILO had not received an amount of $277,060 in the form of contributions due from certain governments, representing their share in the ILO contribution to the Centre for the academic year 1971-72.

The Director-General of the ILO therefore informed the Director of the Centre that the ILO contribution to the Centre for the financial year 1971-72 would be temporarily reduced. In 1972 the cash contribution, which should be $650,000, may be cut to $390,000, of which $195,000 will be paid during the first six months of the year. Out of a total contribution in fellowships of $300,000 included in the Centre's budget for the year 1971-72, only $125,000 has been allocated to the Centre for the first six months of the year. The ILO contribution to the Centre for the financial year 1971-72 may therefore fall from $950,000 to $320,000, a reduction of $630,000 - unless the ILO contribution for the second semester is received before 31 July 1972.

In view of this imbalance between income and expenditure the Director has decided to keep all expenditure as low as possible and to ask the UNDP for an increase in the fellowship rate equal to the loss due to the devaluation of the dollar.

IV. Structure

Board of the Centre

The following changes should be noted:

(i) In the Government group, the representative of the Central African Republic, Mr. Potolot, has been replaced by Mr. Ngai-Voueto; the representative of Nigeria, Mr. Koku, has been replaced by Mr. Pepple; the representative of the Federal Republic of Germany, Mr. Knolle, has been replaced by Mr. Zöllner.

(ii) In the Workers' group Mr. R. Louet and Mr. E. Moyal have been appointed as members to replace Mr. Beermann and Mr. Becker.

The Director-General of UNESCO has appointed Mr. A.M. M'Bow, Assistant Director for Education, to represent him.
Advisory Board on Programmes

The term of office of the nine members appointed by the Board of the Centre on the proposal of the Government, Employers' and Workers' groups expired in November 1971. The Board decided to extend the term of office of these members until its February session and to replace:

- Mr. Cyril Lloyd by Mr. Cyril R. English, on the proposal of the Government group;
- Mr. Fernando Romero by Mr. Alfonso Castañeda Pastor, on the proposal of the Employers' group;
- Mr. Fernand Decoster by Mr. Kurt Prokop, on the proposal of the Workers' group.

In addition to the organisations which are already members, the Board agreed that the following organisations should be represented: the Food and Agriculture Organization of the United Nations (FAO), the Asian Productivity Organisation (APO) and the Industrial Development Centre for Arab States.

The Advisory Board on Programmes met for its fourth session on 21 and 22 January 1972. A representative of the Organisation of American States also took part in this meeting.

The discussions of the Advisory Board on Programmes enabled the Director to draw up the draft programme for 1972-73, which is submitted to the Board under another agenda item.

The Board decided at its thirteenth session (November 1971) that the powers and composition of the Advisory Board on Programmes as well as its relationship with the Board of the Centre would be discussed at its next meeting on the basis of a document prepared by the Director of the Centre. This document is submitted to the Board under another agenda item.

V. Administration of the Centre

Administrative Structure

The Board was informed at its twelfth session (6 March 1971) that as from 1 January 1971 a Research and Studies Department had been set up, headed by Mr. Raymond S. Milne, who was promoted to the position of Assistant Director of the Centre (D.2). This change in structure was completed by the setting up as from 1 October 1971 of an Administration and Finance Department, headed by Mr. Francesco d'Attilia (Italy), who was appointed Assistant Director of the Centre (D.2).

Staff

(a) Wages and Salaries

Wages and salaries of officials in the General Service category are tied to the rise in the cost of living. A 5 per cent increase in salaries and wages therefore came into effect on 1 October 1971.

Family allowances for officials in the General Service category were increased by 15 per cent as from 1 August 1971.

1 See Appendix 6.
2 See Annex C.
3 Document CC 14/5.
Following the decision taken by the United Nations General Assembly, the gross salaries of officials in the Professional category and above were increased by 8 per cent as from 1 July 1971, after consolidation of two classes of post adjustment.

In view of the rise in the cost of living, the post adjustment for the Professional category and above rose from class 3 to class 4 on 1 April 1971, reverted to class 2 on 1 July 1971, when salaries were increased, and rose to class 3 on 1 September 1971 and class 4 on 1 January 1972 to compensate for the effects of the devaluation of the dollar. With the exception of this last change in the post adjustment, the Board was informed of all these salary increases at its thirteenth session.

(b) Classification of Posts

A study of post classification will be made in 1972 with the help of experts from other international organisations. The aim of this study is to lay down objective criteria for classification.

As in other international organisations, the posts of interpreter and translator were classified in the Professional category as from 1 October 1971.

(c) Staff Regulations

Since the adoption of the Staff Regulations by the Board at its eleventh session (23 May 1970) the committees for handling relations with the staff have been set up.

At this session the Board has before it the proposed amendments to the Staff Regulations.\(^1\)

(d) Setting up of a Faculty Council

The Director decided that all the Faculty members as well as a number of other officials should meet regularly as a Faculty Council so that he could hear their opinions, answer their questions and keep them informed on the general policy he intends to follow. During the current year the Faculty Council, chaired by the Director, discussed questions such as the organisation of study visits abroad, the use of modern training methods, programmed instruction and research into employment-promoting technology.

The Council is useful in that it makes it possible to elicit with complete freedom the considered opinion of the Faculty, clarify and orientate decisions and dispel any possible misunderstandings; it also provides a means of dialogue with the Faculty.

(e) Number of Officials

The budget for 1971-72 provides for 207.75 posts, of which 67.25 are in the Professional category and above, and 140.50 in the General Service category.

On 15 January 1972 the total number of officials was 201, of whom 62 were in the Professional category and above and 139 in the General Service category.

During the period under consideration (31 January 1971 - 15 January 1972) 16 officials were recruited (including 6 teachers) and 10 officials left the Centre.

The list of staff at 15 January 1972 is given in Annex VII.\(^2\)

The two following tables drawn up on 15 January 1972 show the distribution of staff (excluding the General Service category) by country, branch and grade.

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\(^1\) Document CC 14/6.
\(^2\) Not reproduced here.
### DISTRIBUTION OF STAFF ON 15 JANUARY 1972 BY NATIONALITY
(excluding the General Service category)

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<th>Nationality</th>
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### DISTRIBUTION OF STAFF ON 15 JANUARY 1972 BY BRANCH AND GRADE
(excluding the General Service category)

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<td>16</td>
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<td>10</td>
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<td>59</td>
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</tbody>
</table>

It will be seen that 18 nationalities are represented among officials in the Professional category and above (26 nationalities for the entire staff of the Centre).

(f) Social Life

While the main aim of the stay in the Centre is to give participants an opportunity of increasing their occupational and technical knowledge, it also enables them to enrich their experience by making contacts, outside their programmes, with other fellows from different cultural, social, political and economic backgrounds. The 300 fellows who participated in the last session (September 1971) represented 75 countries.
The role of the section responsible for social life is to encourage these contacts, create an atmosphere of tolerance and open-mindedness, and provide entertainment by organising lectures, films, excursions and sporting events.

Fellows can communicate with the Director through a Council, appointed on a geographical basis and chaired by the official in charge of social life. The aim of the Council is to bring to the attention of the Director the fellows' problems, wishes, suggestions or criticisms concerning their life at the Centre.

Installations
(a) Maintenance
During 1971 the City of Turin had maintenance work done on Centre installations for a total of 28,250,000 lire (i.e. US$47,719.59). The sum of 125 million lire (i.e. US$211,148.65) is included in its 1972 budget for this purpose.

(b) Equipment
The purchase of equipment during 1971 was limited to a strict minimum. Only equipment directly related to teaching (audio-visual aids, new classrooms, electronic equipment) was slightly increased.

(c) Residence
Activities of the Residence developed considerably during the period under consideration. From 1 January to 31 December 1971 the total number of nights' lodging provided was 77,180, as compared with 62,507 for 1970, 50,000 for 1969 and 39,171 for 1968.

During the session starting in January 1971, facilities proved insufficient and fellows had to be accommodated outside the Residence for a month.

Ambassador Arpesani, Chairman of the Italian Committee for the Centre, informed the Board at its last session of the Committee's intention to allocate considerable resources to the Centre for furnishing new rooms at the Residence and fitting out new offices.

Events at the Centre
Among the events and seminars that took place during the period under review (1 February 1971 - 31 January 1972) the following should be mentioned:

<table>
<thead>
<tr>
<th>Dates</th>
<th>Activities</th>
<th>Approximate number of participants</th>
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<tbody>
<tr>
<td>1-5 February</td>
<td>&quot;Honeywell-Information System&quot;, seminar for officials from local programming centres</td>
<td>25</td>
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<tr>
<td>16 March</td>
<td>&quot;Honeywell-Information System&quot;, seminar for officials from local programming centres</td>
<td>30</td>
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<tr>
<td>20 April</td>
<td>Technical commission of the &quot;Institute of Popular Housing for the Province of Turin&quot;</td>
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<tr>
<td>11 May</td>
<td>Technical commission of the &quot;Institute of Popular Housing for the Province of Turin&quot;</td>
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<td>24 February-</td>
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<td>3 June-</td>
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<tr>
<td>7 November-</td>
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<td>3 December</td>
<td>Technical commission of the &quot;Institute of Popular Housing for the Province of Turin&quot;</td>
<td>15</td>
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</tbody>
</table>
Information Activities

The Centre has published a new information brochure describing the nature and aim of its activities within the framework of technical co-operation. The French, English, Spanish and Italian editions of this brochure were published in collaboration with the Italian Committee for the Centre.

Programme calendars and leaflets describing the courses have continued to be widely disseminated in order to ensure that programmes and seminars get publicity.

Increased financing on a firmer basis has made it possible to send out information more in advance of the start of the programmes. However, as the Board has pointed out, only multi-annual financing would allow sufficient time to ensure the success of a procedure essential to the smooth running of the Centre.

In accordance with the wishes expressed by the members of the Board, the Centre has developed its contacts with the press: a number of press cuttings and articles on the Centre's activities, based on press releases, interviews with and visits by journalists, have reached the Centre.
Visits

A number of visits have been paid to the Centre by official government delegations and delegations from employers' and workers' associations, representatives of industry, training institutions, schools of business management and non-governmental organisations.

Mr. Hubert Maga, President of the Republic of Dahomey, honoured the Centre with a visit on 29 November 1971.
### Appendix 1

**GEOGRAPHICAL DISTRIBUTION OF PARTICIPANTS IN STANDARD PROGRAMMES, SPECIAL PROGRAMMES AND SEMINARS ORGANISED AT THE CENTRE FROM 15 OCTOBER 1965 TO 31 JANUARY 1972**

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**Note:** This table gives the number of participants in programmes and seminars organised at the Centre between 1965 and 31 January 1972. If account is taken of the fact that some fellows arrive at the Centre in September and leave in March of the following year, the total number of fellows for whom the Centre has been responsible each budget year is as follows: 1965: 102; 1966: 470; 1967: 642; 1968: 664; 1969: 815; 1970: 1,035; 1971: 1,457; 1972: (up to 31 January 1972) 314; total: 5,499.
Appendix 2
STATE OF RESEARCH PROJECTS AT 1 JANUARY 1972

1. Curriculum design in technical training: I
   This project is being conducted within the research programmes sponsored by UNESCO and ILO.
   Survey and analysis of subject content and orientation in technical training in Chile.
   Project completed.
   Report written and published.

2. Curriculum design in technical training: II
   This project is being conducted within the research programmes sponsored by UNESCO and ILO.
   Survey and analysis of subject content and orientation in technical training in Malaysia.
   Project completed.
   Report written and published.

3. Training methodology in technical training: programmed learning: I
   This project is being conducted within the research programmes sponsored by UNESCO and ILO.
   Introduction, adaptation and validation of selected programmed learning exercises in Kenya.
   Planned completion date: 30 June 1972.

4. Training methodology in technical training: programmed learning: II
   This project is being conducted within the research programmes sponsored by UNESCO and ILO.
   Introduction, adaptation and validation of selected programmed learning exercises in Malaysia.
   Planned completion date: 31 December 1972.

5. Training evaluation in technical training: I
   This project is being conducted within the research programmes sponsored by UNESCO and ILO.
   Identification of the influence of environmental factors and individual behaviour on the acquisition and use of technical knowledge.
   Planned completion date: 31 March 1972.

6. Syllabus design in management training: cross-cultural content: I
   Development of a bibliography on the cross-cultural aspects of management (selection of writings in Italian, English, French, Spanish and German).
   Planned completion date: 31 July 1972 for Italian, French and Spanish editions. The English and German editions will be prepared later.

7. Training methodology in technical training: automated systems: I
   A series of experiments to determine the effectiveness of the computer as an aid in collective (as distinct from individual) teaching.
   Project completed.
   Report ready but not published.
8. **Training methodology in technical training: automated systems: II**

A series of experiments to determine the effectiveness of various combinations of programmed (and semi-programmed) material and communications equipment in the teaching of the electronics aspect of automatic devices.

Project completed.
Manuals now in use.

9. **Training methodology in management training: social strategy skills: I**

Development of training methodologies concerned with improving the design and application of strategies managers may use for resolving conflict situations.

Project completed.
Report ready but not published.

10. **Training methodology in management training: learning skills: I**

Development of training methodologies concerned with improving specific learning skills through the use of case studies.

Planned completion date: 31 July 1972.

11. **Training evaluation for the Turin Centre: I**

A series of experiments to determine the effectiveness of a technique (semantic differential analysis) for measuring changes in attitudes to ideas (as these are represented by words) carried out during two training programmes.

Project completed.
Summarising article published.

12. **Training evaluation for the Turin Centre: II**

A series of experiments with evaluation techniques to determine their effectiveness in identifying the needs and expectations of participants in the Centre programmes, their capacities and styles, and the extent to which these can be satisfied by the training programme alternatives offered by the Centre.

This project was carried out in conjunction with all the training programmes conducted in the Centre during 1969-70.

Project completed.
Report ready but not published.

13. **Training evaluation for the Turin Centre: III**

The definition for this project is the same as for Training Evaluation II above except that some variations were introduced into the research methodology used and the project relates to 1970-71.

Project completed.
Report ready. Publication deferred.

14. **Training evaluation for the Turin Centre: IV**

The definition for this project is the same as for Training Evaluation I except that the experiments concerned different training programmes conducted at a later date and some changes have been made in the research methodology used.

Project completed.
Report ready but not published.
15. **Training evaluation for the Turin Centre: V**
   Experiments with post-course evaluation techniques (follow up) for training methodology programmes.
   Planned completion date: 31 March 1972.

16. **Training evaluation for the Turin Centre: VI**
   Analysis and interpretation of answers to attitude questionnaires (which form a part of the current evaluation procedures) in four selected programmes to determine their usefulness in helping to improve training programmes.
   Planned completion date: 31 January 1972.

17. **Training evaluation for the Turin Centre: VII**
   Analysis and interpretation of correlations between session assessments made by fellows in three selected programmes and several biographic and demographic factors.
   Planned completion date: 31 March 1972.

18. **Management practice in the enterprise: personnel management: I**
   Analysis of personnel management training and research activities conducted in Europe.
   This project, and the one that follows, are concerned with assembling and analysing information about the management training and research activities being carried out in Europe as a basis for review, revision and improvement in the Centre's training activities.
   Project completed.
   Summarising article published.

19. **Management practice in the enterprise: personnel management: II**
   Analysis of personnel management practices in France, the United Kingdom and Italy.
   This project is concerned with assembling and analysing information about the personnel management practices in the European countries specified as a basis for review, revision and improvement in the Centre's training activities.
   This project is being undertaken in conjunction with INSEAD, Fontainebleau, France.
   Planned completion date: 31 July 1972.

20. **Management practice in the enterprise: personnel management: III**
   Analysis of personnel management and industrial relations practices in a selected number of developing countries.
   This project is concerned with assembling and analysing information about the personnel and industrial relations practices in the selected countries as a basis for review, revision and improvement in the Centre's training activities.
   Planned completion date: 31 July 1972.

21. **Management practice in the enterprise: production management: I**
   Analysis of production management training and research activities conducted in Europe.
   Planned completion date: 31 March 1972.
22. **Production management techniques: production flow analysis: I**

Experiments with the technique of production flow analysis to determine its usefulness within the category of group technology techniques.

This project and the one that follows are concerned with experiments in the field of the rationalisation of small-, medium- and large-scale batch production. The Centre considers that this field constitutes a major productivity problem both in developing countries and in developed countries.

Project completed.

Report ready. Publication deferred.

23. **Production management techniques: production flow analysis: II**

Experiments to determine the technique for using a computer in production flow analysis operations.

Project completed.

Report ready. Publication deferred.

24. **Production management techniques: production flow analysis: III**

Experiments with the techniques of production flow analysis to determine its effectiveness in solving an actual flow problem at Olivetti Ivrea.

Project completed.

Report being prepared.

25. **Production management techniques: material flow simulation: I**

Experiments to determine the validity of an hypothesis about the effects traditional stock control systems used in industry have upon actual stock investment and machine utilisation as compared with the effects of newer flow control systems. The experiments took the form of computer simulation.

The project has been developed as a result of the Centre's general concern with the chronic problem of stock control, stock investment and machine utilisation as they exist in enterprises in developing countries.

Project completed.

Report ready. Publication deferred.

26. **Technological adaptation for developing countries: I**

Experiments to determine ways in which the techniques of fluidic control may be effectively and economically applied to simpler systems for use with machines operating in developing countries.

