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conf = **Resolutions Adopted by the
International Labour Conference at Its 71st Session**
71st session, (Geneva, June 1985)

I**Resolution concerning Statistics of Productivity¹**

The General Conference of the International Labour Organisation,

Having adopted the report of the Committee established to examine the revision of the Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63),

Requests the Governing Body of the International Labour Office to give high priority in its future programme proposals to work on the problems of productivity measurement with a view to providing, by the beginning of the next decade, guidelines concerning concepts, definitions and methodologies that can be used by Members which wish to develop statistics of productivity in pursuance of the goals set forth in Paragraph 15 of the Labour Statistics Recommendation, 1985. Such work should be undertaken in collaboration with other competent statistical agencies in the United Nations family.

II**Resolution to Place on the Agenda of the Next Ordinary Session of the Conference an Item entitled "Safety in the Use of Asbestos"²**

The General Conference of the International Labour Organisation,

Having adopted the report of the Committee appointed to consider the sixth item on the agenda,

Having in particular approved as general conclusions, with a view to the consultation of governments, proposals for a Convention and a Recommendation concerning safety in the use of asbestos;

Decides that an item entitled "Safety in the Use of Asbestos" shall be included in the agenda of its next Ordinary Session for a second discussion with a view to the adoption of a Convention and a Recommendation.

III**Resolution concerning the Most Urgent Problems of Africa, and Particularly Food Security²**

The General Conference of the International Labour Organisation,

Noting that in various parts of the world hunger and malnutrition are assuming alarming dimensions and that millions of human beings are dying of hunger,

Deeply moved by the situation in Africa, particularly as regards employment and the satisfaction of the food needs of its population,

Considering that the gravity of the situation in Africa calls for both emergency aid and activities to assist long-term development, and that mutual assistance is essential in Africa and makes an important contribution to the resolution of the present crisis,

¹ Adopted on 24 June 1985.

² Adopted on 25 June 1985.



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Recalling the obvious links between, on the one hand, underemployment, unemployment and low productivity, and on the other, hunger, malnutrition and poverty, and recalling that it is essential to increase efforts that will make it possible to regenerate the production of foodstuffs and their marketing in Africa and to improve the access of the population to basic food products,

Convinced that the factors responsible for food shortages derive not only from nature but also from technical and political issues and from world trading and economic relations,

Bearing in mind the relevant resolutions and recommendations, and in particular resolution 39/29 and the Declaration of the General Assembly of the United Nations on the critical economic situation in Africa (3 December 1984) and the resolution concerning the role of the International Labour Organisation in the International Development Strategy,

Recalling the Declaration and resolution adopted by the Assembly of Heads of State and Government of the Organisation of African Unity at its 20th (1984) Session in Addis Ababa,

Convinced that the International Labour Organisation, acting in harmony with the United Nations system, can and must expand its specific activities to assist the most underprivileged regions, and especially Africa,

Emphasising that the International Labour Organisation has a special role to play in helping African initiatives, in particular in launching a special education programme for rural development, strengthening active participation of workers and their organisations in the development process, developing the necessary know-how for development, and other activities essential for the development of the whole continent,

Concerned that the International Labour Office should effectively pursue the implementation of programmes aimed at the creation of jobs and incomes, and should create new programmes where necessary,

Recalling that international aid and co-operation must be accompanied by efforts within Africa, which is a precondition for the reinforcement of its capacity to ensure by itself its own long-term development,

Considering that those programmes should have as a priority concern the organisation and training of manpower and the improvement of productivity and incomes in sectors directly or indirectly linked to food production;

1. Calls on the international community, and particularly the developed countries and the international agencies—

- (a) to increase their assistance to the African countries affected by drought by allocating the additional resources that are essential to the continuance and strengthening of assistance and co-operation activities, both bilateral and multilateral;
- (b) to make greater efforts to meet the urgent needs of the victims of drought for food and medicines;
- (c) to gear their short-, medium- and long-term assistance activities towards the reinforcement of the capacity of African countries to ensure their own economic and social development.

2. Invites the Governing Body of the International Labour Office to continue and expand its activities in Africa so as to help States in the region to overcome the problems of employment, food and poverty that they face.

3. Calls on the International Labour Organisation—

- (a) to make full use of all opportunities for special support to development directed at the social and economic needs of the African countries;

- (b) to increase its role in its specific fields of competence under the international development strategy, especially employment and fair labour standards.

