The following article contains a description of the I.L.O. manpower programme which has been undertaken as a result of decisions of the Governing Body in March and December 1948 and in March 1949. It sets forth the needs and problems that the programme is designed to meet, analyses its essential features, and shows how the I.L.O. machinery is being adapted to the new tasks.

THE COMPREHENSIVE manpower programme recently launched by the International Labour Organisation is aimed at mobilising the experience and resources of the Organisation in a co-ordinated drive to provide the technical assistance required to remove some of the obstacles which stand in the way of economic development and higher living standards for the peoples of the world. The programme carries the work of the I.L.O. a stage further, since it includes a series of practical activities which for the first time in the history of the Organisation bring it into the operational field on a large scale.

BACKGROUND OF THE MANPOWER PROGRAMME

During the last twenty years, there has been a revolution in manpower policy. Emphasis has shifted from a negative preoccupation with unemployment and its relief to a positive concern with the organisation of employment as an integral part of plans for economic development. The new emphasis is the point of departure for the present manpower programme of the International Labour Organisation.
Lessons of the Past

The revolution in manpower policy derives primarily from what has been learned through the world’s experience of depression and war and from the changed needs of the post-war economy.

In 1932, economic activity was almost paralysed. Machines, capital and productive equipment were idle, basic crops were being ploughed under, coffee was being burned and milk dumped into rivers. Over thirty million men and women were jobless and many more million were not working full-time or were employed on work unrelated to their skill and experience. With a few rare and foresighted exceptions, manpower policy consisted in a series of desperate improvisations to relieve mass unemployment and find some way to keep people from starving and from demoralisation. The world crisis of unemployment and poverty reflected a breakdown of economic machinery which has left indelible effects on human beings and on economic and social policy, and thus on manpower policy. Slowly but surely, the point has been driven home that such a crisis need not and must not recur.

Before the lessons of the depression had been digested, the war intervened, adding lessons of its own. Urgent wartime needs stimulated active solutions for manpower problems. Manpower policy became national in scope and in many respects more positive and mature. Techniques for bringing men and jobs together and for adapting skill to employment opportunities and needs were substantially improved. Some of the possibilities of organising employment in the national interest, without sacrifice of basic human rights and with adequate guarantees to all concerned, became apparent.

The immediate post-war years brought an entirely new situation. In many countries inflationary tendencies and full employment fixed the character of manpower policy. Europe was confronted with special manpower problems, arising out of an urgent need for more production and increased exports so that basic foods and raw materials could be imported. Economically underdeveloped regions, on the other hand, were faced with still other problems arising out of an equally urgent need to turn their resources to good use by means
of industrialisation and of technical improvements of agriculture. These different situations led to a worldwide concern with manpower problems and their solution, and provided further experience of methods and techniques in the manpower field.

The lessons learnt through these twenty years form an important part of the background of national and international action on manpower today. Changed economic and social goals have set a new framework for action. But the experience of the past, analysed in the light of present needs, is primarily responsible for the increasingly broad and positive approach underlying current efforts to solve world manpower problems. The lessons of the depression have soaked in, and new techniques in the field of economic and social policy are now available to prevent mass unemployment and to organise employment for the constructive purpose of facilitating economic development and thus laying the foundation for social growth.

Present Needs and Problems

The carrying out of a manpower policy directed towards this objective is not easy in any circumstances. Enough suitable workers must be available when and where they are needed, and at the right time, to develop material resources and to produce the goods and services required by each national population and by the world economy. This does not come about automatically: the employment market must be organised for the purpose. This, briefly, is the essential task of manpower policy today.

In present circumstances, the task is especially difficult to perform. Throughout the world there are urgent and extensive needs to be met in the manpower field. These needs are worldwide in scope, in the sense that they are felt by all countries, though to a varying degree. Essentially, they grow out of the fact that employment opportunities and available manpower do not match properly, either quantitatively or qualitatively. Surpluses and shortages exist simultaneously. Some countries have full employment, some have underemployment and some have a labour shortage. All of them suffer from a shortage of skill.
In Europe, for example, a good many countries have drained their labour reserves and still need workers to man essential industries and services, while a few others have considerable labour surpluses which cannot be productively employed. During 1949, western European countries alone are estimated to require some 200,000 foreign workers. In other parts of western Europe, however, there are large surpluses of workers available for employment elsewhere: perhaps as many as 1,500,000 in Italy, 500,000 in the German bizone (mostly women) and 300,000 under the care of the International Refugee Organisation (I.R.O.). The absorption of this mass of some two million persons into economic life is one of the outstanding problems of European reconstruction. Indeed, it goes beyond the confines of Europe because it is clear, even from the above figures, that Europe alone cannot absorb the manpower surpluses which now exist within its own frontiers.

Certain other regions, on the other hand, lack enough workers to carry through planned economic and social development. A number of British Dominions and Latin American countries, for example, require additional labour to develop their resources and make possible higher living standards for their people.

The fact that some areas of Europe have a long-term surplus of labour while others in and outside Europe need workers for their economic development immediately suggests the desirability of international migration for employment and land settlement. In many cases, however, the channels of migration remain more or less blocked. For various reasons, people without useful work are unable, in sufficient numbers, to move to and settle in the countries where their labour and skill can be turned to good account.