This project is concerned with adapting fluidic circuitry and its technologically sophisticated components, or gaining inspiration from them, in order to develop fluidic systems whose technical complexity is compatible with the automation needs and the equipment and processes available in the developing countries.

Phases 1 and 2 completed.

Reports ready. Publication deferred.

Phase 3 now being planned.
Appendix 3

CATALOGUE OF PUBLICATIONS CURRENT IN 1971-72 AT 1 JANUARY 1972

I. Books, booklets and manuals in preparation:
   1. How to develop management in the third world.
   2. The enterprise and economic and social development in Africa.
   3. The role of multinational companies in the developing countries.
   4. Planning as a basic management factor.
   5. State policy in tourism in developing countries.
   6. The role of marketing in international trade.
   7. How to promote exports.
   8. Quality as an enterprise strategy.
   9. The management of spare parts.
  10. Personnel selection techniques and their application in developing countries.
  11. Universal standards and conventions in accounting.
  12. Control of financial results.
  13. How to prepare a budget.
  14. Considerations for launching a commercial concern.
  15. Control of cash.
  16. The organisation of accounting and finance in the tourist industry.
  17. Educational technology: guide to a new teaching technique.
  18. Unified approach to technology.
  20. What is a computer?
  21. The economic replacement of defective parts.
  22. Welding.
  23. Maintenance of vehicles.
  24. Maintenance of electrical equipment.
  25. Training in electronics.

II. Manuals awaiting approval for publication:
   1. Manual (and teaching aids) on "Automatic Contactor Controls of Machine Tools".

III. Books for which publication is being negotiated with publishers:
   1. The use of computers in the management of industry.

IV. Books prepared by Faculty privately and being published separately:
   1. The principles of production control (third edition).
   2. Introduction to group technology.
   6. The structure of the enterprise (Italian edition).
   7. The basic concepts of standard costing.
Appendix 4

EXTERNAL COLLABORATION, 1971-72

1. Conference on "Personnel Administration"
   24 to 26 February 1971;
   Management Centre, Europe;
   Seminar in Montreux, Switzerland.

2. Conference on "Personnel Management"
   19 and 20 April 1971;
   INSEAD;
   Fontainebleau, France.

3. Lecture on "Accounting"
   21 April 1971;
   Urwick, Orr and Partners;
   Slough, England.

4. Lecture on "Accounting"
   26 May 1971;
   Urwick, Orr and Partners;
   Slough, England.

5. Seminar on "Group Technology"
   28 June to 3 July 1971;
   University of Manchester;
   Manchester, England.

6. Seminar on "The Role of the Personnel Manager in
   Developing Creative Management in the Company"
   30 June 1971;
   Management Centre, Europe;
   Brussels, Belgium.

7. Seminar on "Advanced Techniques in Personnel Administration"
   12 to 17 July 1971;
   Asociación de Industriales Metalúrgicos;
   Buenos Aires, Argentina.

8. Seminar on "Advanced Techniques in Personnel Administration"
   21 to 24 July 1971;
   SENA;
   Bogotá, Colombia.

9. Seminar on "Export Marketing"
   16 to 28 July 1971;
   NORMA S.A.R.L.;
   Lisbon, Portugal.

10. Lecture on "Manufacturing Cost Reduction Techniques"
    15 October 1971;
    Management Centre, Europe;
    Brussels, Belgium.

11. Seminar on "Tourism Marketing Distribution Systems"
    25 to 29 October 1971;
    NORMA S.A.R.L.;
    Lisbon, Portugal.
12. **Advice on and Assistance in "Productivity Promotion and Public Relations"**
   6 November to 4 December 1971; ILO Management Development and Productivity Project; Accra, Ghana.

13. **Lecture on "Audio-visual Aids in Medical Education" at Refresher Course for Physicians**
   19 November 1971; World Health Organization, Geneva; Course in San Remo, Italy.

14. **Participation in Seminar on "Programmed Instruction in Medical Education"**
   23 to 27 November 1971; World Health Organization, Geneva; Seminar held in Geneva, Switzerland.

15. **Lecture on "Personnel Administration Techniques" as Part of Management Training Course**
   9 and 10 December 1971; Océal, Turin, Italy.

16. **Seminar on "Group Technology"**
   13 to 15 December 1971; Olivetti S.p.A., Ivrea, Italy.

17. **Seminar on "Group Technology"**

18. **Seminar on "Group Technology"**

19. **Advice on and Assistance in the Use of Programmed Instruction Techniques in Functional Literacy Training**
   15 January to 3 February and 26 February to 10 March 1972; Government of Iran and UNESCO; Project in Iran (at UNESCO-sponsored Centre).

20. **Lectures on "Structure Costs and Productivity"**
   17 to 19 January 1972; Algerian National Productivity Institute; Bou Merdes, Algiers, Algeria.
### Appendix 5

**ESTIMATED OPERATING STATEMENT AT 31 DECEMBER 1971**

<table>
<thead>
<tr>
<th>Income</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cash contributions</td>
<td>399 500</td>
</tr>
<tr>
<td>Fellowships and seminars</td>
<td>1 175 150</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>48 000</td>
</tr>
<tr>
<td><strong>Total income</strong></td>
<td><strong>1 622 650</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Expenditure</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training expenses</td>
<td>516 000</td>
</tr>
<tr>
<td>Fellowships</td>
<td>688 000</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>457 500</td>
</tr>
<tr>
<td><strong>Total expenditure</strong></td>
<td><strong>1 661 500</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Reduction in the General Reserve Fund</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>38 850</td>
</tr>
</tbody>
</table>
Appendix 6

LIST OF MEMBERS OF THE ADVISORY BOARD ON PROGRAMMES

Chairman:
  Mr. Philippe Blamont, Director of the Centre.

Members:
  Mr. Paul Bacon (France), former Minister of Labour, former Director of the Centre, Chairman of the Study Centre on Incomes and Prices.
  Mr. Francis Blanchard, Deputy Director-General, ILO.
  Mr. Alfonso Castañeda Pastor (Peru), National Director, SENATI.
  Mr. Pascal Chabi-Kao ( Dahomey), Minister of Finance.
  Mr. Salvador del Carril (Argentina), Chairman, National Institute of Industrial Technology.
  Mr. Antonio Díaz-García (Colombia), Deputy Chairman, National Board of SENA.
  Mr. Henri Dieuzeide, Director, Division of New Techniques in Education, UNESCO.
  Mr. Cyril R. English (United Kingdom), Director-General, City and Guilds of London Institute.
  Mr. Gabriel B. Fogam (Cameroon), General Secretary, Cameroon Development Corporation Workers' Union.
  Mr. Walter Galenson (United States), Professor, School of Industrial and Labour Relations, Cornell University.
  Mr. E. Hartmans, Director, Regional Services Division, Food and Agriculture Organisation of the United Nations.
  Mr. E.M. Hyde-Clarke, C.B.E. (United Kingdom), former Director, Organisation of Employers' Federations and Employers in Developing Countries.
  Mr. J.P. Mitchell (Canada), Director of Technical and Vocational Education, Department of Education, Alberta.
  Mr. Reza Niazmand (Iran), Managing Director, Industrial Development and Renovation Organisation.
  Mr. Kurt Prokop (Austria), Secretary, Austrian Trade Union Federation.
  Mr. M.G. Reporter (India), Works Manager, The Crescent Iron and Steel Corporation Ltd.
  Mr. Raymond Rifflet, Director-General for Social Affairs, European Communities.
  Mr. Morisaburo Seki, Secretary-General of the Asian Productivity Organisation (APO).
  Mr. Gerardo J. Shamis, Director of the Office of the General Secretariat, Organisation of American States in Europe.
  Mr. Haidar Tarabishi, Acting Director-General, Industrial Development Centre for Arab States.
LETTER FROM THE DIRECTOR OF THE CENTRE TO THE ADMINISTRATOR OF THE UNITED NATIONS DEVELOPMENT PROGRAMME

The Director has sent to the Administrator of the United Nations Development Programme his comments on the preliminary Review Mission Report on "In-plant Training and the Role of the International Centre for Advanced Technical and Vocational Training in Turin".

The text of this letter is reproduced below for the information of Members of the Board.

Turin, 10 February 1972.

Dear Mr. Cohen,

In your letter of 22 July 1971, BP/SP/310/INT 18, you asked me to comment on the preliminary report of the UNDP consultants' Review Mission on technical and management training for nationals from developing countries, especially as concerns in-plant training and the training provided by the Turin International Centre. Bearing in mind the significance of the questions of principle raised in the report for the programmes as well as for the organisation and financing of the Turin International Centre for Advanced Technical and Vocational Training, I thought it necessary to ask for the opinion of the Board of the Centre and, in addition, on certain specific points, that of the Centre's Advisory Board on Programmes.

Below you will find the conclusions I reached following these consultations. These conclusions have been endorsed by the Director-General of the ILO, Chairman of the Board of the Centre.

Centre Financing

The consultants' conclusions on questions of financing deserve full approval. There is little doubt that increased UNDP contributions to the Centre's financing are both justified and necessary.

In fact, a number of governments that contribute substantially to the financing of both the UNDP and the ILO (the Governments of Canada, the United States, the United Kingdom and the Soviet Union, fall into this category) have maintained for some years that international contributions to the financing of the Centre should come from UNDP funds and not from ILO funds. The great majority of the other governments, while they did not rule out the possibility of an ILO contribution were also in favour of UNDP financing for the Centre. Furthermore, as the consultants recommended, it is essential for the UNDP to agree to finance training programmes at the Turin International Centre on a multi-annual basis. Only this would make possible long-term planning of activities which in turn would lead to a significant improvement in certain procedures: the sending out of information to potential candidates, the selection of fellows and the organisation of study visits or in-plant training.

These procedures had been criticised by the consultants, but in fact some of them have been changed and improved since the report was written. As a result of more assured and increased finance it is now possible not only to distribute information further in advance of the programmes' starting dates but also to improve procedures for selecting fellows. Furthermore, in accordance with the recommendations in the report, the former system of selection by dossier has been replaced by on-the-spot selection, either by Centre officials on mission, or through the intermediary of the most competent local authorities. Nevertheless, the complete success of these procedures depends wholly on multi-annual financing, which would allow sufficient lead-time for the organisation of training activities.

Mr. Myer Cohen, Assistant Administrator,
United Nations Development Programme, NEW YORK.
Centre Programmes: Management Training, Training Methodology and Technology Courses

The discussion at the Board meeting centred around the question of whether the Centre should concentrate on management programmes, as was recommended in the consultants' report, and reduce vocational training programmes by limiting, in particular technical and pedagogical training for vocational training instructors to very specific cases, and by discontinuing training and advanced training for skilled workers.

While the Board of the Centre did not question this latter recommendation concerning skilled workers, since this has already been the practice at the Centre for some time, it unanimously agreed that the basic balance between management and vocational training should not be substantially changed. It also agreed to request that, on the whole, technical and pedagogical training programmes for instructors and technicians be maintained at their present level.

I therefore made it my task to ask for the opinion of the Advisory Board on Programmes concerning the kind of programmes for instructors and technicians that it would be desirable to hold in future. The Advisory Board's opinion was that programmes on mechanical technology, automobile engineering, electro-mechanical engineering and electronics should henceforth be provided in the countries themselves. On the other hand, the Board believed that the Centre should increase the number of programmes concerned with more specialised techniques such as the following:

- Training methodology: for supervisor trainers.
- Mass education technology: equipment, software, methodology.
- Audio-visual aids technology: preparation, operation, adaptation and maintenance.
- Industrial maintenance technology.
- Maintenance of heavy-duty road-building, earth-moving and agricultural equipment.
- Product design technology: innovative approaches for local and export markets.
- Machine design technology innovation, adaptation, redesign.
- Tool, die and gauge technology.
- Electronic data-processing systems installation.
- Industrial electronic control systems technology.
- Refrigeration and air-conditioning technology.
- Automation of mechanical operations: optimal utilisation of resources.

I would like to point out that, generally speaking, these programmes, as well as a large number of training programmes for enterprise managers held at the Centre, correspond to specific requests made by the governments of developing countries. The syllabus, content, level, duration, dates and sometimes even the financing of these programmes are more and more frequently determined in agreement with a particular government, or with various governments within a region. This is what is known as the "tailor-made programme" approach. The consultants recommended that such programmes progressively replace the Centre's present standard programmes. I fully agree with this recommendation.

The study visit is a special feature of the Centre's training programmes. In accordance with the consultants' recommendation, individual study visits, which were formerly part of the Centre's training programmes, were replaced a year ago by group study visits, the aim of which is to try to solve a particular problem under the guidance of the programme manager. However, in addition to these study visits, the Centre organises in-plant training periods at the request of international organisations, such as the ILO, or of certain governments. These
periods last a few weeks or a few months and do not necessarily have any connection with the programmes. This is in-plant training in the true sense of the word and the Centre is in a position to carry it out successfully thanks to its numerous contacts with industry and the economic sectors of developed countries, especially in Europe.

Other Centre Activities

The Centre's main role is not to provide mass training, but to act as a catalyst, and its training spreads through a multiplier effect. This is why the Board of the Centre believed that it was necessary to call a temporary halt to the increase in the number of fellows coming to the Centre. Thus the Centre's activities, apart from those directly concerning training, should have three main focal points: research into new training methods, publication of the findings of this research and regional activities.

In accordance with the consultants' recommendation, the Board of the Centre thought that the Centre should play a very important role in research into new training methods, including programmed instruction, the study of which was entrusted to the Centre by UNESCO. This research could become, as the consultants had recommended, one of the major activities of the Centre and its findings should be published and widely disseminated throughout the whole world.

As far as regional activities are concerned the Review Mission considered that prudence should be exercised. Whilst the Board shared this view, considering it necessary to consolidate the work done by the Centre before setting up new regional centres, it was in favour of the organisation of regional programmes and seminars in which the Faculty of the Centre would take part. It is, in fact, desirable that members of Faculty, while on mission to developing countries either to assess their development or to select fellows, should be able to organise or seminars at the request of these countries. Agreements to this effect have been reached with the Asian Productivity Organisation and the Industrial Development Centre attached to the Arab League. Agreements with other regional organisations are now being negotiated.

Integrated Training Policy

The consultants had proposed that an over-all training policy be defined and put into effect within the United Nations system, and that the appropriate institutional measures be taken, based on co-ordination among the competent organisations.

The Board of the Centre supported the idea that training policy should be based on co-ordination among the competent international organisations, so as to avoid the waste of necessarily limited resources and to consider the needs of developing countries within an over-all long-term perspective. However, it had reservations on this point. It was feared that excessive integration, leading, in particular, to the creation of an administrative superstructure, which might tend to close control of the detail of the Centre's activities, might limit the freedom of action that was essential for putting the different projects into effect and lead to a considerable slowing down of training activities. If it were established that integration of training activities was a prerequisite for their development, then financing would stop or slow down. Furthermore, excessive co-ordination of training activities could result in a fragmentation of responsibility. For all these reasons the Board of the Centre preferred a co-ordination policy to an integration policy.

Structure of the Centre

The Review Mission was of the opinion that the Centre should be placed under a wider sponsorship by statute and that its administrative organs should be changed accordingly, since the Centre should serve broader sectors than those that lie solely within the competence of the ILO.

While the Board of the Centre thought it desirable for the Centre to make co-operation agreements with other international or regional organisations, as has been done with UNESCO, FAO, the International Atomic Energy Agency, and the
European Communities, it believed that these agreements did not in any way necessitate a modification of the Statute of the Centre. On this point, the Board referred to Article I, paragraph 5, of the Statute, which stipulates that "The Centre may make arrangements with the United Nations, with specialised agencies and other international, intergovernmental or non-governmental organisations to pursue activities in conformity with the objectives of the Centre." It expressed the wish that nothing should be changed either in the Centre's tripartite structure or in its allegiance to the International Labour Organisation.

In formulating these conclusions, I naturally bore in mind the fact that the Review Mission's report was preliminary and that it would probably be modified after the visits the consultants had made and were making, namely to Africa, Latin America and North America. Meanwhile, would you please convey my thanks to the members of the Mission for the care, the competence and the objectivity with which they examined the Centre's activities.

Yours sincerely,

[Signature]
Philippe Blamont,
Director.
Annex C

PROGRAMME AND BUDGET FOR THE ACADEMIC YEAR
1 AUGUST 1972 TO 31 JULY 1973

Introduction

1. In view of the present incertitude concerning the financial resources of the international organisations, the Director of the Centre has decided not to propose any increase in the budget for the new academic year.

2. The expenditure budget has been maintained at the same level as in 1971-72, i.e. $5,400,000. It is planned to receive 1,500 participants in courses and seminars, the same number as was provided for in the 1971-72 budget. This would be accomplished by reducing the number of courses at the Centre from 33 to 30 and increasing the number of seminar participants. This will permit a reduction in personnel and other expenses, which will offset the increases in cost and the effects of the devaluation of the dollar as long as these remain at the present level.

The successful implementation of this budget will depend upon the achievement of the income targets, no further decline in the purchasing power of the currencies in which the main contributions are received and the maintenance of the strictest control on expenditure of all kinds.