4. Invites the Governing Body of the International Labour Office to instruct the Director-General to direct these activities as a priority towards–

- (a) the promotion of employment, both agricultural and otherwise, in rural areas, so as to reduce the exodus to the cities, to provide activities and means of subsistence for underemployed rural populations, and to integrate underprivileged groups, such as women, rural inhabitants and the poor, in the rural development process; action taken to this end could include emergency measures;
- (b) developing the local organisation of rural public works, in accordance with the principles and methods already used successfully by the International Labour Office in its special labour-intensive public works programmes, so as to create productive infrastructure and basic equipment that can contribute to food self-sufficiency and rural development, for example the development of land and the harnessing of water resources, the preservation of woodland and reafforestation, the struggle against drought and desertification, the development of access roads and the construction of facilities;
- (c) extending the International Labour Office's action in the field of training and further training to the promotion of small and medium-sized undertakings and the handicraft industries which create jobs in both urban and rural areas;
- (d) contributing, in conjunction with the other agencies concerned, to the promotion and organisation of participatory structures, of a co-operative or self-help nature, and, at the same time, to the creation of networks for cereal banks, the distribution of resources, the marketing of produce and access to credit facilities, so as to provide rural populations with a system of food security;
- (e) implementing or developing various types of vocational training, with the following aims:
 - (i) to improve the technical skills of farmers, breeders and planters;
 - (ii) to provide initial and advanced training for agricultural technicians;
 - (iii) to train skilled manpower so as to ensure that the undertakings and technical services concerned with agriculture and the marketing of its produce, such as those involved in storage, processing, packaging, transport, distribution, the provision of spare parts and the repair of vehicles, can operate adequately;
 - (iv) to train, both nationally and locally, qualified officials in public or semi-public administrative services and agencies linked with rural development;
 - (v) to train co-operative members, both men and women;
- (f) developing workers' education programmes on the reinforcement and development of rural workers' organisations and encouraging member States to mobilise such organisations with a view to their participation in national programmes aimed at increasing food production and food self-sufficiency.

5. Endorses the decision of the 229th Session of the Governing Body of the ILO on the social and economic situation prevailing in Africa and declares the short-, medium- and long-term programmes contained in document GB.229/OP/3/4 (paragraphs 25 to 65) the Programme of Action of the ILO for Africa and decides to append it to the present resolution.

6. Invites the Governing Body to examine the ways and means of implementing such ILO support activities to assist Africa and its inhabitants, in collaboration

with the Organisation of African Unity and the competent agencies of the United Nations system.

7. Proposes that such activities should be financed—

- (a) from the ILO's regular budget and the special provision for Africa ;
- (b) from any voluntary contributions the governments of member States may see fit to pay towards specific programmes.

8. Requests the Governing Body to invite the Director-General to submit concrete proposals to it concerning the activities envisaged and the manner of their execution, and to keep it regularly informed of the implementation of those activities.

APPENDIX

Programme of Action of the ILO for Africa

1. What role can the ILO play? To define this role a number of considerations have to be taken into account. First, the ILO must place its operational activities in Africa within the context of the concerted action to be taken by the United Nations system. This explains why the Director-General responded immediately to the request of the United Nations Secretary-General by nominating the Director of the ILO Office in Dar es Salaam as the Office's representative to the Office of the Special Representative of the Secretary-General and by appointing a focal point within the Office for all questions relating to the present situation in Africa. Within this context the ILO should, in accordance with its mandate, concentrate on the social and human resource aspects of the present difficult situation. It will have to focus its operational programmes on the immediate, medium and long-term problems of Africa on a highly selective basis and ensure effectiveness and efficiency in the use of all available resources, drawing fully on the experience and competence of both the headquarters and regional services.

2. In determining the ILO's operational activities geared to cope with the present situation in Africa, it is essential to complement action to deal with the immediate problem of food and water shortages with measures to help cope with the longer and deep-rooted problems of the region. Indeed, the immediate problem of food shortages is basically part of a long-term and much larger developmental problem having many varied aspects. The ILO has a role to play in both the immediate emergency and relief operations as well as in helping to solve the more fundamental long-term problems of Africa. While the ILO's operational programmes can play a modest role in helping to solve the immediate problems of food distribution and food transport, it is its long-term operational activities that are likely to generate more durable and lasting results and which will have a greater impact.