In other parts of the world, quite different needs must be met. In Asia and large parts of the Middle East, for example, millions of people live out their lives in underemployment and poverty, unable to develop their own capacities and contribute fully to the economic and social wellbeing of the community. Natural and human resources abound, but the pace of industrialisation is too slow. There are still too many workers and not enough jobs and skills related to economic development. Underemployment often exists alongside labour short-
age. Both these problems are a serious drag on economic and social growth. The need is for action to speed up economic development, to absorb disguised unemployment and to meet the labour and skill requirements of development projects without endangering any other part of the economy, particularly food production.

Many of the most urgent needs of all arise out of the global deficit of human skill. People simply do not know how to do the jobs that have to be done. Throughout the world, there is an acute and general lack of skill. In Europe, the deficit of skill is a major obstacle to economic recovery; it impedes the expansion of industrial operations, the movement of workers into available employment and the transfer of labour from one country to another. Manpower requirements are predominantly for trained workers, but it is very largely unskilled or industrially inexperienced workers who are looking for jobs. In the Far and Middle East, in Latin America and in Africa, the shortage of skill is even more widespread. Almost all the skills entering into mechanised industrial and agricultural development are needed, and needed urgently. Economic progress in these regions depends in no small degree on how far and how fast this lack of skill is overcome. This is not merely an immediate problem of economic development. It is a question affecting the future, because the shortage of skill fixes some of the limits to economic development for the next generation or so. Moreover, lack of skill hampers the international redistribution of manpower through migration. The skills of emigrants must be adapted or adaptable to the opportunities for immigration; and most such opportunities are for trained rather than for untrained manpower.

Wherever, for one reason or another, the supply of workers fails to coincide with the demand for workers, either in numbers, in location or in skills, either nationally or internationally, a new balance has to be struck. Men and jobs must be brought together, and this must be done through employment service machinery, vocational training and retraining and international migration. In many cases, however, the machinery of employment organisation (the employment, training and migration services) is ill-equipped to carry through the redistribution of manpower necessary for economic and social growth and the maintenance of full employment.
Many countries still lack a national employment service and so have no machinery for translating employment organisation policy into practice. In many other countries, the employment service is still in its early stages; it lacks traditions of service, operating experience, trained staff and the confidence of the community. In still others, the service lacks the technical and administrative ability to play an important part in organising the employment of manpower in the interests of solving current economic problems. Even in countries with experienced employment services, e.g., in many countries of Europe, a number of manpower difficulties, both in labour shortage and labour surplus countries, can be traced back to deficiencies of the national employment services or to an unduly narrow conception of their role.

Training facilities of all kinds are in short supply in most parts of the world, and inevitably in those parts where they are most needed. They are insufficient in number. Many of those which exist are obsolete and require adaptation to present-day job requirements and methods. Instructors are scarce, too few are being trained and few of these are being trained by the most effective and appropriate methods. Training equipment and materials are urgently needed in all the underdeveloped regions and are often unobtainable in the countries or areas which need them most.

International co-operation to move people from one country to another is on a small scale compared to the needs to be met. Many thorny problems of a financial, economic and political character must be tackled before migration can provide an effective means of meeting labour and skill requirements in one country through the sources of manpower available for emigration in other countries.

Role of the International Labour Organisation

In this challenging world situation it was to be expected that the International Labour Organisation would take the initiative. It's recognised sphere of competence and long experience in dealing with manpower questions give it a
special responsibility and qualify it to assume international leadership in this field. Thus, as a result of decisions taken by the Governing Body in March and December 1948 and in March 1949, the Organisation is now carrying out a working programme on manpower. Its aim is to develop the advisory and operational activities needed to help Governments and employers' and workers' organisations to meet immediate manpower problems quickly and effectively.

This is not the first time the International Labour Organisation has accepted a world challenge in the manpower field. When, in 1919, the Preamble to the Constitution assigned to the I.L.O. responsibility for dealing with questions of employment and training, the International Labour Conference immediately followed this up by adopting a forward-looking Convention on the organisation of free public employment services as a means of regulating labour supply and combating unemployment. From that year on, the machinery of the Organisation has dealt, in one way or another, with various aspects of employment and unemployment, vocational training, and international migration for employment and land settlement.

The Organisation's work in this field has advanced with the times. Changing economic and social conditions have made imperative a far more constructive approach than that which characterised its early efforts. In 1931, for example, one turning point was reached. The world unemployment crisis led it to recommend direct and positive action to deal with manpower problems. Its constructive emphasis on the problems of finding employment in the midst of a world of widespread unemployment had a far-reaching influence on national and international policy, by widening world concern with the economic factors that affected manpower problems and stimulating co-ordinated effort to solve them. In 1936, the Organisation held the first of its regional conferences; it thereby initiated a procedure for dealing with regional manpower problems in the light of the special needs of the region concerned. In 1937, the General Conference adopted a Public Works Recommendation which contained a pioneer international statement of the principle of utilising public works for economic development as a weapon against depression. In 1944, another turning point was reached. In the Declaration of Philadelphia, the Conference redefined
in positive terms the essential outlook and tasks of the I.L.O. in the manpower field.¹

The current manpower programme marks still another turning point in the history of the Organisation. The programme carries its work into an entirely new stage by emphasising the practical activities involved in getting down to the operating level where manpower problems are actually being solved.