3. In order to finance the activities planned for 1972-73, income has been estimated on the following basis:

<table>
<thead>
<tr>
<th></th>
<th>Estimates 1971-72</th>
<th>Estimates 1972-73</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) International Labour Organisation</td>
<td>US dollars 650 000</td>
<td>US dollars 550 000</td>
</tr>
<tr>
<td>Contribution</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fellowships</td>
<td>300 000</td>
<td>300 000</td>
</tr>
<tr>
<td>(b) Italian Government contribution</td>
<td>US dollars 1 500 000</td>
<td>US dollars 1 500 000</td>
</tr>
<tr>
<td>(c) United Nations Development Programme</td>
<td>US dollars 2 299 000</td>
<td>US dollars 2 300 000</td>
</tr>
<tr>
<td>(d) Income from other sources</td>
<td>US dollars 651 000</td>
<td>US dollars 750 000</td>
</tr>
<tr>
<td>ESTIMATED TOTAL</td>
<td>US dollars 5 400 000</td>
<td>US dollars 5 400 000</td>
</tr>
</tbody>
</table>

The breakdown of income from other sources indicated in (d) above is as follows:

- Fellowships from other international organisations and government fellowships: US dollars 300 000
- Financing of seminars: US dollars 120 000
- Turin Centre Fellowship Fund\(^2\): US dollars 250 000
- Other income (bank interest and miscellaneous): US dollars 80 000
- Total: US dollars 750 000

\(^1\) The Centre organises and administers special programmes for fellows whose needs are not met by the programmes of the Centre. These fellowships are financed from UNDP Special Fund and technical assistance programmes. The estimates for 1972-73 include $328,000, the same amount as for 1971-72.

\(^2\) This fund, which is made up of miscellaneous contributions, gifts and savings in specific operating costs, was established by the Board at its Eighth Session in order to provide for additional fellowships.
In the budget proposals for 1971-72 the Board was informed that the actual receipt of the total income depended on factors not fully known at that time and that the Director would therefore consider the budget as flexible to the extent necessary to maintain expenditure within the income prospects as they became firmer. This comment is also valid for 1972-73 in order to ensure that the solvency of the Centre is not jeopardised at any time.

4. There are 30 programmes and 14 seminars planned for 1972-73, as against 33 and 14 respectively in 1971-72. The total number of participants in both years has been estimated at 1,500, but the number of man-days has decreased from 109,736 to 105,200. The programme of activities is presented in Schedule 1 and may be summarised as follows:

<table>
<thead>
<tr>
<th>Programmes (12 weeks)</th>
<th>Number of programmes</th>
<th>Participants per programme</th>
<th>Participants Total</th>
<th>Man-days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Managers</td>
<td>11</td>
<td>32</td>
<td>352</td>
<td>30,976</td>
</tr>
<tr>
<td>Trade union officials</td>
<td>6</td>
<td>32</td>
<td>192</td>
<td>16,896</td>
</tr>
<tr>
<td>Training officers</td>
<td>3</td>
<td>32</td>
<td>96</td>
<td>8,448</td>
</tr>
<tr>
<td>Instructors</td>
<td>10</td>
<td>32</td>
<td>320</td>
<td>28,160</td>
</tr>
<tr>
<td></td>
<td>30</td>
<td></td>
<td>960</td>
<td>84,480</td>
</tr>
<tr>
<td>Seminars</td>
<td>14</td>
<td>440</td>
<td>5,320</td>
<td></td>
</tr>
<tr>
<td>Administered Fellowships</td>
<td>100</td>
<td>15,400</td>
<td>1,500</td>
<td>105,200</td>
</tr>
</tbody>
</table>

The programme for nuclear technicians which was given in 1971-72 in collaboration with the International Atomic Energy Agency will not be repeated in 1972-73. The 15 programmes for instructors provided in 1971-72 are reduced to 10.

Three additional programmes are planned for trade union officials and two instructor programmes have been deleted. In the event that the forecast of income is exceeded these two programmes will be reinstated.

The subject matter of all the proposed courses and seminars has been endorsed by the Advisory Board on Programmes. Schedule 1 shows that 608 fellows would follow programmes for trade union officials, training officials and instructors; and 352 fellows would follow programmes for managers.

This schedule has been established taking into account the following main considerations:

(a) The expansion of the trade unions programmes to a total of six, with continued emphasis on financial and accounting management and with new programmes introduced in personnel management and job evaluation. The selection of these programmes was discussed at length at the meeting of the Advisory Board on Programmes (21 and 22 January 1972) and those listed represent their agreed recommendation.

(b) The expansion of the programmes specifically offered to the agricultural sector to a total of four (three for managers and one for instructors). The Advisory Board stressed the need for increasing assistance in the agricultural (and rural) sector and suggested higher priority for these programmes.

(c) The high priority given to programmes in export marketing and tourism and, linked to this, the high priority given to product design for export markets. This again follows from the recommendations of the Advisory Board, in which the importance of these subjects in helping countries with their balance of payments problems was underlined as a matter of urgency.
(d) The high priority given to industrial maintenance. This was confirmed by all Advisory Board members as a continuing and pressing problem throughout the developing world.

(e) The introduction of new pedagogical programmes in mass education technology and in audio-visual aids technology. The demand for these kinds of programmes has intensified during the past year and the Advisory Board has also given them a high priority.

(f) The elimination of instructor programmes of a more basic kind (in mechanical technology, automobile systems maintenance electro-mechanical technology, electronics technology) and of management programmes of a more general kind (in general management and executive development). This follows from the recommendations of the Advisory Board that these subjects are more properly dealt with now in the countries themselves.

The Board of the Centre is requested to approve the following summarised schedule of programmes. This summary is based on the programmes listed in Schedule 1. Variations in these programmes may be made in accordance with requests received from governments, in conformity with policies already established and approved by the Board.

<table>
<thead>
<tr>
<th>Programs for managers</th>
<th>Programmes</th>
<th>Fellows</th>
</tr>
</thead>
<tbody>
<tr>
<td>(12 weeks' duration)</td>
<td>11</td>
<td>352</td>
</tr>
<tr>
<td>Programmes for trade union officials, training officers and instructors (12 weeks' duration)</td>
<td>19</td>
<td>608</td>
</tr>
<tr>
<td></td>
<td>30</td>
<td>960</td>
</tr>
</tbody>
</table>

A list of seminars to be implemented in 1972-73 is given in Schedule 1a. In addition it is expected that the Centre will implement individual external study programmes for 100 fellows.

The total number of participants expected in 1972-73 is therefore 1,500, of whom 960 will follow programmes of the Centre, 440 will attend seminars and 100 will follow individual external study programmes administered by the Centre.

5. The expenditure budget set out in Schedule 2 amounts to $5,400,000. Appendix 1 is continued this year to establish comparison with the 1971-72 budget by major expenditure headings. Explanatory notes on each item are provided.

The total participant/day cost estimated for 1972-73 is $51.33, as against $48.88 in 1971-72, an increase of $2.45 or 5 per cent. The main reasons for this increase are as follows:

(a) Provision has been made to meet an increase in the salaries of Centre officials. The increase in the cost of staff has been limited to 3.8 per cent as compared with 1971-72. This result has been obtained only by reducing the number of posts from 207.75 to 193.08 (which represents a reduction of 7 per cent in the number of posts).

(b) Provision has been made for a small increase in travel and baggage costs.

(c) The costs of subsistence, books and sundry for fellowships show an increase per participant/day from $11.43 to $12.45, an increase of $1.02 or 9 per cent, as compared with the 1971-72 budget estimates but only 5 per cent as compared with actual expenditure in 1970-71 (see Audited Accounts).
6. In formulating the budget proposals for 1972-73 the following points have been considered:

(a) On 1 September 1971 the UN operating rate of exchange for Italian lire changed from 624 lire to 615 lire to 1 US dollar. On 1 January 1972, the UN rate changed from 615 to 592 lire to 1 US dollar. No further decline of the US dollar has been provided for in this budget, where most of the expenditure is incurred in Italian lire.

(b) The expenditure budget for 1972-73 does not include the ILO/UNESCO research programme, the budget for which is presented separately as Appendix 2.

7. At 31 July 1971 (see Audited Accounts) provision was made under Sundry Reserves for repatriation grants, accrued leave and special pension provision, which are known liabilities of the Centre. Moreover, at the same date the General Reserve Fund totalled $1,086,502, which included an estimated amount to cover the Centre's liabilities to the staff as provided for in the Staff Regulations. This latter amount will increase to approximately $500,000 by 31 July 1972.

8. A summary of posts for 1972-73 is attached (Appendix 3) which shows a total of 193.08 posts, as compared with 207.75 posts in the 1971-72 budget. A comparison of posts in the 1971-72 and 1972-73 budgets is attached as Appendix 4.

9. The budget contains a provision of only $10,000 for the purchase of equipment, including books for the library. There are considerable needs for equipment but the Director is examining carefully the present machines and other items of equipment with a view to selling unnecessary items and thus acquiring funds for the purchase of different equipment.

10. The cost of any proposed regrading of posts will have to be financed first by using any savings and secondly by withdrawal from the General Reserve Fund.

### Schedule 1

**Training Programmes for 1972-73**

<table>
<thead>
<tr>
<th>Programmes for Managers</th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Programmes of 12 weeks' duration for managers, consultants and trainers holding posts appropriate to programme content who have at least 5 years' management or equivalent experience, are from 30 to 45 years of age and are fluent in a language of the programme (French, English or Spanish))</td>
<td>Number</td>
</tr>
<tr>
<td>1. Export marketing management</td>
<td>32</td>
</tr>
<tr>
<td>2. Export marketing management</td>
<td>32</td>
</tr>
<tr>
<td>3. Management of the agricultural enterprise</td>
<td>32</td>
</tr>
<tr>
<td>4. Management of the co-operative agricultural enterprise</td>
<td>32</td>
</tr>
<tr>
<td>5. Management of the smaller-sized enterprise</td>
<td>32</td>
</tr>
<tr>
<td>6. Production management for enterprises processing agricultural products</td>
<td>32</td>
</tr>
<tr>
<td>7. Materials management for industrial and commercial enterprises</td>
<td>32</td>
</tr>
<tr>
<td>8. Tourism management</td>
<td>32</td>
</tr>
<tr>
<td>9. Management of the tourist agency enterprise</td>
<td>32</td>
</tr>
<tr>
<td>10. Personnel management</td>
<td>32</td>
</tr>
<tr>
<td>11. Management control and information management</td>
<td>32</td>
</tr>
</tbody>
</table>

| Total | 352 | 21 120 |

1 New course.
Programmes for Trade Union Officials
(Programmes of 12 weeks' duration for trade union officials holding senior posts who have at least 5 years' experience as a trade union official, are from 30 to 45 years of age and are fluent in a language of the programme (French, English or Spanish))

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>Number</th>
<th>Class days</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Financial and accounting management in the enterprise</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>2</td>
<td>Financial and accounting management in the enterprise</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>3</td>
<td>Financial and accounting management in the enterprise</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>4</td>
<td>Financial and accounting management in the enterprise</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>5</td>
<td>Personnel management and job evaluation in the enterprise</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>6</td>
<td>Personnel management and job evaluation in the enterprise</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td></td>
<td></td>
<td>192</td>
<td>11 520</td>
</tr>
</tbody>
</table>

Programmes for Training Officials
(Programmes of 12 weeks' duration for training officials, education officials, trainers, teachers, consultants, advisers and experts holding posts appropriate to programme content who have at least 5 years' training or equivalent experience, are from 30 to 45 years of age and are fluent in a language of the programme (French, English or Spanish))

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>Number</th>
<th>Class days</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Management of the vocational training institution</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>2</td>
<td>Training methodology: for supervisor trainers</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>3</td>
<td>Mass education technology: Equipment, software methodology</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td></td>
<td></td>
<td>96</td>
<td>5 760</td>
</tr>
</tbody>
</table>

Programmes for Instructors
(Programme of 12 weeks' duration for technical instructors, senior technicians, technologists, trainers, teachers, specialists and experts holding posts appropriate to programme content who have at least 3 years' appropriate experience, are from 25 to 40 years of age and are fluent in a language of the programme (French, English or Spanish))

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>Number</th>
<th>Class days</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Industrial maintenance technology</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>2</td>
<td>Industrial maintenance technology</td>
<td>32</td>
<td>1 920</td>
</tr>
<tr>
<td>3</td>
<td>Product design technology: innovative approaches for local and export markets</td>
<td>32</td>
<td>1 920</td>
</tr>
</tbody>
</table>

1 New course.
Programmes for Instructors (cont.)

4. Audio-visual aids technology: preparation, operation, adaptation and maintenance
5. Audio-visual aids technology: preparation, operation, adaptation and maintenance
6. Tool, die and gauge technology
7. Maintenance of road-building, earth-moving and agricultural equipment
8. Electronic data-processing systems installation
9. Industrial electronic control systems technology
10. Machine design technology: innovation, adaptation, redesign

<table>
<thead>
<tr>
<th></th>
<th>Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
</tr>
<tr>
<td>4</td>
<td>32</td>
</tr>
<tr>
<td>5</td>
<td>32</td>
</tr>
<tr>
<td>6</td>
<td>32</td>
</tr>
<tr>
<td>7</td>
<td>32</td>
</tr>
<tr>
<td>8</td>
<td>32</td>
</tr>
<tr>
<td>9</td>
<td>32</td>
</tr>
<tr>
<td>10</td>
<td>320</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>320</strong></td>
</tr>
</tbody>
</table>

Schedule 1a

Seminars for 1972-73

1. Techniques and applications for micro-teaching (UNESCO)
2. Higher technical education for industry: VI (UNESCO)
3. Strategies for pedagogical innovation (UNESCO)
4. Basic units (modules) for teaching of technical and management subjects (UNESCO)
5. Repair and maintenance of audio-visual aids (for experts) (UNESCO)
6. Second seminar for training managers in the transport sector (EEC)
7. Management of training in the enterprise: VII (EEC)
8. Productivity measurement (APO)
9. The utilisation of computers for technical education
10. Cost and financing of vocational education
11. The repercussions on the vocational training and employment of women of changes in existing jobs, the emergence of new jobs and related skill modifications.
12. Aptitudes, abilities and interests of girls for new occupations and employment arising out of technological and scientific progress
13. Employment-promoting technology
14. Retraining of people over 50 years of age

Note: In addition to the above, refresher seminars for experts are being contemplated for ILO experts.

1 New course.
## Schedule 2

### Expenditure Budget for the Year Ending 31 July 1973

(in US dollars)

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Item</th>
<th>Title</th>
<th>1971-72 Estimates</th>
<th>1972-73 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>1</td>
<td>Training Costs</td>
<td>Faculty salaries</td>
<td>780 340</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td></td>
<td>Lecturers</td>
<td>64 000</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td></td>
<td>Interpretation and translation</td>
<td>143 777</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td></td>
<td>Other salaries</td>
<td>415 625</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td></td>
<td>Other expenses</td>
<td>229 958</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 633 700</td>
</tr>
<tr>
<td>B</td>
<td>6</td>
<td>Fellowship Costs</td>
<td>Travel and baggage allowance</td>
<td>874 400</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td></td>
<td>Subsistence, books and sundry</td>
<td>1 254 661</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td></td>
<td>Buildings and services</td>
<td>359 100</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2 488 161</td>
</tr>
<tr>
<td>C</td>
<td>9</td>
<td>Other Costs</td>
<td>Board and other meetings</td>
<td>24 000</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td></td>
<td>Salaries</td>
<td>946 000</td>
</tr>
<tr>
<td></td>
<td>11</td>
<td></td>
<td>Publicity and publications</td>
<td>35 000</td>
</tr>
<tr>
<td></td>
<td>12</td>
<td></td>
<td>Missions and representation</td>
<td>49 450</td>
</tr>
<tr>
<td></td>
<td>13</td>
<td></td>
<td>Professional services</td>
<td>20 000</td>
</tr>
<tr>
<td></td>
<td>14</td>
<td></td>
<td>Interest payable</td>
<td>50 000</td>
</tr>
<tr>
<td></td>
<td>15</td>
<td></td>
<td>General expenses</td>
<td>117 972</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 242 422</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5 364 283</td>
</tr>
<tr>
<td>D</td>
<td>16</td>
<td>General Reserve Fund + or (-)</td>
<td>35 717</td>
<td>0.33</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5 400 000</td>
</tr>
</tbody>
</table>
Explanatory Notes

Item 1 - Faculty Salaries

The Faculty required to carry out the 44 programmes and seminars summarised in the Introduction totals 26 1/3 professional officials and 18 1/2 course assistants and secretaries, with an estimated cost of $781,400, as follows:

<table>
<thead>
<tr>
<th>Title</th>
<th>Grade</th>
<th>Number</th>
<th>Amount US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professors</td>
<td>P.5</td>
<td>9 2/3</td>
<td>275 500</td>
</tr>
<tr>
<td>Associate Professors</td>
<td>P.4</td>
<td>10 2/3</td>
<td>254 800</td>
</tr>
<tr>
<td>Senior Lecturers</td>
<td>P.3</td>
<td>3</td>
<td>60 900</td>
</tr>
<tr>
<td>Lecturers</td>
<td>P.2</td>
<td>3</td>
<td>50 700</td>
</tr>
<tr>
<td>Course Assistants</td>
<td>G.8</td>
<td>26 1/3</td>
<td>641 900</td>
</tr>
<tr>
<td>Course Secretaries</td>
<td>G.6</td>
<td>5 1/2</td>
<td>55 000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>13</td>
<td>84 500</td>
</tr>
<tr>
<td></td>
<td></td>
<td>44 5/6</td>
<td>781 400</td>
</tr>
</tbody>
</table>

Item 2 - Lecturers

Visiting lecturers are provided for all programmes on the basis of two man-days per month and provision is also made for 84 man-days for the seminars, as follows:

<table>
<thead>
<tr>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) For programmes</td>
</tr>
<tr>
<td>(b) For 7 seminars</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

Item 3 - Interpretation and Translation

Although the majority of courses are mono-lingual it is necessary to provide for interpretation to enable the faculty and visiting lecturers to communicate with participants in languages other than their own.

