Making work more human
Working conditions and environment

Report of the Director-General
(First item on the agenda)
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INTRODUCTION

In my reply to the Conference last year, following the discussion of my Report, I spoke of my concern to give new impetus to the activities of our Organisation in the field of working conditions and environment. I stated that I hoped to see the ILO, in the next few years, undertaking a vast action-oriented inquiry into human labour.

To find out whether this objective really meets the wishes of the Conference and, if so, to be able—after the Conference has discussed the matter—to propose the main guidelines for a programme of action in this field, I have made this subject the theme of my Report.

Perhaps it will be thought that in the present state of the world economy, increasingly threatened by unemployment and inflation, I should have drawn the attention of the International Labour Conference to the promotion and safeguarding of employment or to the protection and distribution of income rather than to the apparently traditional theme of working conditions and environment.

This was not my view.

One reason is that in recent years—and particularly since 1969, when it launched the World Employment Programme—the Conference has not ceased to emphasise the importance it attaches to the problems of employment and of income distribution. This was seen again last year when it adopted the resolution concerning the convocation by the ILO of a tripartite world conference on employment, income distribution, social progress and the international division of labour, which is now before the Governing Body for consideration.

Another reason is that, in choosing the theme of working conditions and environment, I am sure that I am not losing sight of the problems of employment and of income. First of all, because the relationship between questions such as satisfactory conditions and hours of work and the optimum
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level of employment is obvious. But, above all, because those who are responsible for social policies today are increasingly aware of the interdependence of all the elements which make up these policies. It can indeed be maintained that the success or failure of modern societies will depend on how they solve this key problem of the inter-relationship between employment, remuneration, working conditions and environment, education, health and leisure.

Apart from these considerations, there is a further reason for dealing now with the vast problem of working conditions and environment despite the fact that most countries are having to face a slackening of economic activity.

Mesmerised as we often are by short-term considerations, unaware at times of the connections between the various elements I have just mentioned, we are tempted in times of stagnation or crisis to put off to a better tomorrow the solving of issues that appear less urgent: the improvement of conditions of work has until now been one of them.

We have already seen, in other fields, the consequences of "reflexes" of this kind: industrialisation policies planned or applied without thought for the environment; development policies that overlook a fairer distribution of the fruits of growth; policies designed to encourage migration for economic reasons without taking sufficient account of the social consequences.

One of the central arguments of this Report is that the adoption of such an approach to the improvement of conditions of work is likely, far sooner than we realise, to lead to disruption and disorder in social systems on a scale quite out of proportion with the economic cost of any lucid measures to improve conditions of work taken at an earlier stage.

This argument appears valid for all countries. In underdevelopment there is no situation in which greater attention to the working conditions of men and women and resolute action to improve these conditions are not likely to bring about beneficial results tomorrow out of proportion with the effort put in today.

Although the present Report evokes a very broad range of problems—which may even result in the questioning of the place and meaning of work in our societies—it is actually modest in its scope and aim.

SCOPE OF THE REPORT

It places great emphasis on the problems of the industrial societies and, within them, on those aspects of work which mainly concern a part of the active population—admittedly a very important part. This limited scope—which is partly explained by the preliminary character of this Report—does not invalidate the general tenor of the argument. This is because the symptoms now displayed by certain categories of workers seem to herald phenomena
which tomorrow will spread to the whole of society, affecting it far more strongly as generations of better-educated workers succeed each other.

In the less advanced countries, where the industrial sector is smaller, though growing rapidly, there is every reason to think that the same ills will be experienced as are now affecting the advanced countries but that they might be avoided if intelligent measures—based on the critical observation of the situation in the other countries—were taken in time.

AIM OF THE REPORT

The aim of the Report is to suggest, on the basis of a brief analysis of particularly important aspects of this vast subject, the first stages in a vigorous and long-term ILO campaign to help all member States to take urgent measures to improve working conditions and environment. It is merely a first outline of, or rather an introduction to, the general inquiry into human labour that I wished for last year.

The resolution concerning the working environment adopted by the Conference last year was a source of guidance to me in defining the objectives that the ILO should recall at this stage, namely:

— that work should respect the worker’s life and health; this is the problem of safety and healthiness in the workplace;
— that it should leave him free time for rest and leisure; this is the question of hours of work and their adaptation to an improved pattern for life outside work;
— it should enable him to serve society and achieve self-fulfilment by developing his personal capacities; this is the problem of the content and the organisation of work.

Three successive chapters of the Report are devoted to these points.

The resolution also provided me with a further reason for stressing the necessity for associating workers’ and employers’ organisations in the quest for solutions likely to improve conditions of work. This is a subject that will be reverted to in each of the three chapters.

The general discussion is preceded by a short preliminary chapter in which I recall some questions concerning work today.

Finally, the last chapter deals with the future action of the ILO. It attempts to indicate in broad terms what might be the outlines of an international programme on working conditions and environment.
SOME QUESTIONS CONCERNING WORK TODAY

Conditions of work have improved considerably over the past half-century. The ILO has made a definite contribution to this progress through its standard-setting activities (which are extremely important in this area), through its extensive research work, through systematically making known various different types of experience and, lastly, through its energetic practical action.

And yet the situation is still not entirely satisfactory anywhere—far from it. This is not merely stating a well known historical fact: that each new generation is dissatisfied with the heritage of the past. A real change seems to be taking place in attitudes towards work; this is seen either in the much wider range of demands relating to the improvement of the conditions in which work is organised and performed, or in a fundamental questioning of work itself.

The picture is a familiar one and need only be outlined briefly.

In the industrialised countries, despite the over-all progress achieved—or rather because of this progress—public opinion is less and less willing to tolerate the “archaic” conditions of work that prevail in certain sectors—even if these sectors are economically disadvantaged. In the more modern sectors of these same countries, the same public opinion is worried about the new safety and health hazards that have arisen when it sees—and recent examples serve as a reminder—that present safety rules are sometimes powerless to prevent catastrophes. In general, the increase in the number of industrial accidents and the sense of fatality threatening labour are no longer accepted by our modern societies.

Furthermore, the constraints of industrial technology, while contributing to the improvement of standards of living, have given rise to new forms of alienation greatly affecting certain groups of workers. In the last few years an increasing number of disputes have been based on claims connected with the conditions and organisation of work.
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This alienation is particularly marked as concerns jobs requiring few or no skills or unpleasant jobs. This is not difficult to understand: as workers become better educated, they expect more from their daily work. In addition they compare the monotonous character of their occupational activity with the attraction of everything offered to them by what is known as the consumer society as soon as they leave their workshop, office or farm.

This frustration—for the workers concerned—is hardly offset by any feeling of participating in a common task. Any such feeling is soon deadened by the repetitive and boring nature of their daily work. It becomes less "credible" when not offset by tangible advantages—such as higher remuneration—provided by society or the undertaking for the performance of these jobs which are unpleasant but deemed necessary.

Similar problems occur in the modern sectors of the developing countries, varying according to the general economic level, branch of activity and nature of the job. Dissatisfaction with conditions of work is itself aggravated by the fact that the technologies and forms of organisation, often imported, were devised in a different socio-technological setting, and are not always adapted to the social and cultural environment in which they are actually applied. This results in more subtle problems that are even worse for the workers.

In addition, in these countries of the third world—and in this case in all sectors—far too many workers are still employed in conditions that, to varying degrees, constitute a threat to their health and lives. It is significant that it was the Minister of Labour of Kenya, one of the countries visited by a comprehensive employment strategy mission under the World Employment Programme, who, at the last session of the Conference, appealed to the ILO to give priority to the task of helping the developing countries to set up the adequate safety and health infrastructure that "must accompany and not follow the industrialisation process".  

These various failures of adaptation clearly reveal the relationship between conditions of work and employment, for in the industrialised countries the level of employment is often lower than what it might be, not so much because the economy can no longer absorb new workers but rather because the type of work proposed is unattractive to part of the population. Many persons do not work not because they do not want to work, but because they cannot accept work that is unsuitable for them. This is true of the majority of women by reason of the lack of jobs designed to take account of the difficulties that housework and bringing up children involve for them. It is also true of retired workers willing and able to remain in active life, to a lesser extent of course,

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Some questions concerning work today

but in work commensurate with their experience. It is true, too, of young
people who are increasingly postponing the commencement of working life
since they are reluctant to commit themselves to a production system which
often appears hostile.

In view of these trends, one cannot but welcome the growing awareness of
the problems. The statement of the Minister of Labour of Kenya—referred
to above—is an illustration of this which could apply to many developing
countries. In the industrialised countries many initiatives, sometimes auda­
cious, have been taken in order not only to improve existing conditions of
work but to bring about a profound change in the nature of work itself.
Such action has not been the work of certain governments or of certain organ­
isations of workers: it is common to governments and organisations of employ­
ers and workers in countries with varied economic and social systems and of
very different economic levels. This was seen at the last session of the Inter­
national Labour Conference, when a large number of speakers from all groups,
coming from all parts of the world and representing countries with very dif­
derent systems, took part in the discussion to emphasise the importance they
attach to seeing the ILO intensify its activities in the field of working con­
ditions and environment in general and in that of industrial safety and health
in particular.

This awareness has been accompanied by important progress as regards
the approach that should be taken to the desired improvement in working con­
ditions and environment. The basis for this new approach is that all aspects
of work are closely interlinked, rather than there being jobs and machinery
on the one hand and men and women on the other. Physical protection also
involves mental health. Conditions of work and leisure are linked, just as the
working environment and the general environment are linked. Whether or not
a task is performed correctly, whether or not the job is worthwhile, is a col­
lective matter in which the responsibility of the employer, the workers and
the national authorities is at stake and which depends to a large extent, of
course, on genuine participation by the workers in the organisation and super­
vision of the work, particularly as regards the safety and health aspects. At the
national level conditions of work cannot be dissociated from the general
policies on health and hygiene, education, the social security systems and
the general level of employment.

The resolution adopted by the Conference last year clearly illustrates this
widening of the concept and this interdependence of factors (without mention­
ing all of the elements cited above). It emphasises that “the improvement of
the working environment should be considered a global problem in which
the various factors affecting the physical and mental well-being of the worker
are inter-related, such as—
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— protection against physical conditions and dangers at the workplace and in its immediate environment (e.g. heat, radiation, dust, atmospheric pollutants, noise, air pressure, vibration, dangerous machines, chemical substances and explosives);

— adaptation of installations and work processes to the physical and mental aptitudes of the worker through the application of ergonomic principles;

— prevention of mental stress due to the pace and monotony of work, and promotion of the quality of working life through amelioration of the conditions of work, including job design and job content and related questions of work organisation.”

Apart from this it has to be recognised that there is a growing tendency—varying in intensity according to the country—for more fundamental questions to be asked concerning the meaning of work itself.

Without boring the Conference by recalling philosophic considerations on the value of work—for the individual as a source of fulfilment and for society as an indispensable element of progress—I think that this brief outline would be incomplete if it did not mention the views of those who go so far as to question the very concept of work.

Even when the necessary contribution of work to the creation of goods and wealth for all—whether at a constant rate of growth or with no growth at all—is not disputed, more and more people are wondering what is the real place of work and of a career in the life of the individual.

There are several conflicting views.

The most widespread view in the industrialised societies is that remunerated work—normally performed within an employment relationship—is still the main means of personal fulfilment. According to this view, questions relating to the organisation, content and hours of work are fundamental, just as is the extent to which the persons mainly involved participate or not in decisions concerning an activity which is so essential to them.

An entirely different attitude leads to such questions as: is not work merely a constraint or even a necessary evil? Is it not merely a means, from the personal point of view, of enabling us to earn our living and to do more interesting things in our free time?

According to this view work should be merely an interruption in one’s free time. It should be reduced to a minimum (from the point of view of the individual) and made as efficient as possible (from the point of view of society), while the question of job satisfaction should be considered not in relation to work itself but in relation to the other objectives in life.

It need hardly be said that the holders of these opposing views differ according to place, culture, age, education and, perhaps, personal taste.
Some questions concerning work today

Between these two extreme views—that which attaches value to work and that which places emphasis rather on "non-work" or "option work"—there can be several intermediate attitudes. But the very fact that such questions are being asked in the industrialised countries is a sign of our times that our Organisation cannot ignore, even if only for a practical reason of considerable import.

This reason concerns the long-term employment levels for the whole world. According to the best estimates 1,000 million new jobs will have to be created by the end of the century. It is interesting to note that in some industrialised countries private employment in the production of goods has not increased for several years. It has been possible to maintain employment levels only by expanding the education system—keeping young people in school longer and providing the teachers with work—and by expanding also the medical services, regional and local administrations and other forms of public employment, all of which activities are determined by political choice and financed out of taxation or social service contributions. In the United States, for example, approximately one-third of the active population is employed in this non-profit making sector.

In the developing countries, where levels of unemployment and under-employment are very high, one of the methods of creating employment that is frequently considered consists precisely in asking sectors such as education, administration or the social services to absorb surplus manpower that cannot be absorbed by any competitive production enterprise in the foreseeable future.

Even if one is optimistic about the inventive capacities of man and of nations as regards technology and social organisation, one may well wonder whether so fantastic a goal as 1,000 million new jobs by the year 2000 can be achieved. Hence the practical interest of not rejecting out of hand ideas which, while minimising the value of work, concentrate on the over-all fulfilment of man.

The present Report does not, however, extend to such matters. It is devoted to the practical examination—which can lead to concrete measures of international action—of three essential aspects of improving conditions for men and women at work: safety and healthiness; work time; organisation and content of work. The need for this improvement is imperative and urgent, whatever our personal views as to the value of work and the development of this idea in our societies.

Yet even in the very pragmatic approach which I invite the Conference to take in studying the problem of improving working conditions and environment, it might usefully be remembered that vaster questions are also involved. For in a way they enable the subject dealt with here to be considered from a different angle. I have recalled that the concept of conditions of work has
become broader, and this fact is reflected in the present Report. Going further, I think I should suggest that the ILO would do well, in all its subsequent activities connected with conditions of work, to examine seriously the linkage between the policies followed in this field and national policies in general, or even the objective aims of member States. It is already a fact today—and tomorrow will definitely be one—that to discuss work is to discuss the capital problem of our modern societies. I express the hope that in this discussion the Conference this year, and the various bodies of the Organisation in years to come, will make the essential contribution that the world expects from an institution such as ours, dedicated as it is to social progress and the fulfilment of the human person.
THE SAFETY AND HEALTHINESS OF THE WORKING ENVIRONMENT

THE EXTENT OF THE PROBLEM

Although the efforts that have been made to increase occupational safety and health are considerable, the situation in the world as a whole remains disturbing.

Despite the growing number of occupational safety and health standards issued by national authorities and the ILO or suggested to industry by specialised bodies, despite the activities of labour inspection services, despite the existence of more and more safety and medical services in undertakings, despite all the congresses, conferences, committees, symposia and national and international meetings devoted to the subject from time to time, accidents and illnesses due to work or related to the exercise of an occupation continue to have a serious effect on the active population and to place a heavy burden on the economy of every country. Each year throughout the world millions of men and women die, or are injured, or become incapacitated. In industry alone the number of accidents in the world resulting in absence from work is estimated at 50 million a year, or about 160,000 a day. In the industrialised countries it is recognised that in industry one worker in ten on the average suffers from an accident compelling him to stop work. The average is almost certainly higher in the developing countries. The annual number of deaths is estimated at 100,000. To these figures must be added those relating to agriculture and forestry—where many serious accidents occur—on which worldwide data are not collected. Unfortunately it has been found difficult to arouse public opinion to the gravity of the situation. Too often people take only a passing interest in it, when a particularly spectacular disaster occurs.

The figures available are disturbing, however, not only because of their size but also because they reveal no reduction in frequency or gravity rates, indeed a complete lack of progress. In the United States ¹, the absolute number of fatal accidents in all branches of economic activity during the past 20 years

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has been about 14,000 a year. During the same period the frequency rate for all occupational accidents, after falling during the 1960s, has by today risen once more to the 1950 level. In Japan, during a recent ten-year period the number of fatal accidents in industry varied little and that of all occupational accidents fell only slightly.

In certain countries there has even been a rise, sometimes considerable, in the rates. In India, during the 1960s both the absolute number and the frequency rate of industrial accidents gradually rose by 50 per cent. Even an unchanging frequency rate means, if there is an increase in the number of workers, an increase also in the number of accidents.

Statistics, of course, are not a means of grasping accidents in their complex totality or, in particular, of drawing authoritative comparisons between countries. The moment one departs from the undertaking they become inadequate. Given the diversity of standards adopted, it is impossible to draw up a total for the occupational accidents recorded in the various regions of the world. Nevertheless, despite their incompleteness, the figures give a clear enough indication at the national level for no country to be satisfied with its situation. It is true, however, that the problem is complex and varied. There are at the same time old, known hazards to be faced that are far from being overcome and new hazards that are not yet fully identified.

THE NATURE OF THE HAZARDS

Among "traditional" occupational hazards accidents due to dangerous machinery are mentioned most often. They are the hazards that most efforts have been directed against so far. The efforts have not been vain and appreciable progress has been made. There are accidents of another class, however, that have not so far received sufficient attention: these are the most ordinary accidents due to the falling of persons or objects and accidents occurring during handling operations. All the statistics available, whether they relate to developing or industrialised countries, show that accidents of this class represent more than half of all occupational accidents. They must be taken fully into account in deciding what action to take.

The other matter that must be emphasised is the importance of new hazards. Some become apparent through pathological disturbances due to substances that are known but whose forms change. The occupational diseases recorded in the various countries do not cover all these hazards; most often

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1. Latest situation of industrial accidents in Japan (Tokyo, Ministry of Labour, Safety and Health Department, Nov. 1972).
2. Indian labour statistics, 1972 (Delhi, Ministry of Labour and Rehabilitation, Department of Labour and Employment, Labour Bureau).
The safety and healthiness of the working environment

The only pathological manifestations taken into account for compensation are those whose diagnosis and whose relation to exposure to the hazard have been established irrefutably on the basis of numerous and strictly controlled observations. Doctors observe an increase in chronic troubles that are harder to detect at the start and less specific although the substances causing them are known. The working environment in huge workshops where all sorts of emanations exist at the same time makes it difficult to seek causes and decide on preventive measures. Where more than one toxic substance exists at the same time the effect may be increased by addition or by multiplication. The latent period, which can be very long, that elapses before the first symptoms appear places a further severe limitation on the role of prevention. The result of all this, in the view of certain specialists, is the existence of diseases undoubtedly related to work but not yet so recognised by legislation.

How many new products appear on the market each year whose effects on the human being are not really known? The first victims of toxic substances are the workers, who are exposed to them 40 or more hours a week. Suitable protective measures, even where simple, are often adopted only after a long delay, that is to say when the hazard has been clearly established. Cancer of the pleura (mesothelioma) due to crocidolite does not appear until 15 to 20 years after first exposure. It is true that in some few countries special bodies have been set up to test new chemical products, but they examine only a small part of them. In the United States the National Institute of Occupational Safety and Health has so far examined and classified 13,000 toxic substances, but 500,000 to 600,000 chemical products are in use, and of the 250,000 more invented every year about 3,000 are put into production. In the USSR a comparable number of new chemicals have been examined by a laboratory.

That certain new substances are dangerous cannot be denied. The case of vinyl chloride has given rise to great feeling; for an observant industrial physician established, after carrying out an epidemiological survey over a period of 20 years, that cancer of the liver was caused by certain forms of work on this substance, and the fears aroused have been confirmed by other tests. Accordingly, certain countries, having initially fixed the maximum concentration at 500 parts per million and then at 200, have now decided to fix it at 1 part per million. A large chemical manufacturing concern has entirely ceased the production of vinyl chloride. Much is at stake in several respects: the number of workers exposed; the economic and financial importance of the manufacture of a substance with innumerable uses in everyday life; the number of workers employed in the industry. There are greater problems in being compelled to stop a manufacturing process in which considerable capital has been invested and which employs thousands of workers, providing large
numbers of families with a living, than in undertaking the production of a
different substance with an adaptation of technique, even at the cost of a few
months’ delay. The possible social and economic results for employers and
workers of early preventive action, and in particular the effect of decisions
to prohibit or limit production or to enforce stringent measures of control
in certain industries, are referred to in a resolution on occupational cancer
And vinyl chloride does not provide an isolated case. “Modern times have
witnessed an extraordinarily rapid and widespread development of organic
chemistry, petrochemistry, metallurgical chemistry, and the chemistry of ele­
mental organic and organo-metallic compounds” a Soviet scientist wrote not
long ago 1, “every year several hundred new chemical substances come into
use in industry and agriculture, although in many cases their toxicity and
danger have not been established in advance”. The production of pure metals
brings into existence intermediate compounds “much more toxic than the
oxides or other salts of the same metals. Moreover the production of many
organo-metallic compounds... for use as pesticides has greatly increased the
number of highly toxic substances liable to penetrate the air of a working
area.” The author also mentions “a definite increase of carcinogenic danger
in a number of branches of synthetic chemistry “, the atmosphere of work­
places so polluted that “at present no fewer than 60 types of pneumoconioses . . .
have been identified ”, the prominence of “ cancer and other tumours affecting
the skin, respiratory organs, blood . . . ” and “ a marked increase in allergic
diseases . . .”. No less serious are mutagenic effects or teratogenic effects,
which disturb the development of the foetus if the person exposed is a preg­
nant woman. “ There are several hundred mutagenically active chemicals, some
of which have turned out to be more active than ionising radiation.”

Chemical products are not alone in seriously harming the health of workers.
It has been found that there are complicated diseases due to microwaves,
such as radar with its penetrating effects that do not damage the skin, and
injuries caused by other types of radiation such as the laser.

These examples show that a clear distinction can no longer be made between
the working environment and the living environment. In another age the small­
ness of production units, the nature of the substances dealt with and the
comparative simplicity of techniques restricted the troubles to certain clearly
defined fields. Now persons exposed to hazards at the workplace may also
be exposed elsewhere. The same substance may be toxic to both the worker
and the consumer. The working environment should thus benefit from the
campaign against the pollution of the environment in general.

1 A. V. Roshchin: “Protection of the working environment” in International Labour
The safety and healthiness of the working environment

It has often been thought that, by requiring less muscular effort, work has become less of a burden. Specialists agree today in finding that the burden has simply changed in nature: automation and mechanisation have given rise not only to localised muscular stress but also to increased and more continuous nervous stress. Whereas the activities of an industrial physician with young workers were mainly directed 20 years ago towards the prevention of pulmonary, endocrinal and spinal troubles, they are largely directed today towards the detection of increasingly serious neurotic troubles. The symptoms, which lead to or are supplemented by other indications, make necessary a special study of work organisation and its effect on the very content of work. The overworking of managerial and technical staff is also becoming more and more extensive on account of the growing complexity of the problems faced by those in positions of responsibility.

Reference must also be made in this over-brief outline to the vast field of conditions of work, stressing both its innumerable aspects and their close and complex interdependence.

Even a physically healthy working environment where workshops or offices are clean and well lighted can be the site of conditions of work that are damaging to health. Delicate operations in assembling certain parts, nervous fatigue due to a very rapid rhythm of production, periods of overwork, reductions in staff that increase the workload, are so many factors that can damage the worker’s health and make him suffer from the premature ageing observed by numerous doctors.

The necessity for occupational safety is recognised increasingly in the industrialised countries. It is often far from the concerns of certain classes of workers in the developing countries, where the main problem is to find work of some kind or other in order to live. Rural workers reaching the towns are frequently fatalistic about conditions of work. Their attitude is described in the 1969 report of the National Commission on Labour of India: 1

Against the general background of working conditions such as untidy workplaces, industrial effluents and unhealthy odours, which are part of our industrial life, it seems workers develop their own attitudes towards their place of work. They get used to rhythm of work with all the good and the bad points thrown in, whether they work in transplanting operations on a paddy field in knee-deep mud or in a city or town drainage, in unorganised tanneries or butcher shops, or for that matter in the cleaner surroundings of factories, particularly in modern units where chemical or pharmaceutical products are manufactured. A worker in unorganised tanneries will not rue over the odours he has to work with, because a worker in a chemical unit is free from them. Even within the same industry, a worker recognises differences between establishments and is at his job without comparing working conditions in better units. He accepts certain environments associated with certain types of work. It is only when these get changed for the worse, and that too beyond a limit, that

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protest begins. This limit itself is elastic. If no special hazard is involved, protests can be negotiable for better wage rates.

The Commission adds:

In a country as populous as ours, there can be danger of a tendency developing to discount the value of human life. Its loss in accidents or through the slow and agonising process of an occupational disease may not stir the community as much as it would in countries with chronic labour shortages, though to the near ones it is a tragic occurrence. Relief gets organised after the event, but prevention gets side­tracked. We have noticed, in the years since Independence, a welcome improvement in such public attitudes, but this has been slow and brought about largely through shocks administered by serious happenings. A constant educative effort is called for in which all must participate. Specific methods to be adopted will change with time, but the significance of this subject has to be borne in mind by the community as a whole.

OCCUPATIONAL SAFETY AND HEALTH IN AGRICULTURE

Many of the safety and health problems that have been mentioned arise in the agricultural sector too. This sector, however, has its own hazards deriving from the characteristics of its environment, from the demands of agricultural work and from cultivation techniques that themselves are changing. The first and most widespread of these hazards is illness due to climatic conditions and the need to work in the open air, illness that is not recognised as occupational disease. This hazard is particularly present in tropical countries, where the heat can cause overheating of the organism and serious losses of salt, resulting in a chronic general fatigue whose effects are the more perni­cious in that the general state of health is already undermined by endemic diseases such as malaria and various forms of parasitosis.

The second hazard is due to repeated and prolonged contact, in both the working and the living environments, with animals, insects and certain plants, a contact that exposes the workers to various zoonoses and allergies, some of which are particularly serious. Lastly, the seasonal nature of the work and the necessity for shouldering an enormous workload during certain well defined periods sometimes involve considerable exertion and nervous stress.

Moreover, wherever agriculture has been modernised there has been a large increase in employment injuries both through the aggravation of traditional hazards and through the appearance of new ones. Thus in Sweden the frequency rate (number of accidents per million working hours) for agriculture and forestry rose from 34.2 in 1966 to 50.7 in 1969. In several industrialised countries the occupational accident rate of modern agriculture now comes immediately after that of mining and construction. In the United States, for example, the fatal accident rate in 1972 was 61 (per 100,000 workers) in


agriculture, whereas it was 117 in mining and 70 in construction. The rapid spread of mechanisation in the agriculture of the industrialised countries and some of the developing countries has had the good effect of reducing effort and increasing yield, but it has brought with it hazards that up to now have seemed peculiar to industry. The most serious of these are accidents in which injuries are caused by mechanically operated machinery or the victim is crushed by an overturning tractor. The effects of the constant noise, vibration and nervous stress assailing tractor drivers and their assistants are also disturbing. The other outstanding feature of modern agriculture is the ever increasing use in ever increasing quantities of chemicals such as fertilisers, weed-killers and pesticides.

These particular hazards are not alone: the need for a comprehensive approach to the improvement of occupational safety and health in agriculture is clearly seen in undernourishment, malnutrition, the traditional way of living and the educational level, to say nothing of the inadequacy and sparse distribution of the medical and health services that might improve public health and educate the population, particularly when new techniques and methods of cultivation are introduced, and the pitiful resources usually available to the labour inspection services in agriculture. This comprehensive approach must cover not only the aspects directly connected with work but also the social aspects inherent in the agricultural environment, which have a powerful influence on conditions of work. It will often be, indeed, through improving the working environment that work itself will be improved.

LEGISLATION AND ITS ENFORCEMENT

Most countries, particularly those with a long industrial tradition, have a full and detailed set of laws, regulations and orders concerning occupational safety and health. The gap between the weight and precision of the legal or technical armament and the mediocrity of the results, however, leads some to wonder whether this is the right approach.

The utility of the binding rule is not called in question: it is not only coercive but also educational, for it serves as a reference and a guide. Yet excessive regulation can be dangerous; it sometimes involves incoherence and obscurity or possible confusion concerning the authorities responsible. In the face of the great number of hazards to be covered there is no certainty of being able to devise rules and regulations that can be understood and put into practice by everyone.

The effectiveness of the legislation also depends on its being adapted to the problems of the day. Many laws and regulations are weighed down by provisions that, as a result of rapid changes, particularly in the technical field, have lost over the years perhaps not all value but at least a good part of their justification. On the other hand there is sometimes a long delay before highly
important problems are dealt with as they should be, though it is true that the necessity for adequate preparatory work makes this difficult to avoid. It is all the more urgent to start considering the measures to be taken the moment a new and serious problem arises. Chemicals intended for use in industry or agriculture should, in particular, be governed by provisions requiring a thorough investigation before they may be used. Previous experience shows that it has been possible to eliminate serious diseases by prohibiting certain processes in industries such as those making dyes (the manufacture of aniline) or paints and varnishes.

Lastly, the value of any form of legislation in the field of health and safety—and this, perhaps, is truer than in the other fields of labour legislation—depends, in the final analysis, entirely on the way in which its enforcement is supervised. Here, however, labour administration is faced by two problems: that of its own technical competence and that of the aim and methods of its activity.

With regard to the first point, the technological explosion presents a real challenge to labour inspectors, whose professional skill, however great, necessarily has its limits. The services of physicians, engineers and various other technical specialists belonging to the labour administration are necessary. This is not within the resources or the traditions of all countries, but some have made a start and have physicians, chemists and engineers as specialised labour inspectors supplementing the work of the general inspectors.

With regard to the aims and methods of the labour inspector, a balance must be found between the aspect relating to his coercive role and that arising rather from his role as an adviser. The difficulty of his work lies here rather than elsewhere, for it is the life and health of the workers that are at stake. Must the issuing of formal notice be compulsory, as it is under certain legislations, or left to the inspector’s discretion? How is his discretionary power to be combined with his personal penal liability, which in certain countries is established by case law? His sense of duty must be sustained by adequate training, which alone can give the labour inspector a clear idea of what is involved in each case and help him to reach the best balance between severity and persuasiveness. At all events, under Article 13 of the Labour Inspection Convention, 1947 (No. 81), labour inspectors must be empowered to make orders requiring “measures with immediate executory force in the event of imminent danger to the health or safety of the workers.” All this presupposes that the labour inspectorate has sufficient staff and material resources and the necessary authority. Penalties, indeed, are often imposed so late and are often so light as to deprive the labour inspector of all authority and his work of all meaning.

The number of workplaces is rising constantly and it is becoming more and more difficult for labour inspectors to fulfil even their most urgent obligations. It is partly to solve this problem that certain countries prescribe more
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frequent visits by the official inspection services in establishments where hazards are great. The problem is particularly complicated where workplaces are scattered and temporary as in agriculture, forestry and construction. The activities of the labour inspectors seem to require to be supplemented in some way within the establishments themselves. This can take very varied forms. The most novel have been set forth in the Labour Inspection (Agriculture) Convention, 1969 (No. 129), Article 8 of which provides that, "so far as is compatible with national laws or regulations or with national practice, Members may include . . . officials or representatives of occupational organisations, whose activities would supplement those of the public inspection staff". A study being carried out at present by the Office deals with the manner in which workers' representatives can participate in the activities of the labour inspector in mines. The countries of Eastern Europe entrust the trade unions with the tasks of supervision and prevention. Other schemes, calling on bodies within the establishments, are already in force in some countries. They all accord a leading role to the trade unions. More will be said of this further on.