ESSENTIALS OF THE MANPOWER PROGRAMME

The manpower programme has been drawn up to meet urgent needs. While, as indicated above, it is based on the past work of the International Labour Organisation, it branches out in new directions. In the past, the Organisation’s main tasks in the manpower field were largely those of setting standards, undertaking research and providing information. It did, to be sure, undertake advisory missions, but, for various reasons, these were relatively few and far between. Today, much more is demanded. International and regional standards on particular subjects (such as employment service organisation or apprentice training) can state what should be done, but they cannot set out in detail how it should be done. Research and informational work can be suggestive, but it cannot alone fill the gap between principle and practice. The present manpower programme starts from the premise that it is not enough to help people to discover what should be done; it is also necessary to help them to find out how to do it and often to help them to do it. It is thus concentrated on providing the practical “know-how” required to apply agreed standards and available information and to meet other operating problems in the manpower field.

The I.L.O. programme of action has been built up gradually. A start was made in Europe in March 1948. With

¹ The Declaration stated the principle that economic and financial measures should be the servant of social policy and should be judged in the light of social considerations. At the same time, the Conference recognised the solemn obligation of the I.L.O. to further programmes which would achieve full employment and the raising of standards of living, equality of educational and vocational opportunity and the employment of workers in work requiring their full skill and attainments. As means to these ends, it urged the need for the training, transfer and migration of workers.
the authorisation of the Governing Body, and in co-operation with the Economic Commission for Europe, the Organisation initiated a series of activities aimed at bringing practical assistance to European countries in improving employment service machinery, training young and adult persons and facilitating migration.

As the European programme gained momentum, it soon became clear that other regions were vitally concerned with similar problems and were also in need of similar types of technical and advisory services. Requests for aid came to the International Labour Office from Governments and from other international organisations, especially the United Nations Economic and Social Council’s regional economic commissions in Asia and the Far East and in Latin America. Thus, in December 1948, nine months after the initiation of the programme in Europe, it was decided to extend its scope to other regions as rapidly as possible.

In the Far East, the Governing Body authorised the establishment of an Asian field office, and this is now being set up. In Latin America, a similar office will probably be established later in the year. These field offices will serve as organising centres for operational activities in the regions concerned. In Europe, the Geneva headquarters of the Office serves in a similar capacity.

Around these field offices, campaigns of practical work will be drawn up and carried out in the light of investigation of needs in the manpower field. Advisory missions, made up of teams of experts on employment, training and migration questions, are being established; direct technical aid is being provided to individual Governments and national and international organisations; meetings of experts are being convened to provide opportunities for the interchange of experience and guidance to the field offices and advisory missions; specialised documentation is being brought together for consultation and as a basis for action; and special publications are being issued.

The programme is in a period of rapid growth. Each week, new activities are planned and others are launched. The aim is to keep it flexible so that it may respond effectively to worldwide, regional and national needs. These needs have determined the essentials of the present programme.
The world manpower situation fixed the three points of immediate emphasis for the programme: better employment organisation, to ensure full and effective use of national manpower resources; expanded and improved training services, to develop and perfect human skill and adapt it to current requirements; and international migration, to make it easier for people to move in accordance with the manpower needs of economic and social growth. The existence of particular regional problems suggested that the manpower programme should provide regional services adapted to the special requirements of the principal regions of the world. The importance and urgency of the manpower problems to be met suggested the need for practical techniques and additional machinery to enable the I.L.O. to provide more direct and effective assistance in their solution. The fact that the world manpower situation is itself merely a reflection of more fundamental economic problems and wider social issues suggested that manpower problems must be dealt with as a co-ordinate part of action on a broader national, regional and international front, and their solution found in the widest possible framework. Each of these considerations has played a part in building up the manpower programme and deciding the methods and machinery to be used in carrying it out.

Employment Service Organisation

The International Labour Organisation has long recognised that the essential basis of manpower policy is an efficient employment service, equipped to constitute an active and co-ordinating force in meeting manpower problems. Under the manpower programme the main task of the Organisation is to help to build this basis for action by giving practical assistance in diagnosing and solving particular problems of employment service organisation and in making available to each region and country, according to its needs, a digested analysis of international experience of employment service work.

This task is made somewhat easier by the fact that at its 31st Session (San Francisco, 1948) the International Labour Conference adopted a Convention and Recommendation on
employment service organisation.¹ Taken together, these texts provide internationally agreed standards on the essential objects, functions and organisation of national employment services. This is only a first step, however. The next is already under way—to ensure that these standards are translated into national practice. The emphasis today is on supplying the kinds of technical assistance needed to promote steady improvement of policy and practice so as to develop employment services capable of pulling their full weight in the economy.

The I.L.O. is doing this in several related ways.

In the first place, it is attacking problems of employment service organisation on a regional basis in order to stimulate progress in each country in the region. Resolutions of several of the regional meetings of the Organisation—e.g., the Preparatory Asian Conference (New Delhi) and the Middle East Meeting (Istanbul) held in 1947—have urged that special attention should be given to the setting up of employment services because of their importance for economic development. As a basis for action, the International Labour Office will have to conduct field surveys to investigate the needs of each region and the special problems connected with organising employment service machinery adapted to particular regional requirements.