<table>
<thead>
<tr>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>For 30 of the programmes it is estimated that 81 man-months of free-lance interpreters are required at the cost of</td>
</tr>
<tr>
<td>Provision is made for free-lance interpretation services in 4 of the seminars for a total of 140 man-days, which, including travel, subsistence and compensation is estimated to cost</td>
</tr>
<tr>
<td>Provision is made for free-lance translation services for a total of</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>
Item 4 - Other Salaries

Other salaries comprise the estimated cost of officials in the Research and Studies Department, excluding the ILO/UNESCO Research Programme, who are not directly engaged in teaching. There are 47.25 posts with an estimated cost of $552,600. The amount provided in the 1971-72 budget was $415,625, an increase of $136,975 which results mainly from the transfer under this heading of the external training section and promotion officer which were shown in the previous budget under item 10 (salaries). This accounts for 12 officials and a total of $139,200. The details of the posts are as follows:

<table>
<thead>
<tr>
<th>Title</th>
<th>Grade</th>
<th>Number</th>
<th>Amount US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assistant Director</td>
<td>D.2</td>
<td>1</td>
<td>34 300</td>
</tr>
<tr>
<td></td>
<td>G.8</td>
<td>1</td>
<td>10 000</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>1</td>
<td>5 800</td>
</tr>
<tr>
<td></td>
<td></td>
<td>3</td>
<td>50 100</td>
</tr>
<tr>
<td>Research Branch including research,</td>
<td>P.2</td>
<td>2</td>
<td>33 800</td>
</tr>
<tr>
<td>audio-visual aids, laboratory and workshop</td>
<td>G.8</td>
<td>3</td>
<td>30 000</td>
</tr>
<tr>
<td>services and the library</td>
<td>G.6</td>
<td>2</td>
<td>13 000</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>1</td>
<td>5 800</td>
</tr>
<tr>
<td></td>
<td></td>
<td>8</td>
<td>82 600</td>
</tr>
<tr>
<td>Promotion Officer</td>
<td>P.5</td>
<td>1</td>
<td>28 500</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2</td>
<td>35 000</td>
</tr>
<tr>
<td>Programme Development Section</td>
<td>P.5</td>
<td>1/4</td>
<td>7 100</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1 1/4</td>
<td>13 600</td>
</tr>
<tr>
<td>Language Services Section</td>
<td>P.4</td>
<td>1</td>
<td>23 900</td>
</tr>
<tr>
<td></td>
<td>P.2</td>
<td>2</td>
<td>33 800</td>
</tr>
<tr>
<td></td>
<td>P.1</td>
<td>6</td>
<td>83 400</td>
</tr>
<tr>
<td></td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td></td>
<td>G.8</td>
<td>1</td>
<td>10 000</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>2</td>
<td>18 200</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>2</td>
<td>11 600</td>
</tr>
<tr>
<td></td>
<td>G.4</td>
<td>2</td>
<td>10 200</td>
</tr>
<tr>
<td></td>
<td></td>
<td>18</td>
<td>208 700</td>
</tr>
<tr>
<td>External Training Section</td>
<td>P.4</td>
<td>1</td>
<td>23 900</td>
</tr>
<tr>
<td></td>
<td>P.1</td>
<td>2</td>
<td>27 800</td>
</tr>
<tr>
<td></td>
<td>G.8</td>
<td>2</td>
<td>20 000</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>5</td>
<td>32 500</td>
</tr>
<tr>
<td></td>
<td></td>
<td>10</td>
<td>104 200</td>
</tr>
<tr>
<td>Programme Control Section</td>
<td>P.4</td>
<td>1</td>
<td>23 900</td>
</tr>
<tr>
<td></td>
<td>P.2</td>
<td>1</td>
<td>16 900</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>2</td>
<td>13 000</td>
</tr>
<tr>
<td></td>
<td>G.3</td>
<td>1</td>
<td>4 600</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5</td>
<td>58 400</td>
</tr>
<tr>
<td></td>
<td></td>
<td>47 1/4</td>
<td>552 600</td>
</tr>
</tbody>
</table>

Note: Four posts - D.1 (1), P.4 (2) and G.6 (1) - for the ILO/UNESCO Research Programme are excluded from this table.
Item 5 - Other Training Expenses

This item estimates the cost of the other expenses, summarised below, of the Research and Studies Department.

(a) Course materials, including consumable stores, rental of computer terminal, small tools, etc., estimated at US dollars 20 000

(b) Audio-visual aids: cost of production and preparation US dollars 10 000

(c) Language laboratories: part-time language teachers, technicians, materials, etc. US dollars 8 000

(d) Cost of the missions of teachers and interpreters to accompany fellows on study visits US dollars 42 000

(e) Allocation from General Expenses (item 15) to cover the expense of temporary staff, overtime, other staff costs, communications, equipment, supplies, electricity, etc. US dollars 158 600

Item 6 - Travel and Baggage Allowances

Provision is made for travel and baggage allowances for fellows attending programmes and administered fellowships, including international voyages, internal travel in host countries where they study and an excess baggage allowance on the return home. US dollars

960 fellows at an average cost of $778 US dollars 746 880

100 fellows at an average cost of $900 US dollars 90 000

It is expected that travel costs only will be payable for 15 participants attending seminars, at a cost of $720 US dollars 10 800

The programmes at the Centre include visits in the Turin area and northern Italy. It is estimated that 8 such visits are made for each programme plus a small amount for each seminar. The total travel expenses are estimated at US dollars 11 600

859 280

Item 7 - Subsistence, Books and Sundry

This expenditure is intended to cover the living costs, allowances for incidental expenses, book allowances, minor medical care, tuition fees outside the Centre and miscellaneous items for 1,500 participants in programmes and seminars at the Centre. The current man-day cost at the Centre, excluding Buildings and Services, is estimated at $10.98, while the average daily stipend rate outside the Centre is estimated to be $12.70. Study visits outside Italy are estimated to take up 14 days during each standard programme. The detailed figures, based on the table in the Introduction, are as follows:
Subsistence at the Centre

Programmes
Less study visits:
960 fellows at 14 days each
Seminars (no payment of incidental allowance)

Subsistence outside the Centre

Programmes
Administered fellowships
Seminars

Book allowances: 1,060 at $50
Medical examination and minor care
Tuition fees
Miscellaneous expenses

<table>
<thead>
<tr>
<th>Item 8 - Buildings and Services</th>
</tr>
</thead>
</table>
There are 17 separate constructions which include the main training building, 15 residence pavilions and the heating plant, which serves the whole complex. Services such as electricity, hot and cold water, gas, refuse removal and maintenance are common to all areas while the main training building is equipped with an air-cooling system.

The greater part of the expenditure involved is devoted either to training activities or to fellows' residence; only a small part relates to the Directorate and Administration. The total expenditure estimate for 1972-73 is $399,200, of which $21,900 has been allocated to the latter use. The facilities are the property of the City of Turin and are rented to the Centre at a cost of $1 per year.

The heating plant requires a 24-hour service during approximately 7 months of the year; this involves considerable overtime and the maintenance costs are increasing as the installation becomes older.

The breakdown of expenditure is as follows:

<table>
<thead>
<tr>
<th>Supplies and services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rent</td>
</tr>
<tr>
<td>Fuel oil</td>
</tr>
<tr>
<td>Water</td>
</tr>
<tr>
<td>Electricity and gas</td>
</tr>
<tr>
<td>Cleaning of main building</td>
</tr>
<tr>
<td>Maintenance materials and services</td>
</tr>
<tr>
<td>Overtime and sundries</td>
</tr>
</tbody>
</table>

274 000
Carried forward (Supplies and services) US dollars

<table>
<thead>
<tr>
<th>Staffing</th>
<th>Grade</th>
<th>Number</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisor</td>
<td>P.2</td>
<td>1</td>
<td>16 900</td>
</tr>
<tr>
<td>Clerk draughtsman</td>
<td>G.5</td>
<td>1</td>
<td>5 800</td>
</tr>
<tr>
<td>Temperature control</td>
<td>G.7</td>
<td>1</td>
<td>9 100</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>5</td>
<td>32 500</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>2</td>
<td>11 600</td>
</tr>
<tr>
<td>Maintenance</td>
<td>G.4</td>
<td>1</td>
<td>5 100</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>3</td>
<td>19 500</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>1</td>
<td>5 600</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>3</td>
<td>18 200</td>
</tr>
</tbody>
</table>

| 17                     |       |        | 124 500    |

Allocated to General Administration: 5.5% (item 15)

<table>
<thead>
<tr>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>274 000</td>
</tr>
<tr>
<td>377 300</td>
</tr>
</tbody>
</table>

**Item 9 - Board and Other Meetings**

A provision of $20,000 is made for two sessions of the Board of the Centre and one meeting of the Advisory Board on Programmes.

**Item 10 - Salaries**

This item includes posts for all officials not working in the Research and Studies Department (items 1 and 4) or in Buildings and Services (item 8), i.e. the Directorate, the Personnel Section and the Department of Administration and Finance.

<table>
<thead>
<tr>
<th>Directorate</th>
<th>Grade</th>
<th>Posts</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
<td>ADG</td>
<td>1</td>
<td>40 200</td>
</tr>
<tr>
<td>Secretariat</td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Director's Office</th>
<th>Grade</th>
<th>Posts</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Assistant</td>
<td>P.5</td>
<td>1</td>
<td>28 500</td>
</tr>
<tr>
<td></td>
<td>P.5</td>
<td>1</td>
<td>28 500</td>
</tr>
<tr>
<td></td>
<td>P.1</td>
<td>1</td>
<td>13 900</td>
</tr>
<tr>
<td>Secretariat</td>
<td>G.8</td>
<td>1</td>
<td>10 000</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>3</td>
<td>19 500</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>1</td>
<td>5 600</td>
</tr>
</tbody>
</table>

| 10                   |       |       | 157 500    |

<table>
<thead>
<tr>
<th>Special Advisers</th>
<th>Grade</th>
<th>Posts</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Italian Affairs</td>
<td>D.1</td>
<td>1</td>
<td>32 000</td>
</tr>
<tr>
<td>Secretariat</td>
<td>G.7</td>
<td>1</td>
<td>9 100</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Publications</th>
<th>Grade</th>
<th>Posts</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretariat</td>
<td>D.1</td>
<td>1</td>
<td>32 000</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
</tbody>
</table>

<p>| 4                    |       |       | 79 600     |</p>
<table>
<thead>
<tr>
<th>Personnel Section</th>
<th>Grade</th>
<th>Posts</th>
<th>US dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Head of Section</td>
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<td>28 500</td>
</tr>
<tr>
<td>Secretariat</td>
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<tr>
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<td>G.8</td>
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<td>10 000</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>2</td>
<td>11 600</td>
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<tr>
<td>Social Life</td>
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<td>1</td>
<td>23 900</td>
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<td>P.1</td>
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<td>13 900</td>
</tr>
<tr>
<td></td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>2</td>
<td>18 200</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>2</td>
<td>13 000</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
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<td>11 600</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>16</strong></td>
<td><strong>172 100</strong></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Administration and Finance Department</th>
<th>Grade</th>
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<th>US dollars</th>
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<tbody>
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<tr>
<td>Secretary</td>
<td>G.8</td>
<td>1</td>
<td>10 000</td>
</tr>
<tr>
<td>Budget and Control Section</td>
<td>P.3</td>
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<td>20 300</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
<tr>
<td>Finance Section</td>
<td>P.5</td>
<td>1</td>
<td>28 500</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
<tr>
<td></td>
<td>P.2</td>
<td>1</td>
<td>16 900</td>
</tr>
<tr>
<td></td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td></td>
<td>G.8</td>
<td>1</td>
<td>10 000</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>3</td>
<td>27 300</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
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<td>6 500</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>3</td>
<td>17 400</td>
</tr>
<tr>
<td>Internal Audit Section</td>
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<td>23 900</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>1</td>
<td>9 100</td>
</tr>
<tr>
<td>Fellowships Section</td>
<td>P.2</td>
<td>1</td>
<td>16 900</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>2</td>
<td>18 200</td>
</tr>
<tr>
<td>Administrative Section</td>
<td>P.4</td>
<td>1</td>
<td>23 900</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>1</td>
<td>5 800</td>
</tr>
<tr>
<td>Security</td>
<td>G.8</td>
<td>1</td>
<td>10 000</td>
</tr>
<tr>
<td></td>
<td>G.3</td>
<td>11</td>
<td>50 600</td>
</tr>
<tr>
<td>Stores/Bookshop</td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td>Travel and transport</td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td></td>
<td>G.6</td>
<td>1</td>
<td>6 500</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>2</td>
<td>11 600</td>
</tr>
<tr>
<td>Reproduction</td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td></td>
<td>G.7</td>
<td>1</td>
<td>9 100</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>2</td>
<td>11 600</td>
</tr>
<tr>
<td></td>
<td>G.4</td>
<td>1</td>
<td>5 100</td>
</tr>
<tr>
<td></td>
<td>G.3</td>
<td>1</td>
<td>4 600</td>
</tr>
<tr>
<td>Communications</td>
<td>G.9</td>
<td>1</td>
<td>11 100</td>
</tr>
<tr>
<td></td>
<td>G.5</td>
<td>2</td>
<td>11 600</td>
</tr>
<tr>
<td></td>
<td>G.4</td>
<td>3</td>
<td>15 300</td>
</tr>
<tr>
<td></td>
<td>G.3</td>
<td>2</td>
<td>9 200</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>54</strong></td>
<td><strong>482 700</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>84</strong></td>
<td><strong>891 900</strong></td>
</tr>
</tbody>
</table>
Item 11 - Publicity and Publications

A provision of $20,000 has been made to cover the cost of publicity for the Centre (in the form of brochures, programme leaflets, bulletins, press, television and other media) and publications of research projects, as compared with $35,000 in 1971-72, i.e. a reduction of $15,000.

Item 12 - Missions and Representation

The provision has been reduced by $10,200 as compared with 1971-72 because the missions of teachers and interpreters accompanying fellows on study visits has been included under other training expenses (item 5).

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Missions</td>
<td>35 000</td>
</tr>
<tr>
<td>(b) Statutory representation allowance for the Director</td>
<td>2 250</td>
</tr>
<tr>
<td>(c) Other representation</td>
<td>2 000</td>
</tr>
<tr>
<td></td>
<td>39 250</td>
</tr>
</tbody>
</table>

Item 13 - Professional Services

The medical services of the Centre, which serve mainly the fellows but also the staff, are carried out by part-time medical officers. Provision has also to be made for auditors and legal and other professional advisers to the Director. The expenditure under this heading is estimated at $22,000.

Item 14 - Interest Payable

The General Reserve Fund is not sufficient to provide interim financing pending the receipt of income and it is estimated that a sum of $12,000 will be required to meet bank interest and charges during interim periods.