Legal texts are rendered effective less by establishing facts and inflicting penalties after the event than by an earlier activity designed to arouse awareness, educate, advise and lead to the adoption of all possible measures.

Legislation on occupational safety and health has undergone an interesting development in the Nordic countries. This is a tendency to widen the scope of the texts considerably by making them cover all the physical and psychological elements of the working environment—in fact to remove the barrier that has too long existed between conditions of safety and job satisfaction. This tendency results in a greater participation by workers in the planning and arranging of their working environment. In Sweden the first stage brought important amendments in 1974 to the existing national legislation. These amendments were worked out jointly by the employers and the workers. The latter, in particular, were entrusted with increased responsibilities and powers. In Finland legislation being prepared seeks to open the way to national action for promoting the creation within the undertaking, with the participation of the social partners, of a working environment to meet the present-day demands of industrial democracy. Similar legislation is being considered in Denmark and Norway.

THE PARTICIPATION OF EMPLOYERS AND WORKERS IN THE PROMOTION OF SAFETY IN THE WORKING ENVIRONMENT

The report of a committee presided over by Lord Robens¹ states emphatically that present systems lead to excessive confidence in the binding rule.

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It is too widely accepted that the safety and health of the worker depend mainly on the enforcement by a large body of supervisors of an appropriate code of legal texts.

Generally, however, this is not enough. An examination from this point of view of the various situations to be found shows that differences, sometimes considerable, exist in the number of accidents between undertakings belonging to the same industry and carrying out the same work. It also appears that undertakings where determined and persistent preventive action has been carried out with the full participation of the workers have often obtained spectacular results.

These exemplary results, obtained through the joint action of the management and the workers of certain establishments, ought to receive wide publicity. They confirm in any case the truth of the principle set forth in the resolution concerning the working environment adopted by the Conference at its last session, namely that “the elaboration, planning and implementation of new policies aimed at improving the working environment call for the full participation of the employers and the workers and their organisations.”

It is clear that if a safety and health policy is to be successful the active co-operation of the employers is essential. That of the workers’ organisations is also necessary.

The active co-operation of the employers is essential; for it is they who create the environment that employment injuries arise in. It is not only necessary, then, but also natural that the employer should be actively and personally concerned in the prevention of occupational hazards.

The management of an undertaking, of whatever size, must take the initiative and, in the last resort, the responsibility of prevention activities. This implies the laying down of a clear policy in the matter, the issuing of detailed written instructions to those responsible at the various hierarchical levels and the provision of the essential equipment. The appointment of a safety officer or an industrial physician does not in itself constitute a policy of prevention. The interest in occupational safety and health taken by the management and the drive imparted by it to preventive activities must be obvious to both supervisory grades and workers. This can raise problems of communication, particularly in large undertakings.

These problems can become acute when the undertaking employs foreign labour. It is well known that, proportionately, migrant workers suffer more occupational accidents than nationals. This fact was stressed during the discussions at the recent Italian National Emigration Conference. It therefore provides a special reason why, as the draft international standard before the present session of the Conference provides, “Employers should take all possible measures to ensure that migrant workers fully understand instructions,
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warnings, symbols and other signs relating to safety and health hazards at work.

It is also the responsibility of the head of the undertaking to see that the supervisory grades and foremen, in particular, have adequate practical training in occupational safety and health and the opportunity of keeping their knowledge up to date.

It is a cause for satisfaction that the campaigns carried out nearly a century ago by far-sighted employers with a sense of responsibility to show other employers the need to make a greater effort for the protection of the workers are reflected today in the measures adopted by employers' federations in many countries and by numerous industries. These measures are intended to develop a genuine awareness among members of the problems of occupational safety and health, to provide them with information and the essential audio-visual facilities, to bring to their knowledge the contents of international labour Conventions and Recommendations and ILO publications on occupational safety and health, to give an impetus to their efforts through competitions, to encourage research, to obtain the services of prominent specialists and even to set up from nothing standing bodies with considerable resources to deal with prevention.

Industry has often realised its responsibilities and accepted them freely. This is shown by the good results obtained in certain sectors, which, however, emphasise all the more the serious leeway to be made up in others.

Employers' occupational organisations have a particularly important task to carry out with the operators of small and medium-sized undertakings, who may sometimes neglect the problems of occupational safety and health through ignorance, overlook the need for constant effort through lack of time or unawareness of the dangers or their human, social and financial consequences for the workers and themselves, or hesitate to incur expenditure that seems to have no direct link with production. The furnishing of information and the arousing of awareness are both highly important. The employers’ organisations are particularly well fitted for these tasks by reason of their decentralised structure, which brings them close to the undertakings, and the confidence that their members have in them.

But while safety and healthiness of the workplace, then, depend above all on good administration, responsibility does not rest with the management of the undertaking alone. There can be no real progress in this field without the participation of the workers and their representatives.

Nevertheless, the participation of workers in prevention activities is comparatively recent, even though it is now obligatory under several national legislations and many collective agreements.

This participation must be fully and universally accepted, for it is not only entirely justified but also an essential element in every safety programme. It
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stimulates awareness of hazards and of preventive measures, increases the sense of responsibility and helps to create a better social climate. It is also the means of profiting from the considerable practical experience that very many workers have acquired of the hazards common to their occupation, the defects of certain equipment and even the shortcomings in the instructions to be carried out. The worker is familiar with his workplace and an important part of the knowledge required in every change, correction and improvement is held by him.

Workers' organisations can also bring their members to realise the requirements of prevention by insisting on a proper place for occupational safety and health in collective agreements and if necessary by obtaining the assistance of specialists. The scope of action open to the trade unions obviously varies from country to country in accordance with the economic and social situation and the political régime. In some countries their activity has led to gains that are now incorporated in national laws and regulations or in collective agreements providing, for example, that workers shall be entitled to participate in decisions affecting safety and the protection of health at the workplace. The ILO code of practice Safety and health in shipbuilding and ship repairing, whose text was approved by the Governing Body in June 1973, makes the following recommendations: "When a worker, through his job experience, has reason to believe that there would be a high risk to life or health if he carried out a task assigned to him, he should have the right to refuse to commence work, or to cease work. He should report his fears immediately to the management, the workers' safety delegate and the competent safety and health officer in the yard. A thorough investigation of the complaint should be promptly undertaken". Recent legislation in certain countries, Sweden for example, provides that the shop steward may take the initiative of stopping a dangerous machine or operation before informing the management of the establishment.

Workers' organisations, however, do not all show the same determination or interest concerning occupational safety and health. Many have not yet devoted to the prevention of occupational risks the attention and determination called for. It does seem that a good many have realised that at the industrial or interoccupational level the requirements of safety and health must have a place among their main preoccupations, and this is an excellent thing, for there is much to do at this level too. During the planning of occupational safety or health institutes or laboratories, workers' representatives have views to express on the studies that seem to them entitled to priority, on the hazards that seem to them the most serious and on the technical measures or regu-

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1 ILO: Safety and health in shipbuilding and ship repairing (Geneva, 1974), para. 1.3.3.
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lations that seem to them desirable. At this level, too, useful work can be done
during the negotiation of collective agreements. Furthermore, several trade
unions themselves draw up permanent training programmes for their members,
obtaining the services of full-time specialists or financing research in certain
sectors.

Lastly, safety delegates, workers' representatives on safety and health com-
mittees and, more generally, trade union officials are in the best position for
undertaking the most necessary work of educating the workers on occupational
hazards and their prevention. The unconcern, fatalism and negligence dis-
played by workers with regard to these problems are often due to ignorance
of their reality and of their consequences; sometimes they also indicate a defect
in communication between the workers and their representatives. In either
case the trade unions have an important task to carry out. This is also true
of persuading the workers to use protective equipment provided for them and
known to be necessary and of approaching the management on their behalf.

Thus, although the safety and healthiness of the workplace depend above
all on good administration, there can be no real progress without the common
effort by the employers and the workers and their representatives that ought
to be an essential part of every policy of occupational safety and working
conditions. This applies not only to the industrial sector but also to the rural
sector and explains why the proposed Recommendation concerning organisa-
tions of rural workers and their role in economic and social development
that is before the Conference for second discussion stresses the part to be
played by these organisations in contributing "to the improvement of the
conditions of work and life of rural workers, including occupational safety
and health ".

THE COST OF SAFETY

For heads of undertakings the fear that safety is expensive and has no
tangible counterpart may constitute a more or less conscious brake on their
preventive efforts.

It is true that sometimes, particularly where activities are extremely spe-
cialised or the undertaking has already very good safety arrangements, the cost
of certain equipment may seem very high. Nearly always, however, preventive
measures are cheap in comparison with the hazards they prevent. Most of
the dangerous installations that are responsible for the most frequent acci-
dents—machines without proper guards or pits without barriers, for example—
can be suitably equipped at extremely little cost. The direct cost to the under-
taking of accidents occurring in such cases is out of all proportion to what it
would have spent in preventing them. The indirect cost due to the disorganis-
ation caused by the accident and the resulting loss of time should also be
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taken into account: the instruction and training of a substitute and sometimes the immobilisation and replacement of equipment.

In order to convince heads of undertakings and to help those who wish to act, certain safety engineers have devised a method that is becoming common in France as “contrôle des dégâts matériels” and in the United States as “damage control”. This method determines the relative importance of all incidents that result in accidents to persons, and the statistical relations thus obtained have the advantage of enabling the causes of the commonest incidents to be analysed and so of helping in the search for ways of avoiding them. It also helps in determining the cost of these incidents, which is very high though this is seldom suspected by the management. The system leads to substantial saving. Going beyond the cost to the establishment and considering the resulting burden on the country, it is found that the cost of each accident is much higher still. To take a single disease as an example, silicosis cost the Federal Republic of Germany DM 524 million in 1972. To give a different example, the cost of occupational accidents in the United States in 1968 was $8,000 million, or $100 per worker, or again twice the NASA budget for the same year. Five years later, in 1973, the figure, according to the National Safety Council, was $14,000 million, or $165 per worker. Yet the cost of compensation is only one part, and probably not the greatest, of the cost of accidents. The resulting loss of production must also be taken into account. It is estimated that an average of 5 per cent of working days is lost in the industrialised countries through accidents.

THE TEACHING OF SAFETY

Though the main activities concerning prevention and the improvement of working conditions must be concentrated on the workplace, this is not an island cut off from its surroundings. It depends in particular on two principal aspects of its environment: men and equipment.

The training of workers has an immediate bearing on safety. In the developing countries many occupational accidents occur because workers without the least preparation pass abruptly from a rural environment to an industrialised urban environment. The same difficulty arises, though less acutely, in the industrialised countries. There is a problem of knowledge—if only of literacy—and also a problem of adaptation. All those with responsibilities at the workplace should be given the rudimentary knowledge that would at least make them aware of the safety problems facing them; they should be taught how to produce genuine solutions in time or to study the measures called for. There are few countries today where engineers, foremen, technicians, methods engineers and heads of undertakings are so taught. They are taught everything about techniques, materials and the machines or appliances relating to their
own subject, but they rarely acquire any knowledge of the hazards that this machinery or material involves for those who use it every day. Vocational education should bring safety rationally and systematically into training programmes for the various occupations.

The employer needs the help of specialists, particularly in undertakings of some size or with unusually complicated problems of prevention. In most countries, however, there are no facilities for training these specialists. The higher technical educational establishments and medical schools that give a place in their programme to systematic instruction in the principles and methods of safety and health or of industrial medicine remain the exception. Some hold the view that the preference of industry for training its safety engineers and industrial physicians on the job does little to stimulate the efforts of universities and other educational establishments to train specialists. On the other hand, since properly trained specialists are rare, industry has little tendency to seek them. This vicious circle will be broken only if national legislations provide for the appointment to undertakings or inter-undertaking services of safety engineers, health specialists and industrial physicians with certificates attesting to their training.

THE CONTRIBUTION OF ERGONOMICS

The standard of safety and health in an undertaking does not depend only on the measures taken. Establishments in industry, agriculture and the services buy machinery whose safety is determined by the manufacturer. To arrange and guarantee that the machine or equipment shall be adapted to the man who will use it is the function of ergonomics. This multidisciplinary science, which seems to have had some difficulty in obtaining recognition a few years ago, now enjoys a growing reputation. More and more specialists, whether physiologists, occupational psychologists or work organisation technicians, acknowledge their debt to it. A symposium organised at Bucharest in September 1974 by the Romanian Minister of Labour and the ILO has shown both the wide interest aroused by this new branch of knowledge and the great variety of its techniques and ideas.

Ergonomics not only helps in remedying unsatisfactory situations but also can anticipate them when machines or projects are being planned. In the first place ergonomics can rectify; it then forms the link between the industrial physician who observes that a machine is ill adapted to the worker and the engineer who can put it right. The process implies the collaboration of several specialists, who study alternative solutions. It holds great promise of an improvement in conditions of work.

When ergonomics is applied to the actual designing of equipment, however, its possibilities appear even greater.
Nevertheless, conceptual ergonomics, though its value is widely recognised, is taught all too little. A great effort is called for by governments, employers and workers in this respect. Such an effort, if it were supported and became general, could transform the problem of occupational safety, for it is above all during the creation of the undertaking that attention must be given to safety and health—in the design of premises and machinery, in the choice of materials and in the devising of production processes and working methods.

Much research has already been carried out, particularly in the field of occupational physiology, and it has already led to a number of practical conclusions. The benefit of the greater part of this research carried out in the industrialised countries must be extended to the workers of the developing countries.

Technologies, appliances and equipment appropriate to a different part of the world must not, however, be transferred to these countries unadapted. It is even more necessary to put an end to the transfer of dangerous apparatus and machinery from one region or country to another, for too often hazards are imported with technologies. No more than ten years ago very few countries—four or five in all—had legislation requiring manufacturers and sellers of machinery to put only properly guarded machinery on the market. Realising this situation, the ILO adopted in 1963 Convention No. 119 concerning the guarding of machinery. This Convention has been ratified by over 30 countries, but, unfortunately, too few of them are exporters of machinery and this limits its effectiveness. As long as there are manufacturers who make and export dangerous machinery there will be buyers who prefer to buy this machinery at a lower cost, that is to say—it must be stressed once again—at a lower direct cost. This is a field where solidarity between States could be real and effective.

Solidarity between States is also needed in respect of new chemical products. The work involved is doubtless immense in view of the number of products appearing on the market. But the hazards are such that a genuine conceptual ergonomics for new products (which at present hardly exists except for certain special substances such as pharmaceutical products and those intended for consumption) should be devised and put into practice without delay. These preoccupations over the protection of workers, moreover, are in harmony with preoccupations over the protection of consumers.

WOMEN WORKERS

At the beginning of the Industrial Revolution the first protective measures adopted concerned the protection of young persons and women workers. Nowadays the scientific justification of special legislation for women workers is being challenged increasingly.
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The more the question is studied, the less it appears that women are particularly vulnerable. Thus the Conference, in 1971, opposed the adoption of special provisions for women exposed to benzene. The only exception admitted relates to maternity. Pregnant women run special risks when they are exposed to ionising radiations, toxic chemicals and arduous physical effort. Apart from these cases, however, there is nothing to prove that women are more sensitive than men to harmful substances and the onslaughts of the environment.

Special safety and health legislation for women workers, though it may have had historical, cultural or social reasons, is difficult to justify on medical grounds.
Definite progress has been made towards the goal of reducing work. New national laws and regulations have marked the stages in this change, which has gradually been assimilated and become established in habits, traditions and ways of life. Evidence of the changes that have taken place is seen in the shorter working week and in annual holidays of up to four weeks or even more. The extension of the period devoted to training and education, the raising of the age for admission to employment and the lowering of the retirement age are so many notable additions to this improved picture.

The ILO has helped considerably in these achievements. From the earliest days of its existence its efforts on behalf of shorter daily and weekly hours of work contributed towards the progress made while at the same time enhancing the Organisation's reputation and authority throughout the world. The ILO is determined to pursue its activities in what is still a topical issue partly because of the diversity of situations obtaining in each country and, within countries, of the diversity of communities, personal aspirations, sectors of activity and undertakings, and partly, as emphasised in the report of the 37th Session of the Committee of Experts on the Application of Conventions and Recommendations, because "the problem of hours of work is essentially dynamic in character and its evolution is closely linked in the factors which govern economic and social evolution". In dealing with this matter, account should be taken not only of its effects on the level of employment and on the profitability of enterprises, but also of its connection with other factors such as the socio-technical milieu, climatic conditions, school hours, work content, urbanisation and the increasingly rapid pace of technological change.

HOURS OF WORK IN THE SECONDARY AND TERTIARY SECTORS

It has already been emphasised in a number of studies that the amount of time devoted to work was slowly but surely decreasing. In the last few years numerous laws, regulations, and agreements have introduced shorter weekly hours and longer holidays with pay. Faced with this trend, which some considered irreversible, certain quarters unhesitatingly announced the advent of a 4- or even a 3-day working week.

Forecasts of this kind raise two questions: is the reduction in working hours general and does it affect all workers? And is the process irreversible? Average hours of work, like standard hours of work, have of course decreased in most countries and in most branches of activity but, as was emphasised by the Governing Body Working Party on the In-Depth Review of the General Conditions of Work Programme ¹, the essential problem in this field is that of the hours actually worked. A more thorough study of the question shows that the situation is complex and that in many countries and sectors hours of work remain long, even excessively so.

In the industrialised countries it is mainly in certain service sectors, building and transport that hours are still excessively long. According to a study carried out in a western European country one-third of the workers in building and public works put in more than 52 hours per week. Some seasonal activities, such as the hotel and tourist trades, also entailed unduly long daily hours.

It is mainly in the developing countries that hours of work are still excessively long, and not only in the sectors that have just been mentioned. First of all, the statutory working week, which has generally been established by laws and regulations, is still around 48 hours and has changed very little over the last 15 years. In practice it frequently goes beyond this figure in small urban firms and in most rural undertakings because of exemptions and exceptions provided for by the law itself, or because of the lack of adequate regulations and the fact that the regulations that do exist are unduly complex or difficult to enforce. In some African countries weekly hours of work are fixed by law at 40. This is an exception calling for careful interpretation, however, in so far as the chosen definition of hours of work results for certain activities in the time spent on attendance at work being increased considerably. Furthermore, the hours of work determined by collective bargaining are also long except in a few sectors such as the petroleum industry or some manufacturing undertakings.

Although available information on hours actually worked is scarce and not always reliable, even in sectors and undertakings where it might be

expected to be so, it reveals that the hours actually worked vary between
48 and 60 per week. In many developing countries there is a strong tendency
to have recourse to overtime, not only in transport, construction and services,
but also in manufacturing. This was noted by a number of employment mis­sions organised by the ILO in Colombia, Kenya and the Dominican Republic.
Moreover, because of the large number of public holidays, many of which
are remunerated and made up later, there is a tendency to lengthen the span
of the working day particularly where climatic conditions call for long breaks
in the middle of the day.

In both developing and industrialised countries workers are inclined to
work overtime whenever they can, in order to increase their pay. Sometimes
they are even obliged to do so to earn enough to keep themselves and their
families. Undertakings, too, often give way to this temptation in order to
make their equipment pay, when they cannot extend their plant, when orders
and delivery dates are irregular and when there are shortages of skilled labour
in particular fields; they are not deterred by the extra wages that overtime
implies. In some countries the long hours actually worked because of system­
atic recourse to overtime are the result of a tacit agreement between the social
partners. Quite frequently, attempts to reduce hours of work in collective
agreements lead to an increase in remuneration rather than to an actual reduc­
tion of weekly hours of work. It would seem necessary, therefore, to cease
treating problems of hours of work separately from those of remuneration,
to fix basic wages at such a level that they no longer imply resorting to over­
time and to organise work and production so as to reduce the need for
over time.

Long daily or weekly hours of work present many disadvantages. Various
studies have shown that industrial accidents increased with longer hours of
work. The same applies to fatigue and, consequently, to output.

It has been shown that once a certain number of hours have been worked
productivity drops and, to some extent, the quality of the product, too, through
the increase in mistakes and poor workmanship. Productivity gains resulting
from a reduction in hours of work have been noted not only in physically
exacting work but also—though this is harder to measure—in work entailing
intellectual effort or nervous stress.

A further advantage of shorter hours of work is that more jobs are avail­
able, investment is often stimulated and attempts to rationalise production
and organise work are encouraged.

HOURS OF WORK IN AGRICULTURE

Even in the most modern sectors, hours of work in agriculture depend
largely on climatic conditions. This constraint, which applies particularly where
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climates are extreme and in mono-culture and traditional forms of farming, means that it is difficult to forecast the volume of work and the conditions in which it will be carried out. Unlike in industry, hours of work here cannot easily be split up into successive phases that can be systematically planned and supervised. Slack seasons and days of bad weather are followed by periods of intense activity when the weather is fine during which no daily or weekly rest can be taken. In the first situation hours of work are reduced considerably, or there is no work at all, which means an increase in running costs and a drop in the workers' income. In the latter case, on the contrary, hours of work are unduly long.

This situation by no means reduces the need, both nationally and internationally, for the coherent and effective regulation of hours of work in agriculture, as has already been emphasised by the International Labour Conference.¹

In the agricultural world there are other factors, of an economic and social nature, that add to the effects of the climate and play an important role in the determination of hours of work. Foremost among these factors are productivity, the size of holdings, types and prices of produce and the state of the employment market, which is often characterised by a lack of skilled workers and, sometimes, by a shortage of available manpower at times of intense activity. Moreover, methods of remuneration (particularly piece rates and overtime pay) and its low level, and the large contingent of seasonal, casual and migrant labour employed in the sector help to keep hours of work long during periods of employment.

Nevertheless, technological changes have brought about considerable transformations in agricultural work, particularly in plantations and large holdings. With mechanisation and rationalisation, work is tending to become more efficient and productive as well as to be spread out more over the year.

This new situation is only one aspect of a more vast and complex problem, that of the over-all time man devotes to work during his lifetime and of the conditions in which he lives. In the workers' daily lives work time depends very much upon the nature, content and organisation of work, and on the periods and quality of rest and leisure to which, moreover, reactions differ according to age, sex and socio-technical conditions. Three of these various questions will be dealt with more particularly here: travel between home and work in big towns, the organisation and distribution of work time and the nature and use made of free time.

¹ Resolution concerning hours of work in agriculture, adopted by the 45th (1961) Session of the International Labour Conference.
TIME SPENT ON TRAVEL IN TOWNS

Everything that is done to reduce hours of work, both by the ILO and all those persons concerned, is aimed at ensuring that people have sufficient time for rest and relaxation. However, the ratio between work and rest presents problems in big towns. Millions of workers spend several hours each day on public transport, queueing or travelling by their own means. In the big towns of several developing countries they sometimes have to walk for several hours to get to work. Even when the actual work time is reduced as far as possible the time spent in connection with work is probably on the increase, though statistics are lacking in this respect. Nevertheless, studies have shown that workers in the big towns spend an average of 12 hours away from home. At the beginning of the century the claim for the reduction of hours of work was reflected in the slogan “8 hours work, 8 hours leisure, 8 hours rest”. It could not be foreseen at the time that many workers were going to spend 2, 3 or 4 hours per day on travel that would be as long and tiring for them as it would be costly for the community. This is a new problem to be borne in mind, for one cannot turn a deaf ear to the claims of those who think that such a large proportion of time devoted to travel should be taken into consideration when hours of work are being determined. Moreover, the inhabitants of these suburbs of major cities often form less of a community than a large collection of individuals whose way of living and actual lives are excessively moulded by the conditions in which they work. There is evidence of a disturbing number of nervous breakdowns and various disorders, unacceptable living conditions and, in particular, inadequate social services. Although this situation as yet affects only a minority of workers, it is worsening and neither national authorities nor the ILO can ignore it.

THE ARRANGEMENT OF WORK TIME

For a long time working hours were scheduled in an unchanging and uniform manner, leaving hardly any room for individual choice. Moreover tendencies to change failed to take sufficient account of the individual characteristics of the different communities.

It has now become apparent that a certain flexibility in the organisation of work time would reduce the feeling of being a slave to work and would allow other aspirations and needs to be met and would, in fact, improve the quality of life for the worker and his family. A number of experiments have already been made (although as yet only relatively few workers have been involved) which show that work time can be organised differently and, in many cases, adapted to the workers’ wishes without disrupting the life of the undertaking or constituting a heavy charge on its budget. This is the case with
measures designed to shorten the working day and week, with flexible working hours, with various other forms of alternating work and rest and, lastly, with part-time work.

SHORTENING THE WORKING DAY AND WEEK

Shortening the working day and week is the best known way of arranging work time; it is also the first that was thought of and the most widespread. There was a general trend in favour of the adoption of the continuous working day by reducing breaks, particularly the midday break. This trend also favoured reducing the number of working days to five or even four by increasing the number of hours worked per day. The question arises, however, of the disadvantages of pursuing this trend further: the elimination of breaks and idle time does not necessarily entail improvements for the workers’ health, for productivity or for social life, particularly when accompanied by longer working days which in fact make breaks more necessary. In addition, the considerable shortening of the working week in certain branches of activity is creating a disequilibrium between the latter and schools, hospitals and certain activities or services in which this is neither possible nor perhaps even desirable and where it creates social problems for individuals and communities, making it difficult to recruit and keep staff.

FLEXIBLE WORKING HOURS

Flexible working hours have been introduced recently. Only a few years ago it would have been difficult to imagine that a strict time-table, drawn up and supervised by the undertaking itself, could be given up without resulting in disorder and a fall in production. Nevertheless, the practice is spreading, particularly in Western Europe. It can even be said to be spreading rapidly in the Federal Republic of Germany and in Switzerland. The system is also gaining ground in the United States, in Canada, the Eastern European countries and in several undertakings and administrations in the developing countries.

The ways in which it is applied vary enormously. Employees may be free to choose between several schedules which, in practice, differ mainly as regards the length of the midday break. A newer method consists in allowing the worker to choose for himself, within certain limits, the times at which he will arrive and depart in the morning and evening and at lunch time. Under some systems there are no restrictions on the choice of time spent at work which the two preceding methods involve, and it is the employee himself who decides each day at what time he will arrive and leave and, thus, the number of hours of work. He must then carry over from one day to another—or even from
one week or one month to another—any "plus" or "minus" hours, though this is subject to certain limitations. Thus the system lends itself to a whole series of combinations whose common denominator is the "core time" during which the entire staff must be at work and the flexible periods during which individual times of arrival and departure may vary. And lastly, schedules can be determined not by the individual himself but by the production group to which he belongs and which is responsible for a particular job of work.

For the workers these systems have several advantages: the rush hour can be avoided both in transport and in canteens and restaurants; in addition shopping can be done when the shops are less crowded. Members of the same family can co-ordinate their work schedules and the working day is made less monotonous. Workers feel more independent, as they have a greater say in determining how they spend their time. The undertaking, too, benefits from the satisfaction the workers derive from these hours of work: there tends to be less absenteeism and staff turnover and a better social atmosphere, without adverse effects on productivity or causing major difficulties for the organisation of the undertaking, when the system has been introduced with care and, above all, when the unions and workers have been consulted.

Despite the diversity of systems, flexible working hours cannot easily be applied in all undertakings or all services; continuous processes and assembly line work still require fixed hours, except perhaps when the parts being manufactured are sufficiently small in size to allow buffer stocks to be built up. Unfortunately it is often the jobs employing unskilled workers—assembly-line workers in factories, for instance—who are already disadvantaged, that are least suited to the introduction of flexible working hours. There are other activities, such as various services, telephone exchanges, hospitals, schools, etc., in which possibilities of introducing flexible working hours are limited since they could well seriously disturb the running of the service as a whole or make conditions of work more difficult. A further obstacle to the extension of the system lies in the number of hours themselves and in their weekly distribution. For example, a 5-day week of 45 or 48 hours leaves little scope for a flexible system.

PART-TIME WORK

Part-time work, that is to say work performed, on a regular and voluntary basis, for a number of hours per day or per week that are far less than normal hours, has spread considerably in most of the industrialised countries. An ILO study, in December 1973, showed that there were already 2.5 million part-time workers in the United Kingdom and 13.5 million in the United States. In the Netherlands, where women represent 25 per cent of the economically active population, two-thirds of them work part-time. This type of work pattern,
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which is different from the undertaking’s standard hours of work, is mainly sought by women who have family responsibilities. It enables them to make a valuable financial contribution to the household budget while at the same time coping more easily with their family responsibilities, particularly when they have small children, and to keep up the occupational skills acquired before they married and thus facilitate their return to normal hours of work later on. There are also other categories of workers who are interested in part-time work, such as young people and students, workers nearing retirement or who have already retired, physically handicapped persons and, in general, anyone who is prevented by ill health from working full-time. There have been some original experiments in this respect. For example, a car manufacturing plant in Sweden has introduced a system in which two days’ work alternate with one day’s rest, the workers being grouped in three-man teams. Each worker must be able to do two jobs, which also reduces the monotony of the work. In Denmark it is planned to set up, by collective agreement, a contract of employment at choice: newly recruited workers would have the possibility of choosing a certain number of work periods of four hours per week.

The place of part-time work deserves careful examination within the framework of national policies for there are many pitfalls to be avoided: for example, the development of this type of work should not be allowed to prejudice opportunities and conditions of work of those with full-time jobs. Nor should it be allowed to hinder the over-all solutions required for the more general problem of hours of work and the major problems of women’s work, that is to say the adoption of measures relating to equal pay, job stability, promotion and the setting up of social services so that women can perform their various jobs in good conditions. It must also be borne in mind that part-time work can entail certain disadvantages, particularly as regards the workload. For instance, part-time staff in certain sectors (such as big stores) are often rostered for work during the busiest parts of the day or week and lose the benefit of the calmer periods for which full-time workers are nevertheless paid. Lastly, the protection of part-time staff generally calls for modifications in the labour legislation and social security regulations which were drawn up without taking this type of work into consideration.

SHIFT WORK AND NIGHT WORK

The constant increase in shift work and night work is giving rise to fresh concern as to the length and scheduling of work time. Whereas in the past shift work was necessitated by considerations of a purely technical order (particularly in factories engaged in continuous operations) which, incidentally, are tending to increase (the plastics and synthetic fibres industries, for example), this type of work is now increasingly resorted to for economic and
financial reasons. The aim is either to amortise increasingly costly equipment or to create more jobs. Attention has been drawn to the disadvantages of this for the workers and, more generally, to the ensuing "social cost" on several occasions and in particular in an ILO study.\textsuperscript{1} In addition to the harmful consequences on health which have been known for a long time—such as nervous disorders and gastric ulcers—there are the consequences that have been observed for family life (which is greatly disrupted), children's education and the integration and participation of the latter in social life. Furthermore, housing conditions, which are often poor for the people concerned, make adequate rest improbable. In addition, many shift-workers do other jobs, commonly known as "moonlighting", in their remaining free time.

Shift work is closely associated with night work. Its disadvantages in industry for both women and men are well known. The disadvantages are probably far more similar nowadays for both sexes since there are now fewer jobs calling for strenuous physical effort. In the case of women, the general role assigned to them in our societies—looking after children, sick people and old people, and doing housework, which most of the time implies a second day's work before and after the actual job—probably constitutes the major difficulty. Should protection that may sometimes be considered discriminatory and harmful in that it restricts the employment possibilities and equality of opportunity of women be maintained? Would it not be better, in order to encourage a change in habits and attitudes, and to promote the necessary effort, particularly as regards social services, to make the regulations on the night work of women in industry more flexible? Or, conversely, would it be better, if it is proved that night work is harmful both medically and socially, to limit it both for men and for women and make its authorisation subject to compensation such as shorter hours of work, weekly rest and longer holidays? The in-depth review of the problem requested by the Governing Body\textsuperscript{2} attempts to answer these questions.