Secondly, the Office is holding small meetings of experts, which usually are, but need not necessarily be, on a regional basis, to consider problems of employment service organisation and enable the participants to profit by each other’s experience. The first such meeting was held in London in December 1948. Experts of sixteen European countries examined together questions of immediate concern to European employment services, for example, how to classify and describe occupations so as to have a better basis for placement work and for migration, how to organise the placement work itself in present circumstances, how to carry out transfers from one occupation and area to another and how to recruit and train employment service staff.² The meeting asked the


² The experts attending the meeting visited regional and local employment offices of the British employment service and also the Ministry of Labour’s Staff Training Centre.
Office to collect and analyse information on national systems of occupational descriptions and their effectiveness as instruments of placement in national employment services, so that it might be in a position to assist countries which seek its aid at the various stages of development of these services. As circumstances permit, these meetings of experts will be held in all the different regions. They provide a needed channel for the international exchange of technical experience and information on employment service policy and practice, and also help to orient the policy of the International Labour Organisation towards the problems on which its assistance can be most useful.

Thirdly, International Labour Office experts are being made available to advise Governments on the development or improvement of their employment service machinery and on particular aspects of employment service work, for example, occupational classification or the collection of employment market information. One official assisted the Chinese Government in the employment service field from March 1948 to February 1949. Another is taking part in the advisory mission to Turkey in April-May of this year. Moreover, an employment service expert will be included in of each of the manpower field missions being set up to provide direct technical assistance to the different countries and regions.

In this field, as in others, the advisory and practical activity is based on the research and information work of the Office, which is making continuous studies on questions relating to employment service organisation and developments in this field. Among other things, it is issuing a series of national employment service handbooks. These are prepared on the basis of a uniform plan drawn up by the Geneva headquarters and aim at making available to all concerned the policy, practice and techniques of countries with a long experience of employment services likely to be useful and suggestive to the

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1 The London meeting also requested the Office to study the question of shaping general principles which might be applied to national systems of occupational descriptions; this question is being referred to the Preliminary Meeting of Statistical Experts (Geneva, May 1949), which will consider the agenda of the 7th International Conference of Labour Statisticians. For an account of the system in force in the Netherlands, see International Labour Review, Vol. LIX, No. 2, February 1949, pp. 154-172: "Job Classification in the Netherlands", by A. N. van Mill.
other countries of the world. The Office also carries on routine or special research into a variety of questions, for example, the mobilisation of women workers, the mobility of labour, the selective placement of disabled persons, the vocational guidance and placement of young persons, and so forth.

Essentially, the I.L.O. is increasing its efforts to deal more directly, on the basis of principles defined through international experience, with problems of employment service organisation at the national and regional operating levels where they must be solved. It recognises that such action is essential in any programme of practical action in this field, and more especially at a time such as the present, when there are considerable differences in the stage of development of employment services in the different countries and regions and thus in the particular problems to be met.

**Vocational Guidance**

The I.L.O. manpower programme emphasises the role of vocational guidance in relation to employment organisation. At any time, it would be hard to exaggerate the importance of the services for assisting young persons and adults to select, in the light of their abilities and the needs of the economy, suitable occupations in which they can find useful work and develop or use their full capacities. In present circumstances, these services have become even more fundamental.

Last year the General Conference discussed the provisions of an international Recommendation on vocational guidance and employment counselling services. Final decisions on the standards to be included in the Recommendation will be made by the Conference at its 32nd Session in Geneva this year. The Office plans to use these standards as the point of departure for an active campaign to promote the organisation of vocational guidance services. It will provide, in co-operation as appropriate with the United Nations Educational, Scientific and Cultural Organisation (U.N.E.S.C.O.), the technical assistance needed to help to incorporate the provisions of the Recommendation into national practice. It proposes to undertake field missions on vocational guidance for this purpose, at the request of Governments, and it will probably also concentrate in the different regions on helping to
organise and develop training for vocational guidance officers, since the shortage of qualified personnel is a primary obstacle to the expansion of guidance services.

**Vocational Training and Retraining**

In working out its training services, the Office has sought to develop appropriate techniques for providing practical assistance, on a worldwide, regional and national basis, in solving the myriad problems connected with building up training services for young people and for adults.

The International Labour Conference has already laid down standards on apprenticeship and vocational training for young workers to serve as a guide to national action.¹ Standards on the training of adult workers, including disabled persons, will be discussed by the General Conference in 1950.² These international standards have been supplemented by regional standards adopted by regional conferences of the I.L.O.; the 1946 regional labour Conference of American States (Mexico City), for example, adopted detailed resolutions on the vocational training of young and adult workers. However, the post-war shortage of trained manpower has emphasised the need for more energetic efforts to promote the development of adequate training services and, to this end, for organising a campaign of practical action on an international scale.

The first step was taken in Europe in 1948. With the aid of the European Manpower Committee of the Governing Body ³ and in co-operation with the Economic Commission for Europe and other bodies concerned with European recovery, the I.L.O. launched an active training programme aimed at overcoming the shortage of skill in Europe. By the end of the year, the services initiated for Europe were being extended to other regions.