Item 15 - General Expenses

The provision for general expenses covers four main headings, as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Unallocated staff costs</td>
<td></td>
</tr>
<tr>
<td>Recruitment, appointment and separation</td>
<td>5 000</td>
</tr>
<tr>
<td>Installation allowances</td>
<td>6 000</td>
</tr>
<tr>
<td>Leave: home, dependant, scholastic</td>
<td>25 000</td>
</tr>
<tr>
<td>Temporary assistance and overtime</td>
<td>25 000</td>
</tr>
<tr>
<td>Training, welfare and medical</td>
<td>4 000</td>
</tr>
<tr>
<td></td>
<td>65 000</td>
</tr>
</tbody>
</table>
(b) **Communications**

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Postage</td>
<td>23,500</td>
</tr>
<tr>
<td>Telegrams and telex</td>
<td>40,000</td>
</tr>
<tr>
<td>Telephone</td>
<td>26,900</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>90,400</strong></td>
</tr>
</tbody>
</table>

(c) **Office supplies and services**

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reproduction materials</td>
<td>26,000</td>
</tr>
<tr>
<td>Office supplies</td>
<td>20,000</td>
</tr>
<tr>
<td>Translation services</td>
<td>6,000</td>
</tr>
<tr>
<td>Outside printing (excluding publicity)</td>
<td>3,000</td>
</tr>
<tr>
<td>Insurance and miscellaneous</td>
<td>7,044</td>
</tr>
<tr>
<td>Building services (see item 8)</td>
<td>21,900</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>83,944</strong></td>
</tr>
</tbody>
</table>

(d) **Equipment**

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Purchase of equipment</td>
<td>10,000</td>
</tr>
<tr>
<td>Maintenance and running costs</td>
<td>15,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>25,000</strong></td>
</tr>
<tr>
<td><strong>Less amount allocated to training activities</strong></td>
<td><strong>(158,600)</strong></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>105,744</strong></td>
</tr>
</tbody>
</table>

**Item 16 - General Reserve Fund**

It is unlikely that it will be possible to increase the General Reserve Fund at the end of the year 1972-73 and no provision has been made under this heading.
Appendix 1

Comparative Statement of Expenditure Estimates
(in US dollars)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<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>14 895</td>
<td>24 000</td>
<td>20 000</td>
<td>4 000</td>
</tr>
<tr>
<td>Salaries and related costs</td>
<td>1 813 271</td>
<td>2 325 995</td>
<td>2 415 400</td>
<td>89 405</td>
</tr>
<tr>
<td>Fellowship and seminar expenses</td>
<td>1 968 919</td>
<td>2 129 061</td>
<td>2 169 206</td>
<td>40 145</td>
</tr>
<tr>
<td>Direct training expense</td>
<td>308 540</td>
<td>260 777</td>
<td>250 000</td>
<td>10 777</td>
</tr>
<tr>
<td>Buildings and services</td>
<td>246 387</td>
<td>265 000</td>
<td>274 700</td>
<td>9 700</td>
</tr>
<tr>
<td>General expenses</td>
<td>299 414</td>
<td>329 450</td>
<td>260 694</td>
<td>68 756</td>
</tr>
<tr>
<td>Equipment</td>
<td>95 383</td>
<td>30 000</td>
<td>10 000</td>
<td>20 000</td>
</tr>
<tr>
<td></td>
<td>4 746 809</td>
<td>5 364 283</td>
<td>5 400 000</td>
<td>139 250</td>
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</table>

Appendix 2

ILO-UNESCO Research Programme

Budget for the Year Ending 31 July 1973
(in US dollars)

<table>
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<tr>
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<th>US dollars</th>
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<tbody>
<tr>
<td>Income</td>
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<tr>
<td>ILO credit for the year</td>
<td>26 530</td>
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<tr>
<td>UNESCO credit to cover the cost of two posts (D.1 and P.4)</td>
<td>55 900</td>
</tr>
<tr>
<td></td>
<td>82 430</td>
</tr>
<tr>
<td>Expenditure</td>
<td></td>
</tr>
<tr>
<td>Salaries and related costs</td>
<td></td>
</tr>
<tr>
<td>Posts D.1 - 1 at $32 000</td>
<td>32 000</td>
</tr>
<tr>
<td>P.4 - 2 at $23 900</td>
<td>47 800</td>
</tr>
<tr>
<td>G.6 - 1 at $ 6 500</td>
<td>6 500</td>
</tr>
<tr>
<td></td>
<td>86 300</td>
</tr>
<tr>
<td>Excess of expenditure over income</td>
<td>3 870</td>
</tr>
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</table>
### Appendix 3

**SUMMARY OF POSTS, 1972-73, BY GRADE AND ACTIVITY**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Directorate and Special Advisers</th>
<th>Research and Studies</th>
<th>Personnel Section</th>
<th>Administration and Finance</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>US dollars</td>
<td>Number</td>
<td>US dollars</td>
<td>Number</td>
</tr>
<tr>
<td>DIR</td>
<td>1</td>
<td>40'200</td>
<td>1</td>
<td>34'300</td>
<td>1</td>
</tr>
<tr>
<td>D.2</td>
<td>2</td>
<td>64'000</td>
<td>2</td>
<td>64'000</td>
<td>2</td>
</tr>
<tr>
<td>D.1</td>
<td>1</td>
<td>15'100</td>
<td>1</td>
<td>15'100</td>
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<td>57'000</td>
<td>5</td>
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<td>P.4</td>
<td>3</td>
<td>60'900</td>
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<td>60'900</td>
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<tr>
<td>P.2</td>
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<td>135'200</td>
<td>8</td>
<td>135'200</td>
<td>8</td>
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<tr>
<td>P.1</td>
<td>1</td>
<td>13'500</td>
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<td>13'500</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>175'100</td>
<td>4</td>
<td>86'600</td>
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</table>

Note: The 1971-72 column has been adjusted to compare with the 1972-73 structure of personnel.

### Appendix 4

**CHANGES IN POSTS BETWEEN 1971-72 AND 1972-73 BUDGETS BY GRADE AND ACTIVITY**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Directorate and Special Advisers</th>
<th>Research and Studies</th>
<th>Personnel Section</th>
<th>Administration and Finance</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td>72-73 (+/-)</td>
<td>71-72</td>
<td>72-73 (+/-)</td>
<td>71-72</td>
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<td>DIR</td>
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<td>1</td>
<td>1</td>
<td>1</td>
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<tr>
<td>D.2</td>
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<td>2</td>
</tr>
<tr>
<td>D.1</td>
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<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>P.5</td>
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<td>2</td>
<td>1</td>
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<td>1</td>
</tr>
<tr>
<td>P.2</td>
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<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>P.1</td>
<td>1</td>
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<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.9</td>
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<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.8</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.7</td>
<td>1</td>
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<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.6</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.5</td>
<td>1</td>
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<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.4</td>
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<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.3</td>
<td>1</td>
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<td>1</td>
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<td>1</td>
</tr>
<tr>
<td>G.2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>G.1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

Note: The 1971-72 column has been adjusted to compare with the 1972-73 structure of personnel.
Seventeenth Item on the Agenda

REPORT OF THE DIRECTOR-GENERAL

PART I

Introduction

1. As at the last session of the Governing Body the Director-General is submitting, in the present part of his report to the Governing Body, a brief account of the current activities of the ILO. The period covered by this report is 1 November 1971 to 31 January 1972 - i.e. the period since the report to the last session of the Governing Body was completed. Like the previous report, the present paper necessarily deals in general terms with certain matters on which more detailed documents are before the Governing Body. These are indicated by appropriate references, and, as on the last occasion, the Governing Body will no doubt wish to discuss such matters on the basis of the more detailed documents rather than in connection with the present report which is designed to serve a more general purpose.

2. During this period the Seventh Asian Regional Conference (Teheran, 4-14 December 1971) and meetings of experts on paid educational leave (Geneva, 10-21 January 1972), and on occupational cancer (Geneva, 10-17 January 1972) were held.

3. Operational activities under the United Nations Development Programme continued to expand. Two Special Fund projects became operational and four projects were completed. At its recent session (12-28 January), the Governing Council of the UNDP approved 13 new large-scale country projects and 9 regional and inter-regional projects for execution by the ILO. The Governing Council also approved supplementary earmarkings for two other projects. Altogether some 750 projects were in operation as of 31 January under all sources of funds and 914 experts were in post. Eighty-two experts were appointed during this period; 145 fellowships have been awarded to candidates from 50 countries and orders for equipment for use in technical co-operation projects totalled a sum of $745,000.

\(^1\) See eighth sitting.
4. Progress continued to be made under the World Employment Programme, with the sending of a comprehensive employment strategy mission to Iran, and the holding of a meeting of directors of research institutes to discuss coordination of research under the World Employment Programme. The first steps were taken to examine the relationship of trade, aid, employment and labour.

5. Major ILO publications during this period have included *The Year Book of Labour Statistics, 1971; Participation by Employers' and Workers' Organisations in Economic and Social Planning: A General Introduction; and Matching Employment Opportunities and Expectations: A Programme of Action for Ceylon.*

6. The number of ratifications of Conventions rose from 3,801 to 3,816.

7. The Governing Body Committee on Freedom of Association examined twenty-two cases.

Asian Regional Conference

8. The Seventh Asian Regional Conference met in Teheran from 4 to 14 December 1971. A total of 172 Government, Employer and Worker delegates and advisers from 20 member States, including 12 ministers of labour, attended the Conference.

9. The debate on the Director-General's report revealed a broad consensus of view on the urgency and magnitude in Asia of the six problems on which that report had focussed: population, inequality, urbanisation, rural development, the inadequacy of economic growth and the growing awakening of the masses; it also disclosed a wide measure of agreement on the potential contribution of the ILO to their solution.

10. The Conference adopted conclusions on the substantive items on its agenda. In a resolution concerning Freedom of Association for Workers' and Employers' Organisations and their Role in Social and Economic Development, the Conference declared that social and economic progress in Asia depended on the support of workers' and employers' organisations, and that the extent to which support could be expected depended on their effective association in the preparation and implementation of national development policies. A prerequisite for such participation was the full observance of the principle of freedom of association of workers and employers; restrictions on the rights of workers' and employers' organisations were likely to constitute a major obstacle to the adoption by workers and employers of a constructive attitude towards the development programme of the government. Member States in Asia were called upon, preferably before the next Asian Regional Conference, to ratify and apply the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). Primary responsibility rested with workers' and employers' organisations to resolve their common problems and differences by dialogue, collective bargaining and joint discussions. The resolution called on governments to provide for effective participation of workers' and employers' organisations in development planning, and for provision to be made for including peasants' and rural workers' organisations in such participation. Trade unions were invited to pay particular attention to workers' education and training programmes and to determine suitable methods of extending their coverage to the masses of hitherto unorganised and unprotected rural workers. Asian employers' organisations were invited to provide affiliated associations and individual undertakings with advice on matters of labour relations and personnel management and to assist them in evolving constructive attitudes towards trade unions. In view of the key role which labour ministries play in labour relations and in the elaboration and implementation of social policy, the resolution urged governments to ensure that such ministries had the necessary authority, staff and resources to discharge these responsibilities in a competent fashion.

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1 The Record of the Conference is before the Governing Body at its present session (see Appendix III).
11. The Conference stressed the role that the ILO could play in assisting governments, workers' organisations and employers' organisations in Asia to attain these objectives. The ILO was, in particular, called upon to publish at regular intervals surveys on the development of labour relations and working conditions in Asian countries; to continue and expand its workers' education programme in Asia; to make assistance to employers' organisations in developing Asian countries a permanent feature of its programme; to pursue its efforts to establish a regional project for strengthening labour administration in Asia; and to strengthen and expand its activities aimed at the improvement of labour relations in Asia. The ILO was asked to associate national authorities, as well as employers' and workers' organisations, in all stages of this work.

12. Two other resolutions on this theme were adopted by the Conference. A resolution concerning the promotion of rural workers' and peasant organisations in Asia stressed the importance of strong, free, independent, responsible and viable organisations of peasants and rural workers; it urged member States to encourage trade unions to broaden their basis by enrolling rural workers within the trade union movement, to ensure the participation of rural workers in the planning and implementation of agrarian policies, to fix targets for increasing employment in the rural sector, and to establish facilities for technical and vocational training for rural workers. The resolution also called upon the ILO to expand its programmes in setting up or strengthening appropriate rural institutions.

13. A resolution concerning the tripartite character of the ILO appealed to Asian member States to co-operate in implementing the resolution adopted at the last session of the International Labour Conference concerning the strengthening of tripartism in the activities of the ILO, to set up tripartite bodies at the national level, particularly for the purpose of ensuring follow-up action on ILO decisions, and to respect the tripartite character of the ILO. The resolution further invited the Governing Body to give special attention to strengthening tripartism in technical co-operation and regional activities, including the possibility of setting up appropriate ILO tripartite machinery for the supervision and inspection of programmes and projects.

14. In its conclusions on the Asian Manpower Plan, the Conference noted that while increasing attention had been paid to problems of employment policy and manpower development in Asia at the regional and national levels, the employment situation in most Asian countries remained extremely serious. Efforts to expand employment needed to be pursued with increased vigour and determination if the objectives of the Second United Nations Development Decade were to be achieved. Primary responsibility for achieving the objectives of the Asian Manpower Plan rested with the Asian countries concerned. Explicit targets and policies regarding employment should be included in national development plans. The Conference indicated areas of action in which governments should concentrate in their action to promote employment, including the strengthening of machinery of employment planning, the implementation of structural reforms and shifts in emphasis in development policies, and an examination of the relationship between employment and such matters as income distribution, indebtedness and land ownership. It also emphasised the role that employers' and workers' organisations could play in securing the understanding and acceptance by their membership of the employment objective and of policies for achieving it.

15. The Conference stressed the need for the developed countries to reorient their trade and aid policies so as to promote an expansion of employment in Asian countries. It called upon international organisations to ensure that their programmes and policies contributed to the attainment of employment objectives in Asia, and to participate in the Asian Regional Team for Employment Promotion, in comprehensive employment strategy missions and in any other forms of international action designed to provide advice on employment policy. The ILO should place all the means of action at its disposal to assist Asian countries in adopting plans and programmes aiming at the highest possible level of productive employment. In particular the Conference urged that the setting-up of the Asian Regional Team for Employment Promotion should be completed as soon as possible, and that comprehensive employment missions should be regarded as a first step towards continuing co-operation between the governments and the various international agencies concerned. National authorities, as well as employers' and workers' organisations, should be associated in all stages of
the work of survey missions undertaken by the Regional Team and of comprehensive employment strategy missions, and all such missions should, as far as possible, be planned and timed in such a way that their conclusions may be used by the countries concerned in drawing up their economic development plans and/or in the preparation of their country programmes of technical co-operation.

16. In its conclusions on the ratification and implementation of selected international labour Conventions in Asian countries, the Conference stressed that standard-setting activities were a major tool for the achievement of the ILO's aims, but that the position of Asian countries with regard to the ratification and application of Conventions was capable of substantial improvement. The process of ratification might have suffered from the belief that the implementation of the ILO's standards would hinder economic development, but the Conference stressed that while the economic conditions of certain countries could not be disregarded, the ILO's standards could usefully contribute to balanced social and economic development. The importance of the ILO's Freedom of Association Conventions was particularly emphasised and Asian governments which had not yet done so were urged to ratify and implement these standards.

Technical Co-operation

17. Expenditure on technical co-operation under all sources of funds during the three months under review totalled a sum of $11,378,000. The distribution of this expenditure over fields of activity and regions has been as follows:¹

<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 and Promotion</td>
<td>1,342</td>
<td>Africa</td>
<td>4,862</td>
</tr>
<tr>
<td>Management Development</td>
<td>2,753</td>
<td>Americas</td>
<td>1,669</td>
</tr>
<tr>
<td>Vocational Training</td>
<td>4,971</td>
<td>Asia</td>
<td>2,758</td>
</tr>
<tr>
<td>General Conditions of Work</td>
<td>47</td>
<td>Europe</td>
<td>598</td>
</tr>
<tr>
<td>Social Security</td>
<td>202</td>
<td>Middle East</td>
<td>685</td>
</tr>
<tr>
<td>Occupational Safety and Health</td>
<td>194</td>
<td>Inter-regional</td>
<td>806</td>
</tr>
<tr>
<td>Maritime Workers</td>
<td>142</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour Law and Labour Relations</td>
<td>68</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour Administration</td>
<td>281</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workers' Education</td>
<td>110</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Co-operatives and Rural Institutions</td>
<td>1,139</td>
<td></td>
<td></td>
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<tr>
<td>Labour Statistics</td>
<td>70</td>
<td></td>
<td></td>
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<tr>
<td>Other</td>
<td>59</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>11,378</td>
<td></td>
<td>11,378</td>
</tr>
</tbody>
</table>

¹ Administrative costs excluded. Estimates only for January 1972.
18. On 31 January approximately 750 projects were operational under all sources of funds, and 914 experts were in post. Eighty-two experts were appointed and 145 fellowships were awarded to fellows from 50 countries. Thirty-three final and technical reports were submitted to governments on completed and current projects. Equipment of a value of $745,000 was ordered for technical co-operation projects. Thirteen new large-scale national projects, of the type of former Special Fund projects, were approved by the Governing Council of the UNDP at its session in January 1972 for execution by the ILO. Six of these are in the field of management development, 4 in vocational training; 1 in employment planning and promotion, 1 in co-operative development and 1 in labour administration. Supplementary earmarkings for 2 projects for which the ILO is the executing agency were also approved - 1 each in respect of vocational training and management development. The Governing Council also approved at this session 9 regional and inter-regional projects of the type formally financed under the technical assistance sector.

19. Two Special Fund projects became operational (1 in Africa and 1 in the Americas) and 2 further projects started on advance allocations from the UNDP. Four Special Fund projects were completed. One hundred and fifteen Special Fund projects in operation continued from previous years, of which 36 are on advance allocations.

20. Under the new procedure of country programming, the Governing Council of the UNDP approved for the first time at its session in January 1972, 29 country programmes which include a considerable number of technical co-operation projects in fields of concern to the ILO. These country programmes were for the following countries: Africa: Algeria, Ghana, Kenya, Lesotho, Mauritius, Tanzania, Chad, Togo and the Republic of Zaire; Americas: Colombia, Panama and Venezuela; Asia: Fiji, Laos, Malaysia and Philippines; Europe and Middle East: Bulgaria, Cyprus and Hungary. The Governing Council also examined experiences and difficulties encountered in this first round of country programming exercises. The ILO has been participating actively in the preparation of 23 further country programmes which will be submitted to the UNDP Governing Council at its June 1972 session. It has also been participating in a new system of inter-country programming recently introduced by the UNDP, covering regional, inter-regional and global projects, which is based on the same principles already being applied for country programming.

21. Inter-agency co-operation is provided for in a number of the new projects recently approved by the Governing Council of the UNDP. Thus, the co-operation of UNIDO is provided for in a project for which the ILO is to be the executing agency (Republic of Korea: assistance to extension services department in the Medium Industry Bank, phase II) while ILO participation is provided for in two projects for which other organisations have been designated as executing agencies (Somali Democratic Republic: technical education and vocational training - UNESCO; and Thailand: industrial services institute, phase II - UNIDO). Altogether the ILO is at present associated in the implementation of 78 joint projects of the Special Fund type (of which 31 are ILO projects and 47 are projects of other organisations).

22. Co-operation with the United Nations Fund for Population Activities (UNFPA) was further developed. The Fund approved a number of projects for implementation by the ILO in 1972 totalling $1,289,000, and has under consideration a further group of projects totalling $223,000. The projects approved include a large-scale research and action programme concerning population and employment, to be implemented under the World Employment Programme; regional advisers on workers' education in population questions in Asia, Africa, the Middle East and English-speaking Caribbean countries; a regional adviser on employers and population in Asia; a regional adviser on social security and family planning in Latin America; several regional seminars on population matters for trade unions and employers in different regions; and the introduction of a population component in the courses of the International Institute for Labour Studies.