In the developing countries, recourse is often had to shift work in order to make the maximum use of capital and to create more jobs. It is resorted to, however, with insufficient understanding of the effects this type of work organisation can have on the social environment. Consequently, as stated by the Working Party on the In-depth Review of the General Conditions of Work Programme, "there is a need for greater information on the nature of these problems in the context of developing countries and on appropriate methods of overcoming them".\textsuperscript{3}

\textsuperscript{1} Marc Maurice: \textit{Shift work—economic advantages and social costs} (ILO, Geneva, 1971).
\textsuperscript{2} Document GB.192/10/1, op. cit., Annex, p. 18.
\textsuperscript{3} Ibid., p. 19.
PAID LEAVE AND STAGGERED HOLIDAYS

Generally speaking, paid leave has been considerably extended in different ways over the last 20 years, as has been the case in most of the member countries of the ILO. An idea of the trend is obtained by comparing the Holidays with Pay Convention, 1936 (No. 52), which fixed minimum holidays at six working days, with the Holidays with Pay Convention (Revised), 1970 (No. 132), which extended holidays to three weeks in all sectors, with the exception of seafarers but with the possible inclusion of agriculture. There are still gaps, however, in the progress achieved: there are countries in which holidays with pay are still too short, countries where there are no holidays for agricultural workers, yet other countries in which national laws and regulations provide for exceptions whereby large groups of workers can be left outside their scope. Even in countries which have a system of long holidays with pay, the methods whereby the holidays are granted are such that certain workers do not have any while others have insufficient, for example young persons and migrant workers.

In addition to the question of the length of the holiday there is that of how it is spread out over the year. The doctors still have to pronounce on whether it is better for the workers' health, according to the type of climate and job involved, to increase the rest period at the end of the week or the annual holidays, or whether split-up holidays would be preferable. Longer leave does not always enable everyone, but only a few, to enjoy the beneficial rest and change of scenery which are the whole purpose of holidays. In most countries there is no real equality because of the lack of the collective facilities needed in order for large families and poorer people to enjoy proper holidays.

Although experiments tried out in this connection so far have not been particularly successful, the staggering of annual holidays with pay deserves to be considered in the coming years in the industrialised countries since the system of concentrating holidays in two months of the year is creating more and more problems both for the community and for the workers. The problems are connected just as much with the enjoyment of the holidays, jeopardised by too many people in the same places, as with amortisation of the facilities for tourism and leisure. Whatever the case, the aim in this area should be to avoid too many rules that might restrict individual freedom of choice and to aim rather at promoting free negotiation at the level of the branch of activity or of the undertaking so that the staggering of holiday periods is freely accepted.

WORK TIME AND WORKING LIFE

The problem of the time devoted to work is one that lasts throughout life. One of its first aspects, that of the age of admission to employment, is a sub-
Subject of constant concern for the ILO. It was recently discussed by the Conference, which adopted some particularly worthwhile measures. Nevertheless, child labour has not disappeared. It is likely to persist for as long as adults have to endure low incomes, unemployment and underemployment. It is also caused by the inadequacy of the resources devoted to education as well as by certain customs and traditions. Despite all this, progress has been achieved in many countries and children are gradually coming to be better protected while the minimum age for admission to employment is going up.

The problem of the relationship between education and working life is a complex one and would require lengthy treatment but the present Report must confine itself to referring to a certain questioning of the traditional attitude whereby basic education and vocational training were acquired once and for all, being complemented solely—though in a manner that in certain societies and for certain types of work was important—by the experience acquired on the job. As a result of technological and economic developments, this pattern is out of date for an increasing number of occupations. Initial training and experience appear to be no longer sufficient and it now seems necessary on more than one occasion in life, either at regular intervals or even as a constant feature of occupational life, to retrain by supplementing initial training or undergoing fresh training. It was to meet this need of the workers and of the economy that the concept of lifelong education was worked out and that the ILO considered it a necessity when in 1974 it adopted a Convention (No. 140) and Recommendation (No. 148) on paid educational leave.

Apart from this, should it be taken for granted that it is desirable, in each and every case, for schooling to be extended? In a world characterised by the rapid evolution in skills and techniques, it might be better to promote an earlier entry of young people into working life—once they have reached a certain level of education—and then provide them with opportunities for education and training constantly adapted to the developments taking place in their working environment and in their lives. True equality of opportunity for young people may well lie just as much in the opportunity of experiencing certain aspects of working life and of proving their worth as in the possibility of access to higher education, which should nevertheless be safeguarded.

At the other end of working life there are other problems: first of all there is the highly controversial problem of retirement age. Some people consider that life’s wear and tear, particularly when accentuated by certain types of work, justify a lowering of the age limit. Others, on the contrary, think that a compulsory limit might deprive certain people of the right to work because of their age regardless of their physical condition, personal wishes or of the

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1 The Minimum Age Convention (No. 138) and Recommendation (No. 146), 1973.
disadvantage to them of suddenly giving up their occupational activity. They add that such practices could be harmful for the economy in view of the increase in average life expectancy.

This is why more and more people, taking account of each other’s arguments, are in favour of flexibility in determining the retirement age. The few studies devoted to this question seem to show that when workers are given the possibility of opting for early retirement, the number of those who avail themselves of the opportunity is more or less offset by those who choose to continue to work beyond the normal age. The working environment and conditions affect the workers’ physical and mental ageing, which may be hastened or delayed according to the type of occupation and the individual. This is why compulsory retirement is not a wise measure. For certain people in certain conditions premature ageing should carry with it entitlement to early retirement. For others, on the contrary, light and varied work, making greater demands on experience and skill, could be continued beyond the normal retirement age to the benefit of the worker.

In all cases retirement represents a break which should be prepared for all the more carefully if the working life has been a demanding one, life expectancy is long and the workers’ material and intellectual resources are limited. Those who have both resources and skills acquired during their working life have a good chance of continuing to lead a creative social life and, moreover, of knowing what to do with their time; the others are liable to have a passive retirement and to age more quickly. There is thus a need for preventive measures involving industrial physicians, psychologists, sociologists and social workers. These measures should also include special timetable arrangements or job changes, part-time work and the adapting of certain types of work. Preparation for retirement also calls for a number of social activities so that the person who is to retire will have the possibility of achieving the complete readaptation involved in retirement. During retirement itself much can be done to improve the daily life of older people by giving them opportunities to use their abilities, thus making them feel useful once again. Seen in this way, retirement would be an evolutionary process, involving reintegration into society.

Flexibility as regards the ages both for entry to working life and for retirement culminates in the general flexibility in work time described in 1973 by Gösta Rehn and amounts to offering everyone a global time and money credit to be drawn on at will throughout their existence and allocated between working life, education and free time. The idea is an attractive one, particularly since the rigid compartments into which (with a few exceptions, such as edu-

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cational leave) life has until now been divided are neither fully logical, humanly or socially beneficial nor even completely justified economically. Moreover these rigid divisions are found only in industrial urban societies, whereas the overlapping of work and of the way of life in rural societies is conducive to exchanges between people of different ages and permits the transition from teaching to apprenticeship, work to rest. A new harmony has to be found that will correspond to our times.

FREE TIME: REST AND LEISURE

Non-work time is not necessarily free time. A proportion of the 24-hour day constitutes “tied-up time”, which in industrial societies is becoming longer—time spent travelling to work, on administrative matters, etc. This fraction of time and that devoted to sleep and meals leave that part of the day which may be described as free time and which our contemporaries would like to see increased. It is important therefore to determine the aim of this free time so as to appreciate the extent to which it is fulfilling its purpose and in what ways it could do so even better. It is a time for rest, for physical and mental relaxation, but also a time for entertainment or some form of activity reflecting aspirations or tastes. The function of rest is essential and the optimum duration should therefore be fixed, which no doubt depends on the state of health and age of each individual and on the type of work performed. Specific information on this point seems to be lacking but it would enable certain types of leave to be given priority over others. For an increasing number of workers, however, free time seems to have another function: it is seen as a haven sought with pleasure by all those who regard their work with aversion as a result of accumulated physical and mental fatigue or of frustration or of the feeling that it has failed to come up to their expectations. Although escapism certainly reflects a physiological and psychological need and although rest and relaxation are indeed intended for recuperation, this need to escape is misdirected since rest is not the only remedy. It is the work that is at fault and one should not underestimate the significance, as a symptom, of the living for the weekend on the part of some and of the impatient anticipation of retirement in others.

In order to be a period of complete physiological and psychological recuperation, rest must indeed have a positive function which is not defined solely by the absence of work but by the possibility for men and women to do something else and even perhaps to be someone else. Technical innovations have provided a wide variety of means for enjoying leisure. In some countries, improvements in the standard of living have enabled leisure to be included in people’s “time budget”, just as in their ordinary budget. Frequently, however, there is no equality in leisure. Discrepancies between the financial
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means of individuals are an initial source of inequality, aggravated by the fact that certain forms of leisure which are desired and envied by all are within the reach of only a few. Leisure, which is a social right, should not be a cause of discrimination. This means that vigorous efforts are called for concerning leisure facilities and a leisure policy directed to benefiting the underprivileged.

From this brief outline it is clear that the question of work time gives rise to several comments.

First of all, unduly long hours are still a problem: a large number of workers are still putting in too long a day and week. Whatever the compelling reasons why long hours are worked in certain activities or undertakings, they should not be countenanced since they endanger the workers’ safety. It is for the employers themselves and for the public authorities to take the energetic measures necessary in this respect and for the trade unions to give the matter their unfailing attention, despite the advantages for the workers for whom long hours often mean extra income. The longest work schedules, whether official or disguised, should be “trimmed down” for the sake of the workers’ safety and health. Moreover, it seems only right that in reducing daily and weekly hours of work priority should be given to certain underprivileged groups of workers, such as women who combine a job with domestic duties, older workers who find it difficult to maintain the pace of work demanded by the undertaking, urban workers who have to spend a long time each day getting to and from work. And should not the workers who perform heavy, dirty and undervalued work—which nevertheless represents a very real public service—be given, as a sign of the consideration they deserve, not only higher remuneration but also holidays with pay that are longer than average and permitted early retirement?

Serious reconsideration of the problems of work time should form part of a more general appraisal, viewing work time in its relationship to economic and social development. In this context, policy with regard to hours of work should aim not only at protecting workers against the hazards of excessively long hours but should also become an element in a broader economic and social policy embracing measures to combat unemployment and the quest to improve the workers’ life. This policy should extend to the problems of land-use planning, that is to say urban geography and the size of towns, the determining of work places and living places, the location and organisation of social services. The policy should view as a whole problems of hours of work and those relating to the content of work. It is probably necessary, in certain sectors and occupations, to reconsider priorities and establish a better balance between measures to reduce work time (raising of the minimum age for admission to employment, shortening of daily and weekly hours of work, longer
annual holidays with pay and more public holidays, and lowering of the retirement age) and measures designed to improve the content and organisation of work, particularly by slowing down the pace of certain activities and by enriching certain jobs. An appraisal of this kind should involve the permanent consultation of employers and workers and be the fruit of continuous exchanges at the levels at which the actual problems occur, that is to say in general at the level of the occupational branch; there are even certain questions that should be discussed at the level of the undertaking because of the constraints or particular characteristics involved (rural enterprises, establishments mainly employing women, sub-contracting firms, the siting of the firm and of the workers’ homes, etc.). All these questions constitute an ideal area for participation.
Labour is one of the major issues being questioned in this present age. Rapid technological advance has meant far-reaching change in the organisation and methods of work. Occupational structures and the requirements of the employment market are constantly changing. It is becoming ever more frequent for workers to be called upon to change their jobs and to adjust to new ones. Changing methods of production, industrial reorganisation and economic difficulties lead them to fear redundancy.

At the same time growing numbers of workers (especially younger workers) are no longer prepared to accept the organisation of work as inherited from the past. Manifestations of discontent reveal the lack of interest—indeed, the aversion—of large numbers of workers as regards their work or the conditions in which they perform it.

But before seeking to analyse this phenomenon and to outline what has been done (in industry, especially) to obviate or attenuate it, it should perhaps be emphasised how important a role is played in this context by a sound vocational guidance and training policy.

VOCATIONAL GUIDANCE AND VOCATIONAL TRAINING

Last year the Conference dealt at length with the question of human resources development, an item which this year is again on its agenda for a second discussion.

Those who took part in the discussion in the Conference Committee last year "were unanimous in underlining the importance of vocational guidance and vocational training as a major factor which affects work effectiveness and job satisfaction, and thus affects not only the standard of living but also the quality of life in the widest sense".¹ The international standards being prepared

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afforded an opportunity for a wide-ranging review of vocational guidance and training policies and programmes. The emphasis is on their general purpose, which is to help and encourage everybody, on an equal footing and without any discrimination whatever, to develop and use his occupational aptitudes in his own interests and in accordance with his own aspirations and to seek to improve individual and collective understanding of and control over the working and social environment. Stress is laid, too, on other more limited objectives but which are also important, since the policies involved are designed effectively to protect the workers against occupational hazards, to maintain and increase efficiency by developing their creative capacities and to help them find personal satisfaction and fulfilment in their job.

LACK OF INTEREST IN CERTAIN TYPES OF WORK

Even though lack of interest in certain types of work is often said to characterise the unskilled worker in industry it is, however, also apparent to varying degrees in other sectors and categories generally considered to be more favoured, in particular among certain groups of intellectual workers. It manifests itself in many attitudes and various negative reactions: staff instability, absenteeism, indifference to the quality of the product, a fall-off in productivity, an aggressive attitude towards colleagues and superiors, agitation over which the trade unions sometimes have no control, etc.

The workers' reactions have sometimes led to prolonged industrial disputes, very often caused by young workers, or—more recently—by immigrant workers or those of rural origin. Such disputes, sometimes erupting suddenly following some minor incident, reveal deep-seated dissatisfaction which to an increasing degree is bound up with the type of work being done and the conditions in which it is performed. They reveal strong resentment against repetitive work, excessive pace, the lack of promotion and the hierarchical structure itself.

The statistics available, concerning for instance staff turnover and absenteeism, do not allow these reactions to be linked beyond doubt with what is sometimes termed job dissatisfaction or a feeling that work has become dehumanised; nor do they permit of measurement, except very approximately, of how widespread and intense this feeling is. But the phenomenon has become too widespread, particularly in the past few years, for its existence to be denied. The abundant literature to which it has given rise, especially in connection with assembly-line workers, shows how important a place it occupies among current preoccupations.

One major cause of job dissatisfaction is doubtless the gap between a worker's aspirations—especially the young worker starting out on occupational life and anxious to have an interesting job—and the nature of the work he
performs. At a time when the level of education is high and the workers have access to means of information and sources of reflection far more developed than those available to preceding generations, much work has become monotonous, fragmented and depersonalised, and fails to offer sufficient opportunity for the exercise of judgement and initiative.

Workers are thus questioning work itself and the value of work, at least in the forms in which it is offered to them. These young workers, although possessing a certificate or diploma, try to find work in a field for which they have not been trained. They move frequently from one place of work or one job to another, or else prolong their studies merely to postpone the time when they will be forced to take a job they view with apprehension. At the same time undertakings are experiencing considerable difficulty in recruiting manpower for certain jobs. As a result, the industrialised countries have turned to foreign manpower, but this, too, refuses more frequently than in the past to accept certain conditions of work.

While recognition of the problem has been slow, it is, however, now posed in clear terms. It is not only conditions of work that are being questioned but indeed the organisation and very content of work itself.

What is being questioned is that "scientific organisation of work", largely conceived by Taylor, which is the basis of modern forms of work in industry and the services sector. It should not be forgotten, however, that this has played an important role in industrial development and in the mass production characteristic of the modern economy, and which has resulted in higher standards of living. This remark invites the question of whether the experiments in more human organisation of industrial work which have been made in recent years can bring about substantial changes in the content of work without compromising the mass production of consumer goods at the lowest cost.

It is perhaps appropriate to recall briefly here some of the postulates underlying the scientific organisation of work, as originally conceived of by Taylor; it will then be clear that in the long run they were likely to lead to a reaction.

Determining methods of work, it was asserted, is a highly complex operation, and any initiative left to the worker introduces a random element incompatible with efficient organisation and adequate planning in the factory. Accordingly, the task of organising work should be entrusted to specialist planning offices which would analyse machines, times and motions. It was thought, moreover, that the shorter and simpler a task was, the greater the likelihood of having it performed accurately and at a rapid pace and the easier it would be to plan and supervise production and manpower. In addition, this system seemed to offer other advantages, especially a marked reduction
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in the time needed to train the workers and increased productivity thanks to specialisation of workers.

These concepts and their application led to jobs being designed in the light of two main ideas: the division of labour and repetition of gestures. This led to a fragmentation of tasks, of which work on the assembly-line is the extreme example: the worker stays always in the same place; he is an extension of the machine; the pace at which he works is fixed and the work is limited to a few gestures, the sequence of which is sometimes measured in seconds and repetition of which is the rule; no room is left for initiative or change in the operation or in the pace at which it is performed.

The challenging of this concept of work organisation by sociologists is not new; but whereas for long only sociologists were involved, today it is being challenged by the workers themselves—hence the difficulty employers are experiencing in recruiting for assembly-line work.

To an ever-increasing extent, a "double employment market" is developing. The accelerated pace of work and the increased demands imposed by the jobs are progressively alienating a considerable proportion of the workers from this type of work. In the factory, more and more jobs are designed for workers aged between 20 and 35 years, a group which represents no more than a fraction of the population of working age. Some undertakings, however, are reacting against this trend; Professor Novara has emphasised that the Olivetti firm, in setting up a workshop, decided in the light of past experience not to impose output levels which a proportion of those seeking employment could have met, and deliberately set lower limits. He maintains that there are people who are willing to accept arduous and frustrating work and can endure it for a certain period of time. Such persons are in good health, young, without family responsibilities and with no work to do at home. But, he added, it would be absurd to organise everything on the basis of these criteria. Work has to be designed for everybody to do.¹

Again, growing attention is being given to the problem of adapting jobs to suit ageing workers, or of transferring them to work better suited to their declining physical capabilities. This tendency, however, is not general. Thus, some undertakings, under the severe constraints of profitability imposed by ever keener competition, have become more demanding, either by more exacting recruitment selection procedures or by dismissing workers whose output seemed mediocre. Thus there is an increase in the number of those who lose their jobs because they are too old, or are slightly handicapped, or are merely a little slower than those who can, for a time, meet the requirements of profitability. Such a state of affairs is all the more alarming in that the expectation of life is

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increasing. A person who is unsuited for work at 40 years of age is on the side-lines, as it were, for almost half his working life.

A Swedish senior official recently stated that: “The pace in a modern undertaking is too fast, and the demands too severe for an ever-increasing number of people. We are witnessing the creation of what we in Sweden call a ‘B team’ or ‘second-class team’ on the labour market. It is composed of those who can no longer find work on the ordinary labour market, and to this end now need help from the authorities. They cannot adapt to the new industrial society now taking shape before our eyes. When the less demanding, unskilled jobs disappear, there is no longer any room for the ill-educated, or the slightly retarded, for those growing old, or for those handicapped in one way or another.”

Certainly, it would be wrong to claim that Taylorism is at the root of all these evils and is solely responsible for the distaste for work.

Other phenomena have also played an important part in this respect. Thus, there is the skill level of the labour force, which has risen considerably in recent decades. The worker, better educated and better informed than ever before, with a broader view of his job, is all the more unwilling to have his activities confined within narrow limits imposed upon him. And the young worker, in particular, is increasingly reluctant to bow to the Taylorist system of work organisation and to accept its narrow concept of hierarchical structures.

And yet, even in undertakings where a few years ago the time allowed was calculated relatively generously and the workers could modify the pace of work, Taylorist practices are being accentuated and becoming more general. Where the worker accompanied the article along the assembly-line in order to perform certain operations, these have now been broken down in order to gain time, and very often the pace of work has been quickened as a result.

Moreover, the breaking-down of jobs and the separation between planning and execution are no longer peculiar to industry alone. They have extended to, and are becoming more widespread in, the services sector also. In offices, banks, insurance companies, public services, trade etc., there is a proliferation of repetitive partial tasks involving no real responsibility and requiring no initiative. Today, many offices are coming more and more to resemble a factory. Some of the jobs performed in them can be rather similar to those on an assembly-line. As undertakings grow in size, the employee and middle-level supervisor find their role becoming ever more limited. Like the manual worker, they progressively lose contact with those who take decisions, who, for their part, often take a fairly abstract view of matters. The employees feel less and less

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identified with the purposes of the undertaking, and have less and less say in decisions. Moreover, Taylorism tends to accompany industrialisation, and is thus gaining ground. Undertakings establishing themselves in countries not yet industrialised introduce technology and methods of organising work developed in the socio-technological context of the industrialised countries, often doing so without any real adjustment. All these considerations invite close attention to the various experiments with new kinds of work organisation which a number of undertakings have been conducting.

EXPERIMENTS IN MORE HUMAN ORGANISATION OF INDUSTRIAL WORK

The idea of restructuring work is not new: as long ago as 1921 Albert Thomas, in a report submitted to the Ninth International Co-operative Congress (Ghent, Belgium), urged the creation of independent production teams. But it is only in the past few years that many efforts in this field have been undertaken.

Various ways of organising work can help towards attainment of the goal. For instance, without any change in the organisation or structure of work, or even in the post, workers can be assigned successive tasks in rotation. With this expansion of tasks, the worker performs more operations, but of the same nature and with the operating cycle being lengthened. The aim is to enrich the job by making it more varied, so that the worker can finish a whole job; operations differing in nature are regrouped and, thus, a machine-operator may be called upon to prepare his own work, to undertake maintenance and, possibly, to carry out quality inspection. Finally, work in independent teams is a collective form of organisation which can make more or less extensive use of the systems described above, but with two new principles: responsibility for agreed standards or objectives; and freedom as regards the utilisation of the human and technical resources available to the team.

To varying degrees, such new patterns of work organisation run counter to the Taylorist idea that planning should be separate from execution, but they do not necessarily challenge the principle of the specialisation of labour. Sometimes they represent no more than a technical method of organisation, while sometimes they reflect a radically new conception of the organisation of work and of the requirements it must meet. With technology being considered as a variable capable of modification and no longer as an immutable factor in production, they seek optimum organisation and content of work and endeavour to meet certain criteria relating to human requirements.

This is not to say that humanitarian considerations alone prompted the experiments in question. Most of the empirical attempts to evolve other methods of production resulted from the difficulties already mentioned, in particular absenteeism, poor workmanship, recruiting difficulties and the need
to restore productivity, which had suffered greatly from these phenomena. The fact that the trade unions were opposed to systems based on considerations of output alone greatly favoured this evolution. Market requirements, too, played a far from negligible role. Ever keener competition and the more rapid obsolescence of products led to the desire for a more flexible organisation of work based on small elements, since the rigidity of production-line operation often prevents rapid response to changing demand.

The discussions at an international seminar on workers' participation in decisions within the undertaking organised by the ILO in Oslo in August 1974, as well as those of a seminar held in Paris in 1973 on experiments aimed at more human organisation of industrial work, organised by the International Institute for Labour Studies, revealed the extent of such experiments. Those under way at the present time no doubt vary greatly in scale and importance. Much discretion has been, and still is, observed in respect of some of them. A comparative study undertaken by the International Centre for Advanced Technical and Vocational Training in Turin on the effect of production-group methods on job-satisfaction—the preliminary results of which were announced at the Oslo seminar—shows that 338 undertakings in 32 countries have introduced work based on production groups.

To illustrate more clearly the scope and content of some experiments in restructuring work, some examples of what has been done by various undertakings will be briefly described below. The details are derived from information provided to the above-mentioned seminars, or obtained by ILO officials on the occasion of missions.

In a Norwegian factory making electric radiators, manufacture, supervision, planning, maintenance and handling—tasks previously separated and assigned to specialised workers—have been grouped and are now entrusted to independent teams comprising 15 to 40 workers each. Once a year, each group elects its leader, who is responsible for co-ordination with other groups, and, when necessary, for contacts with the management. The group leaders and the management form a committee which takes decisions concerning production planning, financial management and all aspects of the operating of the undertaking. Within their groups, the workers themselves decide on how the operations should be apportioned among them, and are so trained that they can perform all the jobs to be carried out by the group. The independence of the groups extends to the planning of production programmes; originally, the programme covered four weeks but later, at the request of the groups, the planning period was extended to three months. A similar experiment has been undertaken by the Norsk Hydro Company (Norwegian Nitrogen Company) at its new plant at Porsgrunn, which produces chemical fertilisers. The work has been apportioned among 5 teams of 12 men each,
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with each team being made up of 3 working groups of 4 workers, trained in all the jobs to be performed in a given field, including maintenance, cleaning of the work areas and quality control. A special "Action Committee", composed of a research worker from outside, the manager of the factory, representatives of the local trade union branch, foremen and representatives of the personnel department met once a week to observe and guide the experiment during the early phases. Later, this work was taken over by the "departmental committees" set up throughout Norwegian industry in virtue of an agreement reached in 1967 between the employers' and workers' confederations.

In Sweden more than 1,000 undertakings have in the last 5 years introduced new forms of work organisation and new methods in order to find a joint solution to problems and to delegate power of decision to the shop floor, as well as to bring in new production systems. The Saab and Volvo motor-car firms, for instance, have for several years past followed a policy aimed at encouraging factory managers to find means of applying some of the principles of workers' participation to the organisation of work. Various innovations have resulted. Thus, at the Södertalje plant of the Saab-Scania firm, producing chassis and engines for lorries, the management has worked closely with the representatives of all the unions, and with specialists, within a "reference group" called upon to define the goals to be pursued and the fields in which experiments could be made. Working groups, including workers, were then set up in those particular fields to suggest what changes should be made in working methods. Assembly work was organised on the basis of production groups comprising workers in the various trades concerned. These groups were given full responsibility for organising and carrying out an entire operation, under the general supervision of programming groups responsible for drawing up production plans and targets. In yet another experiment, in the factory manufacturing engines for the Saab 99 car, the assembly line has been so rearranged as to enable the workers to build an entire engine at their own pace, within an over-all production target. This reorganisation was conceived by a study group which based its findings on the experience of workers, foremen and other categories of staff.

In many factories of the Volvo Company production-group systems have also been introduced, providing for rotation of workers among different jobs on the assembly-line or the setting up of small teams responsible for performing a particular job and which organise their work independently. At present, two new plants are being built on the basis of plans drawn up by design teams in which the trade unions and executive staff are represented; these make use of many new techniques developed as a result of previous experiments with a view to organising work by groups, with greater independence for the
workers. In the Atlas-Copco company (which makes compressors and drills) the experiment was placed under a "development group" within the factory, in which all the parties concerned were represented, each with a right to veto initiatives. The sector chosen for the experiment was a small 12-man unit assembling drills. The first phase consisted of a social and technical analysis according to the Tavistock method. The management questioned the staff as to the changes they desired, the idea being that each worker is an expert in his own job. Then a group of research workers operating in the plant drew up job descriptions. The next stage was to organise work within the unit selected. Once some initial reticence had been overcome, an agreement was reached, providing for a guaranteed wage for the workers concerned. The latter then participated actively in the studies undertaken, which resulted in a new structure exactly reflecting the workers' wishes. Replacing the previous organisation, under which there had been one workplace for each machine, the new structure introduced several small groups responsible for a particular product throughout the production process. The first six months proved very difficult; the workers had to make a great training effort to acquire four or five different skills each. They succeeded, nevertheless, in maintaining the level of production during this period. The system was introduced progressively. A joint assessment was made, which revealed that the efficiency of the unit had improved, partly because production had slightly increased, partly—and above all—because the shop was less rigid and because the workers could themselves take initiatives, thus freeing the foreman for other tasks. The workers feel more satisfied with their work. The experiment is being pursued with the introduction of new machinery, in connection with which workers and rationalisation experts are working together and exchanging suggestions.

In Italy the Fiat company a few years ago launched an ambitious plan the ultimate aim of which is, inter alia, to free the worker, as far as possible, from the rhythm of collective work. On the motor-car assembly lines (which in Fiat occupy 10 per cent of the total manpower of the automobile division), a programme of innovations has been launched. This, while not neglecting the existing factories, and the constraints of their present structure, concerns new plant specially designed with this programme in view. Accordingly as the programme is implemented it is carefully checked with a view to verifying its soundness from the technical and economic aspects and whether it is accepted by the workers. As regards assembly-lines in factories already in service, an effort is being made to remove from the line all operations that lend themselves to independent performance. Trials are under way with a view to the installation of mechanical units in the cars at fixed workplaces outside the assembly line. Such a system ought to reduce the disadvantages inherent in work done on a moving belt, in inconvenient attitudes (with raised
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arms for instance), and enable the worker to perform more comprehensive tasks. For this purpose, heavy capital investment and a large amount of space are required, which leads to serious problems in existing factories.

In the assembly plant at Cassino, the traditional assembly line has been replaced by four parallel lines, on each of which a full assembly cycle is performed. This permits slower speed of the line and more comprehensive operations, thus reducing monotony and the ill-effects of maintaining excessively constant body positions. At the Termoli plant, where engines are assembled, operations take place within a number of "work islands". In each "island", made up of a variable number of fixed posts (10 to 20), a different cycle of operations takes place. Each worker participates in all the operations planned for his particular "island". Between the "islands" a link—commonly called the "lung"—is provided by workers who service the whole complex and give it greater flexibility. The new system, which requires a considerable effort of investment and organisation, particularly because it necessitates a lot of space, offers the workers a number of advantages, such as the possibility of working on a non-moving object and of choosing the pace for performance of the work for which they are responsible and the diversification of the jobs to be done (by a factor of 9 or 10) as compared with the traditional assembly-line. Lastly, work is proceeding on the study and installation of a pilot motor-car body assembly plant working on principles similar to those employed at Termoli. With the new system, the car body will move at floor level, with stops for the various assembly operations. Several workplaces at which the same operations are performed will form an "island", and each "island" have its supply "lung". At the end of the assembly operations performed by each station, the body will automatically move to the "lung" of the following "island" and will be replaced by another body from the preceding "lung". If this experiment yields positive results, the new system will be extended to the entire production of two new factories planned in southern Italy.

In the Olivetti factories towards the end of the 1950s the workers had already been made responsible for the operation and adjustment of their machines. Early in the 1960s they were, in addition, made responsible for the tasks previously performed by inspectors. But it was early in the 1970s, in the assembly units, that the most striking innovations were introduced. An agreement reached in 1971 provided that the company would seek effectively to enhance the status of the workers by means of job enrichment, mobility within the undertaking by putting the workers on different jobs, introducing new techniques and production methods, and assigning workers who for long had been on assembly lines to more complex operations. Accordingly, the former long assembly line has yielded place, in the case of some products, to a series of independent assembly units, each assembling a mechanical component.
of the product in such a fashion that it can work and be tested. The assembly units are made up either of very short lines, each with four to six work posts, or (and this is the system which will be made general in the future) independent work posts where operations apportioned among several posts on the other lines will be performed. Once assembled the components go on to other, very short, lines, where they are fitted together to make the finished product. This procedure means that the same worker performs the operations of production, testing, repairs and supply. For almost all the workers, the operations to be performed last between 10 and 50 minutes. The feeling of alienation is considerably reduced by reason of the fact that the various components are assembled with a mechanical coherence which is immediately apparent; the product is constantly before the worker’s eyes, and he himself has to check the results of his work, verify essential points in the work of his colleagues preceding him on the line, and himself fetch the parts he needs; and, finally, he is immediately informed of the results of the testing of the finished product. In this way the worker’s job comes to resemble that of someone constructing a complete product. The work is far more complex and varied than the work he would have done on a traditional assembly-line and he has far greater scope for personal organisation.