3. The size of the ILO's operational programmes for Africa depends on the financial resources that can be mobilised from the UNDP, development banks and multi-bilateral donors. The ILO's regular budget technical co-operation resources in 1984-85 are too modest to respond to the increasing needs of African countries, and can only serve as a stop-gap measure. The Director-General has therefore included in the 1986-87 Programme and Budget Proposals, which the Governing Body will discuss at this Session, a sum of \$500,000 as a special allocation for the ILO contribution to the system-wide effort in Africa called for by the Secretary-General of the United Nations.

4. It will be recalled that the ILO has been assisting sub-Saharan Africa countries since their independence in achieving their long-term developmental goals. More than 43 per cent of the ILO's operational programmes in 1983 were in Africa. In the first six months of 1984 the value of newly approved projects has tripled as compared with the same period in 1983. The ongoing and the newly approved projects will have to continue as long as they assist in achieving the goals set out in them and help solve some of the problems these countries are facing. However, the ILO will in future have to focus its operational programmes on activities with a direct bearing on the present difficult situation Africa is facing.

A. Action in the short term

5. As far as the emergency situation is concerned, the ILO's role is rather limited, as has been mentioned earlier, compared to that of the major relief agencies, such as UNHCR, WFP, UNDRO, UNICEF and UNSO, or specialised agencies such as FAO and WHO. It can nevertheless provide assistance and support to remove the logistical and operational bottlenecks which are preventing relief assistance from reaching those in need of it. Such assistance covers the following areas:

(a) *Management of ports*

6. Experience in the last few months has shown that one of the major bottlenecks in providing relief assistance in time has been congestion at the ports. Vessels have to wait several days, if not weeks, to unload. Often the equipment used for the unloading of food, medical and other supplies is out of order owing to lack of spare parts or inadequate repair and maintenance. This is a managerial and a training problem in which the ILO has accumulated some experience. In the last two years the ILO helped Mauritius, Senegal and the United Republic of Tanzania to improve their port operations. In the present circumstances the ILO will have to concentrate on short-term measures and crash programmes to improve these operations, and these will have to be followed up whenever necessary by long-term assistance with a view to promoting the viable operation of African ports.

(b) *Management of truck fleets*

7. The shortage of managerial capabilities to manage the fleets of trucks used for the internal transportation of food aid and other relief assistance has proved yet another obstacle to the proper and timely distribution of food aid and other assistance. This is felt not only by relief organisations and donors, but also by the governments themselves. Indeed, unless the speedy and prompt distribution of aid is ensured by rapid transport and a reduction in port congestion, the timely arrival of aid to the needy is endangered. In this field, the ILO assisted the Government of Ethiopia from 1978 to 1982 in devising a system of proper management for truck operations, ensuring the maximum use of the transport fleet and covering the preparation of an inventory of spare parts and maintenance operations. The same type of assistance could become an important activity for the ILO in drought-stricken countries.

(c) *Repair and maintenance of trucks and vehicles*

8. Closely linked with the problem of truck fleet management is their repair and maintenance. The shortage of qualified personnel to operate modern transport vehicles and to undertake repairs and maintenance is evident. ILO-assisted vocational training projects have over the years trained African workers in these skills. The shortage of such skills is, however, still very acute. Crash courses will have to be organised to ensure that a sufficient number of trained personnel are available in a relatively short period, not only in large towns and agglomerations but also in the remote areas to which the trucks are being sent.

(d) *Construction, repair and maintenance of roads*

9. Recent experience has shown that roads, particularly in remote rural areas, are either non-existent or difficult to pass. Delays in the delivery of food aid and other relief assistance are therefore observed, endangering the lives of thousands of people. The ILO's Special Public Works Programmes (SPWP) can assist governments in constructing new roads and maintaining and repairing old ones, using labour-intensive techniques. Experience gained in countries such as Benin, Burundi, Mali, Rwanda, the United Republic of Tanzania, Togo and Uganda will have to be adapted to meet the pressing needs generated by the present emergency situation.