As a preliminary, detailed and practical information was necessary. The Office accordingly built up at its Geneva headquarters a special documents and information centre on all aspects of vocational guidance and training for young

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¹ In the Recommendations on these two subjects adopted in 1939.
² In preparation for this discussion, a technical tripartite conference on training for adults is to be held in the latter part of 1949.
³ See below, p. 389.
persons and adults, including disabled persons. Practical material of every kind was brought together from countries all over the world—course curricula, training films, training schemes of particular undertakings or industries or areas, training conference proceedings, trade union training activities, occupational and job analyses, and so forth. A second need was to find a way of indicating to the different countries the kind of information which existed. For this purpose, the Office began issuing an annotated bibliographical bulletin on vocational guidance, training and related questions. Three issues of the bulletin have appeared and its distribution is becoming more and more extensive. A third step was to publish information on a special problem of concern throughout Europe—the training of adults. The Office is therefore preparing a series of monographs on the training of adults in different countries; those for Great Britain, Belgium and the United States have already been published, that for France is nearing completion and a number of others are in preparation. As already mentioned, a worldwide technical conference on this question is to be held in the autumn of 1949.

Once these preliminary steps had been taken, the Office has concentrated on providing technical assistance to Governments or international organisations (such as the I.L.O.) seeking its help in developing their training services. To increase its ability to give first-hand assistance on the spot, the regular staff has been reinforced by the addition of training technicians loaned by the British, French and United States Governments. Office experts have been assigned to advisory missions, utilising their specialised practical experience, for instance, in the field of apprentice training or the organisation of training in centres or schools or the training of supervisors.

The shortage of qualified supervisors is in fact one of the urgent problems of European industry, and a special campaign has been launched to help to develop their training. A European meeting of experts was held in Geneva at the end of March 1949, to examine, in the light of world experience, practical means of organising the training of supervisors and improving the methods of such training used in European countries. Demonstrations of method were given by the

1 See below, p. 393.
Director of the Training Within Industry (T.W.I.) Foundation of the United States, a British expert on the adaptation of the T.W.I. method in Great Britain, an expert on the Swiss (Carrard) method applied in a number of different European countries and an expert on the system in France applied by the General Scientific Management Board. The meeting reached a series of conclusions on national and international action to promote the development of supervisory training, which will be submitted to the Governing Body at its next session (May-June 1949).

The next step was taken in the Far East. In 1947, the Preparatory Asian Regional Conference of the International Labour Organisation had drawn special attention to regional problems of training, and requested the Governing Body to instruct the Office to study training facilities in Asia and suggest means for developing them. In 1948, the Economic Commission for Asia and the Far East (E.C.A.F.E.) specifically asked the aid of the Organisation in developing technical training in the region because an expansion of training was required for economic development. An I.L.O. expert accordingly made a comprehensive survey of training problems and facilities in the Far East, which was completed in the latter part of 1948.²

One result of this survey was the decision, already mentioned³, to set up a field office in the Far East, which will concentrate on technical training and will serve Asian countries in an informational, advisory and operational capacity. It will be responsible for collecting and distributing information on training, familiarising the headquarters of the Office with the special requirements of the Asian region and providing technical assistance on the spot in organising, reorganising or improving national training facilities for young and adult workers, and for agriculture as well as industry.


² Cf. International Labour Office, Studies and Reports, New Series, No. 11: Training Problems in the Far East, by Marguerite Thibert (Geneva, 1948); the subtitle of the report indicates that it was prepared for the I.L.O. and the E.C.A.F.E.

³ See above, p. 375.
As a further practical step in developing training policy and practice in the region, the I.L.O. is holding an Asian technical conference in the autumn of 1949. Technical training work in Asia is being carried out in close collaboration with the Economic Commission for Asia and the Far East.

In Latin America, the Third Regional Conference of American States of the Organisation had prepared the ground for action with the detailed resolutions on vocational training and methods of international co-operation on training which it adopted in 1946. Further steps are following the same pattern as in the Far East. An Office expert is now in Latin America, making a detailed survey of manpower problems in the Americas, more particularly of training requirements and the facilities available. A programme for further action to expand and improve American training services will be drawn up by the Office and the Governing Body on the basis of this survey, in co-operation with the Economic Commission for Latin America and other international organisations operating in the region.

The shortage of skill and absence or inadequacy of suitable training facilities in many countries, especially those which are economically underdeveloped, has brought into prominence the question of making it easier for persons from such countries to acquire technical know-how in the more industrially advanced countries. Methods to further the international movement of technical trainees therefore enter directly into the training side of the manpower programme. The Permanent Migration Committee of the International Labour Organisation, which at the request of the Governing Body considered this question at its third session (Geneva, January 1949), emphasised the importance of such movements as a means of spreading technical know-how throughout the world and promoting international understanding. The Committee concluded that action to widen training opportunities abroad should be an integral part of the operational activities of the International Labour Organisation, both on a worldwide and a regional scale, and also as an important aspect of the work of

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1 The agenda of the conference is as follows: (1) general organisation and development of technical training; (2) material needs and problems of technical organisation; (3) recruitment and training of instructors; (4) training of disabled persons.
the industrial committees of the Organisation.¹ Plans are now being made to carry out these recommendations and to set up a programme to stimulate the movement of trainees from one country to another. In particular, the Office is collecting information on the regulations now applying to the admission and treatment of trainees, the organisations responsible for facilitating their movement and placement, and the procedure for organising this type of migration. It is studying, in cooperation with other international organisations, the general principles applicable to the international movement of trainees, which are necessarily rather complicated. Last, but not least, the Office is assisting Governments and employers’ and workers’ organisations, and other international organisations, at their request, in matters relating to the movement of trainees from one country to another.