In the USSR an experiment in making work more human has been undertaken at the Togliatti motor-car factory. The social development scheme drawn up by the workers’ collective and approved by the management, the Ministry of the Automobile Industry and the trade union provides for action on three fronts: improvement of working conditions on the production line, vocational training of workers assigned to it, followed by their transfer later to other jobs, and improvement in labour relations and living conditions. Conditions of work have been improved by a number of specific measures; with the introduction of ergonometric principles, workers have been assigned to production lines in accordance with criteria of physical fitness. Fresh thought has been given to periods of work and rest. To reduce monotony, rotation of workers among different jobs on the line has been introduced. Special measures have been taken to improve conditions of work for those performing particularly arduous jobs at an imposed pace, while the classification of jobs has been reviewed to take account of the degree of arduousness and of the workload. A laboratory with psychologists and physiologists on its staff has been established in order to keep these aspects permanently under review. The pace of operations on the assembly-lines has been reviewed and adjusted to the capabilities of the average worker in order to avoid overload. Provision for a slower pace is made at the beginning and end of work, and a 10-minute break every 2 hours has been instituted. Furthermore, investigations into the reasons for voluntary departures from the factory having revealed that a major cause
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was the desire to acquire skills and to have the opportunity of a career, it was decided that workers would be assigned to the assembly-line on a temporary basis only, and would then be transferred to some other department. Each new entrant is questioned about what he expects from work in the factory and what he wants to become. He acquires a skill and is then given a job commensurate with it. Such internal rotation ensures great stability of personnel and offers career prospects to each worker. Lastly, to improve labour relations, attempts are being made to reduce the differences between employees and workers: a plan of occupational promotion is designed to achieve this. Training is provided at all levels, from the skilled worker to the engineer.

The factor common to all these endeavours is undoubtedly the spirit of inquiry and experimentation which inspired them. On the other hand, the variety of causes and objectives involved in the experiments undertaken naturally resulted in equally great variety in the experiments themselves; thus it would be incorrect to compare them with each other or to include them all in a general approval or disapproval. As has been seen, the range extends from the simple horizontal enrichment of jobs to the most complex systems in which the accent is on group operations, involving vertical enrichment and collective participation in administrative and technical management, which implies both a change in the content of the work done and a change in the roles played. What is certain, however, is that no solution is miraculous or even capable of universal application.

Moreover, in assessing the results of these experiments in restructuring work the general context of the countries and undertakings concerned and the workers' motives must be borne in mind. It would be a mistake to regard them as recipes which can be copied as such. A particular experiment, considered successful in some specific context, may be unsuited to the mentality of workers elsewhere. Thus it happens that in certain instances workers have expressed their preference for assembly-line work with which they are thoroughly familiar and from which they can escape in thought while working, rather than for varied work demanding greater concentration and a less regular pace.¹

While many experiments have been successful and have undoubtedly helped to make the worker more satisfied in his work—by virtue of his greater independence and his improved skills, while at the same time maintaining, and sometimes increasing, his productivity—others have failed. In some instances ambitious schemes have been launched and numerous committees set up but the new ideas went no farther than the meeting room. In other cases the extra workload was considered excessive. In every instance, it is essential that the results be assessed in the light of previously determined economic and human

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criteria. Be that as it may, the attempts made have shown that within the framework of differing technologies there is ample scope for changes in the organisation of work which, while not jeopardising the economic efficiency of the undertaking, allow greater account to be taken of human aspirations.

There are valuable lessons to be learnt from this, not only by the industrialised countries but also by the developing countries, which can now refuse traditional patterns of work organisation, hitherto considered unavoidable, and insist that factories set up in those countries take account not only of the lessons learnt from recent experiments in the industrialised countries but also of the social and cultural context of their populations.

Another lesson, no less important, is that the results of these experiments frequently depend on the motives which inspired them, on the specific pattern of labour relations in the undertaking concerned, on the circumstances in which the experiments were launched and on the efforts made in other fields to improve conditions of work.

Lastly, one general comment may be made. To achieve its aims, any attempt to restructure work must have the support of the workers concerned and of their trade unions—or, at least, it must not be opposed by them. Hence, the whole question must be considered in the more general context of the participation of workers in decisions affecting conditions of work and the working environment in general. I shall return to this question in the following section.

The problems of the content and organisation of work analysed above arise only in the modern sector of the economy. Furthermore, at the present time it is mainly in the very highly industrialised countries that they are becoming increasingly serious.

On the other hand, in the traditional and informal sectors the problems posed by the content and organisation of work are different. The worker—whether he be a craftsman or a small farmer—is to a greater extent master of his own work than is the skilled worker in a big modern factory. Here the problem is not to offset the adverse effects technological development has had on human labour but, on the contrary, it is often to make the benefits of technological progress available to the worker in order to lessen his burden and increase his productivity, thereby enabling his standard of living to be improved.

The poorest rural workers have been unable to profit from the benefits of the Green Revolution because they have not had the possibility of acquiring the necessary material resources; thus they are obliged to continue working with their traditional tools and employing their traditional methods of cultivation. It was with a view to remedying this situation that the Government of India founded, in 1971, a development agency intended to enable small farmers to profit from technological developments in agriculture, particularly by providing credit facilities. In Mexico similar action has been taken as part of a scheme
launched at Puebla, where the same objectives are being pursued. The results of these policies will substantially alter the conditions in which rural workers perform their work.

It should be recalled in this connection that while much theoretical and practical work has been devoted to improvement of seeds, irrigation, fertilisers, pesticides and land reform, the instruments of production have been somewhat neglected\footnote{George Macpherson and Dudley Jackson: "Village technology for rural development", in International Labour Review (Geneva, ILO), No. 2, Feb. 1975.}, even though in the countries of the Third World they are often still very primitive and could be substantially improved, which would make agricultural work both less arduous and more productive. Thus, in Tanzania, where mechanical equipment is frequently beyond the means of subsistence farmers, a UNDP-ILO project attempted as part of the new governmental rural development policy to devise, in consultation with the peasants themselves, standard tools which would be made by the villagers. One lesson learnt from this scheme is that the range of rural development techniques should include "village technology" such as this, which, while making allowance for the limited financial resources of the peasant, enables a great reduction of effort for the same result.

Whatever the exact nature of these experiments, and regardless of whether they are undertaken in an industrialised or in a developing country, in industry or in agriculture, an important point is that employers' and workers' organisations should be closely associated in all action relating to the organisation and content of work.

PARTICIPATION OF EMPLOYERS AND WORKERS IN IMPROVING THE ORGANISATION AND CONTENT OF WORK

The resolution concerning the working environment adopted by the Conference at its 1974 Session emphasised the importance of this principle, which has not always found ready acceptance.

From the beginning of the trade union movement the determination of general conditions of work was the basic subject of collective bargaining between employers and workers, which, in addition to dealing with questions of remuneration, related—and continues to relate mainly—to hours of work, holidays and establishing work schedules.

In contrast, questions concerning the organisation of work and the determination of its content were for long considered as matters to be decided unilaterally by the employers in virtue of their right of management, subject to observance by them of the general provisions of the collective agreements. An employer's right to "organise work in the undertaking" or to "direct and dis-
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tribute the work and to assign thereto such manpower as he may deem appropriate" was, moreover, sometimes specifically recognised in collective agreements.

This is no doubt one reason why certain experiments in restructuring jobs or adjusting work schedules have often taken place within the closed confines of individual undertakings, on the initiative of the management and without outside intervention other than that of the sociologists or consultant engineers whom the employer may have seen fit to consult. Improvements of the working environment going beyond what is prescribed in laws and regulations are also often the result of unilateral decisions by the management. But the employers' and workers' organisations could not fail to note with interest the proliferation of such initiatives. They have been led to state their positions and to engage in discussions on these matters, especially in those countries where collective bargaining is the usual instrument for determining conditions of work, or precedes and prepares the way for legislation.

As regards employers' organisations, a growing number of them have become aware that production must in future be organised with allowance being made for the workers' desire for greater independence, and they agree that job satisfaction, just as much as expansion and economic success, should be one of the aims of the undertaking.

Such views do not, perhaps, represent a generally accepted approach. Some employers deny that a problem exists, or doubt whether their workers really want changes in the content of their jobs. Others, while agreeing that the workers' aspirations for a more satisfying occupational life should be respected, find themselves unable to decide to take action to that end, invoking as arguments that heavy outlay on installations and equipment would be needed, without any guarantee of greater staff stability and lower absenteeism. Also, they sometimes take the line that, although national manpower may be increasingly hostile to fragmented and repetitive work, it remains possible to draw on less demanding manpower (migrant workers) or to transfer factories to the places where there are reserves of such manpower. For these employers, the existing pattern of work organisation has been tried and tested, economically and technically, and to abandon or change it in circumstances of keen competition and economic uncertainty would be to take a risk. They point out, finally, that a new organisation might well give rise to discontent among certain categories of worker whose prerogatives and habits might be affected.

Nevertheless, an appreciable number of employers now seem willing to test some system of making work more human. The results of an inquiry undertaken in 1973 by the French journal *Entreprise et Progrès* among 500...

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French undertakings (small, medium-size and large) are significant in this respect. Among the fields in which, "during the coming five years", improvements would have to be made, the replies mentioned: health and safety (90 per cent); the physical environment (84 per cent); review of occupational classifications (62 per cent); restructuring of jobs (62 per cent); flexible working hours (58 per cent); and payment by results (56 per cent). Among the aims to be achieved "in more than five years" they mentioned: the pace of work (34 per cent); and workers' participation in organisation (30 per cent). Among the aims to be achieved "in an indefinite future": the progressive elimination of assembly-line work (40 per cent) and shift work (30 per cent). No less interesting is the fact that 96 per cent of the undertakings announced their intention of undertaking studies or taking action in the near future, more especially in connection with flexible working hours, the physical environment and health and safety.

The attitude of the trade unions to initiatives designed to make work more human varies with national conditions and the doctrinal views of the organisations concerned.

Attitudes range from outright hostility to active co-operation.

Hostility, indifference or reluctance sometimes characterise the reaction to innovation designed to improve daily working life by more or less advanced forms of work rotation, restructuring of tasks, or adjustment of working hours. The opinion vigourously expressed by William W. Winpisinger, General Vice-President of the International Association of Machinists, speaking at the annual meeting of the Industrial Relations Research Association in Toronto (December 1972), is indicative of a fairly widespread attitude: "If you want to enrich the job, enrich the pay check. The better the wage, the greater the job satisfaction. There is no better cure for the blue-collar blues." ¹ Likewise in the United Kingdom some trade unions stress remuneration, the importance of which should not be underestimated.

Other organisations take the view that efforts should be concentrated not on job enrichment and other new forms of work organisation but rather on the pace of work, the temperature at the workplace and noise, on the one hand, and on providing training suited to the changed techniques and structures imposed by economic and technological advances, on the other hand. Others again emphasise the importance of reducing hours of work or doing away with shift work, which they feel are more important than reorganisation of tasks or adjustment of working hours.

Some trade unions consider that the changes proposed are designed simply to induce workers to tolerate unacceptable situations, and especially to divert

their attention away from unhealthy or dangerous conditions. Others think that any extension of the experiments undertaken might well have an adverse effect for the workers. For instance, they evoke the risk of a split between those workers able to adjust to change and the others, with the resultant double employment market. In this they see an attempt to encourage competition among workers, which, in the final analysis, benefits the employer, or even an encouragement to production groups to reject their less capable members. Sometimes they fear loss of employment due to an increase in productivity as a result of the interest taken by the workers in organisational change.

Taking a somewhat different point of view, many trade unions fear the effects of innovation on their possibilities of taking action and even on their structures. Thus, less rigid working hours may make it more difficult to convene trade union meetings. The emergence of a double employment market and the separation of the workers within the undertaking might hinder the taking of industrial action in support of claims. New organisational patterns, such as the independent team, may give rise to new forms of labour representation, to the detriment of the classical forms. Lastly, the new patterns may induce the workers to adopt the values upheld by the undertaking, in particular the concept of maximum profitability.

A number of trade union organisations, however, take the view that since the present system is fundamentally corrupt, the humanisation of work can be really achieved only by replacing the system. Hence, they reject adjustments which, by encouraging the worker to take an interest in his job, by extension lead him to identify himself with the success of the shop or undertaking and thus deprive the trade union of a reserve of strength and help to perpetuate the existing system. This reasoning applies not only to the rudimentary forms of job reorganisation but also to the more elaborate patterns, such as independent teams, and to systems of participation in decisions which do not enable the workers to share economic power.

However, for some time now, the attitude of many trade unions seems to reveal greater interest in the experiments being conducted within undertakings. Some organisations become involved because of their determination to be present at every level of work organisation, while reserving the right to assess the results very freely.

The International Confederation of Free Trade Unions has, for its part, taken a very clear stand. In 1972, in a memorandum to the ILO, it expressed its interest in humanising occupational life by observance of health and safety standards, promoting welfare and improving the environment. More recently, it expressed its preoccupations in greater detail. In an article in its magazine it stated that it is an over-simplification to believe that the trade unions' main objective is to obtain ever higher wages for their members; this is less true than
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ever today, at least in the industrialised countries. Obviously, in countries where the workers receive poverty wages the priority is on securing higher remuneration, and there is no country where material conditions are so good that they could not and should not be improved by trade union action. But other aims are becoming more and more important for the trade unions, not only in their long-term programmes and in their daily work but also as matters for industrial action. Mentioning a strike by IG Metall (Metal Workers’ Federation) in Baden-Württemberg that occurred in 1973 the article points out that it finished with the signing of a new regional collective agreement whereby the workers were guaranteed a considerably greater degree of co-determination at the level of the undertaking and many improvements in plans and methods of work. The struggle was conducted and won under the slogans “humanisation of work” and “quality of life”. These objectives, according to the ICFTU, will in the future dominate the industrial scene to an ever growing extent.1 Examples drawn from developments in various countries confirm this analysis.

Thus, in Italy a marked feature of recent collective bargaining has been the tendency for trade unions to negotiate the manner in which the employer directs the activities of his workers, the aim being to eliminate or at least attenuate the workers’ state of dependence on the factory in virtue of the constraints imposed by the requirements of production and by the decisions on questions of organisation taken by the employer. Many works agreements have set limits to the fixing by the employer of the pace of work. Experiments aimed at introducing new patterns of organisation allowing the worker more independence and more flexibility in the performance of his work have resulted in agreements entered into with the trade unions.

In France the improvement of conditions of work was the subject of an agreement at the highest level between the National Council of French Employers and some trade union confederations. This agreement covers such matters as the organisation of work, adjustment of working hours, payment by output and piecework, health, safety and accident prevention, the role of supervisory personnel and the right of expression and of information. The agreement brought out the major orientations and laid down a framework for subsequent negotiations at the level of individual occupations and undertakings. This agreement may be linked with the creation of the National Agency for Improvement of Working Conditions, a body managed by a tripartite executive board and having the triple task of assembling and analysing information on the most important achievements in the field of conditions of work, of undertaking and promoting studies and research, the results of which are intended to con-

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tribute to the same end, and of carrying out, either independently or in conjunction with specialised bodies, innovatory experiments in this field.

The same tripartite approach is adopted in the United Kingdom, where the Trades Union Congress and the Confederation of British Industry have joined with the Government in setting up a tripartite committee to promote research and to offer advice and aid to undertakings wishing to carry out experimental programmes aimed at increasing job satisfaction.

In the United States and Canada, although bargaining at works level is very common, the unions have rarely participated in experiments in reorganising work, of which many, based on job enrichment, have been carried out in undertakings in which the personnel is not officially represented by a trade union. However, mention may be made of the case of the Aluminium Corporation of Canada, which secured the collaboration of the trade union in an experiment designed to make foundry operations less demanding; to this end, it proved necessary to renegotiate certain clauses relating to seniority and job evaluation in the existing collective agreement.

In these countries, the trade unions have, in general, continued to concern themselves mainly with those problems traditionally the subject of collective bargaining—remuneration, hours of work, job security—but the trade union confederations, at both the national and international levels, are beginning to display a certain interest in the "démocratisation" of the workplace, the need for greater participation of the workers in the organisation of their work and better communications between workers and management. It was against this background that agreements were reached in 1973 in the United States and Canadian automobile industries, providing for the establishment in each major plant of a joint committee for the improvement of the quality of working life; these committees are composed of three representatives of the trade unions and three representatives of the company. Their task is to study possible changes in the organisation of work, and to undertake experiments. A report, Work in America, prepared at the request of the United States Secretary of State for Health, Education and Welfare, reviewed various aspects of the dissatisfaction expressed by various categories of worker. It describes a number of experiments in restructuring work carried out in the United States and elsewhere, and outlines a training and employment policy which could reduce discontent. The authors of this report recommended the creation of a public body which would draw up a list of consultants who could assist employers in solving the technical problems arising out of changes in working methods; they would likewise help and advise employers and trade unions, and provide a

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framework within which research workers could meet employers, trade unionists and workers to compare studies, experiments and results. It suggested, finally, that the government finance research and experiment.

But it is in the Nordic countries, above all, that the promotion of new patterns of organisation and of humanisation of work has become part of a general policy laid down at the national level by the employers' and workers' central organisations.

In Norway experiments have been made in recent years, with the assistance and advice of research workers of the Tavistock Institute, with a view to enabling the workers to participate in decisions concerning their work, as part of a programme undertaken jointly by the employers' and workers' confederations. A joint committee composed of representatives of the two confederations decided to sponsor research in certain undertakings and to take an active part in determining the criteria governing the choice of undertakings in which experiments would be made. It was agreed that the undertaking would have to have highly-developed labour relations, that there should be a well organised trade union in it and that there be a desire to take part in the programme of experiments.

In Sweden the growing interest in the question of the "quality of life" and its applications to the nature of work, and the initiatives taken to this end, are by no means due solely to the undertakings which started them. They form part of a policy jointly accepted by the employers' and workers' confederations. As far back as 1966, an agreement reached on promoting collaboration between personnel and managements had emphasised that the two fundamental objectives of such collaboration should be, on the one hand, increased productivity and, on the other hand, greater job satisfaction.

The new agreement on rationalisation concluded between these organisations in 1972 added further objectives, namely improvement of the working environment and of job security. It further emphasised the need for dialogue as a means of settling problems, for workers to participate in the rationalisation process, and the need to keep the local trade union representatives constantly informed.

In Finland—as already mentioned in connection with the safety and healthiness of the working environment—a large-scale effort is currently being made to adopt an over-all approach to questions concerning the working environment and conditions of work. It is taking the form both of far-reaching legislative measures and of a systematic policy of concertation between the social partners. Bills now under consideration cover a very wide field of labour protection, going beyond safety and mental and physical health to deal with the problems of job satisfaction. They provide for regular progress in the improvement of work and its environment, seek to cover all branches
of industry and imply regular assessment of the progress made. The aim is
to set up a well integrated network of institutions and bodies, from the central
state level, with bodies such as the National Labour Protection Council and
the Central Health Institute, to the undertaking level, with works health
services and other joint bodies to deal with questions of work and the working
environment. An important role is envisaged for central and regional labour
inspection services.

In the USSR and other countries with a planned economy—where, because
of the nature of political power and the collective ownership of the means of
production, the trade union movement co-operates very closely with the
State—it is chiefly through collective agreements that the trade unions partici­
pate in the organisation of production, in accordance with procedures designed
to ensure maximum efficiency, to improve both conditions of work and the
safety and welfare of workers.

From the above succinct account of the experiments being undertaken,
it will be observed that two trends exist. First, there is the growing reluctance
of the trade unions to take a piecemeal approach to the problem of condi­
tions of work but rather to employ a comprehensive strategy. Second, the
problem of participation of the worker in questions concerning the performance
of work is tending to become part of the much broader question of the role of
the trade unions in the undertaking and in economic life.
THE ACTION TO BE TAKEN

In the preceding analysis—incomplete though it be—the Conference will certainly have found points on which to base suggestions concerning the type and content of international action designed to improve working conditions and environment.

The present chapter does not attempt to review all the matters which, in the opinion of the Office, lend themselves to such action. Nor can it pre-judge the views of the Conference itself on these questions; it seeks merely to outline some of the elements of the framework within which these suggestions could be placed, to propose some possible aims, and to recall certain aspects of the problem which, in the light of the preceding chapters, could be the subject of action.

It will be clear, of course—but is worth recalling here—that the problem of improving working conditions and environment will vary considerably according to the country, the branch of activity and the occupation concerned. If ILO action is not to remain in the abstract this point must be borne in mind from the beginning.

This being so, the general aim assigned by the ILO to any programme intended "to contribute effectively to the improvement of the working environment under all its aspects"—as the Conference resolution puts it—might be to assist countries in developing national programmes for the improvement of working conditions and environment.

It would be desirable for such action to be systematic and not confined to assistance supplied in response to individual requests.

Various formulas are conceivable; I shall mention but two.

The first could consist in mobilising ILO resources to encourage member States to achieve a limited number of clearly defined objectives. For example, two such objectives might be:
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(1) a substantial reduction, by dates to be decided on, in certain particularly serious occupational accidents or diseases;

(2) a substantial reduction in especially arduous and unpleasant work, in so far as national economic circumstances permit.

A more comprehensive formula would consist of including these objectives in an international programme for the improvement of working conditions and environment; this would offer a general framework of action, provide definitions, methodology and aims common to national programmes or by which such programmes might be guided. The countries concerned would try to include their programmes in their own planning or programming systems. This would be to take up the idea launched last year by a Finnish Government delegate, when he suggested that “the ILO should prepare an international working environment programme, supplemented by national working environment programmes”.

Let us consider the first formula suggested.

An attempt to bring about a quantitative reduction in occupational risks would involve, for example, the setting of specific targets for the reduction of accident rates in particular industries (building, port work, plantations). Indicators and statistical standards would be established including those data which would help to prevent occupational accidents and hazards, and the progress made would be reviewed periodically. The work to be done would include, for instance, identifying the reasons for a certain amount of indifference, among all concerned, towards health and safety risks, and ways of overcoming this indifference would be developed.

A more difficult task would be to decide on criteria for measuring job satisfaction, in connection, for instance, with especially arduous and unpleasant jobs, although a comparison of the turn-over rates in certain occupations could be useful in this connection. But such a task should not be impossible and it should be feasible to devise a system of indicators for a number of major occupations, so that progress could be reviewed. Among the measures to be taken, the first would certainly be to seek to identify what technical and economic limits there are to a redefinition of tasks as a means of increasing job satisfaction. It would also undoubtedly be necessary to examine the role which vocational guidance could play. A more liberal organisation of work and social security could be envisaged too. For instance, there could be greater freedom as regards working hours or as regards the sequence training-employment-retirement. Such matters could be studied at the international

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level with experience being exchanged by meetings of experts, as a result of which international standards could be revised or new ones adopted.

As regards the broader formula whereby the ILO would launch an international programme, this would doubtless involve the Organisation in a big effort to clarify—and make more operational—the factors which play a part in improving working conditions and environment and the relations obtaining between them.

Such an effort would imply the carrying out by the Office of studies designed to improve, by comparative analyses of the various experiments now under way, understanding of the concept of working environment and its components and the relations between this concept and labour and social policies.

The Office, too, might systematically analyse the aims and methods adopted by those countries which have launched, or intend to launch, integrated programmes for improvement of working conditions and environment. The purpose of such an analysis would be both to make this information available to member States interested in these experiments and to enable the countries already engaged in experiments to harmonise or even pool their efforts, in particular by a judicious apportionment of tasks among themselves. Here I am thinking, more especially, of research, statistics, and methodology—the latter referring both to the method of setting targets and of following up and assessing the results attained.

Whatever the system decided on, the ILO was invited by the Conference last year to prepare a "coherent and integrated programme". In the following pages, I shall enumerate some activities which might be embodied in such a programme.

First, I would recall that the Programme and Budget for 1976-77, submitted to this session of the Conference, contains a number of specific proposals in this connection; these result from the in-depth reviews recently undertaken by the Governing Body in connection with the Occupational Safety and Health Programme and the General Conditions of Work Programme. I shall not here dwell in detail on these proposals, which, as I have said, marked a beginning in the long-term effort required to give effect to the Conference resolution.

I would further recall that next year the Conference will be considering two major aspects of the problem: atmospheric pollution, and noise and vibration.

In addition to the above, a whole series of measures might be taken.

First, there are the studies to be undertaken by the Office. Despite its efforts, the Office is not fully acquainted with the various situations and the

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1 Document GB.188/9/5, 188th Session, November 1972.
2 Document GB.192/10/1, 192nd Session, February-March, 1974.
problems to which they give rise. But any "coherent and integrated" ILO programme presupposes a sound basis of information and analysis.

The ILO studies could follow two directions. Firstly, comparative studies on certain subjects which seem to merit closer consideration. Four examples are: a definition of the criteria and limits for exposure to dangerous substances in suspension in the atmosphere; the possibility of determining the costs and economic advantages for the undertaking of various measures connected with the organisation of work and the arrangement of work time; the efficacity of national labour inspection systems; agricultural work in tropical countries.

At the same time, work could begin, in so far as resources allowed, on a systematic inventory of problems, by means of a series of national monographs and case studies, sometimes undertaken at the workplace itself. Such papers and case studies, to be prepared according to a standard model to be drawn up by the Office—but the drafting of which might be entrusted either to Office experts or to national bodies working under ILO supervision—would enable the ILO gradually to acquire an over-all view of the problem of working conditions and environment.

The results of all this work of analysis would be utilised to the full by various ILO meetings, especially the industrial committees, in order to achieve their practical application by member States.

The second series of measures relates to dissemination of the information gathered and the analyses made by the Office.

This could be done, first and foremost, by means of publications. The publications of the International Occupational Safety and Health Information Centre (CIS) and the new Social and Labour Bulletin would be most appropriate media for the purpose.

Some publications ought, perhaps, to appear in two versions, according to the objective sought. The first, more technical, version would be published on a smaller scale, and be designed for the information of specialists in occupational safety and health. The second version, very much simpler, would be designed more for the managers and workers in small undertakings. It would be drafted in the light of the level and type of culture of the target readership and of the type of technologies in use and would endeavour to provide instruction on the measures whereby the most common hazards can be avoided. A project currently being studied and the aim of which is to prepare, on the basis of the documentary material gathered by the CIS, a series of well illustrated practical information booklets would seem well suited to this purpose.

Information and analyses would also have to be disseminated by means of symposia and congresses specially convened for the purpose. I would remind you that in 1976-77 there is to be a tripartite symposium on the
arrangement of working hours and the social problems connected with shift work in the industrialised countries. Other symposia might discuss the teaching of safety and how such instruction might be embodied in ordinary educational and vocational training programmes. These symposia would sometimes have to be organised either for specific social groups (migrant workers, for instance) or for a specific region or occupation.

Generally speaking, the ILO machinery available—regional conferences and advisory committees, on the one hand, and industrial committees and analogous meetings, on the other hand—should enable realistic examination of the problems of working conditions and environment, both at the level of the various regions of the world and of the sectors. This represents a third series of activities, which, by permitting exchange and comparison of experiences, would enable member States to make progress in this field. I would recall in this connection that the Governing Body has already placed a question concerning working conditions and environment on the agenda of several industrial committees and analogous meetings.

I particularly welcome this step because I consider that the industrial committees should play a greater role in this most important area of the Organisation's mandate. In my view they are well equipped for practical examination of the major problems of safety and job satisfaction facing the worker. With the results of the special Office studies in the above-mentioned fields before them, their recommendations would be applied not only by the government agencies dealing with these matters but also by the parties to collective bargaining. It can be considered that in matters involving balancing the advantages and disadvantages of complex decisions concerning better safety, greater job satisfaction, higher wages and more employment, these parties, with their experience of weighing the advantages of the short and the long term, can play a very effective role.

Another major instrument available to the ILO is technical co-operation. In this context it would perhaps be necessary to supplement the range of activities successfully undertaken by the ILO in this field by employing some new formulas.

I propose that technical co-operation activities be better linked with ILO meetings. Both regional conferences and industrial committees were established by the ILO at a time when technical co-operation was exceptional. Today, when it has become an essential means of ILO action, are we making sufficient use of the possibilities it offers in giving effect to the conclusions adopted by regional conferences and industrial committees? After every session of an industrial or analogous committee, could we not, for instance, convene a joint or tripartite seminar for the particular branch of activity in the countries concerned, to consider how, with allowance being made for national
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conditions, practical effect might be given to the conclusions adopted, by technical co-operation if necessary?

Subsequently, consideration could be given to the possibility of instituting mobile operational teams, moving from one country to another, and comprising, if possible, a safety engineer, an occupational physician, a work organisation specialist or a labour inspector. Their role would be multiple. They would co-operate in research work, particularly that aimed at drawing up an inventory of problems by means of national monographs and case studies at workplaces. They would contribute to the dissemination of information by testing the impact of publications or practical guidelines prepared at headquarters. They would play a leading part in seminars and symposia convened to consider the conclusions reached by ILO bodies, whether in the form of international labour standards or of conclusions of regional conferences or industrial and analogous committees, as suggested above. Such teams could help countries in launching national programmes for improvements in working conditions and environment. They would undertake special studies on the choice of technologies suited to the characteristics of populations. They would maintain regular contact with all research institutes and bodies in their region and would themselves constitute "open institutes" whose efficacy should be guaranteed by their flexibility and their close contacts both with officials and other persons active at the national level and with ILO headquarters.

An attempt should also be made to evolve methods of technical co-operation adapted to the needs of the rural sector. For instance, as regards safety the great need in rural areas and in small industrial and handicraft enterprises in the developing countries is for persons having some rudimentary knowledge of safety problems in the occupation they work in. Safety specialists who are highly qualified but who live in the capital and will probably never have an opportunity of making even one visit to every workplace are far less effective. The essential thing is to use the personnel available and train them to perform the most urgent tasks. In this connection, and drawing on the example of the "barefoot doctor" system introduced by the Director-General of the World Health Organization, on the model of that developed in the People's Republic of China, encouragement could be given to the appointment of "barefoot safety delegates" or "social activists in undertakings", on lines being studied by the Tunisian Ministry of Social Affairs. Such delegates or activists could be workers officially recognised by the ministry, or auxiliaries employed by the labour inspectorate. Action on these lines would be in accordance with the experience of the industrialised countries, where, very often, it is through workers' delegates invested with powers of inspection, especially in mines, that many accidents have been prevented and progress made. Similar schemes might be launched by ILO regional teams, with the support of the ILO regional
The action to be taken

institutions, such as the Inter-American Labour Administration Centre (CIAT), and the African Regional Labour Administration Centre (CRADAT).