(e) *Human resources for water management*

10. The scarcity of water in drought-stricken areas calls for the sound management of these resources. Within the framework of the water and sanitation decade launched by the WHO, the ILO has been developing a programme aimed at improving the management of water resources. This programme, which is still in its first stage, can help member countries, particularly those with scarce water resources, to improve and/or develop their managerial capacity with a view to rationalising the use of water. Assistance, for example, has been given to the REGIDESO in Zaire and to Rwanda. The ILO also envisages organising for the members of the Union Africaine des Distributeurs d'Eau (UADE) and in collaboration with this organisation, a seminar on human resources for water management and the organisation of work within water distribution enterprises. A second seminar on the elaboration, execution and monitoring of training in water distribution enterprises is also planned.

(f) *Construction and rehabilitation of wells and the repair and maintenance of water pumps*

11. In some of the drought-stricken countries underground water is still available but is not sufficiently exploited. Existing wells need to be rehabilitated or new ones constructed. Existing water pumps need to be repaired and maintained. The ILO's role would be to provide, through its vocational training and special public works programmes, assistance to develop skills that will enable nationals of these countries to construct and rehabilitate wells or to repair and maintain water pumps. These skills can be provided through crash courses

using mobile training units. Experience gained from projects executed in recent years (for example, Burkina Faso and Mali) could be of benefit to those countries which require ILO assistance.

(g) Strengthening of co-operatives

12. Co-operatives have an important role to play in the production and distribution of food. The strengthening of co-operatives involved in such activities can be seen from two angles. First, it will decrease reliance on food aid to the extent possible; second, it will involve people in solving their own problems and ensure that food aid reaches those who really need it. The ILO will therefore have to focus its activities on the strengthening of this type of co-operative in drought-stricken areas. It has already been assisting co-operatives through the project entitled "Co-operative support to development activities assisted by the World Food Programme (ACOPAM)" in Burkina Faso, Mali, Mauritania, Niger and Senegal. Needless to say, in the present emergency priority will be given to co-operatives involved in food storage and distribution, both in rural and urban areas.

B. Long-term action

13. As stated above, the ILO's operational programmes and activities in Africa have been primarily geared to supporting long-term development efforts. This will remain the thrust of the ILO's operational programmes in the future. In this respect it will be guided by the conclusions of ILO regional meetings and the Lagos Plan of Action as a framework for long-term development policy in Africa, and also by the priorities identified in national development plans. However, in the present circumstances priority will have to be given to a number of basic issues which have a direct bearing both on food production and on overall developments in Africa. Addressing these basic issues is essential to ensuring that social and economic conditions in Africa improve and to hedge against natural catastrophes, such as the drought that has afflicted the continent. The role of the ILO's operational programmes in dealing with these long-term basic issues is discussed below.

(a) Employment and development

14. Redressing the economies of African countries and restoring growth requires a revision of their economic strategies. In particular, African countries will have to address themselves to the constraints which hamper the rapid growth of their economies and at the same time preserve the egalitarian and distributive effects of such growth.

15. While JASPA and SATEP will continue to assist African countries in formulating their development strategies and ensuring that new employment opportunities are created as well as satisfying the basic needs of the people, the ILO, in collaboration with these two regional projects, will have to focus on certain priority areas. These would include the following:

(i) Rural development

16. In most African countries four out of five people work in rural areas. It is they who are hardest hit by the present situation in the continent, for it is in rural areas that underemployment, poverty and squalor are mostly felt. On the other hand, unless major changes are introduced in rural areas, agricultural production will not increase, and little or no progress will be made towards food self-sufficiency, one of the major objectives of the Lagos Plan of Action. Nor will there be any development in other sectors, including industry, which are often dependent on agriculture.

17. While the FAO has primary responsibility for increasing and improving agricultural production, the ILO's operational programmes can support these endeavours. In the first place, the special public works programmes can assist African member States in the development and construction of irrigation schemes, land development and reafforestation, using labour-intensive techniques. The ILO can also assist in introducing appropriate agricultural technology, in the development, repair and maintenance of agricultural tools and equipment, and in the training of manpower in the installation, repair and maintenance of water pumps and the construction and rehabilitation of wells.

18. In addition, the ILO can help to identify constraints affecting increased food production, and to promote institutional reforms and off-farm employment.

19. Advisory services can also be provided to enable member States to create new employment opportunities for youth in rural areas and to integrate youth and women in the development process in rural areas.

20. An essential element in the success of rural development programmes is the involvement and participation of the rural population concerned. Rural workers' organisa-

tions have proved effective in involving the rural people in the development of their communities. In this field the ILO has accumulated experience which it can transfer to African countries.