In general, the same scheme of action applies to the widening of opportunities for vocational instructors, especially from underdeveloped areas, to receive training abroad. Under the manpower programme, the I.L.O. plans to develop a co-operative programme of action to ensure adequate training for instructors in all countries. It is particularly concerned to expand the facilities for training abroad in cases where this is necessary or desirable from the standpoint of the organisation of national training services, and is therefore studying needs and possibilities in this field as a preliminary to working out practical plans.

In the various ways described above, the I.L.O. is thus widening its attack on regional and national problems of vocational training and retraining and developing new operational services. Its activities in this field have two distinguishing characteristics: (a) the emphasis on the different kinds of practical assistance required to organise effective national and regional training services; and (b) the emphasis on co-ordinated international co-operation in solving training problems.

¹ These are the tripartite committees which have been set up for the following major industries: coal mines, textiles, building, metal trades, iron and steel, inland transport, petroleum, and chemicals; another committee is being established to deal with work on plantations.
Migration

So far as migration is concerned, the activities of the International Labour Organisation are directed towards two related goals. The first is to facilitate migration in every possible way in the light of the manpower available for emigration in some countries and of the requirements of other countries for trained and untrained immigrant workers. The second is to establish, and to get applied, suitable standards for protecting migrants and ensuring that their migration and employment will not prejudice the conditions of the national workers of immigration countries. A broad programme of practical work which could achieve these goals has been developed within the framework of the manpower programme.

As a first step in action to relate manpower surpluses in one country to manpower deficits in another, the Office began in 1948 to collect and distribute information on workers available for emigration and on shortages which might be met through immigration. While at first the enquiries were confined to Europe and conducted at quarterly intervals, they are now on a worldwide basis and are made at six-monthly intervals. The Office is also investigating the descriptions used by various countries of occupations which are common in current migration movements. It has analysed definitions for approximately ninety of these occupations and translated them into French and English. A comparison of the definitions so collated is being circulated to the European countries concerned and the I.L.O.

A second important task is the establishment of practical international standards, both to facilitate migration movements and to protect migrant workers, including refugees and displaced persons. The process of revising the Migration for Employment Convention and related Recommendations, adopted by the International Labour Conference in 1939, is almost complete. An annexe to the proposed new Recommendation contains a “Model Agreement on Temporary and Permanent Migration for Employment”, which is designed to provide guidance to Governments concluding such agreements, particularly in Europe. Final decision on the texts will be taken by the 1949 Session of the Conference.
The Organisation is also taking action on a further important aspect of migration—the establishment of agreed standards relating to migration for land settlement. At its last session in January 1949, the Permanent Migration Committee adopted general principles on this kind of migration and discussed the draft text of a model agreement on the subject. This text is now being circulated to Governments for their observations, and, after revision in the light of their comments, it will be resubmitted to the Permanent Migration Committee at its next session. The Office is also consulting other international organisations concerned as to the studies needed as a preliminary for action on land settlement.

All this work of standard-setting in the field of migration and the research and technical activity which goes into it is essential. However, it can be of little or no avail unless means can be found to increase considerably the movement of migrants. The urgent task of the I.L.O. has therefore been to take the initiative in organising co-ordinated international action for this purpose. This means tackling the financial, economic and demographic problems connected with migration, because, unless they are solved, constructive work on migration cannot be carried forward very far. The Office has therefore worked out, and the Governing Body has approved, a plan of action on migration, under the manpower programme. The immediate plan aims at the conclusion of a series of practical and precise agreements to bring about a substantial increase of migratory movements regarded as desirable by all concerned.

After initial discussions with representatives of the United Nations and its specialised agencies and with certain of the countries most vitally affected, the I.L.O. plans to convene a meeting of executive representatives of Governments and of specialised agencies to discuss ways and means of facilitating desirable migratory movements. This meeting, to be held during the latter part of 1949, is intended chiefly to clear the ground for a second meeting early in 1950, the task of which will be to formulate working solutions to current migration problems, including the conclusion of a series of precise agreements between Governments on migration for employment and land settlement.

At the same time, migration problems are being dealt
with by the regional manpower committees of the I.L.O.\(^1\) and through joint meetings of these committees. A joint meeting of the European and Asian committees is scheduled for May 1949, immediately before the 32nd Session of the General Conference, and it will discuss, among other things, special technical migration problems of concern to both regions.