23. Co-operation with the World Bank has been strengthened with active ILO participation in a growing number of economic survey missions organised by the Bank and by closer co-ordination of projects of common interest to the two organisations. ILO staff members served on World Bank missions to Jordan, Mauritius and Nigeria, having in each case responsibility for employment...
questions, and contributed to the reports by the missions. The World Bank and the International Monetary Fund are participating actively in the Comprehensive Employment Strategy Mission in Iran, in the same way as they had participated in previous missions of this type to Colombia and Ceylon.

24. The ILO continued to develop co-operation with bilateral aid-giving agencies, especially the Swedish (SIDA), Norwegian (NORAD) and Danish (DANIDA) agencies. The first annual review of the programme being undertaken with NORAD was held in Geneva in December 1971, and several new joint projects approved in 1971 by the three Scandinavian agencies amounted to more than $2,250,000. An agreement on associate experts was concluded with Finland, and negotiations are under way with the Federal Republic of Germany for the conclusion of a similar agreement as well as for a joint programme of assistance relating to projects in the field of vocational training.

25. ILO participation in the United Nations Volunteer Programme continued; 8 volunteers are now in post on a hotel training project in Iran and 25 further volunteers are expected to be assigned to 2 ILO projects by July 1972 - a handicrafts project in Iran, and a national youth service programme in Jamaica.

Human Rights and International Labour Standards

26. Fifteen ratifications of Conventions by six member States have been registered in this period, bringing the total number of ratifications up to 3,616. The state of ratifications of the key human rights Conventions as at 1 February was as follows:

- Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) 77 ratifications
- Right to Organise and Collective Bargaining Convention, 1949 (No. 98) 90 ratifications
- Forced Labour Convention, 1930 (No. 29) 105 ratifications
- 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.

27. The ILO has since 1964 been organising regional seminars aimed at acquainting officials in labour ministries more fully with the obligations and procedures concerning international labour standards. A further regional seminar in this series was held in Dakar from 8-18 November 1971. Officials from fourteen French-speaking countries in Africa took part, including Heads of International Relations Services and Directors of Labour Departments. The programme included a thorough review of ILO procedures relating to Conventions and Recommendations, as well as an examination, in detail and by country, of outstanding questions concerning the submission of ILO instruments to the competent national authorities, the application of ratified Conventions and the supply by governments of reports and information to the ILO on measures taken in this connection.

28. Seventeen new cases were submitted to the Governing Body Committee on Freedom of Association, and 22 cases were examined, 17 of which led to final conclusions on the part of the Committee.

29. One number of the Legislative Series appeared in this period.
Progress under the World Employment Programme

30. During this period 2 new comprehensive employment strategy missions were initiated, 2 smaller-scale diagnostic employment missions were completed and a Meeting of Directors of Research Institutes discussed the research activities of the ILO under the World Employment Programme and of the Research Institutes concerned.

Employment Strategy Missions

31. The report of the inter-agency employment mission to Ceylon, submitted to the Prime Minister of Ceylon in August 1971, was published in printed form in November 1971 and given wide distribution.

32. A start was made with the comprehensive employment strategy missions to Iran and Kenya. Like the preceding missions to Colombia and Ceylon, these are inter-disciplinary in nature, are financed by UNDP, and are being carried out in collaboration with several international agencies.

33. A first group of experts, headed by Mr. Etienne Hirsch, former Chief of the French Planning Commission, arrived in Iran in November 1971 and began its work.

34. The mission to Kenya is due to start on 15 March 1972; preparatory work in Nairobi by members of the mission has already begun.

35. Requests for advice on employment policy were received from the Governments of Madagascar and Liberia, and two missions were sent to these countries with UNDP financing for periods of 6 to 8 weeks.¹

36. Further requests, from the President of the Republic of the Sudan and the General Commissioner for the Plan, responsible to the Prime Minister of Morocco, reflect the growing interest in this kind of mission in Africa.

Regional Teams

37. Latin America. The regional employment team for Latin America revised four detailed case studies on the employment situation and employment policy in Peru, Chile, Jamaica and Costa Rica in the context of economic and social development policies in those countries. Besides analysing the employment situation these studies contain specific conclusions and practical recommendations for raising employment levels. These conclusions and recommendations relate, first, to the main components of economic policy (particularly investment, fiscal and trade policies) which affect employment and, secondly, to the specific means of carrying out employment policy (employment statistics, machinery for co-ordination between ministries, strengthening the competent service of the labour department and planning institutes). The recommendations also aimed at strengthening existing technical co-operation projects (for example in Peru) and facilitated the launching of new projects (for example in Costa Rica).


² The Governments of these two countries should receive the mission reports in the next few weeks.
38. The ILO is actively pursuing negotiations with the UNDP for UNDP financing in 1972 of the regional team, which has hitherto been financed mainly by the ILO. To facilitate these negotiations a detailed request was drawn up, which comprises a precise programme and indicates how the regional team could contribute to meeting the region's needs for technical assistance.

39. Asia. Continuation of the work of the Asian regional team was facilitated by recent improvements in financing, recruitment and the effectiveness of consultations with other agencies. A technical advisory meeting held in Bangkok in January 1972 was attended by representatives of the countries participating in the Asian Manpower Plan and of the ILO and other international organisations which are co-operating in its implementation. At this meeting most of the participating countries and the UNDP signed a plan of operation and after thorough discussion a programme of activities was drawn up comprising the provision of advisory services to countries in the region, the training of national personnel, research and the exchange of information.

Assistance to Governments in Promoting Employment Growth in Specific Sectors

40. An Inter-African seminar on the development of handicrafts was held in Fez from 6 to 11 December 1971. The seminar, which was attended by participants from African countries and conducted in French, provided an opportunity for an exchange of experiences over the last decade in the development of handicrafts and for an exchange of views on balanced progress in the handicrafts sector for the future. The seminar formulated a series of specific proposals for action by the governments of the region. The most basic of these was that development of the handicraft sector should receive a much higher priority than is presently the custom and that the salaries paid to the staff charged with handicraft development should be such as to attract sufficiently well qualified persons into this field. Other recommendations included: priority in government purchasing policy to products of the handicraft sector, organisation of subcontracting exchanges, provisions for special credit terms and institutions and organisation of common facilities and common purchasing schemes. The seminar also considered problems of export promotion and regional co-operation in handicrafts. It suggested joint training centres for designers and national staff and joint promotional schemes such as emporia in the metropolitan centres of some of the developed countries. The seminar suggested that the ILO establish a permanent "Advisory Committee on Handicrafts".

41. A long-term handicraft development project in Morocco was terminated. The purpose of the project was to establish a National Leather and Textile Institute to assist the government in modernising leather and textile handicraft activities within the framework of its development plans. This was achieved by the training of instructors, technical "cadres" and other qualified personnel, both in the public and private sector, by the improvement of craft production and by better integration of handicrafts in the economy. The project became the main supplier of technical and cadre personnel for the rapidly expanding textile industry. Donations of equipment from the private sector and bilateral sources contributed to its effectiveness.

Research

42. A meeting of directors of research institutes from a wide range of member countries was held in Geneva from 13-16 December 1971. Its purpose was (a) to discuss the on-going research activities at the ILO and those undertaken by the institutes and individuals invited, (b) to discuss the future research priorities relevant to the World Employment Programme and (c) to arrive at conclusions as to the possibilities of collaboration and division of labour on research in the employment field. The meeting revealed that there were a number of topics of common interest in which collaboration is possible and was helpful to the Office for the review of the priority areas in its own research. Among the priority areas of common interest warranting close collaboration the meeting stressed the following:
(i) education and employment;
(ii) labour market policies, including wage determination and structures;
(iii) income distribution and employment;
(iv) trade policies and the international division of labour;
(v) population and employment;
(vi) choice of technology and employment;
(vii) capacity utilisation.

43. The United Nations Fund for Population Activities has agreed to finance in 1972 and 1973 a large-scale research and action programme on population and employment. This project, which will involve expenditure of over $1 million over the two years, aims to identify the relationship between population growth and employment and to stimulate the adoption of appropriate policies. Policy and action-oriented studies will be prepared on the way in which population growth has affected the employment situation in selected countries, and is likely to affect it in the future under various assumptions concerning future trends in fertility and other variables.

44. Within the framework of a large-scale research project on employment in the services sector, a case study on technology and employment in commerce in Peru was completed.

45. A study on Concepts of Labour Force Underutilisation was published in the ILO's Employment Research Papers; a series of articles on employment in Africa were published in the Review.¹

Trade, Aid, Employment and Labour

46. In execution of the decisions taken by the Governing Body at its last session on trade, aid, employment and labour, the Office, in consultation with UNCTAD and GATT, has prepared a draft statement which is to be considered by the Governing Body at its present session² as the basis for an ILO policy statement to the Third UNCTAD Conference next April; a full preliminary report on possible ILO action relating to fair labour standards in international trade has been prepared for consideration by the Governing Body at its present session³ and work has been put in hand on a longer-term research project which aims to determine the goods in respect of which liberalisation would create the most employment in developing countries, and to assess the employment effects in both developing and industrialised countries of trade changes and policies for coping with possible adjustment problems.


² See Appendix II, section (a), first paper.

³ See Appendix II, section (b).
Remuneration and Conditions of Work

47. A meeting of experts on paid educational leave, consisting of experts from government, employer and trade union circles and from universities and adult education and training institutions was held in Geneva from 10-21 January 1972. The report of the meeting is being submitted to the Governing Body at its present session. The experts considered that paid educational leave should be regarded as a new social right, available to all workers without discrimination. Paid educational leave responded to the need in a modern society for lifelong education and continuous training as well as for social and cultural advancement. The meeting thus regarded it as a means of enabling workers to cope better with the demands arising out of rapid technological change and to fulfill their economic and social responsibilities in the undertaking and in the community. The experts considered that rights to paid educational leave should be established by legislation or by collective agreement, and that the cost of programmes should be met by the public authorities, employers and other bodies, depending on the type of education and training; workers' organisations could contribute to trade union education. The report of the meeting will serve to prepare for the first discussion by the Conference at its 58th Session next year of the question of paid educational leave.

48. A seminar on wages in Asia financed by the UNDP was held in Bangkok from 18 October to 6 November 1971, bringing together 24 participants from government, employer and trade union circles in 15 countries of the region. On the basis of three working papers, country papers submitted by the participants and lectures by ILO officials and external collaborators, the participants discussed minimum wage fixing and other forms of wage determination; wage differentials, job evaluation and other aspects of wage structure; and methods of remuneration, with special emphasis on incentive systems and their relevance to Asian conditions. The exchange of views and experience enabled all the participants not only to gain a better technical appreciation of these subjects but also to understand and relate to their own experience the practices and conditions in different countries, the problems encountered and the solutions attempted.

Occupational Safety and Health

49. A meeting of experts on the control and prevention of occupational cancer was held in January 1972. It examined the different criteria upon which the assessment of the degree of risk to man presented by different substances and agents could be based. The experts reviewed the available methods of prevention and laid stress on the importance of both technological and legislative approaches to the problem. They emphasised in particular the desirability of finding substitutes for the most dangerous agents and the importance of medical supervision. The experts also felt that the ILO should take positive action to contribute to a more widespread knowledge, particularly in industry, of the problems related to occupational cancer. The conclusions of the experts will help prepare the way for the discussion of the problem of occupational cancer by the International Labour Conference in 1973.

50. By the end of the period, some 30 individual experts had served or were still serving in technical co-operation projects relating to occupational safety and health and 26 fellowships were in various stages of implementation. Two projects came to an end with the preparation of final recommendations to governments. In Cuba, a thorough study was made of the structure, organisation and administration of occupational safety and health services and recommendations

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1 See Appendix IV.

2 The report of the meeting is before the Governing Body at its present session (see Appendix V).
on the modernisation of these were made to be carried out as elements of a long-term plan. In Tunisia a survey was completed of safety and health conditions in various types of mines. The main recommendations made in both projects concerned revisions in the legislation which are now being implemented and the organisation of prevention services at both the official and the industry levels.

Social Security

51. An in-depth review of the social security programme is to be undertaken by the Governing Body at its present session. A document has been prepared to serve as a basis for the Governing Body's discussion which takes fully into account the resolution concerning future activities of the ILO in the field of social security, adopted by the last session of the Conference.

52. A round table meeting to study the relationship between employment policy, unemployment and social security was held in Mexico City from 6 to 11 December 1971 jointly with the Inter-American Permanent Committee on Social Security and with the collaboration of the International Social Security Association. Representatives of employers and workers, as well as officials of the Organisation of American States and the UN Economic Commission for Latin America, attended the meeting. The Office prepared and published a report for discussion by the meeting, which dealt with problems concerning employment, unemployment and benefits for unemployed workers in Latin America.

53. The meeting adopted a final report stressing the desirability of an early overhaul of the provisions which are now contained in the labour legislation of many Latin American countries dealing with employers' liability for severance pay and of service indemnities and related cash payments upon the termination of the contract of employment in order to establish a better relationship between these benefits and social security payments such as unemployment benefit, old-age and disability pensions. It further suggested that it would be desirable to replace the individual employer's liability with systems based on a pooling of risks among various employers. The meeting endorsed the view that ratification of ILO Convention No. 88 on Employment Service and the implementation of ILO Recommendations dealing with employment services and vocational training would help to create the conditions appropriate to the development of unemployment benefit schemes. Finally, the meeting stressed that employment opportunities would be enhanced by withdrawal from the labour force of aged workers but that this would only be possible if adequate income security (old-age pensions) were assured to the aged together with a systematic adjustment of old-age benefits to the fluctuations in the cost of living.

54. Technical co-operation projects in the field of social security which have been completed in the period under review were of a considerable variety, reflecting different needs for social security development in different countries. For example, in Cyprus, the assistance provided aimed at the consolidation of social security enactments introducing a system of earnings-related pensions and incorporating provisions concerning pneumoconiosis in social security legislation. An exploratory study has been made for St. Kitts to introduce a comprehensive social security scheme. Technical advice has been provided to Tanzania in order to reorganise various pension schemes for employees in the public sector. In Turkey an ILO expert was urgently requested to assist in the overhaul of the financial organisation of the social security scheme.

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1 GB.185/PA/12/9.

Vocational Training

55. By the end of the period under review, the technical co-operation programme in the field of vocational training comprised a total of 163 projects approved and/or operational, including 75 large-scale (previously Special Fund) UNDP-financed projects, compared with 144 projects (68 large-scale) one year previously.

56. In Botswana the first phase of a UNDP-financed project for the establishment of a national vocational training scheme was completed. SIDA had been associated with the original project, the objective of which was to establish the framework of the scheme itself and a training scheme for craft instructors. The second phase of the project provides for the establishment of a pilot craftsmen training centre in Francistown: SIDA has agreed to finance the construction of the buildings for the pilot centre.

57. In Iraq a UNDP/ILO mission found that a project to prepare for the establishment of a national industrial vocational training programme had substantially accomplished its objectives and recommended a second-phase project of three years' duration for the establishment of further elements of the programme, including central policy-making and co-ordinating bodies and a vocational training centre, principally for instructor training. UNDP inputs for this phase, approved in January 1972, will amount to $953,730.

58. The specific needs of countries in the Caribbean area were the subject of a series of fact-finding missions during 1971. As a result, activities suited to the requirements of the countries concerned have been undertaken in the Cayman Islands, Cuba, Montserrat and Surinam and recommendations have been made regarding assistance to other islands of the area.

Management Development

59. One major project, in Bulgaria, was completed, while projects in Cyprus and Jamaica completed important phases of their implementation.

60. The ILO had been co-operating with the Government of Bulgaria since 1967 in the establishment of a Management Training Centre for Engineers and Economists in Sofia. The project covered the training and development of managers from the top and middle levels of industry and government, in-plant consultancy, establishment of a computer unit and an information and documentation centre. Three provincial branches of the Centre were also established. A total of 235 courses in thirty different subject areas were provided by the Centre and its branches. These courses were attended by almost 8,500 participants. An important number of in-plant consultancy assignments were also carried out, including assistance to a WHO project concerning a computer application for the Central Institute of Public Health.

61. In Cyprus, the joint management development and vocational training project, under which the ILO assisted the Government in setting up the Cyprus Productivity Centre, was designed to increase productivity, upgrade the skills of managers, supervisors and workers, train national counterparts, develop the Centre as a financially self-supporting institution, and establish the administrative machinery for the supervision and co-ordination of all industrial training activities in the island. Training and consultancy and advisory services have played an important part in the activities of the Centre. Over 4,000 persons have attended courses and some 250 consultancy and advisory assignments have been carried out. The Centre, which works closely with employers' and workers' organisations, has been firmly established and is staffed by national specialists. It is now being developed in the fields of small-scale industry, systems analysis and management information systems through a further phase to be financed by UNDP.

62. In Jamaica the project involved assistance in setting up the Jamaica Productivity Centre and concentrated on training, consultancy services (including surveys and feasibility studies), technical services and research, promotion and development of handicrafts. Special attention was paid to industrial engineering, supervisory management, marketing and industrial
accounting. Almost 4,000 persons participated in courses and seminars dealing with these subjects. More than 200 consultancy assignments and surveys were carried out and competent national staff were trained to staff the Centre which is working also in association with UNIDO experts. Further development of the Centre by expanding management consultancy services and broadening the range of management training courses and seminars is now planned as part of a further phase of the project to be financed by UNDP.