(ii) *Special Public Works Programmes (SPWP)*

21. The special public works programmes (SPWP) represent a strong social aspect of development objectives. In particular, they create a substantial number of jobs in the short, medium and long term, help impart basic skills to unskilled labour, involve local communities in the formulation of projects, foster the collaboration of social groups and promote the development of local production tools.¹ The contribution of such programmes to the development of a country's infrastructure is essential for its overall economic and social progress. Such programmes are also relatively cheap if compared with their capital-intensive alternatives.

22. In addition to the short-term assistance which can be provided to deal with the present emergency situation, the ILO can also assist in introducing measures which help to control or prevent natural disasters such as floods and droughts. Coherent programmes of infrastructure development, including the construction and maintenance of feeder roads, irrigation, reforestation and land reclamation, can be established to minimise the effects of such disasters and would help create employment opportunities for those left unemployed. Furthermore, assistance can be provided to governments to enable them to plan, finance, implement, monitor and evaluate special public works programmes and thus become self-reliant in this respect.

(iii) *Urban informal sector*

23. The importance of the urban informal sector and its role in employment promotion is now widely recognised by African governments. Rural-urban migration has aggravated the problems of African towns: Shanty towns are expanding quickly, putting strain on the basic infrastructure of towns and cities, and the number of unemployed persons is increasing rapidly. The ILO can be of assistance to member States in identifying constraints affecting the development of certain subsectors of the urban informal sector (e.g. manufacturing, construction, transportation, various service trades, etc.), in improving conditions of work and environment, in developing the most appropriate and effective vocational and entrepreneurial training schemes and methods, and in establishing co-operatives, in particular labour co-operatives, in this sector.

(iv) *Employment impact of investment projects*

24. One of the reasons why some of the objectives of African development plans have not been achieved were the wrong choices made by governments regarding investment and technology. In particular the employment impact of such choices was often ignored or underestimated. The ILO is prepared to collaborate with various donors, including development banks, and with the governments concerned, in assessing the employment impact of the investment and technological choices within the framework of national priorities.

(v) *Adjustment policies*

25. Although Africa's external debts are an old phenomenon with which Africa has lived for many years, the extent of indebtedness reached an unprecedented level of \$150,000 million by the end of 1983, and has been increasing ever since. This problem, coupled with the problems of high interest rates and the resulting debt servicing, increased protectionism, the collapse of commodity prices, dramatic trade deficits, high inflation rates and declining net capital flows to Africa, has brought the economies of most countries of this continent to a standstill. Restoring growth has therefore become one of the major objectives. In order to restore sustained and balanced growth, basic structural changes have to be introduced. In recent years international financial institutions have proposed a number of adjustments and stabilisation policies to African countries which are essential for the recovery of their economies.

26. While the adjustment and stabilisation policies prescribed in recent years are no doubt essential, their impact must also be considered in terms of employment, income distribution, the satisfaction of the basic needs of the majority of the people and the need to provide them with a minimum of social protection. In other words, while radical stabilisation measures might lead to a rapid improvement in the economic situation of a particular country, they might also have undesirable social and political consequences and in the long run affect the fabric of African societies. The role of the ILO within this context is to

¹ Philippe Garnier: *Introduction to Special Public Works Programmes* (Geneva, ILO, 1982), p. 1.

collaborate with the IMF in finding the most appropriate short and longer-term policy measures which on the one hand redress the economies of the African countries concerned, and on the other avoid measures being introduced whose burden falls heavily on the poor, who are already hard hit by the present difficulties and who are unable to absorb any further reduction in their standard of living if they are to survive.

(b) *Education and training*

27. The key role of education and training and their impact on national development is recognised by all African governments. Indeed, there is common agreement that education and training are amongst the key elements that could lead to a resolution of the present crisis, and this is an area in which African governments have made heavy investments in the last two decades. Maintaining the momentum of expansion and development of the education and training systems which characterised the 1960s and the early 1970s seems unlikely in view of the rising cost of education and training and the budgetary problems which many African countries face. These systems need to be consolidated and rationalised with a view to eliminating duplication and overlaps and in order to reduce the cost of training so as to expand the system and respond to the growing demands on education and training and the requirements of the labour market and technological developments. Such a review of the education and training policies will have to be made with a view to—

- (i) achieving equal opportunity in education and training;
- (ii) increasing education and training opportunities; and
- (iii) increasing the effectiveness and efficiency of education and training systems.