The despatch of joint employer-worker missions accompanied by an ILO official—a system which has in certain cases been employed with success in regard to labour relations—could also be envisaged on an experimental basis in the field of working conditions and environment; such missions might be technical co-operation missions requested by a country, or study missions sent for joint observation of the position in other countries. These missions would probably have to be composed of persons engaged in the same branch of activity. They could be undertaken, for instance, on the occasion of an industrial committee meeting, in the form of a bipartite or tripartite study tour, of brief duration, organised after the meeting, and during which delegates from developing countries would visit one or two countries prepared to receive such a group.

Finally, in the ILO programme for the improvement of working conditions and environment, standard-setting activities ought to play a very important part.

Firstly, the many international labour standards existing in this field offer a general framework within which the action envisaged could take place. There can be no "coherent" action in such a field unless the regulations drawn up at the international level to facilitate application are taken as the basis.

Later, such standard-setting activities will no doubt expand. The study of atmospheric pollution, noise and vibration will probably be followed by a study of other questions connected with working conditions and environment. Thus, the Governing Body already has before it the problem of hours of work in road transport, and that of night work of women, and the question of the Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32), in connection with which it is proposed to convene an expert meeting.

The Governing Body working party which undertook an in-depth review of the General Conditions of Work Programme considered the possibility of an international standard concerning the arrangement of work time, together with a new standard concerning hours of work. Again, the Workers’ delegate of Belgium last year launched the idea of an international standard which would put a stop to technological laissez-faire, the consequences of which are often contrary to the workers’ health and safety.\(^1\)

An extension of standard-setting activities is achieved by the drawing-up or revision of technical standards by means of model codes or guidelines. The model code concerning all manufacturing industries now requires extensive revision, technological progress having entirely changed the physical environ-

\(^{1}\) Record of Proceedings, op. cit., p. 661.
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ment of work in many branches of activity. The proposed preparation of a
guide on the prevention of exposure of workers to carcinogenic substances,
intended to guide member States in applying the international instruments
concerning occupational cancer adopted by the Conference in 1974, and the
preparation by a meeting of experts of a practical guide on the prevention of
accidents on board ships at sea or in port further to a resolution adopted by
the Preparatory Technical Maritime Conference (Genoa, 1969), are examples
showing that activities of this kind will continue to enjoy a high priority in
the implementation of the programme. Consideration might also be given to
the preparation of a guide on the organisation and functioning of shift work.

But to prescribe is not enough; education is also necessary. In order, in par­
ticular, to support the ILO’s practical activities in this field—I am thinking
above all of such an important aspect as workers’ education—sound, practical
and convincing pedagogical material is required. I will take only one example:
occupational accidents. Their cost is never fully appreciated, and it follows
that preventive measures may be felt as a superfluous economic burden; it is
sometimes with difficulty that humanitarian reasons and social pressures suc­
ceed in convincing those who have financial responsibility. An effort might
be made to remedy this situation by preparing, on the basis of existing material,
simple documentation specially intended for small and medium-size enter­
prises showing the probable direct cost to the undertaking of an occupational
accident and indicating, with examples, some solutions which would enable
safety to be considerably increased at low cost, and emphasising the resultant
advantages as regards the profitability of the undertaking. All such educational
material would have to be tested by the regional mobile teams referred to above.

As all the ILO activities described in this chapter proceed, the need may
arise for a general international standard. Such an instrument would provide
a general framework for and promote a comprehensive approach to action
in this field. It would take account of the variety of the factors which influence
accident prevention and the protection of health; of the application of ergo­
nomics in adapting the material environment of work, equipment, machinery
and job content to human possibilities; of the various measures designed to
ensure the worker’s welfare in his work; and of the need for workers to par­
ticipate in decisions concerning the conditions in which they perform their work.
CONCLUSION

This Report has been conceived in an endeavour to answer the growing problems raised in the performance of work.

It seems increasingly necessary not only to protect the life and health of man at his work but also to plan and arrange his work so as to fit it to him. The Report thus contains a few proposals directed towards this aim.

It also suggests that the improvement of working conditions and environment is closely linked to other, no less urgent and difficult, tasks—the provision of more jobs, the better distribution of income, the development of education, the protection of health, the achievement of a balance between occupational and personal life.

I am firmly convinced that the International Labour Organisation can contribute greatly to helping humanity to solve the formidable problems raised by these tasks.

In the first place by its research facilities and those it offers for the comparison of experiences. Much analysis and research, much international discussion will be necessary to enable those who take decisions in the various countries to chose the most appropriate solutions.

Next by practical co-operation with the member States. This co-operation may be developed in the form of technical co-operation or in various new forms. Many, indeed, are the industries and undertakings throughout the world that await practical help from the ILO in improving the lot of their workers.

Lastly by international standards. It is true that in the immense field of working conditions and environment not everything is suitable for international legislation. International legislation does seem to me, however, to be an important factor for progress in the world as a whole; for in matters of reducing hours of work to an appreciable extent, of creating jobs and providing job security and of changing work organisation and job content so as to render
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them tolerable or even attractive it may be feared that the most generous national policies will encounter serious obstacles. A broad international consensus—leading as often as possible to a set of definite engagements—seems essential. The International Labour Organisation is the only world agency to offer the framework and the necessary conditions for this discussion.

Through all these means, through its tradition, and also through its corpus of doctrine, the ILO can speed the general movement towards more human work. I call on the Conference to lay the foundations for this new and inspiring work of international co-operation.

15 April 1975

FRANCIS BLANCHARD.
APPENDIX I

ACTIVITIES OF THE ILO, 1974

WORLD EMPLOYMENT PROGRAMME

The World Employment Programme continued to be a priority activity of the Office. While the focus of attention remained on the employment and poverty problems of developing countries, the employment situation in developed countries was given more attention than in recent years. The Second European Regional Conference (January 1974) discussed an Office report on selected employment problems in Europe and made useful suggestions regarding future ILO action in Europe.

The 59th (1974) Session of the Conference unanimously adopted a resolution concerning the convocation by the ILO of a tripartite world conference on employment, income distribution, social progress and the international division of labour. In November 1974 the Governing Body authorised the Director-General to proceed with arrangements for convening such a conference during the 1976-77 biennium. The programme of preparatory technical work was immediately launched.

The Advisory Committee on Rural Development recommended at its 8th (September-October 1974) Session that ILO activities in the field of rural development should aim primarily at the expansion of income earning opportunities for the poorer sections of the rural population. A rural component of the World Employment Programme was established in 1974 as the organisational instrument of action in this field, and agreement was reached with the Food and Agriculture Organisation of the United Nations (FAO) and the World Bank on the substance and modalities of cooperation between the three agencies in rural employment promotion.

The Tenth Conference of American States Members of the ILO (Mexico City, November-December 1974) had an item on its agenda concerning the improvement of the conditions of life and work of peasants, agricultural workers and other comparable groups. The report on this item adopted by the Conference paid particular attention to stimulating income earning opportunities in the urban informal and the rural traditional sectors. The Conference expressed agreement with and support of the decision of the Governing Body to convene the tripartite world conference referred to above, and requested that the Regional Employment Programme for Latin America and the Caribbean (PREALC) be strengthened.

Operational activities

The report of the 1973 comprehensive employment strategy mission to the Philippines was published in 1974 and became the subject of intensive discussions at the national level with a view to introducing reforms based on the mission's findings.

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The Kenya employment mission report ¹ was discussed at the World Bank Consultative Group meeting on Kenya (Paris, April 1974), in conjunction with the possible re-orientation of aid programmes to meet the employment objectives of the government of Kenya.

The ILO participated with the United Nations Development Programme (UNDP) in an evaluation of the Asian Regional Team for Employment Promotion (ARTEP). The first phase of ARTEP (1972-74) will be followed by a second phase in which the team's work programme and structure will be modified to suit the anticipated future needs of the region.

ARTEP carried out a comprehensive mission on the employment problems of Nepal. Its recommendations were submitted to the Government in August 1974.

Short-term advisory missions were carried out under ARTEP auspices to Bangladesh, Pakistan, Sri Lanka and the Republic of Viet-Nam. A national seminar on employment policy was organised at the request of the Indonesian government. ARTEP also organised jointly with the Asian Institute for Development Planning a regional seminar on Fiscal, Financial and Monetary Policies for Employment Promotion.

The first phase of an employment project was completed in Tunisia. The ILO team of experts assisted the Ministry of Planning in formulating the employment objectives of the current development plan and the policy measures for their realisation.

The regional employment team for Africa, consisting of small sub-teams based in Addis Ababa and Dakar, received some financial support from the UNDP in 1974. In October 1974 a workshop was organised, at Ibadan (Nigeria), to which representatives from labour and planning ministries of various African countries, workers' and employers' organisations and United Nations agencies were invited in order to establish the future programme of work of the regional employment team and provide the basis for submission of a full-scale project to UNDP headquarters.

The report of the comprehensive employment strategy mission which visited the Dominican Republic in 1973 was published by the government in 1974 and received wide national attention in government agencies, workers' and employers' organisations, and academic circles. PREALC carried out a study of the educational system as a follow-up of the mission.

At the request of the national authorities, a Technical Seminar on Labour Policy and Employment was held in Mexico City in February 1974. A summary of the seminar's proceedings was published under the title "Labour administration and employment policies" in the November 1974 issue of the International Labour Review.

PREALC undertook short-term advisory missions in 1974 to Argentina, Costa Rica, Ecuador, El Salvador, Honduras, Paraguay and Uruguay. It also provided assistance in the field of employment policies to the secretariat of the Andean Pact and of the Central American Economic Integration Scheme.

Research and publications

The first of a series of case studies on urbanisation and employment in selected cities in developing countries was published in 1974 under the title Calcutta: its urban development and employment prospects.

In the field of technology and employment, a study was published on Second-hand equipment in a developing country: a study of jute-processing in Kenya. A comparative study on employment in the services sector was published in French under the title Les tertiaires: analyse comparative de la croissance de l'emploi dans les activités tertiaires.

A number of articles on employment problems were published in the International Labour Review during 1974 including: constraints on labour-intensive export

Appendix I: Activities of the ILO, 1974

industries in Mexico (January 1974); emergency employment schemes (January 1974); from economic growth to total development: a strategy for Liberia (February 1974); factor proportions and urban employment in developing countries (March 1974); the contribution of non-farm activities to rural employment promotion (March 1974); recurrent education: a correction (March 1974); employment perspectives and policy approaches in Indonesia (April 1974); employment, equity and growth: lessons from the Philippine Employment Mission (July 1974); a note on farm mechanisation and employment in developing countries (July 1974); employment and unemployment in Ethiopia (August 1974); a new look at some strategies for increasing productive employment in Africa (September 1974); reflections on current policies for promoting small enterprises and sub-contracting (November 1974); and labour turnover and employment: some evidence from Kenya (December 1974).

In addition, the May-June 1974 issue of the Review contained a collection of papers on population, labour and social policy.


HUMAN RESOURCES DEVELOPMENT

Among the major reports completed during 1974 were: Report III for the Second Tripartite Technical Meeting for the Woodworking Industries, Training of managers and workers; Report VIII (2), Human resources development: vocational guidance and vocational training, discussion at the 59th Session of the Conference, and Reports VI (1) and (2) for discussion at the 60th Session of the Conference. In addition, contributions were prepared for the reports to the Eighth Session of the Advisory Committee on Rural Development. The two final dispatches of CIRF abstracts were prepared and sent to the subscribers.

Vocational training

In response to technological changes occurring throughout the world the ILO has designed a new systems approach aimed at improving industrial vocational training through the application of modules of employable skill. In 1974 approval was given for a $1,200,000 SIDA (Swedish International Development Agency)/ILO research project on the development of new training methods and techniques through the utilisation of this systems approach. An orientation training package using a sound-slide for the modules has been completed and is at present available in English. Packages will be available shortly in Spanish, French, Arabic, Farsi and Portuguese.

The vocational guidance unit established in the Vocational Training and Counseling Branch has already given impetus to both short-term and long-term plans for the formulation of vocational guidance projects and the inclusion of a guidance component in selected training projects.

The report Vocational training and re-training in mines other than coal-mines, was published in English and French, with summaries in German, Spanish and Russian.

Participation in the joint FAO/UNESCO/ILO Advisory Committee on Agricultural Education, Science and Training continued. The final report of the third meeting of the Committee (Paris, December 1973), was published in 1974, and the recommendations therein were submitted to the Governing Body at its November 1974 Session.

On 1 January 1974 the ILO launched a documentation retrieval and information service (BLINDOC), aimed at disseminating new ideas, techniques and developments in the field of the vocational rehabilitation, training, placement and employment of visually handicapped persons; some 70 papers, summaries, extracts, articles, etc., have been produced and distributed. A seminar on vocational rehabilitation for the disabled, jointly organised by the ILO, the Danish International Development Agency
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(DANIDA), the Iranian Government and the Iranian Society for Rehabilitation of the Disabled, was held in Teheran, while an ILO seminar on the organisation and development of disabled persons' co-operatives took place in Warsaw in collaboration with the Polish Government and the Polish Invalids' Co-operative Union.

A workshop on the participation of women in handicrafts and other small-scale industries was organised by the ILO in co-operation with SIDA and other organisations in Zambia.

Two reports, *The training of managers and workers for hotels, restaurants and similar establishments*, and *The effect given to the Conclusions of the First Meeting*, were submitted to the Second Tripartite Meeting on Hotels, Restaurants and Similar Establishments, held in Geneva.

Among training projects in the African region a 3-year large-scale project in Senegal (secretarial and commercial staff) was completed. In Mali a 5-year project (training and upgrading activities for bank, insurance and commercial-sector employees) in which some 440 trainees participated, was also completed. Two other projects in Mali (Agricultural and Instructor and Extension Workers' Training Programme, and Practical Rural Training Centres), were merged into one project ending in December 1975. Two large-scale projects (hotel and tourism training) in Mauritius (2 years) and the Gambia (3 years) were successfully completed. Also in Mauritius, a 21-month project to expand the supervisory training programme and to consolidate the operations of the Industrial Trade Training Centre ended. In Tanzania 3 years of expert assistance were completed, and a pilot vocational rehabilitation centre was established in Dar-es-Salaam. In Kenya a 3½-year project in rural pre-vocational training, which attracted international interest, was completed. Two new rural basic craft training centres were established in Liberia during a 4-year project in that country. A large-scale project in Tunisia, carried out over a period of 5½ years was successfully completed with the creation of a national institute for hotels and tourism.

In the Asian region a 2-year project in the training of technical personnel in designing and making tools, dies and moulds was completed at Hyderabad, and its second phase was begun. In Thailand an umbrella factory for the disabled started production. In Singapore ILO participation in the large-scale UNESCO project on technical teacher education and vocational training was completed after a period of 5 years. Some 2,200 apprentices underwent training in a new system incorporating testing in vocational training programmes in which national trade standards were also devised, together with methods of assessment. A special contribution was made towards development of an ILO-directed vocational guidance component in a UNESCO educational project in Pakistan.

In the Americas several vocational rehabilitation projects were completed. A 5-year vocational rehabilitation project in Colombia concluded, with a firmly established pilot centre. In Jamaica a 2-year project was completed in August 1974, with solid foundations laid for a programme for the mentally disabled. An 18-month project concerned with the development of pilot vocational rehabilitation centres and associated services was completed in the Dominican Republic. Aid was given for the development and rationalisation of workshops for the blind in Antigua, Dominica, Grenada, Montserrat, Nevis, St. Lucia and St. Vincent, and a management training course was held in Port-of-Spain for the leaders of these workshops.

In St. Kitts the ILO concluded its activities in assisting the national authorities of the Public Works Department of the Government in re-organising the repair and maintenance workshops and in training national counterparts. A project in Dominica on management, supervisory and instructor training was completed, with advice and consultancy having been given to approximately 150 enterprises.

As regards the Middle East region, a 6-year large-scale project was successfully terminated in Nicosia, where the new Hotel and Catering Institute was established.
Another 4-year large-scale hotel and tourism training project in Iran was completed and transferred to the Iran National Tourism Organisation.

An 18-month industrial vocational training project in Teheran was completed, and the project objectives amalgamated into a current project in that country. In Iraq, a 1½-year project on the development of a pilot Vocational Rehabilitation Centre was terminated.

During 1974 the financial resources of the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) increased, permitting a proportional rise in activities. The UNDP announced a contribution of $600,000 for the 1974-76 triennium.

Three seminars—for executive personnel of vocational training institutions, for trade union leaders and for business and services—were held in 1974.

A consultants' survey of top-ranking national officials and an analysis of existing documentation provided the basis of a project to determine the future and the perspectives for vocational training in Latin America.

A number of multinational working parties prepared ten Basic Guides each containing a set of operation sheets and technical information sheets to be used in the teaching of vocational training on a region-wide basis. As in this project, many of the Centre's activities relied on the co-operation of vocational training institutes throughout Latin America, which both permitted and encouraged an exchange of information, experience and knowledge in all the fields relating to vocational training.

Management development

An in-depth review of this Programme was completed by the Governing Body in February-March 1974. On the basis of the conclusions reached, adjustments were made in the corresponding sections of the Programme and Budget for 1974-75 with a view to enhancing the contribution of management development programmes and institutions in member States directed to economic development and employment generation and strengthening the social elements of managerial responsibility.

An Expert Meeting on the Social Responsibilities of Management in Asia was held in Bangkok from 28 October to 1 November 1974. One of the meeting's recommendations was that the ILO should further expand its work in the area of social responsibilities of management and incorporate in its training programmes a larger component pertaining to the social aspects of management.

The first international manual on the methods, organisation and work ethics of management consultants, including the training of new consultants, was prepared for publication in collaboration with an experienced international consultancy firm. In the series of management development manuals a "Selected bibliography for management" (Manual 22A), the third impression of the "Introductory course on teaching and training methods for management development" (Manual 36) and a catalogue of "Management training package programmes" (Manual 37), were published and distributed. Catalogues of management training materials prepared in ILO projects were published in English, French and Spanish.

Fifteen technical co-operation projects were completed in 1974, including 10 large-scale projects. In Algeria a 7-year management development project has resulted in the establishment of the National Institute for Productivity and Industrial Development (INPED).

A 14-month project for continued assistance to the Turkish Management Development Centre has been completed.

The need for comprehensive programmes specifically designed to improve managerial competence in particular sectors of the economy has been increasingly felt. A 6-week course on road transport management was organised for management trainers from African and Middle East countries. The course was sponsored primarily by DANIDA, with some additional support from the United Kingdom Overseas Development Ministry.

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In Mali a new project, prepared and approved in 1974 for financing by the African Development Bank, is designed to help in the management and organisation of the digging and maintenance of wells in drought-affected areas and to contribute to rural development in general.

A significant trend in the Management Development Programme has been a growing demand, and expanding action, to provide further help to existing national management and productivity institutions.

In Nigeria a large-scale project was approved in 1974, with a UNDP contribution of over $2.4 million. Its purpose is to improve the level, capabilities and co-ordination of the whole Nigerian network of institutions in management education, training and consulting, including assistance to small enterprises. The Nigerian Centre for Management Development carried out, with ILO assistance, its first 6-week course for management educators and trainers on programme design, methodology and evaluation; an extensive manual was prepared for this course and is now available to other African countries.

Co-ordination and collaboration with other agencies engaged in the management and related fields was actively pursued.

In Ghana, a short-term expert, sponsored jointly by ILO and UNIDO, and provided by the International Council for Scientific Management (CIOS), advised the Government and managerial circles on the organisation and functions of a national management association.

A statement on common ILO/UNIDO policy principles in management development activities was prepared and accepted by UNIDO for presentation to the Second General Conference of UNIDO.

At the request of the African Training and Research Centre in Administration for Development (CAFRAD), a paper on "Management development centres and productivity institutes in Africa" was prepared for a conference on policies for training executives in Africa.

GENERAL CONDITIONS OF WORK

The General Conditions of Work Programme concentrated its activities in the areas given priority in the in-depth review of the Programme undertaken by the Governing Body.

A Convention (No. 140) and Recommendation (No. 148) concerning paid educational leave were adopted by the 59th (1974) Session of the International Labour Conference.

The Conference also held a first discussion on the subject of migrant workers. A report setting out the proceedings of the Conference on this item and the texts of a proposed Convention and Recommendation based on the Conclusions adopted by it was published and transmitted to governments. A second report, which summarised the comments of governments with regard to the proposed texts, was also published in preparation for discussion at the 60th Session.

A report on the conditions of migrant workers in South America (General Conditions of Work Series: No. 31; mimeographed; French and Spanish only) was prepared for use as the working document of a tripartite regional seminar on the conditions of work and life of migrant workers held in Buenos Aires in November 1974. A report entitled "ILO action on behalf of foreign and migrant workers and their families" was prepared for the United Nations Economic and Social Council.

A series of seminars and study missions has been carried out as a follow-up to the Convention (No. 131) and Recommendation (No. 135) concerning minimum wage fixing, with special reference to developing countries, adopted by the Conference in 1970. Six countries have been visited in Africa, two in Asia and three in Latin America to study the minimum wage systems in force and promote the new instruments. National-level seminars on minimum wage fixing were held in Bangladesh, Ethiopia
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and in two different places in India. A Round Table on minimum wage fixing in French-speaking African countries was attended by representatives of ten countries. An ILO/DANIDA African Regional Seminar on Wages (English-speaking Africa) was held in Dar-es-Salaam. A paper on the economic effects of minimum wages in developing countries was discussed, as well as problems of wage structure and wage policy. A volume entitled *Minimum wage-fixing instruments adopted by the International Labour Organisation* (General Conditions of Work Series: No. 29) was issued in three languages.

A Meeting of Experts on Equality of Remuneration in Industrialised Countries was held in May. The working documents were published and the report transmitted to the Governing Body.

Two other seminars were held in 1974. The Asia Regional Seminar on Plant-Level Feeding Services for Workers and Their Families, financed by the UNDP, was held in September in Moscow and Tashkent; delegates from 14 countries attended this tripartite seminar, which included study tours to various facilities in the USSR. DANIDA financed a Latin American Regional Seminar on Workers' Housing held in Bogotá during May, at which 7 countries were represented.

The second and final phase of the conditions of work component of a technical co-operation project in Zaire was completed.

Several other reports and studies were completed and published in 1974. A report on the welfare of workers in mines other than coal mines was completed for an Industrial Committee Meeting to be held in 1975. A report entitled “Incomes of agricultural workers, with particular reference to developing countries” was prepared for the Eighth Session of the Advisory Committee on Rural Development. Two studies on incomes of rural workers (in selected West and Central African countries and in Algeria and Tunisia) have been completed and are planned for publication in French. An annotated bibliography on absenteeism was published in French (General Conditions of Work Series: No. 30). The Spanish version of a study, previously published in French, on social services at the enterprise level in Latin America was published. Two studies concerning the welfare of working mothers were published: the first, in French, covered recent developments in day-care facilities (General Conditions of Work Series: No. 27); and the second, in English, dealt with legislation relating to nursing breaks and nursing facilities in selected countries (General Conditions of Work Series: No. 28). A study on flexible working hours has been published in German, and versions in other languages are under preparation. A translation into English of an earlier study on shift work has been completed and appeared early in 1975.

Articles related to the General Conditions of Work Programme and which appeared in the *International Labour Review* included: foreign African workers in Ghana (January 1974); organisational techniques and the humanisation of work (August 1974); inflation, income distribution and industrial relations in India (August 1974); measuring the incomes of agricultural workers: a case study in Central and West Africa (September 1974); industrial wage differentials: a two-country comparison (December 1974).

**OCCUPATIONAL SAFETY AND HEALTH**

At its 59th Session the General Conference adopted a Convention (No. 139) and a Recommendation (No. 147) concerning prevention and control of occupational hazards caused by carcinogenic substances and agents.

Two resolutions were also adopted by the Conference: one concerning the special arrangements which the ILO should make in regard to the prevention of occupational cancer and the other on the social and economic consequences of preventive action resulting from the application of the Convention and the Recommendation.

A meeting of Experts on Noise and Vibration in the Working Environment was held at the International Centre for Advanced Technical and Vocational Training in
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Turin from 2 to 10 December 1974. The experts put forward a number of points for inclusion in a proposed international instrument concerning the working environment which will be examined by the Conference at its 61st Session. A code of practice on the prevention of and the action to be taken against noise and vibrations in the workplace was adopted and the ILO was requested to publish it.

In collaboration with the Romanian Ministry of Labour a symposium on the practical applications of ergonomics to industry, agriculture and forestry was organised in Bucharest in September. This symposium, attended by some 900 specialists from 39 countries, permitted a broad exchange of knowledge on practical applications. It also provided an opportunity to discuss the definition and the objectives of ergonomics, its teaching as a discipline and on the role of ergonomics in developing countries.

An international symposium on radiation protection in mining and milling of uranium and thorium, organised in collaboration with the French Atomic Energy Commission, the WHO and the International Atomic Energy Agency (IAEA) was held in Bordeaux in September. Thirty working papers were discussed by over 120 specialists from 40 countries. Among the matters discussed at this symposium was the increase in the number of cases of lung cancer in workers inhaling radioactive substances in mining and milling of uranium and thorium. The symposium also provided a useful opportunity to discuss the latest developments in the protection of workers exposed to radioactive dusts and gases.


A large-scale technical co-operation project, which involved the establishment of an Occupational Safety and Health Centre in Ankara and assistance in its initial operation, was successfully completed in August 1974. During the six years of its existence, the Centre has investigated industrial hygiene and safety conditions in more than 100 factories and mines and over 4,000 workers, foremen, managers, factory inspectors and medical officers have been trained through courses and seminars organised by it. The Centre also organised courses in the Federal Republic of Germany for Turkish workers employed there. National counterpart personnel has been trained and is able to continue and further develop the activities of the Centre.

A study tour and seminar on occupational safety and health in large-scale public works organised in collaboration with the USSR authorities was held in Moscow and Tashkent. The study tour included lectures, demonstrations and site visits. The participants, who came from 12 Asian and Far Eastern countries, were able to acquaint themselves with the organisation of occupational safety and health in large-scale projects in the Soviet Central Asian Republics as well as in Moscow.

The occupational safety and health adviser attached to the Singapore National Productivity Centre completed his 2-year mission. The follow-up will be assured by a national occupational safety and health project.


The regional adviser in Addis Ababa and the inter-regional adviser for the Mediterranean area, respectively, undertook four and five missions to the countries of
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their areas. A short-term mission on industrial hygiene to Cyprus was completed in April. The Government of Trinidad and Tobago was assisted in the field of occupational safety and factory inspection.

The services provided by the International Occupational Safety and Health Information Centre (CIS) were greatly improved as of January 1974, when the CIS operation was computerised. The new CIS abstracts bulletin, which is produced by computer typesetting, was very well received.

Increasing use was made of the related information services provided by the Centre in the form of photocopies and microfiches of the documents abstracted, literature searches, selected bibliographies, etc.

SOCIAL SECURITY

Four publications dealing with social security were issued in 1974 containing the findings of research and studies undertaken by the Office in recent years.

Medical care systems analyses the provision of medical care under social security in ten industrialised countries and throws light on the relative merits of a system of universal coverage and of one comprising several programmes. It then deals with the extent and role of private health insurance and private medical care in countries where social security medical care programmes are fully developed, as well as with recent plans aimed at restricting coverage to heavy illness expenses.

A study on "social security in Africa south of the Sahara", published in French (Etude sur la sécurité sociale en Afrique au sud du Sahara), draws a broad and detailed picture of social security development in this region since 1960 and analyses in depth the role of social security in the economic and social development of Africa. Conclusions are drawn concerning the future of social security in Africa and the need for further adaptation to changing needs of the African society.

A study on actuarial techniques of social security, published in French (Les techniques actuarielles de la sécurité sociale), deals with various methods of actuarial analysis and financial systems applicable to social security disability, old-age and survivors' benefit schemes.

A study on pension schemes in industrialised countries, published in French (Les systèmes de pensions dans les pays industrialisés), is a compendium of the characteristics of national pension insurance systems in European and other industrialised countries.

With financing from the Norwegian Agency for International Development (NORAD) the ILO organised an Asian Regional Seminar on Social Security, National Economy and Planning (Manila, September-October 1974) which was attended by social security administrators, officials, national planning authorities and representatives of employers' and workers' organisations. The WHO, UNICEF and the International Social Security Association (ISSA) also participated.

With UNDP financing, the ILO organised a training course for the staff of social security institutions in the French-speaking countries of Africa, which was held at the CRADAT, Yaoundé, in September 1974.

The ILO contributed a report on youth and social security in Latin America to the Tenth Inter-American Social Security Conference (El Salvador, November 1974).

ILO social security activities in Europe were substantial in 1974. The Second ILO European Regional Conference (Geneva, January 1974) considered the question of income security in Europe in the light of structural change and adopted a resolution setting out a programme for national and international action which is now being applied.

ILO staff gave assistance to the Committee of Experts on Social Security of the Council of Europe with a view to implementing the European Social Security Convention and contributed to the meetings of a working group of the Committee,
which prepared a draft resolution concerning social security protection of non-employed women.

In consultation with the Central Commission for Rhine Navigation the ILO assisted the administrative centre on social security for Rhine boatmen in the preparation of the revision of the Agreement concerning the Social Security of Rhine Boatmen, including the extension of this instrument to Austria.

On behalf of the Administrative Commission of the EEC for Social Security of Migrant Workers, the ILO undertook technical work required to draw up new regulations for the preservation of social security rights of migrant self-employed workers, and assisted in the revision of the rules governing the conversion of currencies for the application of EEC regulations on social security. At the request of the Commission of the European Communities a study was completed on possible coordination of supplementary social security schemes with a view to improving the protection of migrant workers in the member States.

Co-operation with other organisations for the study and solution of questions of common interest involved ILO participation in meetings organised by ISSA, the Organisation for Economic Co-operation and Development (OECD) and the FAO.

In 1974 there was a marked increase in the number of requests for ILO technical co-operation in the field of social security, with requests being received from Burma, El Salvador, Indonesia, Iran, Libyan Arab Republic, Malaysia, Morocco, Pakistan, Philippines, Sudan, Tunisia and Turkey.

Technical co-operation projects have been completed in Algeria, Antigua, Bahamas, Dahomey, Ethiopia, Indonesia, Republic of Korea, Libyan Arab Republic, Madagascar, Mauritania, Niger, Philippines, Senegal, Trinidad and Tobago, Tunisia and Zaire. Financing was provided by UNDP and implementation assigned to ILO national or regional experts. One Regional Adviser, financed by the United Nations Fund for Population Activities (UNFPA), has helped Latin American countries to participate more fully in national family planning programmes.

Individual training by way of fellowships has also been pursued for the benefit of young persons from various countries wishing to study abroad matters related to the planning and the administration of social security.

Technical assistance furnished by the ILO to the States of the Andean Pact led to the signature of a multilateral social security instrument. Similar assistance was provided to Togo for negotiating a bilateral social security arrangement with France.

International Social Security Association (ISSA)

The ILO continued its support to ISSA, which increased its membership to 237 affiliated members in 100 countries and 83 associate members in 37 countries. As in the past, the ILO took part in all major activities of the Association.

The Permanent Committee on the Prevention of Occupational Accidents and Diseases of ISSA organised the VIIth World Congress on the Prevention of Occupational Accidents and Diseases which was held in Dublin. A major report on "Safety and health in the industrial society" was presented by the ILO.

The Fifth African Regional Conference of ISSA, held in Nairobi, examined the role of social security in the social and economic development of African countries, questions related to the protection of health in Africa and the advantages and disadvantages of data processing systems in African social security institutions.