63. In Czechoslovakia, the ILO organised three series of seminars, financed from UNDP/TA funds, on management subjects during 1971. The subjects and dates of the seminars were as follows:

- Management by Objectives: 10-15 May 1971
- Management Information Systems - Computer Based: 17-24 November 1971

64. The objective of the seminars was to provide senior managers and academicians with the opportunity to exchange ideas with visiting speakers on these subjects. The ILO was responsible for the design of each seminar, the prospection and recruitment of speakers and the co-direction of the seminars themselves. The first seminar was held in Kosice; the second and third seminars were held first in Prague and repeated in Bratislava. Each series of seminars was attended by approximately 50-70 invited participants drawn from managers of enterprises and from professors and members of technical institutes. The ILO is indebted to such well-known firms as Colt International, Ford Motor Company and British European Airways who provided senior managers to act as speakers at the seminar.

Labour Law and Labour Relations

65. An African Regional Seminar on Industrial Relations and Personnel Management was held in Dar-es-Salaam in November 1971. Financed by DANIDA, it was the first meeting organised by the ILO for English-speaking African countries to enable participants to exchange views and experiences on personnel management and labour relations issues arising at the enterprise level. In co-operation with NORAD the ILO organised a series of industrial relations seminars for participants from government, management and trade union circles in several Asian countries (India, Ceylon, Philippines, Singapore).

66. The Office published the texts of a number of basic agreements and joint statements of policy and principle on labour-management relations and particular aspects thereof entered into at the national level, usually by central employers' and workers' organisations, in various countries. The Office also published the record of proceedings of, and the documents submitted to, the Round Table on the Role of Employers' Organisations in Asian Countries, held in Tokyo in 1970.

67. An expert, who advised the Turkish Confederation of Employer Associations on the establishment of a study, research and documentation unit, completed his work. This was the first technical co-operation project ever undertaken by the ILO for the benefit of an employers' association in a developing country.

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Labour Administration

68. An African Regional Seminar on Training Needs in the Field of Labour Administration, consisting of senior administrators of fifteen English-speaking countries, was held in Nairobi in December 1971 to survey both national and ILO programmes in this field and to advise on further developments. The report of the meeting indicates the various measures now required to ensure adequate facilities for such training, especially in the form of a labour administration centre for the English-speaking countries of the region (proposed at the Third Session of the African Advisory Committee, Dakar 1967, and endorsed in a Resolution of the Third African Regional Conference, Accra, 1969).

69. The Inter-American Centre for Labour Administration in Lima has started its second phase, for the period 1972-75, with continued UNDP financing and host-country support from Peru. It now also has the added backing of Argentina, Brazil and Venezuela. The range of activity of this major project for building up labour ministry services in the region now extends to the Caribbean and also, increasingly, serves the needs of the countries concerned for short-term technical co-operation missions by the Centre's specialists.

70. In November 1971, following recommendations by the Asian Advisory Committee (14th Session, Bandung 1970) and by the second and third Conferences of Asian Ministers of Labour (New Delhi, 1969 and Seoul, 1971, respectively), a proposal was drawn up for a UNDP-financed Asian Regional Project for Strengthening Labour Administration. The first phase is planned for the period 1974-76.

Workers' Education

71. An African Sub-Regional Seminar on Trade Unions, Workers' Education and Population Questions was held in Nairobi in October. The seminar conclusions stressed the important role which trade unions should play in the formulation and the implementation of population policies and programmes. The seminar felt that workers' education on population and family planning questions was needed to inform and motivate workers in this field and that the ILO should contribute to this effort by helping to train workers' educators, to formulate education programmes and to produce educational material on population and family planning. The UNFPA has approved the financing of a series of educational activities to follow up the recommendations of the seminar.

72. An expert financed by DANIDA began a twelve-month assignment in Zambia. In Pakistan, a UNDP-financed mission of twelve months was initiated but interrupted because of recent disturbances; it has been resumed in the course of January.

73. A special number of the "Labour Education" bulletin, financed by UNFPA, has been published concerning workers' education about population questions. Three workers' manuals, Accident Prevention, Social Security and Co-operation, have been reprinted.

74. In view of the need to develop modern educational methods and techniques suited for the training of trade unionists at the enterprise level, the ILO has prepared special study material and visual aids on the role of the shop steward in Asian countries.

75. In co-operation with the International Institute for Labour Studies, the Office organised a study tour on workers' participation in enterprise management for a group of Turkish trade union leaders in Germany and Norway.

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1 ILO/TAP/APR/R.14, Geneva, 1972 (English only).

and a study tour for a group of Tanzanian union leaders and educators in Germany and Yugoslavia. A study programme on accounting and financial management was arranged at the Turin Centre for a group of Latin American trade unionists.

Co-operative, Rural and Related Institutions

76. An Asian Regional Seminar on the Contribution of Rural Institutions to Rural Development, particularly Employment, took place in New Delhi from 3 to 16 November 1971. This seminar dealt with two main topics: social and economic aspects of rural institutional development and the institutional and employment aspects of agrarian reform and the Green Revolution. In addition, there was a panel discussion on Indian experience.

77. The participants emphasised, in particular, the role of urban trade unions in organising the weaker sections of the rural population; the need to remove legal barriers to the effective functioning of trade unions in the countryside; the possibility of organising separate co-operatives to service the weaker sections of the rural population; the need to study the various forms of joint use of land and other productive resources including, especially, agricultural machinery with a view to assisting small and marginal farmers; the role of land reform measures in promoting employment and modernisation of agriculture; the urgency of substantially reinforcing institutional arrangements for the provision of inputs and other services, as well as strengthening agricultural extension and training facilities in the context of the Green Revolution. Various suggestions on follow-up action were put forward by the participants, including a suggestion that the ILO Regional Office in Bangkok be strengthened to assist rural workers' and peasant organisations in Asia.

Research on Social Institutions

78. The publication in November 1971 of the study on "Employers' and Workers' Participation in Planning"1, issued in English only, marked the completion of the initial stage of a study of social participation. This volume has been given wide distribution to interested persons and institutions. The next stage of this research is represented by the study on participation of employers' and workers' organisations and other social institutions in economic and social development in Latin America, which is being finalised for publication. A study on "The Non-Bargaining Activities of Trade Unions in Developing Countries" has been published in offset form.2

Labour Statistics

79. The 1971 edition of the Yearbook of Labour Statistics was completed and has been issued. The fourth quarter issue of the quarterly Bulletin of Labour Statistics was published on schedule and work began on the first quarter 1972 issue which will be the first in trilingual form. Assistance has continued to be provided to a number of governments in the field of labour statistics. Two projects (in West Pakistan and Senegal) terminated in this period. Six new ones were started (in Burma, Iran, Kenya, Mali, Sierra Leone and Sudan). Altogether nine projects were in operation in January 1972. Projects in Tunisia, the Khmer Republic and Turkey have been approved by UNDP for implementation.

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80. In January 1972, the ILO signed an agreement with the Swedish Agency for Administrative Development on co-operation in the field of information retrieval, under which the ILO has made available to the Swedish Government a computerised system of information retrieval and library management (Integrated Set of Information Systems - ISIS) which it has developed over the past eight years. This system permits entry of data into computer storage and instantaneous access to various files, so that the user can sift through a great amount of data and select specific information, in a very short time. The system is to be put to a variety of uses in Sweden. The Swedish Labour Market Board intends to investigate its possible uses to record information about job vacancies and to provide a data bank on such vacancies for job seekers. The ILO system will also be used in a Swedish national computerised library network. The Swedish International Development Authority (SIDA) and the Ministry for Foreign Affairs will use the ILO's programme package and some 46,000 abstracts of documents concerning economic and social development. The ILO and the Swedish Agency for Administrative Development have also agreed to collaborate on future developments of the ISIS system.
1. The Director-General announces with deep regret the death of Sir Grantley Adams, formerly Prime Minister of the West Indies, on 28 November 1971 at Bridgetown, Barbados. Sir Grantley had been a member of the Committee of Experts on the Application of Conventions and Recommendations since 1948.

2. Born on 28 April 1898, he went to Harrison College, Barbados, then to Oxford University where he studied law. On becoming a barrister he practised first in London and later in Barbados.

3. In 1934 he was elected to the House of Assembly and in 1948 became its Leader. Sir Grantley played an important political role both in his own country and throughout the former British territories of the West Indies. His eminent qualifications led to his appointment as Prime Minister of Barbados from 1954 to 1958 and as Prime Minister of the West Indies Federation from 1958 to 1962.

4. Along with his political career Sir Grantley Adams exercised an important influence on the development of the trade union movement in his country when in 1938 he founded the Barbados Progressive League, of which he became President in 1948; in 1941 he set up the Barbados Workers' Union.

5. At the international level Sir Grantley Adams also played an important role. He was a member of the United Kingdom delegation to the United Nations General Assembly in 1948 and in the same year was also appointed as a member of the ILO Committee of Experts on the Application of Conventions and Recommendations.

6. Sir Grantley made a distinctive contribution to the work of the Committee of Experts in three respects. Following the entry into force of the post-war constitutional amendments designed to strengthen ILO supervision procedures, he helped to develop the work of the Committee of Experts and to reaffirm its traditions of objectivity, independence and impartiality. He played an active part in the Committee's efforts to secure the implementation of ILO standards in non-metropolitan territories, thus helping to lay the foundation for the social policies of many of
the ILO's present member States. He also made a special contribution to the work of
the Committee in regard to the implementation of certain instruments relating to
fundamental human rights. He brought to the work of the Committee his profound
knowledge of social problems acquired as a trade union leader, lawyer and statesman.

7. The Governing Body will no doubt wish to request the Director-General to
convey its condolences to the family of Sir Grantley Adams.

Lord McCorquodale of Newton, P.C., K.C.V.O.

8. The Director-General announces with deep regret the death on 25 September
1971 of Lord McCorquodale of Newton, past President of the British Employers' 
Confederation and a former Employer member of the Governing Body.

9. Lord McCorquodale was born in 1901 and graduated at Christ Church, Oxford,
joining the family printing firm that bears his name. He was a Member of Parliament
from 1931 to 1945 and again from 1947 to 1955 - a total of 23 years - and served as
Parliamentary Private Secretary to the Minister of Labour and National Service from
1942 to 1945. He was Chairman of the Industrial Training Council from its formation

10. From 1960 to 1962 he was President of the British Employers' Confederation,
during which period he attended the International Labour Conference as United Kingdom
Employers' delegate. He was an Employer member of the Governing Body from 1960 to
1963.

11. The Governing Body will doubtless wish the Director-General to convey its
sympathy to Lord McCorquodale's family.

Mr. Douglas Taylor, C.M.G.

12. The Director-General announces with deep regret the death of Mr. Douglas
Taylor, a former United Kingdom substitute Employers' delegate to the Conference,
who also attended the Textiles Committee.

13. Mr. Taylor was born in 1915 and was educated at Manchester Grammar School and
Oriel College, Oxford. After many years in the Civil Service, including a period of
secondment to the Commonwealth Department of Labour and National Service in Australia,
he became international secretary of the British Employers' Confederation in 1962.

When the Confederation of British Industry was formed in 1965, Mr. Taylor became its
first director of labour and social affairs, and later its economic director. In
1966 he became the senior Deputy Director-General of the CBI.

14. The Governing Body will doubtless wish the Director-General to convey its
sympathy to Mr. Taylor's family.

Mr. George Philip Delaney

15. The Director-General announces with deep regret the death on 9 February 1972
of Mr. George P. Delaney, a former Worker member of the Governing Body and sub­
sequently United States Government delegate to the International Labour Conference.

16. Born in Washington in 1909, Mr. Delaney worked as a moulder from 1929 to
1938. From 1938 to 1941 he was international representative of the International
Moulders and Foundry Workers Union. In 1948 he became international representative
of the AFL and from 1956 of the AFL-CIO. In 1958 he was appointed Director of
Organisations of the International Union of Operating Engineers.

17. Mr. Delaney began his career in government service as labour specialist with
the Civilian Production Administration upon completion of his studies at Harvard
University. He later served as labour specialist with the Economic Co-operation
Administration. In 1959 he was appointed special assistant to the Department of
Labor's Assistant Secretary for International Labor Affairs and subsequently became
member of the Department's advisory committee on international labor problems. In
1963 Mr. Delaney was named special assistant to the Secretary of State, a position
which he held until he retired in 1971.

18. Mr. Delaney was a regular Worker member of the Governing Body from 1948 to
1958; he also attended the Conference throughout that period and was elected Worker
Vice-President at the 35th (1952) Session. Following his resignation from the
Governing Body in 1958, special tribute was paid on all three sides to Mr. Delaney's devoted support of the aims and objectives of the Organisation, and the Chairman of the Workers' group said that Mr. Delaney had done more than any other single person to make them known in the United States. In 1962 Mr. Delaney attended the Conference as Government adviser, and from 1963 to 1970 as Government delegate.

19. The Governing Body will doubtless wish the Director-General to convey its sympathy to Mr. Delaney's family, to the AFL-CIO, and to the United States Government.

Ambassador Llewellyn Thompson

20. The Director-General announces with deep regret the death on 6 February 1972 of Ambassador Llewellyn Thompson, best known as United States Ambassador to the USSR from 1957 to 1962 and 1967 to 1969. Mr. Llewellyn Thompson served as a member of the United States Mission (then Consulate General) in Geneva from 1933 to 1938 during the period of and following the entry of the United States to the International Labour Organisation; he attended the International Labour Conference and the Governing Body during that period. Many difficult questions arose. The United States was not a member of the League of Nations and its participation in the International Labour Organisation was its first participation in a major international organisation. Mr. Llewellyn Thompson, as the officer of the United States Mission in Geneva who was assigned responsibility for discussing such questions with the International Labour Office, made an outstanding contribution to their solution which remains fresh in the minds of all who worked in co-operation with him at that time.

21. The Governing Body will doubtless wish the Director-General to convey its sympathy to Mr. Thompson's family and to the Government of the United States.

II. COMPOSITION OF THE GOVERNING BODY

Government Group

22. The Government of Canada has appointed as its regular representative Mr. Bernard Wilson, Deputy Minister of Labour, in succession to Mr. Love.

23. The Government of the United Kingdom has appointed as its regular representative Mr. Alun M. Morgan, C.M.G., Under-Secretary of State, Department of Employment, in succession to Mr. Heron.

III. PROGRESS OF INTERNATIONAL LABOUR LEGISLATION

Ratification of Conventions

24. Since the 184th Session of the Governing Body the Director-General has registered, on the dates indicated, the following 19 ratifications of international labour Conventions, which bring the total number of ratifications registered to date to 3,820.

Australia

Ratification registered on 12 December 1971:

Minimum Age (Underground Work) Convention, 1965 (No. 123).

Austria

Ratification registered on 8 December 1971:

Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124).

Cuba

Ratification registered on 5 January 1972:

Minimum Wage-Fixing Convention, 1970 (No. 131).
France

Ratifications registered on 18 November 1971:

Radiation Protection Convention, 1960 (No. 115);
Minimum Age (Underground Work) Convention, 1965 (No. 123);
Accommodation of Crews (Fishermen) Convention, 1966 (No. 126).

Malagasy Republic

Ratifications registered on 21 December 1971:

Labour Inspection Convention, 1947 (No. 81);

Ratification registered on 8 February 1972:

Holidays with Pay Convention (Revised), 1970 (No. 132).

Norway

Ratification registered on 15 February 1972:

Medical Care and Sickness Benefits Convention, 1969 (No. 130).

Spain

Ratifications registered on 30 November 1971:

Hours of Work (Coal Mines) Convention (Revised), 1935 (No. 46);
Shipowners' Liability (Sick and Injured Seamen) Convention, 1936 (No. 55);
Sickness Insurance (Sea) Convention, 1936 (No. 56);
Guarding of Machinery Convention, 1963 (No. 119);
Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124);
Minimum Wage-Fixing Convention, 1970 (No. 131);

Sweden

Ratifications registered on 17 February 1972:

Accommodation of Crews (Supplementary Provisions) Convention, 1970 (No. 133);

Declarations concerning the Application of Conventions to Non-Metropolitan Territories
(Article 35 of the Constitution)

25. Since the 184th Session of the Governing Body the Director-General has registered, on 14 January 1972, a declaration by the United Kingdom communicating that decision is reserved concerning the application of the Equal Remuneration Convention, 1951 (No. 100), to the following territories: Bermuda, British Honduras, British Virgin Islands, Falkland Islands (Malvinas), Montserrat, St. Helena, Seychelles.
Denunciation of Conventions

Brazil

26. The Director-General has registered, on 14 January 1972, the denunciation by Brazil of the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96).

27. In a letter dated 11 February 1972, the Permanent Representative of Brazil to the International Organisations in Geneva set out as follows the reasons invoked by his Government for denouncing this Convention:

"Further to my note No. 2 of 12 January last, I have the honour to inform you, on a voluntary basis, that Convention No. 96 has been denounced for the following reasons:

(a) The Convention was ratified by the Brazilian Government with the exclusion of Part III.

(b) It was subsequently ascertained, when adopting measures for the application of the Convention, that it was inadequate and impracticable to fix a precise time limit for the abolition of fee-charging employment agencies as required by Article 3 of the Convention (Part II). It is on the other hand possible – and this is done – to regulate these offices, as is provided for by Part II of the Convention.

(c) Since there was such a difference between the national legislation and Part II of Convention No. 96, which had been ratified, the Ministry of Labour and Social Welfare proposed the denunciation of the Convention in its entirety."