28. The ILO, in collaboration with the African Centre for the Development of Vocational Training (CIADFOR), can play a crucial role in this respect. It can intensify its assistance to African governments in conceiving and formulating sound training policies, adjusting or rationalising these policies and in implementing them. More precisely, the ILO will have to place emphasis on the following:

(i) *Matching training programmes to the requirements of the labour market*

29. Matching training programmes and activities to the requirements of the labour market and to existing or potential employment opportunities is a prerequisite for the effectiveness and efficiency of training programmes. Indeed, it is essential for information on future labour market requirements to be available at the planning stage in order to ensure that such programmes are viable and cost-effective. This is a field in which the ILO and the regional projects CIADFOR, JASPA and SATEP have been assisting member States. These activities could be intensified in those countries where the need for adequate data collection is the greatest. Assistance could also be provided to governments in undertaking manpower assessments in critical sectors, such as energy, mining and transportation.

(ii) *Sectoral training*

30. In addition to national training policies, the ILO will have to put greater emphasis on certain sectors or branches of the economies of African countries. While sectoral training policies are components of national policies, each sector or branch of the economy has its own specific training problems for which specific solutions must be found and for which specific programmes will have to be conceived. Within the context of the present economic difficulties Africa is facing, it seems that ILO assistance will have to concentrate on four main sectors.

31. The first is *rural* non-farm occupations, which are essential to progress in rural areas. The objective would be to increase income-generating activities which help, inter alia, to check rural-urban migration. Occupations such as those of blacksmith, the repair and maintenance of agricultural equipment and of vehicles, rural construction and handicrafts are some examples in which the ILO could provide assistance.

32. The second is the *food sector*. The shortage of qualified manpower at all levels, and in particular the managerial level and among skilled workers engaged in food processing, handling, storage and preservation, has been one of the major obstacles that have delayed the development and expansion of this sector. In the present circumstances, and given the vital importance of the sector, the ILO will have to respond as quickly as possible to provide the assistance required to train the manpower needed for this sector.

33. The third is the *training of workers in the urban informal sector*. As mentioned earlier, this sector has a great employment absorption capacity. Some parts of the sector are capable of establishing forward linkages with the modern sector. This in turn would require improved occupational and entrepreneurial skills among those working in the urban informal sector. This is a field where the ILO can provide assistance to African countries, in

particular in identifying those subsectors which are most suited to establishing links with the modern sector, in identifying their training needs and in planning and organising training schemes and courses both at the occupational skills and entrepreneurial levels.

34. The *transport sector*, and in particular roads, railways and ports, is the fourth sector deserving special attention. The inefficiency of the sector, which is mainly due to the shortage of qualified manpower at all levels, has been a major constraint preventing the smooth and timely distribution of food aid and other relief assistance. The short-term assistance the ILO could provide to cope with the present emergency will need to be complemented by longer-term assistance to establish viable training systems that can provide the sector with qualified manpower both at the managerial and occupational skill levels on a continuous basis, thereby ensuring the smooth transport of goods both in normal and emergency circumstances.

(iii) *Training of managers in public, parastatal and private enterprises*

35. Following independence, and particularly over the last few years, there has been a rapid expansion in the number of public and parastatal enterprises in Africa, in such sectors as transport, public utilities, manufacturing, mining and commerce. In many cases these enterprises have been severely handicapped by the lack or shortage of managerial skills. At the same time recommendations have been made to reform parastatal and public enterprises and to encourage the growth of the private sector, including small enterprises. Enhancing managerial capacity has been recommended as a basic measure to help bring about such a reform and to enhance the role of the private sector. This is an area where the ILO can intensify its assistance and transfer some of the knowledge and experience gained over more than three decades for the benefit of parastatal and public enterprises, as well as for the private sector. In addition, assistance could be provided to train the administrators responsible for direct government programmes of rural, transport and infrastructure development.

(c) *Development of institutions*

36. A major obstacle to development in Africa is the weakness of its economic and social institutions. As far as the ILO's mandate is concerned, these include co-operatives, social security institutions, small enterprises, and employers' and workers' organisations.

37. It is obvious that all these economic and social institutions need to be strengthened and assisted. While the ILO's operational programmes will continue to contribute to the promotion and strengthening of these institutions, special emphasis will have to be given to two types of institutions that are of special importance.