Within the framework of regional activities in Asia, a Round Table meeting on organisation of medical care in countries of Asia and Oceania was organised from 14 to 18 October in Quezon City (Philippines).

The American Regional Committee on Social Law—a combined working body of ISSA and the Permanent Inter-American Committee on Social Security—convened a Round Table in Lima (Peru) to discuss new trends in theory and legislative reforms and their application in the administration, financing and extension of social security.
The Permanent Inter-American Committee on Social Security and the Ibero-American Social Security Organisation held in co-operation with ISSA an Inter-American Conference on Social Security Planning in Buenos Aires (Argentina) for which ISSA prepared three reports.

A Round Table was organised in Buenos Aires, which dealt with various theoretical and practical aspects relating to the promotion, development and improvement of family allowances in the American Continent.

A substantial technical contribution was also made to the Fourth American Congress of Social Security Medicine, which took place in Asunción (Paraguay).

Within the framework of the 1974 survey of developments and trends in social security, ISSA undertook a study, covering some 25 countries, of the social security arrangements for divorced persons. One of the purposes of the annual survey is to assist in the periodic revisions of the publication *Social security programmes throughout the world*; a French edition of this work was published by ISSA at the end of 1974 with the technical co-operation of the ILO.

ISSA continued the regular publication of the *International social security review*, the *World bibliography of social security*, accompanied by *Social security abstracts*, the *Automatic data processing information bulletin*, the African Social Security Series and the Social Security Series for Asia and Oceania.

**LABOUR ADMINISTRATION**

A report on the "Role and effectiveness of labour ministries in Asia" was prepared for the Sixteenth Session of the Asian Advisory Committee (Kuala Lumpur, 1974).

A contribution on the problems of labour inspection in mines other than coal mines was prepared for inclusion in the General Report to the 1975 Third Tripartite Technical Meeting for Mines Other than Coal Mines.

The report on the ILO/CIDA (Canadian International Development Agency) Regional Training Course for Labour Administration Concerned with Employment and Training Matters in the English-speaking Caribbean (Georgetown, 1973) was completed and published.

Technical collaboration was provided for a seminar on training needs for labour administrators in Asia (Berlin-Bonn-Geneva, 1974) organised by the German Foundation for International Development. The seminar for labour administration trainees from the Paris International Institute of Public Administration was held in Geneva as in previous years.

The UNDP financed a yearly regional labour administration training course for English-speaking countries in Africa held in Nairobi.

The Japan/ILO Asian Regional Workshop for Women Workers was held in Tokyo.

Projects of technical assistance in building up national ministries of labour and specific labour administration services were successfully completed in Algeria, Antigua, Iran and Nepal. A number of training fellowships for national labour administrators financed under UNDP country programmes were also successfully completed in respect of the Congo, Dahomey, Khmer Republic, Rwanda and Togo.

The Inter-American Centre for Labour Administration (CIAT) and the African Regional Labour Administration Centre (CRADAT) continued their operations successfully. The future of CRADAT was institutionalized on a firm basis by the adoption of a Convention among the participating countries of French-speaking Africa.

The Asian regional project for strengthening labour manpower administrations became operational during the year, and preparatory assistance was started for the establishment of the Regional Labour Administration Centre for English-speaking Africa.
LABOUR LAW AND LABOUR RELATIONS

Four ILO experts advising the Governments of Antigua, the Netherlands Antilles, Dominica and Lebanon on the drafting of new comprehensive labour legislation completed their missions in early 1974.

Two fellowships were granted, one to the newly appointed President of the Industrial Court in Sierra Leone to study the working of similar tribunals in Kenya and in Trinidad and Tobago, and the other to an official of the East African Community to study industrial relations in Canada and the United States.

In the Americas, a report on the strengthening and furthering of the machinery for tripartite co-operation was submitted to the 10th Conference of American States Members of the ILO (Mexico City, November-December 1974); a resolution was adopted by the Conference as a result of the discussion of this report.

In Africa, a Round Table on the role of employers’ organisations in French-speaking countries, held in Abidjan (Ivory Coast) from 26 March to 2 April 1974, was attended by 20 participants and observers from the employers’ organisations in the region concerned, and from the International Organisation of Employers (IOE).

In Asia, a regional technical seminar on industrial relations for employers’ organisations held in Jakarta (Indonesia) in November was attended by 23 participants from various employers’ organisations in the region and a number of observers, including one from the IOE.

A study tour to Norway was organised in co-operation with NORAD to enable some 25 participants from government, employers’ and trade union circles in Asia to improve their understanding of industrial relations systems.

An international symposium on workers’ participation in decision-making at the enterprise level, held in August in Oslo, brought together some 200 participants and observers from government, employers’, trade union and academic circles of over 50 countries.

An inter-regional Round Table, organised in co-operation with SIDA, was held in September to enable 38 participants selected from 28 developing countries to discuss the role of labour law in developing countries. The participants also attended the 8th Congress of the International Society for Labour Law and Social Security, which was held in Italy in September.

A number of articles were published in the International Labour Review concerning labour relations in Western Europe (January 1974); labour relations in the public sector in France (February 1974) and in the United States (March 1974); bargaining in the public sector of Canada (April 1974); inflation, income distribution and industrial relations in India (August 1974); labour relations in the public sector (November 1974); and the New Zealand Industrial Relations Act, 1973 (December 1974).

Two new issues of the Labour-Management Relations Series were published: No. 43, dealing with labour relations in the Caribbean region, and No. 45, on social problems of contract, sub-contract and casual labour in the petroleum industry.

WORKERS’ EDUCATION

The Workers’ Education Programme continued developing activities designed to help trade union and workers’ education bodies to help themselves.

Action-oriented research analysing recent developments and assessing achievements in the field of workers’ education greatly facilitated the preparation or completion of reports, studies and educational materials. A volume entitled The role of universities in workers’ education, intended for distribution in English, French and Spanish, and giving effect to suggestions made by the 1973 Symposium was published.

Seven studies were issued in the form of working papers for three symposia and four regional seminars, of which five were held in 1974 and two very early in 1975.
These papers were supplemented by five reports dealing with: modern workers’ education methods and techniques suitable for Latin America; workers’ education trade union development and population questions in that region; the development of workers’ education institutions and centres; workers’ education needs of migrant workers; economic education for trade unionists; educational needs of workers’ representatives in the undertaking; and educational methods for the promotion of rural workers and peasant organisations.

The guide *Jobs versus people*, in which population questions are analysed in relation to economic development and social progress, was issued as a workers’ education study tool for the World Population Year. Another guide on similar questions, but with special reference to young workers, was completed. The bulletin *Labour Education*, No. 25, was issued and the editing of No. 26 completed.

Teaching aids on workers’ education, health and welfare were issued in separate sets for use in Africa, Asia and the Caribbean respectively. The series of charts on ILO standard-setting procedures was revised and supplemented by a booklet highlighting ways of improving the life of workers through international labour standards and other ILO action. Five manuals on specific social aspects of workers’ education were prepared for use by English-speaking trade unionists in African countries. In addition to two filmstrips, of which one is designed to show how to produce slide-shows, a 16 mm film was produced in co-operation with the Asian Trade Union College of the ICFTU, describing the Aurangabad Experiment, which provides for the expansion of workers’ education in relation to vocational, civic and literacy training.

Two symposia were held in Geneva. The first, devoted to the study of the educational needs of migrant workers, was attended by 20 representatives of trade unions and workers’ education institutions specialised in the training of migrant workers. The second symposium, attended by 20 experts, including directors of labour education or trade union research services from 23 countries, analysed the various aspects of economic education for trade unionists.

The inter-regional seminar on the development of workers’ education institutions and centres was held in Elsinore (Denmark) in September. It was attended by 22 directors of labour colleges or permanent trade union training centres, from 17 countries.

The seminar on workers’ education, trade union development and population questions of a regional scope, was held, with DANIDA support, in Costa Rica in April and was attended by 23 workers’ education specialists from 15 Latin American countries. Another seminar for Latin American workers’ education instructors and specialists was organised, also with DANIDA support, and held in Mexico in February-March. The 30 participants from 16 countries studied new methodological developments.

Concerted education, advisory and promotional work was carried out by 21 experts, either at regional or national level, in respect of over 90 projects financed under the Regular Budget, the UNDP, the UNFPA or bilateral agreements. Increasing use was made of regional advisers; their action in the course of 67 missions to 59 countries included the organisation of seminars and study programmes in collaboration with trade unions, labour education institutions and universities, the provision of technical advice in respect of institutional aspects of workers’ education and related questions such as paid educational leave. Other experts carried out 15 missions of national scope to assist in the establishment of workers’ education services, the development of specific teaching programmes, the planning of training activities for instructors in workers’ education on population questions in Africa, Asia, the Caribbean and the Middle East. ILO experts and regional advisers organised or participated in 79 courses, among which 16 were devoted to the study of the ILO, 15 to the training of workers’ education instructors and administrators, 14 to the analysis of workers’ education approaches to development and population
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questions with which trade unions are concerned, 12 to the study of training methods and techniques, 9 to the teaching of labour economics and 11 to the discussion of problems of special categories of workers such as women, young and rural workers. In addition to the material support provided in respect of some of the seminars mentioned above, individual fellowships were awarded to trade unionists and workers' educators from Africa and the Middle East.

Seven study programmes were organised in Geneva at the request of the Austrian Federation of Trade Unions, the Extension and Public Service Department of the New York State School of Industrial and Labour Relations at Cornell University, the Friedrich-Ebert-Foundation, the Ernest Bevin International Study Group, the British and Scandinavian Summer Schools and the Irish Congress of Trade Unions.

The ILO participated in and contributed to 32 major educational programmes run by 18 international trade union organisations and workers' education bodies in Africa, Asia, Europe, the Middle East and Latin America. In addition to technical contributions by specialists and the provision of material, study grants were awarded to 167 trade unionists from developing countries.

CO-OPERATIVE, RURAL AND RELATED INSTITUTIONS

As in recent years, the technical co-operation activities in favour of co-operative movements in developing countries continued to expand. More than 90 experts were active during 1974, and 11 technical assistance projects in co-operatives were completed; 5 in Asia and the Pacific, 1 in the Middle East, 4 in Africa and 1 in the Caribbean.

Specialised work was also completed in developing consumer societies in connection with land settlement (Malaysia), co-operative development (Congo and Senegal) and co-operative organisation (Dahomey).

Activities in the co-operative education and population programme funded by the UNFPA continued. Two sub-regional advisers for Africa were already on post in 1973 and in 1974 advisers were added for the Middle East and Latin America. Under the programme, two sub-regional seminars for high level co-operative movement leaders and government service officials were held (in Yaoundé, April 1974, for French-speaking countries and in Nairobi, May 1974, for English-speaking countries); these resulted in project proposals for co-operative education and population as components in the training programmes of co-operative colleges and in membership education programmes being prepared, one of which has already been approved for the Bangladesh Academy for Rural Development, Comilla.

Special reference should be made to the expanded assistance funded mainly by Swedish (SIDA) and Danish (DANIDA) sources. Continuing projects in 1974 included those in India for consumer co-operatives, in Sri Lanka for management consultancy to co-operatives, in Lesotho for handicrafts, and in the Caribbean region for management and consultancy.

During 1974 special requests for documents dealing with co-operative movements totalled 1,459, tenfold the number of requests in 1970. Four numbers of the bulletin Co-operative information, were published during the year. The second Supplement to the bulletin also appeared in three languages.

Two parts of a new co-operative training manual were published in French, one dealing with the characteristics and functions of the co-operative enterprise and the other with a simplified management accounting system for small-scale co-operatives in developing countries.

A study, in English, entitled International financing of co-operative enterprises in developing countries was prepared in collaboration with the International Co-operative Alliance (ICA) and the FAO.

In Panama an ILO expert in popular participation and community development was attached from mid-1973 until 30 September 1974 to UNDP/Special Fund social
institutions development, training and advisory services for rural and community
development and land reform.

In Venezuela an ILO expert in indigenous affairs was attached from mid-1972
until June 1974 to a UNDP/Technical Assistance project on the integration of
indigenous populations of the country. His activities included advising the Government
on the measures to be taken with a view to possible ratification of the
Indigenous and Tribal Populations Convention, 1957 (No. 107).

In Asia a consultant completed his field investigation on the implementation of
tenancy legislation in Pakistan, the Philippines and Thailand.

Two reports, VI (1) and VI (2), on organisations of rural workers and their role in
economic and social development were prepared for and discussed at the 59th Session
of the Conference. Report IV (1) on the same subject was prepared for the
60th Session and sent to member States for their comments.

The ILO contributed to: the Inter-Agency Sixth Report on Progress in Land
Reform, and an ILO official was appointed FAO Consultant for the finalisation of
this report; the work of the United Nations Research Institute for Social Develop­
ment (UNRISD), especially the project on the social and economic implications of
the Green Revolution; and the General Assembly of the European Confederation of
Agriculture.

Studies which appeared during the year included monographs on: co-operative
and agricultural development in Egypt; the colonisation system along the Trans­
amazon road in Brazil; agrarian reform and peasant organisations of Mexico, Bolivia
and Venezuela; and papers and studies on: organisations of rural workers as an
instrument of a policy of reconstruction of the Sahelian region; “Creation of Rural
Development Groups as Instruments of Planning at the Community Level” (which
appeared as an article in the FAO review on training in agriculture); and freedom of
association of agricultural workers in developing countries.

HUMAN RIGHTS AND INTERNATIONAL LABOUR STANDARDS

Seventy ratifications of Conventions by 25 member States were registered in 1974,
bringing the total number of ratifications up to 4,053. Nine of the additional
ratifications concerned the key human rights Conventions; the state of ratification of
these instruments as at 31 December 1974 was as follows:

<table>
<thead>
<tr>
<th>Convention</th>
<th>No. of ratifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)</td>
<td>80</td>
</tr>
<tr>
<td>Right to Organise and Collective Bargaining Convention, 1949 (No. 98)</td>
<td>95</td>
</tr>
<tr>
<td>Forced Labour Convention, 1930 (No. 29)</td>
<td>107</td>
</tr>
<tr>
<td>Abolition of Forced Labour Convention, 1957 (No. 105)</td>
<td>91</td>
</tr>
<tr>
<td>Equal Remuneration Convention, 1951 (No. 100)</td>
<td>83</td>
</tr>
<tr>
<td>Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</td>
<td>84</td>
</tr>
<tr>
<td>Employment Policy Convention, 1964 (No. 122)</td>
<td>49</td>
</tr>
</tbody>
</table>

Some 2,700 reports from governments were processed prior to their examination
by the Committee of Experts on the Application of Conventions and Recommenda­
tions, which met in Geneva from 14 to 27 March 1974. This resulted in the
communication to governments of a total of 1,380 comments relating to metropolitan
as well as non-metropolitan countries (539 of them in the form of observations
contained in the report of the Committee and 841 in the form of requests addressed
directly to governments on behalf of the Committee). The Committee noted 86
instances in 47 countries in which positive measures had been taken by governments to ensure the better application of ratified Conventions.

The Committee of Experts also carried out a general survey, based on reports received from 93 countries under article 19 of the Constitution, on the effect given to the Termination of Employment Recommendation, 1963 (No. 119).

The system of direct contacts was used during the period in the case of Ecuador, where successful discussions took place with the Government regarding 11 Conventions.

In addition to these direct contacts, ILO officials also visited Afghanistan, El Salvador, Guatemala and Nicaragua, with a view to assisting governments in complying with their obligations relating to international labour standards.

Two meetings were organised in 1974, in the series of regional seminars on standards initiated by the Office in 1964 designed for senior government officials directly responsible in their respective countries for the administration of matters concerning the discharge of obligations under the ILO Constitution and relating to international labour Conventions and Recommendations. Eighteen officials from 17 countries of Latin America took part in the seminar held in Buenos Aires (29 April - 10 May 1974); 21 officials from 19 countries of Asia, as well as observers from employers' and workers' organisations of India, attended the seminar held in New Delhi (28 October - 8 November 1974).

A study course attended by 18 workers' representatives from 11 countries on the procedures of adoption and implementation of Conventions and Recommendations and on the role of workers' organisations in that connection was also held, prior to the opening of the Tenth Conference of American States Members of the International Labour Organisation (Mexico City, November-December 1974), for Workers' delegates and advisers to that Conference.

The procedure of review, at the regional level, of problems relating to the application and ratification of international labour standards was continued in 1974, through the examination by the Tenth Conference of American States Members of the ILO, of the general position of these countries in respect of ILO Conventions, with special reference to Conventions relating to freedom of association, minimum wages, labour inspection and indigenous populations. In accordance with established practice, the review was carried out in full consultation with the governments and employers' and workers' organisations concerned.

Within the current programme of systematic evaluation of the ILO's activities, the Office submitted to the Governing Body at its 194th (November 1974) Session, a paper to serve as a basis for its in-depth review of international labour standards. Following examination of the paper by the Programme, Financial and Administrative Committee of the Governing Body, it was decided to set up a working party with the following terms of reference: (i) to review in detail the paper submitted by the Office in the light of the discussion and any further observations that may be submitted by members of the Governing Body; (ii) to identify issues on which governments of States Members should be consulted, and through them representatives of employers' and workers' organisations; (iii) to make recommendations to the Programme, Financial and Administrative Committee.

Freedom of association and other special procedures

Some 75 cases were examined by the Governing Body Committee on Freedom of Association; in 46 of them definitive conclusions were reached by the Committee.

In the important case concerning allegations of infringements of trade union rights in Chile, the Government consented to the referral of the case to the Fact-Finding and Conciliation Commission on Freedom of Association.

In pursuance of a resolution adopted by the Conference at its 59th Session, the Governing Body also decided, at its 193rd Session, to set up Commissions of
Appendix I: Activities of the ILO, 1974

Inquiry, under article 26 of the ILO Constitution, to examine the observance by Chile of the Hours of Work (Industry) Convention, 1919 (No. 1) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), both ratified by that country. Three personalities were designated by the Governing Body to serve as members of both these Commissions. The two Commissions held two meetings in Geneva, one in July 1974, and a second one in October 1974, during which representatives of the parties concerned and witnesses were heard. The Commissions then visited Chile from 28 November to 18 December 1974 in order to complete their investigation into the matters submitted for their consideration.

An interim report of the two Commissions was prepared for submission to the Governing Body at its 195th (February-March 1975) Session.

Further to a complaint of infringements of trade union rights submitted by the Lesotho General Workers' Union against the Government of Lesotho, the Governing Body had decided (189th Session, February-March 1973), in accordance with the procedure in force and with consent of the Government, to refer the case to the Fact-Finding and Conciliation Commission on Freedom of Association. The Chairman of the Commission carried out a visit to Lesotho in January 1975 and an interim report on the matter was submitted to the Governing Body at its 195th (February-March 1975) Session.

Discrimination

The Tenth special report of the Director-General on the application of the Declaration concerning the policy of "apartheid" of the Republic of South Africa was submitted in English, French, Spanish, Russian and German to the Conference at its 59th (1974) Session.

An article on discrimination and the promotion of equality of opportunity in respect of older workers was published in the October 1974 issue of the International Labour Review.

The Office was represented at the United Nations seminar on the promotion and protection of human rights of national, ethnic and other minorities (Ohrid, Yugoslavia, 25 June - 8 July 1974) and contributed a paper on the various ILO Standards for the protection of human rights and non-discrimination for minorities in labour matters.

TECHNICAL CO-OPERATION

The tendency towards a decrease in the volume of expenditure on technical co-operation, which began in 1972 ($35.8 million compared with $37.9 million in 1971) and became almost stable in 1973 ($35.7 million), was reversed in 1974 ($39.5 million), exceeding the highest level reached in 1971 and showing an increase of over 10.6 per cent in relation to 1973. As regards sources of finance, the Regular Programme dropped somewhat ($1.2 million as against $1.4 million in 1973) and the UNDP went up by 2.4 per cent ($29.5 million as against $28.8 million in 1973). On the other hand, bigger increases were recorded in 1974 as compared with 1973 (about 63 per cent) for programmes financed from other sources (multi-bilateral funds, UNFPA and trust funds proper). By area of activity, human resources development came first, followed by employment planning and promotion, social institutions development and conditions of work and life. The regional distribution was, in order, Africa, Asia, America, inter-regional projects, the Middle East and Europe.

The ILO took part in the preparation of 27 country programmes, which were submitted to the UNDP Governing Council in 1974. The ILO also participated in the preparation of UNDP country, inter-regional and global programmes. UNDP allocations approved for 47 large-scale projects, as well as for small-scale projects, totalled approximately $26 million (excluding government counterpart contributions in local currency).
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In pursuance of the general policy for securing more effective tripartite participation in the technical co-operation programme of the ILO, the UNDP Administrator and the Director-General of the ILO reached an agreement on the participation of employers' and workers' organisations in the UNDP-financed projects executed by the ILO. The text of the UNDP/ILO Agreement was circulated by the Administrator and the Director-General to the UNDP Field Offices and to all concerned within the ILO for appropriate action.

Inter-agency activities continued to develop. The ILO either participated in, or was the executing agency for, projects with the United Nations, UNDP, Economic Commission for Western Asia (ECWA), FAO, UNIDO, UNESCO, ICAO and WHO during 1974.

Under the ILO programme financed by the UNFPA, six new regional advisers were appointed, three in the Middle East (workers' education and population, co-operative education and population, activities relating to population matters in workers' health and welfare services, including guidance for employers), two in Latin America (workers' education and population, co-operative education and population) and one in Africa (guidance for employers on population questions). Eight regional or sub-regional seminars were organised on workers' education and population questions (Costa Rica, Egypt, Philippines), guidance for employers on population questions (Lebanon), co-operative education and population questions (United Republic of Cameroon, Kenya), the management of family planning programmes (Singapore), and workers' health and welfare services in family planning (Tunisia).

A special edition of the Bulletin of Labour Statistics, also financed by UNFPA, and containing a number of tables and charts analysing the size and characteristics of the world labour force up to the year 2000, was published to mark the ILO's contribution to the 1974 World Population Year.

Three technical co-operation projects to assist governments in improving their labour statistics were completed in 1974: in Sudan, where the project established a system of data collection and processing, particularly by means of bi-annual establishment surveys; in Iran, where assistance was given on the formulation and implementation of a general programme of labour and manpower statistics designed to meet current and long-term needs in the field of economic and social planning; and in Gambia where a quarterly establishment survey of employment, earnings and hours of work was organised and steps for a new series of consumer price index numbers were finalised.

The ILO continued to participate in the United Nations Volunteer Programme and volunteers were sent to the following countries: Ghana, Indonesia, Iran, Jamaica, Swaziland, Togo and Yemen.

Following the joint policy statement (July 1973) concerning action by the ILO and UNIDO to meet the needs of the least developed countries, with special emphasis on small-scale industries, the Director-General of the ILO and the Executive Director of the UNIDO gave precise instructions to their staff, both at headquarters and in the field, to ensure that projects of common interest were the subject of the maximum consultation, co-operation and co-ordination from the initial stages of the processes of programming, preparation, formulation and implementation.

The ILO played an active part in two seminars organised under the auspices of UNICEF and concerning pre-vocational training for adolescents either in or out of school (USSR, 30 participants from developing countries in Africa and Asia), and basic and non-formal education (Nairobi, with the participation of UNESCO). At the request of UNICEF, the Office also furnished technical advice on pre-vocational training projects for young people and participated in seven meetings on UNICEF regional programmes as well as the annual meeting of the UNICEF Executive Board. An adviser was appointed in 1974 to represent the ILO at UNICEF headquarters.

Co-operation between the ILO and the World Bank was maintained. A joint meeting on rural development was held in 1974, with the participation of the FAO,
and top-level consultations took place in June 1974 with a view to ensuring closer co-ordination in the technical co-operation programmes of the two organisations. The ILO also participated in a certain number of missions organised by the World Bank to evaluate applications for loans in the field of technical education.

The multi-bilateral programme was intensified in 1974. The main donating countries were, Canada (CIDA), Denmark (DANIDA), Finland, the Federal Republic of Germany, Japan, Norway (NORAD), Sweden (SIDA) and Switzerland. The projects financed by these countries covered the main areas of ILO activities, with special emphasis on the World Employment Programme, co-operative development, human resources development and workers' education. The same countries, together with the Netherlands and Belgium, also participated in the ILO's technical co-operation programme by sending 66 associate experts.

Altogether, 1,146 experts from 72 countries undertook 1,230 assignments in 1974. The geographical distribution of these assignments was as follows: 550 in Africa, 219 in the Americas, 302 in Asia, 50 in Europe, 86 in the Middle East and 23 inter-regional. During the year 1,406 fellowships and study grants were provided for individual study abroad.

MAJOR REGIONAL MEETINGS

European Regional Conference

The Second European Regional Conference of the ILO was held in Geneva from 14 to 23 January 1974. It had the following items on its agenda: Report of the Director-General; manpower aspects of recent economic developments in Europe; and income security in the light of structural change.

The Conference adopted a resolution and a number of recommendations for national and international action concerning the two technical items on its agenda. In regard to employment, discussion centred on the need for the countries of Europe to develop new comprehensive employment policies to cope with the effects of accelerating structural and technological change, mounting inflationary pressures, the energy crisis and mass migration. The Conference spelled out a number of areas in which it was felt the ILO should undertake activities in the future.

In regard to income security, it was noted that, although structural changes had frequently furthered economic growth and social progress, that trend had also contributed to the emergence of new inequalities and had threatened the incomes of some groups of workers. The Conference agreed on a number of joint means for action by European countries and made recommendations concerning action by the ILO in a number of specific fields.

The Conference also adopted two resolutions on questions not included in the agenda, the first concerning regional action for the ILO in Europe, and the second concerning freedom of association and industrial relations in Europe.

Asian Advisory Committee

The Sixteenth Session of the Asian Advisory Committee was held in Kuala Lumpur from 2 to 10 May 1974. It has on its agenda human resources development in rural areas with special emphasis on questions of income and conditions of work and life of agricultural workers in the context of the Asian Manpower Plan; and the role and effectiveness of labour ministries in Asia.

The Committee considered that training programmes should go hand-in-hand with the development of the rural infrastructure, rural institutions and land reform.

As regards the role of labour ministries in Asia, the Committee felt that it was most important for them to change from the regulative traditions of the past to a more active participation in all aspects of economic and social development, including employment promotion.
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Conference of American States Members of the ILO

The Tenth Conference of American States Members of the ILO was held in Mexico City from 26 November to 5 December 1974. It had the following items on its agenda: Report of the Director-General; improvement of the conditions of life and work of peasants, agricultural workers and other comparable groups; strengthening and furthering of tripartite co-operation.

The Conference adopted, under the title "The Mexico City Declaration", a detailed series of conclusions and recommendations on the second agenda item together with eight resolutions concerning the strengthening of tripartite co-operation, the intensification of ILO activity to further tripartism within the region, human and trade union rights, the role of international labour standards in the region, social development and employment in the Americas, social and labour aspects of Latin American integration, migrant workers and ILO activities in favour of women.

There was general support in the Conference for the ILO’s standard-setting activities, but it was felt that several outmoded instruments should be brought up to date and that care should be taken to avoid drafting over-detailed and consequently inflexible instruments.

Attention was drawn to the lack of full freedom of association in certain parts of the region and to the potential negative side-effects of the activities of multinational corporations.

Tripartism was felt to be well-established in the region but governments were recommended to establish additional tripartite bodies at the national and regional levels whose activities would include the monitoring of the application of ILO standards in their respective areas.

INDUSTRIAL ACTIVITIES

Preparatory Meeting for Civil Aviation

The Preparatory Meeting for Civil Aviation was held in Geneva from 3 to 10 October 1974, convened by the Governing Body for the purpose of identifying social and labour problems in civil aviation and the scope for ILO action in this field.

After a general discussion of the present situation in air transport the Meeting reviewed the particular problems of the main categories of civil aviation employees: ground personnel, air traffic services personnel and flight personnel. It picked out a number of priority problems and made suggestions for ILO action, which were set out in the conclusions adopted by the Meeting.

The conclusions called for the convening of a Tripartite Technical Meeting for Civil Aviation and the Governing Body has since decided that such a meeting should be included in the Programme of Industrial Activities for the biennium 1976-77. Finally, having noted that a number of ILO instruments were applicable to civil aviation workers and that the important instruments regarding the protection of trade union rights, the labour-management relations system and the combating of discrimination were not applied in all States Members of the ILO, the Meeting expressed the view that the standards embodied in these instruments should be effectively applied by all member States.

Meeting of Experts on Hours of Work and Rest Periods in Road Transport

The Meeting of Experts on Hours of Work and Rest Periods in Road Transport, convened by the Governing Body in response to a recommendation made by the Inland Transport Committee at its Ninth Session (April-May 1972), was held from 21 to 30 October 1974. The Committee found that the Hours of Work and Rest Periods (Road Transport) Convention, 1939 (No. 67), had not justified the hopes placed in it and, under present conditions, must be considered out of date. Accordingly, the Meeting of Experts examined all the problems covered by Conven-
Appendix I: Activities of the ILO, 1974

An article entitled "Socio-economic and labour aspects of pollution control in the chemical industries" was published in the International Labour Review (September 1974).

Maritime workers

A session of the Joint FAO/ILO/IMCO Meeting of Consultants on Safety on Board Fishing Vessels was held at IMCO headquarters in London in February 1974. The main purpose of the Meeting was the consideration and adoption of Part B ("Safety and health requirements for the construction and equipment of fishing vessels") of the Code of Safety for Fishermen and Fishing Vessels, of which Part A ("Safety and health practice for skippers and crews") was published by the ILO in 1970. The Consultants based their discussion on a draft of Part B of the Code of Safety, prepared by IMCO in consultation with the FAO and the ILO, and embodying the contributions of these organisations to the Code. It will be published by IMCO in due course. The Consultants also agreed on certain amendments to Part A of the Code, which is shortly to be reprinted.

Non-manual workers

The Seventh Session of the Advisory Committee on Salaried Employees and Professional Workers was held in Geneva from 17 to 27 September 1974. The Committee adopted two series of conclusions and resolutions on the two technical items on its agenda, namely conditions of work and life of employees in commerce and offices, and problems and opportunities of employment and re-employment of older employees in commerce and offices. The conclusions adopted on the first item related to remuneration, hours of work and weekly rest, flexible working hours, holidays and leave, part-time work and temporary work, hygiene and safety, the problems of women and young employees and co-operation between employers and workers and their organisations in order to settle these questions. The Committee also adopted resolutions asking that the scope of ILO statistical surveys be widened in respect of employees in commerce and offices, that the application to this category of workers of certain ILO instruments concerning conditions of work should be the subject of an ILO study, and that the ILO should devote greater attention to questions of safety and health in this sector. As regards the problems of older workers, the Committee emphasised in its conclusions the need to combat prejudices against the employment or re-employment of older workers and the role that can be played in this respect by public employment services in co-operation with organisations of employers and workers.

The Advisory Committee also adopted resolutions calling on the ILO to study the effects of inflation on the retirement pensions of employees in commerce and offices and to continue studies on the problems of older workers, particularly in developing countries, and resolutions concerning ILO activities related to salaried employees and professional workers, the ILO programme of activities on multinational enterprises in the areas covered by the terms of reference of the Advisory Committee, and handicapped workers.