IV. PUBLICATIONS

Periodical Publications

28. The following periodical publications have been issued since the 184th Session of the Governing Body:


Official Bulletin: issue No. 4 (1971) and its supplement have been issued.

Legislative Series: the sixth bi-monthly issue for 1971 has been issued.

Conference Reports and Records

29. The Record of Proceedings of the 56th Session of the Conference has been issued in English, French and Spanish.

30. Reports IV(2) and V(2) to the 57th Session of the Conference have been issued. Report I(1) is in the press.

Non-Periodical Publications

31. No new non-periodical publications have been issued since the 184th Session of the Governing Body.
Reprints

32. The following non-periodical publications are being or have been reprinted in the languages indicated:

- Matching Employment Opportunities and Expectations. A Programme of Action for Ceylon. (In English.)
- How to Read a Balance Sheet. (In English and Spanish.)
- International Standard Classification of Occupations, revised. (In French.)
- Services for Small-Scale Industry. (In English.)
- Job Evaluation. (In Spanish.)
- The Enterprise and Factors Affecting Its Operation. (In Spanish.)

Sales

33. Revenue from sales made under the Publications Programme in 1971 is $267,588 (excluding royalties), an increase of over 30 per cent over sales revenue in 1970. If sales revenue from other publications (sold directly under the Occupational Safety and Health and Vocational Training Programme) is added the total revenue is $277,034.96.
First Supplementary Report

Action Taken in Regard to the 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. At its 184th Session (November 1971) the Governing Body took note of the report of the Committee appointed 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. At the same session the Governing Body was informed that Italy had communicated its denunciation of the Convention on 9 August 1971 and that the denunciation would take effect on 9 August 1972.

2. Following the session the Director-General communicated the Committee's report to the General Confederation of Italian Agriculture and to the Italian Government, and informed them that the Governing Body had taken note of it. A communication in reply has been received from the General Confederation of Italian Agriculture, which expresses disappointment at the fact that the Governing Body did not provide any indication as to concrete procedures to be set in motion to induce the Italian Government to bring the national legislation on placement into conformity with the Convention. It further indicates that the most representative organisations of employers and workers were not consulted by the Government prior to the denunciation of the Employment Service Convention, 1948 (No. 88). The Confederation also asks that the report be brought to the knowledge of the competent bodies of the ILO.

3. In accordance with the normal practice, the Committee's report is being communicated to the Committee of Experts on the Application of Conventions and Recommendations, which adjourned its consideration of the application by Italy of the Employment Service Convention, 1948 (No. 88), until a decision had been reached on the representation and which will thus at its forthcoming session in March 1972 have an opportunity to review the position in the light of the various developments referred to above.

4. The report of the Committee of Experts will be submitted to the Governing Body and the Conference in May and June 1972.
Second Supplementary Report

Procedure for the Appointment of Conference Committees

1. In accordance with the proposals relating to the procedure for the appointment of Conference committees, as approved by the Conference on 8 June 1959, the Governing Body is invited to appoint, before each session of the Conference, an appeals board composed of three persons selected from the panel of five persons appointed by the Conference. No appeal was submitted to the Board in 1968, nor was it required to meet in 1969, 1970 and 1971. It nevertheless seems desirable that it should be able to meet if necessary.

2. The Panel is at present composed of the following five persons:

   Mr. J.A. BARBOZA-CARNEIRO (Brazil),
   Mr. René CASSIN (France),
   Mr. H.H. KOCH (Denmark),
   Mr. Léon-Bli TROCHET (Belgium),
   Mr. M.K. VELLODI (India).

3. The Governing Body is invited to appoint the following three persons to serve as the Appeals Board, should it be required to meet, for the 57th (1972) Session of the Conference:

   Mr. J.A. BARBOZA-CARNEIRO (Brazil),
   Mr. René CASSIN (France),
   Mr. H.H. KOCH (Denmark).

4. The Governing Body is further invited to authorise the Director-General, if the Board is required to meet and any of the above-mentioned persons is unable to serve, to convene other members of the Panel so as to ensure that the Appeals Board is duly constituted.
Third Supplementary Report

Participation of Non-Metropolitan Territories as Observers in the 57th (1972) Session of the International Labour Conference

1. At its 124th Session (March 1954) the Governing Body decided that, on the recommendation of the responsible member States, non-metropolitan territories might be invited to participate by means of tripartite observer delegations in sessions of the International Labour Conference.

2. The Director-General has been asked by the United Kingdom Government to submit a request to the Governing Body that the Bahamas, Bermuda, Grenada and St. Lucia should be invited to send tripartite observer delegations to the 57th Session of the Conference.

3. The Governing Body is accordingly requested to agree that the above-named territories should be invited, through the United Kingdom Government, to send tripartite observer delegations to the 57th Session of the International Labour Conference.
APPENDIX XVIII

Eighteenth Item on the Agenda

PROGRAMME OF MEETINGS

1. In the light of the discussions which have taken place in the Financial and Administrative Committee, the Director-General now makes the following proposals in respect of the meetings due to take place in the course of this year.

2. It is proposed that the Meeting on Relationship between Multinational Corporations and Social Policy be held in Geneva from 26 October to 4 November 1972; that the Fifth Session of the African Advisory Committee be held in Addis Ababa from 26 September to 2 October 1972; and that the Third Session of the Inter-American Advisory Committee be held in Costa Rica from 17 to 23 October 1972.

3. The Governing Body may wish to approve these arrangements.

4. A revised programme of meetings for the year embodying these arrangements is set out below.

<table>
<thead>
<tr>
<th>1972</th>
<th>Title of Meeting</th>
<th>Place</th>
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<tbody>
<tr>
<td>16-29 March</td>
<td>Committee of Experts on the Application of Conventions and Recommendations</td>
<td>Geneva</td>
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<td></td>
<td>(42nd Session)</td>
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<td>24 April-3</td>
<td>Inland Transport Committee (Ninth Session)</td>
<td>Geneva</td>
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<td>May</td>
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<td>8-12 May</td>
<td>Ad Hoc Committee on the Occupational Safety and Health Programme</td>
<td>Geneva</td>
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<tr>
<td>29 May-3 June</td>
<td>186th Session of the Governing Body and its Committees</td>
<td>Geneva</td>
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<tr>
<td>7-27 June</td>
<td>57th Session of the International Labour Conference</td>
<td>Geneva</td>
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<td></td>
<td>187th Session of the Governing Body</td>
<td>Geneva</td>
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<td></td>
<td>Immediately following the Conference</td>
<td>Geneva</td>
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<tr>
<td>26 October-4</td>
<td>Meeting on Relationship between Multinational Corporations and Social Policy</td>
<td>Geneva</td>
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<tr>
<td>November</td>
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<td>26 September-2</td>
<td>African Advisory Committee (Fifth Session)</td>
<td>Addis Ababa</td>
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<td>October</td>
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<tr>
<td>17-23 October</td>
<td>Inter-American Advisory Committee (Third Session)</td>
<td>San José Costa Rica</td>
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<tr>
<td>6-17 November</td>
<td>188th Session of the Governing Body and its Committees</td>
<td>Geneva</td>
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1 See eighth sitting.
APPENDIX XIX

Nineteenth Item on the Agenda

APPOINTMENT OF GOVERNING BODY REPRESENTATIVES ON VARIOUS BODIES

[No paper was submitted to the Governing Body on this item on its agenda. There was, however, some discussion of the matter.]

1 See eighth sitting.
APPENDIX XX

ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION

ABATE, Abebe (Ethiopia), Employer deputy member; Secretary-General, Federation of Employers of Ethiopia.

ABID ALI (India), Workers' representative; former President, Indian Trade Union Congress.

de ACHA, Gonzalo (Bolivia), Deputy Permanent Representative of Bolivia to the international organisations in Geneva; accompanying Mr. Olmedo, Government observer.

AGO, Roberto (Italy), Government representative; Professor of International Law, Rome University; representative of the Government of Italy on the Governing Body.

ALBERTI, Agustín (Chile), Minister Counsellor, Permanent Mission of Chile to the international organisations in Geneva; substitute for Mr. Daza Valenzuela, Government deputy member.


ALVAREZ-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. Saraiva Guerreiro, Government representative.

ANDRIANTSITOHAINA, Daniel (Madagascar), Employers' representative; Vice-President, Confederation of Economic Associations.

de ANGELI, Carlos, observer representing the World Federation of Trade Unions; Permanent Representative in Geneva of the WFTU.

AUGER, Robert D. (Canada), Second Secretary, Permanent Mission of Canada to the United Nations Office in Geneva; accompanying Mr. Ignatieff, Government representative.

BANERJEE, Dr. Purnendu Kumar (India), Government representative; Ambassador Extraordinary and Plenipotentiary; Permanent Representative of India to the United Nations Office in Geneva.

BARDEAU, Charles (France), Director of Population and Migrations, Ministry of Labour, Employment and Population; substitute for Mr. Parodi, Government representative.

BASRI, Chairul (Indonesia), Secretary-General, Department of Manpower; substitute representative of the Government of Indonesia on the Governing Body.

BASTID, Auguste (Ivory Coast), Employer deputy member; Vice-President, Inter-occupational Association of the Ivory Coast.

BELFRAGE, Frank (Sweden), Head of Section, Ministry of Foreign Affairs; accompanying Mr. Lindberg, Government observer.

BENITO MESTRE, Fernando (Spain), Government observer; Ambassador; Permanent Delegate of Spain to the United Nations Office and the international organisations in Geneva.
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.

BILNEY, G.N. (Australia), First Secretary, Permanent Mission of Australia to the United Nations Office in Geneva; accompanying Mr. Loveday, Government observer.

BOJADZIESKII, Todor (Yugoslavia), Government observer; Second Secretary, Permanent Mission of Yugoslavia to the United Nations Office and the international organisations in Geneva.

BOLTYAH, Abd-el-Latif (Arab Republic of Egypt), Workers' representative; President, Federation of Labour.

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.

BRAGGIOTTI, 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; 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.

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## INDEX

<table>
<thead>
<tr>
<th>Item No.</th>
<th>Title of Agenda Item</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Approval of the Minutes of the 184th Session</td>
<td>69</td>
</tr>
<tr>
<td>2</td>
<td>Trade, Aid, Employment and Labour</td>
<td>19-33</td>
</tr>
<tr>
<td></td>
<td></td>
<td>52-61</td>
</tr>
<tr>
<td></td>
<td></td>
<td>84-87</td>
</tr>
<tr>
<td>3</td>
<td>Record of the Seventh Asian Regional Conference (Teheran, 4-14 December 1971)</td>
<td>9</td>
</tr>
<tr>
<td>5</td>
<td>Report of the Meeting of Experts on Control and Prevention of Occupational Cancer (Geneva, 10-17 January 1972)</td>
<td>16</td>
</tr>
<tr>
<td>6</td>
<td>Effect Given to the Recommendations of the Commission of Inquiry concerning the Observance by Greece of the Conventions on Freedom of Association</td>
<td>70</td>
</tr>
<tr>
<td>7</td>
<td>Reports of the Committee on Freedom of Association</td>
<td>71</td>
</tr>
</tbody>
</table>

One Hundred and Twenty-eighth Report:

I. Introduction ................................................................ 71

II. Cases Which the Committee Considered Did Not Call for Further Examination .................. 71

III. Definitive Conclusions in the Case relating to Nicaragua (Case No. 662) ..................... 71

IV. Interim Conclusions in the Case relating to Argentina (Case No. 651) .......................... 72

One Hundred and Twenty-ninth Report ........................................................................ 72

I. Introduction ................................................................ 72

II. Complaints Which the Committee Recommended Should Be Dismissed as Irreceivable under the Procedure in Force 72

III. Cases Which the Committee Considered Did Not Call for Further Examination .................. 72

IV. Definitive Conclusions in the Cases relating to Brazil (Case No. 385), Mexico (Case No. 603) and Costa Rica (Case No. 635) ........................................................................ 72

V. Interim Conclusions in the Cases relating to Colombia (Case No. 514), Portugal (Case No. 654), Costa Rica (Case No. 665), Portugal (Case No. 666), Jordan (Case No. 668) and Bolivia (Case No. 685) ........................................................................ 73

One Hundred and Thirtieth Report ........................................................................ 73

---

1 Sittings only. For an index of the appendices relating to the agenda items see "Table of Contents", pp. v-ix.
<table>
<thead>
<tr>
<th>Item No.</th>
<th>Title of Agenda Item</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>8</td>
<td>Reports of the Financial and Administrative Committee:</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>First Report:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Financial and General Questions:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme and Budget for 1970-71: Budgetary Performance and Transfers</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>1972-73 Regular Budget Account at 31 January 1972</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>Position of the Working Capital Fund</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>Situation at 31 January 1972 of United Nations Development Programme Funds Available to the ILO</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>Proposal under Article 20(3)(b) of the Financial Regulations for an Additional Assessment in 1973</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>Financial Questions relating to the International Centre for Advanced Technical and Vocational Training (Turin)</td>
<td>39</td>
</tr>
<tr>
<td></td>
<td>Reports of the United Nations Advisory Committee on Administrative and Budgetary Questions</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>Reports by the United Nations Joint Inspection Unit</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td><strong>Second Report:</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Personnel, Pensions and Administrative Questions:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Staff Representative's Comments on the Personnel, Pensions and Administrative Questions on the Committee's Agenda</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>Composition and Structure of the Staff of the International Labour Office</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>Proposed Amendments to the Staff Regulations</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>Questions relating to the Administrative Tribunal of the ILO:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Composition of the Tribunal: Extension of Terms of Office</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>Recognition of the Jurisdiction of the Tribunal by the International Patent Institute</td>
<td>41</td>
</tr>
<tr>
<td></td>
<td>Report of the Administrative Board of the ILO Staff Pensions Fund</td>
<td>41</td>
</tr>
<tr>
<td></td>
<td>Report of the ILO Staff Pension Committee (United Nations Joint Staff Pension Fund)</td>
<td>41</td>
</tr>
<tr>
<td></td>
<td>Report of the Board of Trustees of the Special Payments Fund</td>
<td>41</td>
</tr>
<tr>
<td></td>
<td>Other Personnel, Pensions and Administrative Questions:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Improvement in Benefits of the United Nations Joint Staff Pension Fund</td>
<td>41</td>
</tr>
</tbody>
</table>
Item No. | Title of Agenda Item                                                                                                                                                                                                 | Page |
---|---|---|
8   | Release from Assignment Duties of Staff Union Committee Members                                                                                                                                         | 41   |
9   | Classification of Geneva for the Purpose of Post Adjustment                                                                                                                                          | 41   |

Third Report:

Financial and General Questions:

1972-73 Regular Budget Account at 31 January 1972:

Consequences of Continuing Uncertainty concerning the Dates of Payment of the United States Contribution                                                                                                     | 41   |

Payment of Assessed Contributions: Financial Inducements for Prompt Payment and/or Penalties for Late Payment                                                                                             | 52   |

Fourth Report:

Financial and General Questions:

In-depth Review of the Social Security Programme                                                                                                                     | 52   |

9   | Report of the Allocations Committee                                                                                                                                                                    | 1    |
10  | Report of the Committee on Standing Orders and the Application of Conventions and Recommendations                                                                                                         | 75   |
11  | Report of the International Organisations Committee                                                                                                                                                     | 76   |
13  | Activities of the International Occupational Safety and Health Information Centre (CIS) in 1971                                                                                                           | 69   |
14  | Composition and Agenda of Committees and of Various Meetings:                                                                                                                                              |  |

First Paper

Composition and Agenda of Standing Bodies and Expert Meetings:

Composition of the Joint Maritime Commission and Agenda for its 21st Session                                                                                      | 78   |

Agenda for the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy                                                      | 78   |

Second Paper:

Composition of Standing Bodies and Expert Meetings:

Panel of Consultants on Safety and Health in Agriculture                                                                                                         | 79   |

Panel of Consultants on Safety in Mines                                                                                                                          | 79   |

Panel of Consultants on the Problems of Women Workers                                                                                                           | 79   |

---

The Allocations Committee did not meet and consequently did not submit a report to the Governing Body at this session.
Panel of Consultants on the Problems of Young Workers .......................................................... 79
Ad Hoc Committee on the Occupational Safety and Health Programme ........................................ 79

Third Paper:
Composition of the Proposed Meeting on the Relationship between Multinational Corporations and Social Policy .......................................................... 80

International Institute for Labour Studies .......................................................... 1

International Centre for Advanced Technical and Vocational Training:
Report on the Fourteenth Session of the Board of the Centre .......................................................... 73

Report of the Director-General:
Part I ........................................................................... 80
Part II:
   I. Obituary .................................................................. 81
   II. Composition of the Governing Body ..................... 82
   III. Progress of International Labour Legislation ...... 82
   IV. Publications .......................................................... 82

First Supplementary Report: Action Taken in regard to the 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 .......................................................... 82

Second Supplementary Report: Procedure for the Appointment of Conference Committees ........ 83

Third Supplementary Report: Participation of Non-Metropolitan Territories as Observers in the 57th (1972) Session of the International Labour Conference .......................................................... 83

Programme of Meetings ........................................................................... 83

Appointment of Governing Body Representatives on Various Bodies ............................................. 83

Absence of Mr. Salem Shita, Worker Deputy Member of the Governing Body ......................... 7

Incident affecting Mr. Mahjub Benseddik, Worker Member of the Governing Body ................. 19,70

Opening of the Session ........................................................................... 7

Visit by the Secretary-General of the United Nations .......................................................... 7

1 There was no document before the Governing Body on this item of its agenda.