38. The first are *co-operatives*. Their role in both the rural and urban sectors is obvious and need not be stressed here. It suffices to state that co-operatives have long been the backbone of the development policies of many African countries, and there is hardly any economic activity in which co-operatives are not involved. However, co-operatives engaged in the production, marketing and distribution of agricultural production and fisheries will in the present circumstances have to receive special attention. Equally important are co-operatives engaged in handicrafts and small-scale production.

39. Co-operatives in Africa, including those to which special attention must be given, suffer in general from a number of problems. One major problem is that of co-operative leadership and management. Other problems relate to financial controls, the optimum size of co-operatives and government controls. These are some of the problems the ILO's operational programmes have been addressing and regarding which efforts will have to be intensified in order to promote viable co-operatives. The ILO will also have to continue helping countries to establish new co-operatives if this is required.

40. The second are *small enterprises*. They are to be found in both the modern and the informal sector in Africa, and suffer from a host of managerial, technical and financial problems that make them extremely vulnerable. In addition, in several African countries there is an acute shortage of entrepreneurial talent and tradition, which makes the establishment and survival of new small businesses very difficult. Increased attention will therefore have to be paid to schemes encouraging small enterprise development through combined packages of technical assistance, institutional measures and financial incentives.

41. The participation of strong employers' and workers' organisations in the development efforts is of crucial importance in Africa. Such organisations exist in most African countries but they still need assistance to render more comprehensive and better services to their members. Much of this assistance takes the form of training and education. The ILO has a special responsibility and technical capacity in this field and will therefore continue to give high priority to the strengthening and growth of employers' and workers' organisations in the region.

IV

Resolution concerning the Promotion of Measures against Risks and Accidents Arising out of the Use of Dangerous Substances and Processes in Industry¹

The General Conference of the International Labour Organisation,

Expressing deep concern at the growing risks and the increasing number of serious accidents related to the use of hazardous substances and chemical products,

Regretting that such accidents have in the recent past caused considerable damage and have led to the death of several thousands of persons both inside and outside undertakings or serious injury to their health,

Considering that such tragedies demonstrate–

- (a) the inadequacy of safety and supervisory measures and the lack of workers' information and training concerning the hazards linked to certain dangerous substances and the technical processes that are in use;
- (b) the correlation between workers' safety and that of the public and the environment,

Emphasising that in the design and implementation of their industrial development policies, competent public authorities and industry should take fully into account the possible safety and health effects of hazardous substances and processes on workers and the general public,

Noting with serious concern that in some countries, and in particular the developing countries, substances continue to be used and produced, and processes introduced, which present risks and which have been prohibited or subjected to restrictions in other countries,

Emphasising the basic responsibility of multinational companies' central management over the organisation and control of the management of all their subsidiary units,

Considering that special activities must be undertaken in order to improve the control of major hazards and safety measures, having regard to the permanent dangers arising from the widespread use of chemicals and other dangerous substances throughout the world,

Recalling the guide-lines regarding the protection of safety and health contained in the International Labour Organisation's Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, as well as the provisions contained in the relevant international labour Conventions and Recommendations and codes of practice concerning occupational safety and health and the working environment,

Stressing that international labour standards on safety and health should be universally applied and strengthened, and stressing in particular that this resolution applies to the activities of all enterprises, multinational or otherwise;

1. Calls upon the governments of all States Members of the International Labour Organisation to adopt, in full consultation with workers' and employers' organisations, integrated and comprehensive policies for hazard prevention in connection with the use of dangerous processes as well as the production, transport, storage, handling and disposal of hazardous substances. These policies should include, in particular–

- (a) safeguards to ensure that the introduction of new hazardous substances and processes are effectively monitored and covered by adequate health and safety measures;
- (b) the establishment of strict and adequate safety and health standards to govern, inter alia, the choice of substances and technologies to be used in industry; the

¹ Adopted on 26 June 1985.

location and design of new production processes and equipment; the setting up of safe hazard control and alarm systems in all chemical plants and facilities; detailed emergency plans for factory areas and surrounding communities; maximum permissible exposure levels for workers and local populations; the provision of adequate protective clothing and equipment at the workplace; the safe transport by air, sea and road as well as the safe storage of toxic chemicals and wastes;

- (c) the establishment of a centralised and independent national authority responsible for submitting recommendations concerning the granting of licences for industrial operations involving hazardous occupations and substances as well as for the import and introduction of new and potentially hazardous technologies and substances in industry;
- (d) the pursuit of international agreements on the export of hazardous substances and technologies, including provisions to stop importation of substances banned in other countries.