The Second Tripartite Technical Meeting for Hotels, Restaurants and Similar Establishments was held in Geneva from 26 November to 6 December 1974. It adopted conclusions relating to the conditions of work and life of migrant and seasonal workers employed in this sector and to the training of managers and workers. In its conclusions on the first item, the Meeting asked that the conditions of
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employment of migrant and seasonal workers be equivalent to those of national and permanent workers. Concerning vocational training, the Meeting recommended that States should adopt comprehensive training policies and programmes covering both vocational guidance and initial and on-the-job training, in close collaboration with employers' and workers' organisations and with training experts. It adopted resolutions requesting the ILO to intensify its technical co-operation activities in the tourist industry and to ensure that the principles of tripartism are duly applied in these activities.

The Meeting also adopted resolutions concerning future action of the ILO in this sector, the application of the Conventions concerning freedom of association, and safety, health and welfare.

A study on the conditions of employment and work of highly skilled scientific and technical personnel, Les conditions d'emploi et de travail du personnel scientifique et technique hautement qualifié, was published in French.

An article entitled "Intellectual workers and their work in social theory and practice" appeared in the April issue of the International Labour Review.

The ILO took part in preparing the recommendation concerning the status of research scientists which was adopted by the General Conference of UNESCO at its 1974 Session.

INTERNATIONAL INSTITUTE FOR LABOUR STUDIES

During 1974, 341 persons from 59 countries and territories participated in educational activities organised by the Institute.

Two international study courses were held in Geneva during the year, one in English, on labour and social policy, and the other on active labour policy development (an ILO internship study course) in English and Spanish. They were attended by 60 participants from government departments, trade unions, employers' organisations and universities. The major topics covered in the courses were economic and social change, labour and population policy, institutions and organisations, and industrial relations. The internship course dealt particularly with the role of the ILO in shaping labour and social policy, and in both courses the role of the ILO World Employment Programme in expanding employment opportunities was examined.

Educational activities were organised in Latin America, Africa, South East Asia and the South Pacific in 1974. A series of activities was carried out in Latin America for 116 participants from the region. A seminar on labour and population was organised in Lima with the financial support of UNFPA for participants from 13 Latin American countries and was designed to give participants an opportunity to widen their knowledge and deepen their understanding of the labour and social aspects of demographic problems and policies at the international, regional and national levels. Participants from 11 Latin American countries took part in a seminar on participation in development held in Quito and Lima; organised with UNDP funds, the seminar examined questions relating to the active participation of various sectors of the population in the process of economic and social development and gave participants the opportunity to observe actual experience in this field. A national seminar was organised in Mexico for a tripartite group of 26 participants to demonstrate the use of simulation for educational purposes, particularly in the field of planning. The computer-linked exercise developed by the Institute was used to simulate the process of economic planning, manpower planning and educational and social planning for a typical developing country.

A decision-making exercise on in-plant industrial relations, developed by the Institute and tested in several of its educational activities during the past few years, was presented to tripartite national groups in Australia, Ecuador, Ghana, Nigeria and Peru. A total of 117 persons took part in the exercise, which was designed to show how the three groups could work together to solve industrial relations problems and
Appendix I: Activities of the ILO, 1974

to present an educational method which, with appropriate adaptation, can be integrated into a wide variety of leadership training programmes.

At the request of the Ministers of Labour of the South Pacific region, the Institute organised in Fiji, with financial support from the Australian Government, a seminar on social policy problems of development for a tripartite group of 22 participants from island countries and territories in the region. The seminar examined major labour and social problems facing the islands and possible approaches to their solution. An analysis of the experiences of island economies in the Caribbean and the possible relevance of such experience to the South Pacific was included in the seminar programme.

A South-East Asia Regional Workshop on Employment, Development and Social Policy held in Kuala Lumpur brought together 27 participants from government departments, trade unions, employers’ organisations and universities from Indonesia, Malaysia, the Philippines, Singapore and Thailand. Financed mainly by a grant from NORAD the Workshop sought to make the participants aware of the complexities of national policy choices, to stimulate more attention on the part of the groups taking part in this activity to the critical issues of employment policy and to promote further studies of these issues.

A national seminar on workers’ participation in management was held in Adelaide for 29 participants interested in industrial relations from government, trade unions, employers’ organisations and universities at the state and national level in Australia. A comparative approach was used in the seminar, based on the country studies prepared for the Institute’s research project on workers’ participation.

Within the framework of the programme for the promotion of labour studies, 17 young academics from Africa, Asia, Latin America, the Middle East and Oceania spent several months at the Institute carrying out teaching and research assignments for Institute educational activities and research projects. Five scholars from academic and research institutions in Argentina, Australia, Mexico and New Zealand as well as three staff members of inter-governmental institutions collaborated with the Institute in some of its educational and research activities.

Research activities included a conference on urban labour markets in developing countries and a symposium on trade unions and development. The focus at the first of these was on the behaviour of households as suppliers and users of labour and employers in both the modern and traditional sectors of the urban economy. The symposium on trade unions and development was the culmination of a research project jointly sponsored by the Institute and the Latin American Social Science Research Council (CLACSO). Studies on Argentina, Bolivia, Brazil, Chile, Colombia, Mexico, Peru and Central America were prepared for discussion at the symposium.

Two major research projects were completed during the year. The results of the international comparative research project on workers’ participation in management were published in the Institute’s Bulletin, the 11th and 12th issues of which appeared during the year. A full report is to be published in book form.

The results of the research project on strategic factors in industrial relations in the metal industries are to be published in the Bulletin No. 13, and a fuller account issued in the Institute’s new research series.

Three new volumes in the Institute’s series were published during the year, one in English and two in French: Rural protest: peasant movements and social change; Progrès économique dans le tiers monde; and Expériences en vue d’une organisation plus humaine du travail industriel. A French edition of Transnational industrial relations and a Spanish edition of The labour market and inflation, both previously published in English, were also published.

The membership of the International Industrial Relations Association (for which the Institute acts as secretariat) increased during the year as a result of the admission of a national association in Chile; research institutions in Costa Rica, Finland, New
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Zealand and Venezuela; and individual members in several countries. The first Latin American regional meeting of the Association was organised in Buenos Aires by the Industrial Relations Association of Argentina.

INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING, TURIN

Thirty-nine training programmes and 10 seminars were organised by the International Centre for Advanced Technical and Vocational Training in Turin in 1974, with a total number of 1,105 participants. By the end of 1974, 7,737 training officials, senior and middle-level managers in private and public industrial, agricultural and commercial enterprises, trade union leaders, vocational training instructors and technologists from 143 countries and territories had taken part in courses and seminars.

The 1974 programme was characterised by an expansion of the range of services offered by the Centre to developing countries.

One of the major features of the Centre’s activities was the increase in the number of “tailor-made” programmes implemented at the request of an organisation or a government to meet specific needs. A heavy demand for “tailor-made” technical instructor programmes resulted in the organisation of training methodology programmes for Botswana, Iran and the Libyan Arab Republic; they were given in English, Farsi, and Arabic. A preparation programme on the role of group supervisors was also organised, in French, for participants from Mauritanian iron mining corporations.

At the request of Italian organisations the Centre started a series of advanced instructor training programmes in Italian.

Other training programmes were conducted for training officials, in English, on management of industrial training for Iran and on training methodology for professors of higher technical education centres from Greece.

Another new development was the organisation of the first programme on audiovisual aids technology, in Spanish, for 27 instructors and technicians from 12 Latin American countries.

In order to meet urgent requests from the Federation of Industries of the State of Rio Grande do Sul, Brazil, and from the Brazilian National Organisation for Tourism, the Centre, with financial support in the form of fellowships from these organisations, undertook a series of management programmes on general management for top executives and on tourism management and methodology for senior managers from tourism organisations and directors of tourism departments of Brazilian universities.

The Centre continued to organise specific courses at the request of bilateral assistance programmes. A programme on hotel management, financed by French bilateral assistance, was organised for tourism officers and hotel managers from 6 French-speaking countries of Africa south of the Sahara. In the field of training methodology, 20 fellowships were attributed to Iranian instructors by the Italian bilateral aid programme, which also financed a management programme for 14 Libyan training officials.

Three management programmes were run, in French, for African trade union leaders, covering financial and accounting management and personnel management and job evaluation in the enterprise.

Following the decision of the Director-General of the ILO, in January 1973, to entrust to the Centre the administration of all vocational training and advanced management training fellowships within projects financed by the UNDP and executed by ILO, the Centre implemented 278 external fellowship programmes of an average duration of 5 months. These fellowships were in some cases, but not necessarily, connected with the Centre’s programmes; in all cases they included in-plant training
programmes organised by the Centre at the request of governments and chiefs of projects.

The Centre continued to provide assistance in the organisation of short courses and seminars in the field: in Brazil, on tourism marketing and on executive development; in Mexico, on industrial relations; and in Malaysia, on materials management and on group technology.

A new feature was the organisation, in Uganda, of a training course on job evaluation for the benefit of a task force from 5 different industries in Uganda. This involved training and advice to teams responsible for the implementation of a job evaluation system in the industries concerned.

In addition, contributions were made by Faculty members to 12 seminars and programmes organised by other institutions, mainly in European countries.

In conjunction with the ILO, within the framework of the World Employment Programme, and as a contribution for the International Women's Year, the Centre organised a seminar on the role and influence of education and training in employment and career opportunities for women in Europe. This seminar, which followed a similar seminar organised by the Centre in 1971, provided an opportunity for specialists from 14 Eastern and Western European countries to review the present situation in Europe and make proposals for equal educational opportunities and for full employment.

The ILO and the Centre have taken steps to establish a forum which would give ILO field and Centre specialists an opportunity to exchange ideas and experiences on the improvement of technical co-operation activities in the field of human resources development. The first two in a series of workshops were organised at the Centre in an effort to identify problem areas and to make proposals.

Within the framework of its research activities in collaboration with UNESCO, the Centre published the results of the research projects on the introduction and adaptation of programmed learning in developing countries. These studies show that programmed instruction can be successfully applied to technical and vocational training in developing countries provided it is closely linked to practical exercises and directly related to work to be done. To complement these studies, a research project, financed by UNESCO, was undertaken on the cost of programmed instruction and, as part of this project, two seminars were organised at the Centre.

Among the projects entrusted to the Centre by the ILO is one on the effect of group production on the humanisation of work. This study, which will include a seminar, focuses on the social aspect of group production, particularly the possible increased job satisfaction which may result from a re-structuring of a work task and work organisation.

Faculty members completed research projects covering: syllabus design in management training; production management techniques; and technological adaptation for developing countries.

In response to the pressing demand, particularly from developing countries, for prompt information, documentation, advice and guidance on up-to-date methods and materials on educational technology, the Centre is establishing, under contract with the ILO, an advisory service on educational technology. The service will be fully operational by July 1975.

A programmed learning text entitled How to prepare an operating budget was published by the Centre in conjunction with a publisher in the United Kingdom. A further text, of a similar kind, How to read an operating statement, has been submitted for publication, together with two other books on Personnel selection techniques for developing countries and Electric arc welding. Like all texts written for publication, each has been used and tested in Centre programmes.

As an extension of the policy of producing training aids for developing countries, training packages were prepared for use in programmes or for distribution outside the
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Centre. Two training packages on “Heat treatment of steel” and “Decision making for production managers” were completed and six other packages were started under contract with the ILO.

An individual study kit entitled “Introduction of migrant workers to mechanical maintenance as applied in industry in industrialised host countries” was produced under contract with the EEC. This study kit comprising 50 booklets, was tested at the Centre with Italian workers preparing to emigrate to other industrialised countries in Europe.

In 1974, the Board of the Centre endorsed with appreciation the text of the Agreement concluded on 26 April 1974 between the Government of Italy and the ILO. Under this agreement, Italy’s annual contribution to the Centre for the forthcoming five years would be $2.2 million. This is based on the assumption that financing from other sources would amount to at least $4.8 million per year. The revised budget for the academic year 1974-75 amounts to $7.8 million; it is substantially covered by contributions in the form of fellowships or contracts from the ILO, the UNDP and the Italian Government.

MISCELLANEOUS

The Social and Labour Bulletin, a new periodical, has been published by the Office. It is designed to provide governments, employers’ and workers’ organisations, universities and all those interested in social and labour affairs, with information on a regular basis on significant recent developments in these fields.

The first number, with a printing run of 6,000 copies in English and 3,500 in French, appeared in September 1974. The demand was such that it necessitated an increase in credits for the second number, December 1974, the printing run being 7,000 in English and 4,000 in French.

The 1974 edition of the Year Book of Labour Statistics and four quarterly issues of the Bulletin of Labour Statistics were published, the second of which contained results of the 1973 October survey on wages and retail prices.

A second volume on household income and expenditure statistics covering countries of Asia, Africa and Latin America, and presenting in standardised tables data drawn from household income and expenditure surveys conducted during 1960-72, was published in 1974.

The ILO contribution to the Mid-term review and appraisal of the United Nations Second Development Decade (“Mid-term review of progress in the labour and social sectors in developing countries”) was prepared and transmitted to the United Nations.

The evolution of the world situation with regard to energy, raw materials and prices was kept under close and permanent scrutiny. A study on “The oil crisis and perspectives for labour in the developing countries of the ECAFE Region” was submitted to the Inter-governmental Meeting on the Impact of the Current Energy Crisis on the Economy of the ECAFE Region (Bangkok, 25 February - 4 March 1974), and several reports on the world situation were submitted to the Governing Body.

Several documents were produced on social indicators and submitted to various inter-organisation meetings (OECD, UNESCO).
APPENDIX II

ACTION TAKEN ON THE RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 54th TO 59th SESSIONS

The International Labour Conference adopted unanimously at its 46th (1962) Session a resolution inviting the Governing Body to request the Director-General to include each year in his Report to the Conference a chapter setting out the steps taken to give effect to resolutions adopted at previous sessions and the results achieved. In pursuance of a decision taken by the Governing Body at its 152nd (June 1962) Session, the Director-General’s Report to the Conference regularly includes an appendix reviewing the implementation of resolutions adopted by the Conference over the previous five years.

The present appendix provides information on steps which have been taken in 1974 to give effect to the resolutions adopted by the Conference at its 54th to 59th Sessions. Thus, information given in previous years is generally not repeated; and some of the resolutions adopted are not mentioned here because the action taken on them has been completed and described in the Director-General’s Report to previous sessions of the Conference.

TRIPARTISM

Resolution concerning the Strengthening of Tripartism in the Over-All Activities of the International Labour Organisation (56th (1971) Session)

The resolution invited the Governing Body: to consider all measures necessary to ensure that the tripartite structure is fully effective in respect of the entire range of the ILO’s activities; to give particular attention to the full integration of all types of ILO activities in order that, in particular, standard-setting activities and technical co-operation become mutually reinforcing on the basis of tripartite elaboration, implementation and control; to request the Committee of Experts on the Application of Conventions and Recommendations to examine the question of whether equality of representation between workers and employers is being accorded in tripartite bodies where this is provided for in international labour instruments, and to consider the measures which the ILO could take to ensure implementation of article 23, paragraph 2, of the Constitution; and to recommend to governments that they consult the most representative organisations of employers and workers before finalising replies to ILO questionnaires relating to items on the agenda of the Conference. It further invited the Governing Body to request the Director-General to remind governments of their obligation to send tripartite delegations to the General Conference and the regional conferences, to request them, when communicating the
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credentials of members of national delegations, to state which employers' and workers' organisations were consulted, and to examine to what extent and for what reasons member countries were not fulfilling their obligations to send tripartite delegations to ILO conferences. With regard to technical co-operation, the resolution invited the Governing Body to consider the possibility of instituting a tripartite supervisory and inspection system for technical co-operation programmes and projects, and requested that the Director-General ensure that employers' and workers' organisations are fully associated with the recruitment of experts.

At its 188th (November 1972) Session, the Governing Body adopted 12 conclusions and recommendations on measures to be taken at the international, regional and national levels for securing more effective tripartite participation in the ILO's technical co-operation programme. In February 1973, in accordance with the decision of the Governing Body, the Director-General communicated the text of the conclusions and recommendations to the governments and international organisations concerned, drawing their attention to the questions that might call for action on their part. Moreover, instructions were given to out-posted staff to send quarterly reports to headquarters with detailed information on the measures they had taken or intended to take to implement the conclusions and recommendations. An initial report, prepared mainly from the information received from offices in the field, was submitted to the Governing Body at its 191st (November 1973) Session. A second report, containing in addition an analysis of the replies from governments, was submitted to the Governing Body at its 194th (November 1974) Session. The Governing Body decided that information on the application of methods designed to promote tripartite participation in the ILO's technical co-operation programme should be supplied to it at its 197th (November 1975) Session.

At its 191st (November 1973) Session the Governing Body approved the setting up of tripartite teams within the framework of each of the regional advisory committees for evaluating ILO technical co-operation activities in one or more countries of the regions in question, having regard to the objectives of the Organisation and, in particular, to the principle of tripartite participation in all phases of such activities. The first tripartite evaluation is to take place at the Sixth Session of the African Advisory Committee, which is expected to be held in the second half of 1975. The conclusions will be submitted to the Governing Body at its 197th (November 1975) Session through the Committee on Operational Programmes.

In relation to standard-setting, this resolution continues to add impetus to the ILO's efforts to increase the role played by workers' and employers' organisations in the implementation of ILO standards. Measures proposed to this end by the Committee of Experts on the Application of Conventions and Recommendations, and action taken by the Office, have been fully described in the Director-General's Reports to the 58th (1973) and 59th (1974) Sessions of the Conference.

The Committee of Experts is continuing to follow attentively developments in ensuring a closer participation of employers' and workers' organisations in the implementation of ILO standards. In 1974 the Committee was able to note that, following the measures taken in the light of its recommendations, there was an appreciable number of instances in which employers' and workers' organisations participated in the work of supervision by sending in observations on the way in which governments complied with their obligations under ILO standards. (For further details, see Report of the Committee of Experts on the Application of Conventions and Recommendations, Report III (Part 4A), International Labour Conference, 59th Session, 1974, paras. 43-51.)

In the letter sent to governments in August 1974 inviting replies to the questionnaire in the Office report on the establishment of national tripartite machinery to improve the implementation of ILO standards, governments were reminded of the recommendation contained in the resolution that they consult the most representative

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organisations of employers and workers before finalising replies to the questionnaire. The letter of convocation for the 60th (1975) Session of the Conference also referred specifically to the provisions of the resolution concerning the tripartite composition of delegations to the Conference, and requested governments to supply the information asked for in the resolution when communicating the credentials of Employers’ and Workers’ delegates. Similar references were inserted in the letters of convocation for the Tenth Conference of American States Members of the ILO, the Seventh Session of the Advisory Committee on Professional Workers and Salaried Employees, and the Second Tripartite Technical Meeting for Hotels, Restaurants and Similar Establishments. A resolution on the strengthening and furthering of tripartite co-operation was adopted by the Tenth Conference of American States Members of the ILO.

Finally, it should be recalled that an item relating to the establishment of national tripartite machinery to improve the implementation of ILO standards has been placed on the agenda of the 60th (1975) Session of the Conference.

Resolution concerning the Financing of Expenses of Delegations to the International Labour Conference (59th (1974) Session)

In this resolution the Conference requested the Governing Body to expedite the examination of the possibilities of facilitating progressively the effective participation of tripartite delegations from member States through partial or full payment by the International Labour Organisation of travel costs and subsistence allowance.


When it met in November 1974 the Working Party held a full exchange of views on a paper submitted by the Director-General which provided statistical information and reviewed previous discussions of the subject by ILO bodies; the practice of other organisations; the cost implications of different suggestions for financing travel expenses of Conference delegations and other financial considerations; and the constitutional implications of such suggestions. On the recommendation of the Working Party, which felt that it needed certain further information to help it in continuing its examination of the subject, the Governing Body requested the Director-General to ask the governments of all member States to supply, in time for submission to the Working Party at the 195th (February-March, 1975) Session of the Governing Body, information on the actual costs which they had incurred in sending delegates and advisers to recent sessions of the General Conference, on the number of such participants who had borne their own costs and, where applicable, on the obstacles standing in the way of a broader participation in the Conference; and to submit to the Working Party at the 195th Session of the Governing Body information on what amendments to the ILO Constitution might be appropriate if it were decided to recommend that the Organisation participate in financing the expenses of the Conference delegations.

Resolution concerning Freedom of Speech of Non-Governmental Delegates to ILO Meetings (54th (1970) Session)

This resolution affirmed the importance the Conference attaches to the complete safeguarding of the right of Employers’ and Workers’ delegates to the Conference and of members of the Governing Body to express themselves freely, both during and subsequent to the discharge of their duties, on questions within the competence of the ILO.
At its 181st (November 1970) Session the Governing Body authorised the Director-General to communicate this resolution to the governments of member States and to employers' and workers' organisations. As requested by the Governing Body, the Director-General, in so doing, drew the attention of member States to the fact that the resolution records the understanding of the Conference of the scope of the obligations deriving from article 40 of the Constitution on the matter at issue, as part of the body of constitutional practice of the Organisation.

The terms of the resolution are now recalled in the Note for Delegates which is published in the Provisional Record at the beginning of every session of the Conference.

HUMAN RIGHTS

Resolution concerning Trade Union Rights and Their Relation to Civil Liberties (54th (1970) Session)

The action taken on this resolution, which, inter alia, enumerates a number of civil liberties considered by the Conference as essential for the normal exercise of trade union rights, has been described in the Director-General's Reports to previous sessions of the Conference, in particular to the 58th (1973) Session.

The importance of the resolution is witnessed by the fact that the principles enunciated therein are now frequently invoked by the ILO's regular supervisory bodies and by the bodies set up to investigate alleged infringements of trade union rights.

In response to a request contained in operative paragraph 15 of the resolution, a study on "Protection against acts of anti-union discrimination" was completed in 1974.

Resolution concerning Apartheid and the Contribution of the International Labour Organisation to the International Year for Action to Combat Racism and Racial Discrimination (56th (1971) Session)

This resolution appealed to member countries to ratify and apply the International Convention on the Elimination of All Forms of Racial Discrimination as well as the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). It condemned the continued suppression of human and trade union rights in several countries and called for the release of all persons imprisoned for their trade union or political activities. Member countries were urged to intensify their efforts to secure the elimination of apartheid, and the Governing Body was invited to request the Director-General, inter alia, to disseminate information about apartheid as widely as possible, and to submit proposals for dealing with the various forms of racial discrimination other than apartheid.

As was recalled in the Director-General's Report to the 59th (1974) Session of the Conference (Action of the ILO: problems and prospects), the action taken or envisaged on this resolution was described in detail, in Part 2 of the Director-General's Report to the 57th (1972) and 58th (1973) Sessions of the Conference. Implementation of the resolution continued along the same lines in 1974 and included, in particular, the publication in English, French, Spanish, Russian and German of the Tenth special report of the Director-General on the application of the Declaration concerning the policy of apartheid of the Republic of South Africa. In addition, the Ninth and Tenth Special Reports on Apartheid have been translated into Afrikaans and the Tenth Special Report into Zulu with a view to their distribution inside South Africa.

Resolution concerning the Policy of Colonial Oppression, Racial Discrimination and Violation of Trade Union Rights Pursued by Portugal in Angola, Mozambique and Guinea-Bissau (57th (1972) Session)

This resolution invited the Governing Body of the International Labour Office to instruct the Director-General: (a) to ensure the widest possible dissemination, in the
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areas of Angola, Mozambique and Guinea-Bissau still under Portuguese rule, of information and documentation on the exercise of civil liberties and trade union rights; (b) to submit at a forthcoming session of the Conference proposals concerning a programme of ILO assistance in various fields to the people of Angola, Mozambique and Guinea-Bissau.

It also invited the Governing Body of the International Labour Office to examine at its 188th (November 1972) Session the most appropriate ways of enabling representatives of Angola, Mozambique and Guinea-Bissau, which are associate members of the Economic Commission for Africa, to participate in ILO meetings and, in particular, in ILO African regional conferences.

The Governing Body at its 188th Session had instructed the Director-General to ensure with all means the widest dissemination in the areas of Angola, Mozambique and Guinea-Bissau—as far as possible in the language of the areas—of information and documentation on the exercise of civil liberties and trade union rights. Accordingly, a statement of the trade union rights and civil liberties upheld by the ILO and of the information available concerning the exercise of trade union rights and civil liberties in Angola, Mozambique and Guinea-Bissau has been printed and is being given the widest dissemination in English, French, Portuguese and Swahili. Consultations have been initiated with the Organisation of African Unity (OAU) concerning the possibility of translating the statements into other languages.

As regards the material and moral assistance extended by the ILO to the peoples of the colonial territories and to their national liberation movements, the ILO has reserved a certain number of fellowships for them at the International Centre for Advanced Technical and Vocational Training in Turin. In addition, the OAU was invited to make proposals concerning the awarding of these fellowships to applicants from African colonial territories, and liberation movements recognised by the OAU have been given information on courses organised at the Turin Centre. Furthermore, the Advisory Board of the African Regional Labour Administration Centre (CRADAT) is considering the possibility of providing training for persons from African colonial territories. The ILO has placed at the disposal of the OAU the services of a management expert to undertake a study and draw up a report on the improvement of the organisation and running of the OAU's office which deals with the placement and education of African refugees, and to take part in the discussion of this report at a subsequent meeting on the question. At the beginning of 1974, following consultations with the OAU and its Liberation Committee, the ILO carried out a mission to make contact with the liberation movements recognised by the OAU and the host governments in order to identify the technical assistance needs of the peoples of the colonial territories which might be the subject of projects to be carried out by the ILO either alone or together with other organisations in the United Nations system.

Angola. Several Angolans, who were selected for fellowships at the proposal of their liberation movements and in consultation with the OAU, have attended or are attending courses at the Turin Centre. A delegation of three leading members of the National Liberation Front of Angola (FNLA) visited ILO headquarters in November 1974, under a UNDP-financed project, to familiarise themselves with the structure and functioning of the ILO so as to be in a position to take maximum advantage of the possibilities of assistance which the Organisation can offer. Another project in the field of rural development is now under discussion by the FNLA leaders and the UNDP Resident Representative.

On 11 November 1975, moreover, Angola will become independent.

Mozambique. Following the exploratory mission mentioned above, a rural and handicraft training project, financed by the UNDP, was prepared in October 1974 with Mozambique Revolutionary Liberation Front (FRELIMO) representatives in

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Dar-es-Salaam (Tanzania). The project, due to become operational in May 1975 in Tanzania, in a locality near to the frontier with Mozambique, is the subject of consultations occasioned by the forthcoming independence of Mozambique on 25 June 1975. In addition, an inter-agency mission, in which the ILO participated, visited Mozambique in February 1975 to work out immediate technical assistance needs with the provisional Government. There will be a second inter-agency mission at a later date to draw up a more long-term national technical assistance programme.

Guinea-Bissau. Guinea-Bissau became independent on 24 September 1974 and consequently falls outside the purview of this document. It should nevertheless be mentioned that in February 1975 the ILO took part in an inter-agency mission to Guinea-Bissau to define the country’s needs for technical assistance, which will be financed by the UNDP and provided by the ILO and other organisations of the United Nations system.

At its 190th (June 1973) Session the Governing Body reached a decision with regard to participation by the representatives of national liberation movements, as observers, in discussions concerning their countries. As a result of this decision the FNLA, the People’s Liberation Movement of Angola (MPLA), the FRELIMO and the African Party for the Independence of Guinea and Cape Verde Islands (PAIGC) were invited to appoint representatives to attend sessions of the International Labour Conference and of the African Regional Conference. In accordance with the Standing Orders of these Conferences, the representatives had the possibility of taking part in the discussion of the Director-General’s Report. Accordingly, representatives of the MPLA and of the PAIGC addressed the International Labour Conference at its 58th Session in June 1973, representatives of FRELIMO and of the PAIGC took the floor at the Fourth African Regional Conference and the FNLA representative addressed the International Labour Conference at its 59th Session in June 1974.

Resolution concerning the Policy of Discrimination, Racism and Violation of Trade Union Freedoms and Rights Practised by the Israeli Authorities in Palestine and in the Other Occupied Arab Territories (59th (1974) Session)

The resolution declared that any occupation of territory following aggression constitutes in itself a permanent violation of basic human rights and in particular of trade union and social rights; condemned the policy of racial discrimination and violation of trade union freedoms, impairing basic human freedoms, pursued by the Israeli authorities against the Arab peoples; invited the Governing Body and the Director-General to use all the means at the disposal of the International Labour Organisation to put an immediate end to those violations and discriminatory practices and to take all measures capable of guaranteeing the freedom and dignity of the Arab workers in the occupied territories; and requested the Director-General to submit to an early session a special report on the implementation of the resolution.

At its 194th (November 1974) Session the Governing Body took the following decision in regard to the resolution:

“ The Governing Body instructs the Director-General:

(1) to communicate the resolution to the Israeli authorities;
(2) to ensure for the regions concerned by the resolution, as far as possible in the languages of the country, the widest dissemination of ILO documents concerning the exercise of civil liberties and trade union rights;
(3) to submit to the Governing Body at its next session a report and proposals concerning the implementation of the operative part of the resolution;
(4) to keep the Conference informed of the measures taken in application of the resolution.”
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In communicating the resolution to the Government of Israel in November 1974 the Director-General also drew the Government's attention to the operative paragraphs of the resolution. Early in 1975 the Director-General sent the governments, international intergovernmental organisations and employers' and workers' organisations of the regions concerned, in addition to the text of the resolution, copies of a document issued in Arabic, English and French setting forth the principles and standards of the ILO on the subject of the exercise of civil liberties and trade union rights and referring in particular to the ILO standards on freedom of association, the elimination of discrimination in employment and the abolition of forced labour. He specified that these documents were being despatched with a view to their dissemination in the regions referred to in the Governing Body's decision mentioned above. Reporting to the Governing Body at its 195th (February-March 1975) Session in accordance with point (3) in that decision, the Director-General stated that he would keep the situation under review in the light of information he might receive and would consider what action might be required. He would bear in mind the possibility of sending a representative to the area to obtain the necessary information, should such a mission appear desirable. He would report to the Governing Body at an early session. The Governing Body took note of the measures taken or contemplated and instructed the Director-General to pursue such action along the lines indicated.

Resolution concerning Human and Trade Union Rights in Chile (59th (1974) Session)

In this resolution the Conference urged the Chilean authorities to take certain steps to ensure respect for human and trade union rights and to lift restrictions on trade union activities. It also invited the Governing Body to arrange for the immediate despatch to Chile of the Fact-Finding and Conciliation Commission—to which the Governing Body had referred the examination of complaints on infringement of freedom of association in that country—and to set up a Commission of Inquiry to study the failure of Chile to apply the Hours of Work (Industry) Convention, 1919 (No. 1) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

On 1 June 1974 the Governing Body appointed a panel of three members of the Fact-Finding and Conciliation Commission on Freedom of Association to examine the case concerning Chile. On 26 June, following the Conference resolution, it decided to set up the Commission of Inquiry, referred to above, in accordance with article 26 of the Constitution, appointing as its members the above-mentioned three persons. In compliance with their terms of reference, these commissions held two meetings in Geneva, in July and October 1974, the first to establish their procedures and the second to hear the parties and witnesses. Starting on 28 November 1974, they made a three-week visit to Chile. Reports were submitted to the 194th and 195th Sessions of the Governing Body on the progress made by both commissions, whose members decided to meet from 28 April to 9 May 1975 to draft their final reports.