In migration, as in other activities under the manpower programme, special emphasis is being placed on providing direct advice and technical assistance at the request of Governments or of other international organisations. For example, the field mission now in Italy\(^2\) is also advising the Italian Government on ways and means of alleviating that country’s manpower problems through emigration. The I.L.O. is also working in close touch with the International Refugee Organisation on one special migration problem, namely, the migration of refugees or displaced persons who possess professional or other specialised qualifications. It is exceptionally difficult for these persons to find suitable openings, and there is consequently a need for practical action to enlarge their employment opportunities through international migration. On the advice of the Permanent Migration Committee and by decision of the Governing Body, the Office is making a survey to ascertain the extent of the need for such specialists in different countries and of the wish to recruit them. As a basis for decision and action, it is also circulating information about the qualifications of available specialists to all the Member States of the International Labour Organisation.\(^3\)

As each step in this plan of action is taken, the I.L.O. will seek to draw out the full practical implications. The migration programme as a whole can only develop by degrees and in co-operation with other international organisations. It will be broadened in future, as it has been in the past, in the light of the needs to be met and the experience of the I.L.O. in carrying out the programme on which it has now embarked.

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\(^1\) Described below, see p. 389.

\(^2\) See below, p. 390.

\(^3\) For a general study of the position of refugees and displaced persons, see, in the "Reports and Enquiries" section below, the article entitled "Conditions of Labour of Refugees and Displaced Persons".
ADAPTATION OF I.L.O. MACHINERY TO THE MANPOWER PROGRAMME

Three major principles have governed the decisions taken hitherto as to the machinery needed to carry out the manpower programme. The first is that full use should be made of the regular machinery of the Organisation, but that new machinery must be developed as required. The second is that every effort should be made to avoid setting up unnecessary machinery which might overlap or duplicate that of other bodies. The third is that the machinery must be appropriate to the urgent needs to be met: practical in aim and method, and capable of achieving tangible results in not too long a time.

Use of Regular I.L.O. Machinery

The regular machinery of the International Labour Organisation necessarily serves as the basis for the execution of the manpower programme. The General Conference is discussing questions which are a part of the programme, such as migration and vocational guidance in 1949, and vocational training of adults, including disabled persons, in 1950. The procedure for ratifying and applying Conventions and Recommendations also plays its full part in implementing the manpower programme. The Governing Body discusses manpower problems at each of its sessions and instructs the Office on the execution of the programme of work in this field. The regional conference machinery is being enlisted where appropriate; for example, the forthcoming Fourth Regional Labour Conference of American States (Montevideo, 1949) will be giving particular attention to manpower problems, especially migration and training. Technical conferences and meetings of experts (on a worldwide, regional or selective basis) help to carry out the manpower programme in each of its three major spheres.¹ The research work of the Office on manpower questions has also been mobilised in support of the programme.

¹ See above, pp. 377-378, 381 and 383, for examples of such meetings.
Special attention is being given to the contribution which the industrial committees can make. Any realistic manpower programme must meet the problems of different industries, and each of the existing industrial committees has taken a special practical interest in manpower problems. Hence, a close link must be established between the activities of these committees and those under the general manpower programme. At present, two things are being done to forge this link. First, the attention of the committees is being drawn to the plans made for carrying out the programme. Secondly, the programme is being examined in relation to each of the industries for which these committees have been established, with a view to relating their work on manpower, and that done by the Office in preparation for their sessions, to the work being done under the general programme. These measures affect all future sessions of the industrial committees, including those being held during 1949.

### Development of New Machinery

In addition to the existing machinery of the Organisation, new techniques of action are required in carrying out the manpower programme in the different regions of the world. At present, this machinery is of two kinds—advisory and operational.

The new advisory machinery consists of regional committees of the Governing Body. In March 1948, the Governing Body decided to establish a European Manpower Committee to assist the Office in formulating and applying the manpower programme in Europe. A year later, in March 1949, an Asian Manpower Committee held its first meeting. Each of these committees is tripartite in character and is composed of members of the Governing Body from the region concerned—in practice, two Government, two employers' and two workers' members. A committee of the same kind is planned for the American region. Each of the manpower committees has the same general task: to advise on and assist with the application of the manpower programme in its own region.

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2. These committees meet regularly, as a rule on the occasion of each session of the Governing Body, and naturally meet in the regions in which they act, as well as in Geneva.
The operational machinery includes regional manpower field offices and manpower field missions. The first field office, that being set up in the Far East, is concentrating on technical training, as already described. The Geneva headquarters of the Office has been serving as a field office for Europe since March 1948. The American field office will probably also be set up in the course of this year. Additional field offices will be established, as feasible, wherever they are needed for providing direct assistance on manpower problems to Governments. These offices, which work under the technical and administrative control of the Office at Geneva, provide a base for operational activities in the regions concerned and perform a variety of informational and advisory tasks connected with regional manpower problems. They also constitute a channel for adapting worldwide programmes, standards and techniques of action to regional requirements and for keeping the headquarters office informed as to regional needs.

The function of the manpower field missions is to furnish technical advisory services and to undertake field work relating directly to the solution of manpower problems, more particularly those emphasised in the current programme (employment service organisation, training and migration). They are being composed partly of outside experts and partly of regular members of the Office staff. A European field mission has already been set up. It has been assigned to Italy because the manpower needs of that country are recognised as being of outstanding urgency in Europe, but it may be sent elsewhere, according to requirements and at the request of the Governments or international organisations concerned. Additional field missions will be set up to serve, in other regions as well, as soon as the need for them is established and suitable experts are obtained.