INFLATION AND EMPLOYMENT


This resolution invited the Governing Body of the ILO to instruct the Director-General to prepare a report on the repercussions of inflation on income security and redistribution, the protection of employment, and the basic objectives of the ILO.

Case studies have been completed on India and Hungary; they are under way on the United States, the United Kingdom, Brazil, Ghana and Mexico; and they are contemplated on Australia and France. The study on India: "Inflation, income..."
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distribution and industrial relations in India”, was published in the August 1974 issue of the *International Labour Review*. The study on Hungary has been submitted for publication early in 1975 in the *International Labour Review*. Fact-finding missions were undertaken in Mexico and Ghana. A general report on inflation and the ILO objectives should be ready by the end of 1975.

At its 194th (November 1974) Session the Governing Body authorised the Director-General to proceed with arrangements for the convening of the conference during the 1976-77 biennium. The programme of preparatory work was immediately undertaken.

HUMAN RESOURCES AND EMPLOYMENT

*Resolution concerning the Relations between International Trade and Employment* (56th (1971) Session)

This resolution invited the Governing Body to request the Director-General to carry out a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme, and to contact the appropriate bodies of the United Nations, as well as GATT, to ensure that full consideration would be given to the effects on employment, wages and conditions of life in economic development and trade during the Second Development Decade when they establish and put into effect their own programmes.

The question of possible ILO action to promote fair labour standards in international trade was discussed by the Governing Body at its 192nd (February-March 1974) Session. The Governing Body decided that an appeal should be addressed to all the governments which had not yet done so to give the most serious consideration to the ratification and implementation of certain international labour Conventions of particular relevance from the point of view of fair labour standards (freedom of association and the right to organise and collective bargaining, equality of opportunity and treatment in employment and occupation, minimum wage-fixing machinery, protection of children and young workers and labour inspection). At its 194th (November 1974) Session the Governing Body had before it a paper summarising the replies received from 41 governments in response to this appeal. It emerged from these replies that in a number of instances ratification of one or more of the Conventions in question was being actively considered.

An abridged version of studies completed on the effects of trade expansion on employment in developing and developed countries was submitted to the 194th Session of the Governing Body. Although it did not necessarily endorse all the quantitative and qualitative conclusions reached, as they are the responsibility of the author rather than the Organisation, the Governing Body decided to request the Director-General to draw these conclusions specifically to the attention of governments, employers’ and workers’ organisations and international organisations concerned with trade policy decisions.

The full text of the main study carried out by the Office in this field is to be published in printed form in English, French and Spanish in the course of the first half of 1975. In addition, an article on the “Constraints on labour-intensive export industries in Mexico” was published in the January 1974 issue of the *International Labour Review*.

*Resolution concerning the Drought-Stricken Sahel Region and Other Regions and the Role of the International Labour Organisation* (59th (1974) Session)

In the operative part of this resolution the Conference invited the Governing Body to instruct the Director-General: to consider the need for an extensive programme of technical assistance to be put at the disposal of the Sahel countries and other regions
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of Africa, on the one hand, and national and international donors and aid agencies, on the other; to provide a coherent adequate contribution on human resources development to enable the people involved to adapt themselves to obtaining suitable income-earning opportunities; to envisage the detachment of a senior regional adviser to work with regional authorities and with the Permanent Inter-State Committee for Drought Control on “sectoral” development policy; to intensify as a matter of urgency the action-oriented research activities under the World Employment Programme concerned with emergency employment schemes and, in particular, to include in these activities a project on special public work schemes in rural areas; and, lastly, to undertake studies on the possibilities of an appropriate land reform to permit the efficient use of land and water resources and a more balanced distribution of work.

The technical assistance programme contains proposals concerning some 25 regional projects and 82 national projects connected with recovery activities after the drought. Funds for these projects are to be sought (or have been obtained) from national and international donors and the United Nations agencies themselves. Among ILO projects included in this programme are regional projects such as an inter-disciplinary team responsible for studying the human resources development needs in each country of the Sahel area affected by drought, for finalising an integrated approach to migration in the region, for convening a technical meeting on employment aspects in nomadic regions and for promoting reconstruction and development in rural areas by means of co-operatives. National projects are also being envisaged, including projects relating to well-boring, integrated rural development and possibly vocational training in road maintenance. A seminar is being organised, with help from technical co-operation funds allocated under the regular budget, on the contribution that has been made by workers’ organisations in the recovery efforts of countries affected by drought.

On the subject of human resources development, the ILO prepared and presented a document entitled: “Human resources: outline analysis of the problems of human resources development in the Sudano-Sahelian zone”. This document led to a thorough examination of the implications as regards human resources of the assistance programme approved by the Heads of West African States in 1973. Two advisers on human resources development for the Sahel, financed out of the ordinary budget, are based in Ouagadougou.

As regards the intensifying of the action-oriented research activities under the World Employment Programme, the ILO has obtained funds from the UNDP for an inter-regional project on the planning and administration of special labour-intensive public works programmes.

The proposed studies on agrarian reform aim at determining land resources for agriculture and stock-raising.

Lastly, the ILO has made its contribution to the report prepared by the Administrator of the UNDP and submitted to the Governing Council in January 1975 concerning drought-stricken regions (the Sahel and neighbouring regions).

GENERAL CONDITIONS OF WORK

Resolution concerning Paid Educational Leave (59th (1974) Session)

This resolution invited the Governing Body to instruct the Director-General: (a) to collect and disseminate information relating to the experience gained by member States in respect of paid educational leave and undertake research which may include the conditions, methods and arrangements of granting paid educational leave, its financing, the costs and results achieved; (b) to encourage the organisation of technical meetings, regional and international conferences and symposia to enable an exchange of views and experience between representatives of governments and employers’ and workers’ organisations; (c) to provide member States, in particular

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under technical co-operation projects, with the technical support required for conceiving and putting into effect programmes of paid educational leave; and (d) to promote the closest co-operation possible between the ILO and other interested international organisations in order to realise the full potential of paid educational leave.

In regard to dissemination of information, it is intended to undertake a systematic compilation on all subjects relating to paid educational leave as well as special research on arrangements for granting and financing it. This has been taken into consideration in the preparation of the programme and budget proposals for 1976-77.

Thus far in the area of increased co-operation between international organisations the ILO has attended an OECD conference on paid educational leave.

SOCIAL SECURITY

Resolution concerning Future Activities of the International Labour Organisation in the Field of Social Security (56th (1971) Session)

This resolution invited the Governing Body to request the Director-General to intensify efforts for the rapid extension of social security coverage, to examine lines of action for the adjustment of social security benefits to variations in the cost of living, to study the degree to which harmonisation of social security schemes fosters regional economic and social integration, to examine and to propose remedial action for the problems posed by technological progress, to examine the problems caused by differences between various types of social security benefits and to pay more attention to problems of social security in workers’ education and management development programmes. The resolution urged that the fullest possible use be made of technical co-operation programmes in order to strengthen and expand assistance for the setting-up of national social security programmes so as to promote ILO objectives in social security and to give special consideration to such action in the World Employment Programme.

In 1974 most of the tasks performed by the ILO in the area of social security contributed to the achievement of the objectives set out in this resolution. Fresh data were collected for the purpose of making an international survey of the progress made in the extension of social security coverage to various sectors of the population. This survey is to be published in 1975, together with the new ILO Inquiry into the Cost of Social Security (1967-71). ILO advisers have assisted individual countries in drawing up plans or in preparing the legislative and administrative framework for the extension of social security benefits to hitherto uncovered workers and their families. Publications issued in 1974 dealt with the question of the adequacy of pensions in the light of economic fluctuations, income security and technological change (a debate on this subject took place at the Second European Regional Conference in 1974). Studies were made on behalf of the Council of Europe and of the EEC concerning harmonisation of social security and improvement of benefits for migrant workers to cater—in particular—for the self-employed. Plans were laid for undertaking in future years social security training as a part of workers’ education activities in Asia. ILO technical co-operation to developing countries was further expanded, thus increasing considerably the share of UNDP funds channelled to the ILO for the provision of advisory services and training facilities in social security legislation, administration and financing.

OCCUPATIONAL SAFETY AND HEALTH


This resolution requested the Governing Body to instruct the Director-General to take steps to include in Schedule I to Convention No. 121 the following occupational
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diseases: (i) occupational deafness and other noise-induced disorders; (ii) illnesses resulting from the performance of work under compression, and (iii) infectious diseases contracted by the staffs of medical services and of research laboratories. The Conference also invited the Governing Body to place on the agenda of a forthcoming session of the Conference the question of the revision of the list of occupational diseases included in Schedule I of Convention No. 121.

It was not possible to take any further action on this resolution in 1974.

Resolution concerning the Revision of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry, Published by the International Labour Office (54th (1970) Session)

This resolution requested the Governing Body to invite the Director-General to convene a committee of experts for the purpose of bringing the Model Code of Safety Regulations for Industrial Establishments up to date and adapting it to the present state of technology, and to arrange for periodic review of the regulations.

The ILO convened in 1973 a number of external consultants to advise the Office on the contents and format of the revised version of the Model Code, as well as on the procedures to be followed for the revision thereof. The conclusions of the consultants will serve as a basis for the preparatory work on revision which is provided for in the 1974-75 programme and budget, as well as in the 1976-77 draft programme and budget.

Resolution concerning the Contribution of the International Labour Organisation to the Protection and Enhancement of the Environment related to Work (57th (1972) Session)

This resolution invited the Governing Body to instruct the Director-General: (a) to pursue and expand research for improving the working environment in the different branches of the economy, particularly with regard to gases and vapours, noise and vibration, and radiation; (b) to ensure that in the Programme of Industrial Activities prominence was given to new problems of the working environment; and (c) to study the problems arising in the field of working conditions and occupational safety, and any relationship between the industrial accident rate and a deterioration of the working environment, and to prepare law and practice reports in each of these fields. The Conference also invited the Governing Body to place on the agenda of a forthcoming session of the Conference the questions of occupational safety and the prevention of industrial accidents, as well as other questions related to the working environment, with a view to the possible adoption of new instruments.

At its 59th (1974) Session, the Conference adopted a Convention (No. 139) and a Recommendation (No. 147) concerning prevention and control of occupational hazards caused by carcinogenic substances and agents.

At its 193rd and 194th (May-June and November 1974) Sessions, the Governing Body decided to place on the agenda of the 61st (1976) Session of the Conference the question of the "Working environment: (i) atmospheric pollution; and (ii) noise and vibrations".

Another Meeting of Experts on Control of Noise and Vibrations, held at the Turin Centre in December 1974, provided advice on the possible contents of an international instrument on the matter and finalised a code of practice on noise and vibration control in the working environment. Similarly, a Meeting of Experts on the Safe Use of Asbestos provided the Office with technical advice on activities in this field.

Many of the ILO activities in 1974 related to the working environment. Two Codes of Practice were published, one on safety and health in shipbuilding and ship repairing, another on the prevention of accidents due to explosions underground in coal mines. Two symposia were held, the first on the practical applications of ergonomics in industry, agriculture and forestry work (Bucharest), the second, in
co-operation with the WHO and the IAEA, on radiation protection in mining and milling of uranium and thorium (Bordeaux)


This resolution calls in its preambular paragraphs for a global approach to the working environment, covering such matters as: protection against physical conditions and dangers at the workplace and its immediate environment; adaptation of installations and work processes to the physical and mental aptitudes of the worker through the application of ergonomic principles; prevention of mental stress due to the pace and monotony of work, and promotion of the quality of working life through the amelioration of the conditions of work, including job design and job content and related questions of work organisation; the full participation of employers and workers and their organisations in the elaboration, planning and implementation of policies for the improvement of the working environment. The resolution invited the Governing Body to instruct the Director-General:

(a) to prepare as a matter of urgency, and in co-operation with other organisations concerned, a coherent and integrated programme of ILO action designed to contribute effectively to the improvement of the working environment under all its aspects; (b) to stimulate and co-ordinate efforts aimed at improving the working environment through, inter alia, the organisation of appropriate meetings and the carrying out of adequate research and publication programmes; and (c) to include questions relating to the improvement of the working environment in workers' educational activities.

It further invited the Governing Body to establish a detailed programme which would enable the Conference at successive sessions, beginning in 1976, to deal with the various aspects of the working environment with a view to the adoption of appropriate standards.

As regards paragraph 1 (a) and (b) of the resolution a number of activities relating to the working environment, as defined in the resolution, are included in the 1974-75 programme and budget. Similarly, items relating to the working environment have been included in the agenda of the Ninth Session of the Iron and Steel Committee, the Eighth Session of the Chemical Industries Committee and the Third Tripartite Technical Meeting for Mines Other than Coal Mines. In addition, a number of the on-going activities under the occupational safety and health programme are directly related to the improvement of the working environment—such as the collection of information and periodical reporting on the prevention and suppressing of dust in mining, tunnelling and quarrying.

Under the General Conditions of Work Programme work is under way on the organisation of working hours and on new methods of work organisation, including a study and seminar on group production methods being undertaken at the Turin Centre.

In response to paragraph 1 (a) and (b) of the resolution, the Director-General included in his programme and budget proposals for 1976-77 provision for a coherent and integrated programme of ILO action for the improvement of the working environment covering the various aspects of the question defined in the resolution. In particular, he concentrated his proposals for most of the work under the occupational safety and health programme on activities designed to promote, through research, publications and meetings, a wider application of measures to limit airborne concentrations of toxic and dangerous substances in the working environment, and a more widespread understanding and application of ergonomic principles. His proposals also provide for measures to disseminate information on new techniques and experiments in the organisation of work and to evaluate the impact that these experiments have had both on working conditions and on the productivity of enterprises. Provision will also be made for further ILO action to examine the scope
for and implications of greater worker participation at the shop floor level in devising and implementing measures to improve the working environment.

As regards paragraph 1 (c) of the resolution, close collaboration is being established with the United Nations Environment Programme in the field of workers' education as well as in other fields. At the request of the UNEP a study of the attitudes of employers' and workers' organisations concerning the protection of the environment outside the workplace was carried out and completed during 1974.

Finally, as regards paragraph 2 of the resolution, the Governing Body at its 193rd and 194th Sessions (May-June and November 1974) decided to place on the agenda of the 1976 Session of the Conference an item relating to the working environment dealing specifically with air pollution, and noise and vibrations.

Resolution on Special Arrangements (Occupational Cancer) (59th (1974) Session)

In this resolution the Conference calls on the Governing Body: (a) to establish special arrangements including a Standing Committee of Experts in collaboration with other expert bodies in the field including the WHO, the International Agency for Research on Cancer, and the International Union against Cancer, for the purpose of: (i) providing advice to the ILO for the preparation of codes of practice and educational guides on the prevention of occupational cancer, including, where appropriate, information on the most effective methods of environmental and biological monitoring, epidemiological evaluation and methods of prevention and control; (ii) providing for the benefit of governments, employers and workers, up-to-date information on carcinogenic hazards present in, or likely to arise in particular occupations, and their prevention or control; (iii) providing information about substances or agents where, although no evidence of human cancer exists, there is a strong suspicion that industrial use might entail such a risk; and (b) to provide a basis for further discussion between representatives of governments, employers and workers on the application of the principles established in the Occupational Cancer Convention (No. 13) and Recommendation (No. 147), 1974.

As regards subparagraph (a), the Director-General considered that, before deciding on the form which the special arrangements should take, a detailed study was required of existing advisory machinery which may be used to develop co-operation between the WHO, the International Agency for Research on Cancer, the International Union against Cancer and the ILO. Such a study would show, among other things, the areas in which the proposed Standing Committee should avoid duplicating the work of those agencies or existing arrangements for reciprocal information and consultation.

Until such information is available, the Governing Body has decided to establish a panel of consultants on the various aspects of the prevention and control of occupational cancer to assist the Office in taking preliminary stock of current occupational cancer problems and preparing documents to provide answers to the questions raised in subparagraph (a).

As regards subparagraph (b), machinery has already been set up for the regular supervision of the application of standards adopted by the Conference, namely the Committee of Experts and the tripartite Conference Committee on the Application of Conventions and Recommendations. Beyond this, and as a feature quite distinct from the ILO's supervisory machinery, a symposium might be held once the panel of consultants mentioned above had been consulted and information and documents had thus been obtained to serve as a basis for useful exchange of views on existing systems of prevention and protection.


In this resolution the Conference calls on the Governing Body to give consideration to the social and economic consequences of early preventive action affecting
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workers and employers including (a) the effect on workers of transfer or termination of employment for the purposes of their health protection as regards wages, salaries, pension rights, promotion prospects and other privileges; (b) the difficulties of providing alternative employment under the same conditions; (c) the problems of covering the interim period between the preventive action and the acceptance by the appropriate authorities of the country concerned of the obligations of rehabilitation, resettlement, invalidity pension, retraining and relocation; (d) the effect on industries of decisions calling for prohibition, limitation of production or stringent measures of control; (e) the effect on industries of measures calling for control of the environment external to the undertaking; with the object of mitigating these effects, overcoming the difficulties and bridging any gaps in national legislation and practice.

The questions raised in subparagraphs (a) and (c) are plainly akin to others which the ILO has already studied, for example at the Second European Regional Conference in the Committee on Income Security. That conference discussed, among other things, individual aids for resettlement in employment and safeguards of income in case of unemployment or reduction or temporary suspension of activities. The Director-General will look at ways of examining the specific problems mentioned in the resolution in the context of his proposals for future ILO activities.

The Office has already carried out studies and research on resettlement which member States might use by analogy in tackling the problem raised in subparagraph (b) of the resolution. The Office will keep a watch on national developments.

The Director-General will take account of the economic and social problems mentioned in subparagraphs (d) and (e), for example under joint ILO/UNDP activities. In the context of co-operation with the United Nations in reviewing the guidelines of the International Development Strategy for the Second Development Decade the ILO will seek to have included as an objective of the Strategy the examination of the effects of measures taken for protection of the environment with the object of enhancing the benefits and reducing the disadvantages.

WORKERS' EDUCATION

Resolution concerning Action by the International Labour Organisation in the Field of Workers' Education (54th (1970) Session)

This resolution recommended means of action to strengthen the ILO activities in the field of workers' education.

The publication in a comprehensive document of the conclusions and all papers relevant to the Symposium on the Role of Universities in Workers' Education (November 1973) is designed to promote, in collaboration with workers' organisations, the inclusion of workers' education in the programmes of universities and postgraduate institutions.

With a view to promoting the training of specialised groups of workers' representatives in such fields as economics and research, a Symposium on Economic Education for Trade Unionists was held in December 1974. The conclusions of the Symposium emphasised the importance of the ILO contribution, especially through advisory and assistance activities to trade unions in developing countries to ensure that their training programmes on economics expand and have lasting effect.

MULTINATIONAL ENTERPRISES

Resolution concerning the Social Problems Raised by Multinational Undertakings (56th (1971) Session)

This resolution expressed the wish that a meeting, provided for in the programme and budget for 1972-73, concerning the relationship between multinational undertakings and social policy, 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 and whether the Conference should consider this subject at a future session.

With the exception of the consideration of this subject by the Conference, action on the resolution was completed during 1972 and the early part of 1973. An account of this action was given in the Director-General's Report to the Conference at its 58th (1973) Session.

MIGRANT WORKERS

Resolutions concerning Migrant Workers

In a resolution concerning ILO action for promoting the equality of migrant workers in all social and labour matters, adopted at its 56th (1971) Session, the Conference invited the Governing Body to request the Director-General to give priority to the various problems confronting migrant workers and to prepare a co-ordinated programme of action, to appeal to host countries not to use the presence of migrant workers to exert pressure, to undertake various studies on the nature and extent of discriminatory practices and the means ofremedying them, to give particular attention to the serious human and social problems facing migrant workers, to study the laying down of rules governing repatriation of workers to their country of origin, to intensify the activities of the ILO with regard to social welfare, security and assistance for migrant workers and their families, and to draw the attention of member States to the effective and practical advantages of concluding agreements as comprehensive as possible on the protection of migrant workers. The resolution further invited the Governing Body to request the Director-General to submit to it during the 1972-73 biennium a general study on migrant workers, to consider the need for revising the existing instruments and drawing up new instruments, to request the Director-General to obtain information on policies, plans and programmes for the achievement of full and productive employment and to include the problem of migrant workers in the agenda of one of the forthcoming sessions of the Conference.

In a resolution concerning conditions and equality of treatment of migrant workers, adopted at its 57th (1972) Session, the Conference reaffirmed the requests contained in its previous resolution. It also invited the Governing Body to request the Conference Committee on the Application of Conventions and Recommendations to carry out a study at an early date of the application of the Migration for Employment Convention (Revised), 1949 (No. 97), and the Equality of Treatment (Social Security) Convention, 1962 (No. 118); and to place the question of migrant workers on the agenda of an early session of the Conference, preferably the 59th (1974) Session.

At its 188th (November 1972) Session the Governing Body decided to place the question of migrant workers on the agenda of the 59th (1974) Session of the Conference and as the question was to be discussed as a technical item on the Conference agenda, it was decided not to request governments to supply reports under article 19 of the Constitution on the instruments relating to migrant workers in 1975.

The Conference at its 59th (1974) Session adopted a further resolution concerning future ILO action in the field of migrant workers which invited the Governing Body to request the Director-General, inter alia, to: (a) strengthen the role of the International Labour Organisation in the field of technical support and co-ordination concerned with migrant workers with the United Nations and the specialised agencies and with other governmental and non-governmental organisations at the world-wide, inter-regional, regional and sub-regional levels; (b) enlarge and intensify the activities of the International Labour Organisation designed to establish a comprehensive system of collection and dissemination of information with particular respect to bibliographical facilities, national legislation, bilateral and multi-lateral agreements,
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and relevant statistics such as the stock of foreign workers, their composition, and their length of stay in the country of employment.

In 1974 substantial technical support was given by ILO staff to the regional organisations in Africa, Europe and Latin America engaged in the preparation or implementation of multi-lateral conventions dealing with social security for migrant workers. Assistance, including several written contributions, was also given to the ISSA, the IACSS and other agencies of the United Nations family.

Within the framework of its activities for the dissemination of information, the ILO published in 1974 a major study on social security of migrant workers, which provides a detailed analysis of the legal and administrative problems involved in ensuring the social security of migrant workers and their dependants, and of the solutions adopted or contemplated under the main agreements of various kinds that are applicable, chiefly in Europe, where the greatest advances have been made in this respect. This publication was accompanied by a chronological list of all the international instruments adopted since 1946 for the social security protection of migrant workers and their families, which enumerates, with bibliographical annotations, the international Convention and Regulations adopted by the ILO, the United Nations, the Council of Europe and the European Communities, and also all the multi-lateral and bilateral agreements in this field.

The Second Tripartite Technical Meeting for Hotels, Restaurants and Similar Establishments advocated among its conclusions that the conditions of employment of migrant and seasonal workers be equivalent to those of national and permanent workers.

MARITIME WORKERS

Resolutions Adopted at the 54th (June 1970) and the 55th (Maritime) (October 1970) Sessions

Resolution concerning the Convocation of the Joint Maritime Commission

Action on this resolution, which requested that a session of the Joint Maritime Commission be convened at an early date, was completed in 1972.

Resolutions concerning Holidays with Pay for Seafarers

In two resolutions, adopted at its 54th (June 1970) Session and 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to invite the Joint Maritime Commission to consider at an early session the revision of the Paid Vacations (Seafarers) Convention (Revised), 1949 (No. 91), in the light of the provisions of the Holidays with Pay Convention (Revised), 1970 (No. 132).

The question was considered at the 21st Session of the Joint Maritime Commission, which adopted a resolution recommending that the revision of Convention No. 91 be included in the agendas of the next Preparatory Technical Maritime Conference and Maritime Session of the International Labour Conference. The Governing Body, at its 189th (February-March 1973) Session decided to place the question on the agenda of the Preparatory Technical Maritime Conference, which will be held in October 1975.

Resolution concerning Industrial Relations in the Shipping Industry

This resolution requested the Governing Body to arrange for an in-depth study by the ILO, with the co-operation of governments, shipowners and seafarers, of industrial relations in the shipping industry.

In this regard, no further developments can be reported in addition to the information contained in the Report of the Director-General (Part 2) to the 58th Session.
Appendix II: Action on resolutions

Resolution concerning the Health of Seafarers

This resolution requested the Governing Body, in co-operation with the World Health Organisation, to convene an early session of the Joint ILO-WHO Committee on the Health of Seafarers, to deal with questions which the Committee had recommended for further study.

The Fifth Session of the Joint ILO-WHO Committee on the Health of Seafarers was convened in September 1973, and adopted resolutions concerning medical and first-aid training for ship personnel, preventive care of teeth and emergency dental facilities for seafarers in ports; medical examination of crew members on tankers carrying chemicals in bulk; hypothermia; and the further work of the Joint Committee.

Resolution concerning Revision of Maritime Conventions

This resolution requested the International Labour Office to undertake a study to assist the Joint Maritime Commission to determine whether any of the Conventions applying to seafarers should be revised or brought up to date, and whether any of the Recommendations should be supplemented by new instruments.

The Office is continuing to study the need for revising maritime instruments.

Resolution concerning Compensatory Leave

This resolution requested the International Labour Office to collect and publish information on national practices concerning leave to which seafarers are entitled, including annual leave, and compensatory leave for work done at weekends and on public holidays.

The situation as regards action on this resolution has not changed since last year.

Resolution concerning the Protection of Young Seafarers

This resolution requested the International Labour Office to examine a number of fields relating to the protection of young seafarers, in order to identify whether there are any areas in which there is a need for additional international standards concerning this subject.

As reported last year, the subject has been placed on the agenda of the Preparatory Technical Maritime Conference, which will be held in 1975.

Resolution concerning Flags of Convenience

This resolution requested the Governing Body to ask the governments of member States, within the provisions of article 19 of the Constitution of the ILO to report on an urgent basis on measures that have been taken in their respective countries to implement the provisions of the Seafarers’ Engagement (Foreign Vessels) Recommendation, 1958 (No. 107), and the Social Conditions and Safety (Seafarers) Recommendation, 1958 (No. 108).

As reported last year, this item, after having been discussed at the 21st Session of the Joint Maritime Commission, has been included, by decision of the Governing Body, in the agenda of the Preparatory Technical Maritime Conference.

Resolution concerning Technical Co-operation

This resolution requested the Governing Body to inform governments, and through them the shipowners’ and seafarers’ organisations in each developing country, of the co-operation which the ILO can provide at the request of governments to assist them in implementing the International Seafarers’ Code.

As a result of the steps taken to give effect to this resolution, new technical co-operation projects in the maritime field have been started in several countries.
Resolution concerning Regional Maritime Conferences

This resolution invited the Joint Maritime Commission to consider the advisability of convening in the near future regional maritime conferences on the lines of those which have already been held for the Asian region.

No new development concerning this resolution has been recorded during 1974.

Resolution concerning Seamen's Welfare on Board Vessels (Sewage Disposal)

This resolution requested the Governing Body to collaborate with the Inter-Governmental Maritime Consultative Organisation (IMCO) in promoting seamen's welfare on board vessels in port by studying the possibility of improving methods of sewage disposal from vessels, so that the sanitary facilities which are provided on board may be used without infringement of national and international legislation dealing with the avoidance of pollution.

No further development concerning this resolution has been recorded during 1974.

Resolution concerning the Minimum Basic Wage for an Able Seaman

This resolution concluded that at the time of the 55th (Maritime) (October 1970) Session of the Conference, the figures of £42 and US$100 could be regarded as the equivalent of the basic wages for a calendar month of service of an able seaman as laid down in the Wages, Hours of Work and Manning (Sea) Recommendation, 1958 (No. 109), and recommended that the Joint Maritime Commission, at each of its sessions, should review the minimum basic wage figure with a view to maintaining the standard of the Recommendation.

Since the 21st Session of the Joint Maritime Commission fixed the new figures for the minimum wages of an able seaman in pounds and US dollars, as reported last year, no new development has been recorded.

Resolution concerning Continuity of Employment of Seafarers

This resolution invited the Director-General to submit a report on continuity of employment of seafarers to an early session of the Joint Maritime Commission.

As reported last year, this question was included in the agenda of the 21st Session of the Commission, and the Governing Body decided to place it on the agenda of the Preparatory Technical Maritime Conference. No further development has been recorded.

Resolution concerning Sports Activities for Seafarers

This resolution requested the Governing Body to invite the Joint Maritime Commission to study the problems involved in the establishment of an International Sports Committee for Seafarers, with a view to facilitating international co-operation in this field.

No further effect has been given to this resolution other than that indicated in the Report of the Director-General (Part 2) to the 57th Session of the Conference.

Resolution concerning International Co-operation in the Field of Seafarers' Welfare

This resolution requested the Director-General to undertake studies on measures to be adopted for the further development of international co-operation in the field of seafarers' welfare.

The situation as regards this resolution has not changed since the publication of the Report of the Director-General last year.
Appendix II : Action on resolutions

INDUSTRIAL ACTIVITIES

Resolution concerning the Programme of Industrial Activities of the International Labour Organisation (57th (1972) Session)

This resolution reaffirmed the full support of the Conference for the Programme of Industrial Activities. It called for the systematic collection of, and research into, the collective agreements and legislative texts in force in different industries, and for the publishing of periodic reports on the development of social conditions. It also invited the Governing Body: to instruct the Director-General to continue to do his utmost to ensure that priority is given to the full implementation of the ILO Programme of Industrial Activities as formulated and determined by the Governing Body and the General Conference of the International Labour Organisation; and to take into consideration the necessary organisation of the services so that all industrial activities are properly co-ordinated within the ILO Programme of Industrial Activities, in accordance with the Programme and Budget for 1972-73.

The Office has endeavoured to maintain and keep up to date its library of collective agreements concluded within a limited number of industries. In the Director-General’s Reports to the Conference at its 58th (1973) and 59th (1974) Sessions brief accounts were given of work undertaken on agreements concluded in the petroleum and textile industries. In the course of 1974 efforts were concentrated on the woodworking industries and on the mining industry. The material relating to the woodworking industries was incorporated in the General Report prepared for the Second Tripartite Technical Meeting for these industries (January 1975).

The development of social conditions within individual industries—including the conclusion of collective agreements and the promulgation of legal texts relating to the industries—is normally covered in the section on recent events and developments which forms part of the General Report submitted to each session of an Industrial Committee and to similar meetings.

TECHNOLOGY

Resolution on Labour and Social Implications of Automation and Other Technological Developments (57th (1972) Session)

This resolution invited the Governing Body of the International Labour Office to request the Director-General to carry out studies on the social problems of technological development, in so far as possible with other international organisations, in particular with regard to: development trends, especially the scale and rate of technological change; the probable demand for labour in specific areas and industries; over-all studies on the kind of action taken in this field in countries having comparable socio-economic systems, and on the way such action works; the development of internationally comparable occupational descriptions in key occupations; use which the developing countries might make of the experience acquired in the industrialised world; and the evolution of new types of technology suitable to the special needs and conditions of developing countries. The resolution further called for assistance to developing countries to ensure that the introduction of technological innovation is accomplished with positive results and not accompanied by social disadvantages; for the inclusion of the social problems of technological development and the ways and means whereby such problems might be solved in the training programmes of the ILO and associated institutions; and for the inclusion of the social problems of technological development in the agenda of future sessions of the International Labour Conference, Industrial Committees and regional conferences.

Action on many of the subjects indicated in the resolution is already being taken in many ILO programmes, particularly those relating to human resources development, labour-management relations, employment planning and promotion, workers’