It is essential that the machinery used for carrying out the manpower programme should serve the practical needs to be met. This principle is necessarily being applied largely on a trial and error basis. The experience gained is being analysed by the Office and reported to the regional manpower com-

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1 See above, p. 382.
2 See above, p. 387.
mittees of the Governing Body and to the Governing Body itself. It is expected that their advice and recommendations will be most useful in helping to adapt the I.L.O. machinery to the new type of activities being undertaken in connection with the programme.

Co-operation with the United Nations and Other Specialised Agencies

In order to achieve united international action in the whole manpower field and to relate the programme to the broader economic and social factors affecting the solution of manpower problems, steps have been taken to enlist the co-operative support of the United Nations, including its regional economic commissions, and of the many specialised agencies concerned with the execution of the I.L.O. manpower programme. At each level of operation, the programme has been worked out in close co-operation with the organs of the United Nations and with other specialised agencies.

On a worldwide basis, the I.L.O. co-operates in the work of the Economic and Social Council and its commissions, and close contact is maintained with each of the specialised agencies as appropriate to the subject-matter under consideration. In the field of employment, the I.L.O. works with the Economic and Employment Commission and the Sub-Commission on Economic Development, and with the Interim Commission of the International Trade Organisation on general employment questions. It works with U.N.E.S.C.O. on basic education, guidance and training, and joint enquiries are envisaged in the development of these services, especially in underdeveloped areas. It co-operates with the Food and Agriculture Organisation (F.A.O.) in regard to training for agriculture and in regard to migration for land settlement. The I.L.O. and the I.R.O. have co-operated closely in drawing up a scheme of occupational classification useful for the resettlement of refugees and on questions arising in the retraining of refugees, including disabled persons. The I.L.O. also works with the World Health Organisation (W.H.O.) on the medical and health aspects of migration. Finally, co-operation is contemplated with the International Bank for Reconstruction and Development and the International Monetary Fund in respect of
specific migration projects where such migration is essential to the fulfilment of precise economic development plans.

With a view to exploring the contribution which the United Nations, including its regional commissions, and the other specialised agencies could make to the I.L.O. programme in the fields of employment, technical training and migration, and reciprocally, the contribution which the I.L.O. could make to the related programmes of the United Nations and the other specialised agencies, a meeting was held in Geneva in February 1949, at the invitation of the Director-General of the International Labour Office.¹ It is proposed to continue this type of informal co-operation at the secretariat level, to ensure close reciprocal co-operation.

At the regional level, the I.L.O. co-operates closely with each of the existing economic commissions of the United Nations Economic and Social Council. The regional commissions can stimulate Government adoption of practical and detailed development plans, and supply the I.L.O. with information concerning the manpower needed for such plans; and the I.L.O., for its part, can take the necessary action in the manpower field. The fact that the I.L.O. headquarters and the headquarters of the Economic Commission for Europe are in the same place has facilitated regular contact at the secretariat level. The Asian manpower programme of the I.L.O. is based on working arrangements between the I.L.O. and the Economic Commission for Asia and the Far East, and the establishment of the I.L.O. field office will ensure co-operation with the Commission. The work of the I.L.O. in respect of Latin American manpower problems is being developed in cooperation with the Economic Commission for Latin America.

*International Staff*

One pivotal part of the machinery of the manpower programme is the international staff which must perform the work. It is fully appreciated that the execution of the manpower programme depends very largely on the numerical adequacy, the technical and executive calibre and the international

¹ The conclusions of the meeting will be submitted to the Administrative Committee on Co-ordination (made up of the Secretary-General of the United Nations and the head of each of the specialised agencies), and to the Governing Body of the I.L.O.
objectivity of the staff responsible for administering it. The type of staff suitable for operational activities is not always the same as that suitable for research and other work, and the type of staff suitable for national operational work is not always suitable for international work of the same kind.

To meet the increased duties of the I.L.O. in the manpower field and to obtain staff with the proper qualifications for international operational work, the regular staff of the Office has been strengthened by outside experts. For example, during the last year, the Office has had the services of United States experts on apprentice training and supervisory training (T.W.I.), a French expert on technical training and British experts on training, employment service and occupational classification. Moreover, a British expert on employment, training and migration has been appointed as special assistant to the Director-General on manpower questions.

In addition, to enable members of the regular staff of the Office to extend their technical knowledge and to deal more effectively with practical problems of manpower in the different countries, two methods of staff training are being applied: (1) training courses organised under the direction of competent officials or experts; (2) assignment of selected members of the staff for periods of practical training on particular aspects of manpower problems in different countries whose experience in this field is particularly relevant.

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In mapping out its new manpower programme, the I.L.O. has been fully conscious of the size and urgency of the task. As the Director-General told the Governing Body in December 1948, the problems to be met are tremendous and the programme proposed in the field of manpower is the greatest that the Organisation has ever attempted. The programme is being applied in the knowledge that this practical project in international co-operation can succeed. Manpower problems, no matter what their scope and character, can be solved if there is a concerted will to solve them. I.L.O. experience indicates that the combined efforts of the Governments and employers' and workers' organisations of the world can more than match the complexities and urgencies of the task ahead.