2. Further calls upon the governments of States Members of the International Labour Organisation–

- (a) to re-examine the possibilities for a wider and more effective application of the provisions contained in the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, as well as in other international instruments dealing with the economic and social responsibilities of multinational enterprises;
- (b) to encourage and stimulate effective tripartite co-operation in all bodies dealing with the safety and health of workers involved in the production, transport, storage, handling and disposal of hazardous products and substances;
- (c) to issue adequate legislation and rules for full and clear information concerning the potential dangers of products and technologies to be provided prior to their marketing or export by producing companies.

3. Calls upon employers and company managements in chemical and other hazardous industries–

- (a) to provide for the safest possible operating and control systems in their enterprises and, where transportation is involved, for the safest possible mode of transport;
- (b) to replace, whenever possible, dangerous substances and processes by safer alternatives;
- (c) to avoid or minimise the stockpiling of toxic and hazardous substances;
- (d) to ensure the exchange and dissemination of research information concerning safety and health particulars of hazardous processes and substances and their alternatives;
- (e) to ensure, as a matter of priority, that all workers, technicians and managers who play any role in the safety control system of the enterprise be given adequate specialised training for this purpose;
- (f) to provide to all workers in the enterprise, and in a language they can understand, the necessary training, information and instructions as well as equipment required for the protection of their individual and collective safety and health at the workplace.

4. Calls upon workers' organisations–

- (a) to contribute towards the improvement of safety conditions in industry by setting up health and safety departments and locating scientific, medical and legal experts for advice on matters of safety and health;

- (b) to elect safety and health representatives to monitor the workplace;
- (c) to initiate training courses for such representatives;
- (d) to establish more contacts between workers' organisations in the same national or multinational enterprises in order to acquire a better understanding of matters concerned with safety and health.

5. Invites the Governing Body of the International Labour Office to instruct the Director-General–

- (a) to make early arrangements for ad hoc expert meetings–
 - (i) to identify and assess risks arising out of dangerous industries;
 - (ii) to advise the Office on
 - general safety measures specific to highly hazardous industries;
 - measures required to improve safety and health in the production, storage and transportation of dangerous substances;
 - the transportation of appropriate standards and a code of practice;
- (b) to make every effort, through the International Labour Office's activities in the fields of technical co-operation, promotion of standards, research and information, to provide maximum assistance to member States for the establishment and strengthening of national infrastructures and institutions conducive to ensuring high levels of safety and health standards in the production, transport, storage and handling of hazardous substances and to strengthen the International Labour Office's ongoing programmes in the field of training in occupational safety and health;
- (c) to continue to put emphasis, in the context of Industrial Committee meetings, on safety and health aspects of the introduction of potentially hazardous substances and technologies in the relevant industrial sectors;
- (d) to devote adequate attention and resources to the International Labour Office's participation in the International Programme on Chemical Safety carried out jointly with the World Health Organisation and the United Nations Environment Programme, and to pursue maximum strengthening of co-operation with other relevant United Nations agencies for the improvement and effective application of international standards in the field of hazard control and accident prevention as well as the protection of the safety and health of workers employed in chemical and other potentially hazardous industries;
- (e) to continue to submit proposals to the Governing Body for the inclusion in the agenda of future sessions of the International Labour Conference of technical items dealing with acute safety and health problems in chemical and other hazardous industries with a view to the strengthening of international labour standards in this field and in particular to examine the possibility, as a matter of priority, of including the subject of hazard control and accident prevention related to the use of hazardous substances and processes in industry in the agenda of an early session of the International Labour Conference.

V

Resolution on equal opportunities and equal treatment for men and women in employment¹

The General Conference of the International Labour Organisation,
 Having taken note of the report on equal opportunities and equal treatment for men and women in employment,

¹ Adopted on 27 June 1985.

Having discussed and evaluated the progress achieved and problems encountered with regard to the situation of women workers since the adoption by the International Labour Conference in 1975 of a Declaration on Equality of Opportunity and Treatment for Women Workers and a resolution concerning a Plan of Action with a view to Promoting Equality of Opportunity and Treatment for Women Workers,

Having reviewed legislative policies and measures adopted by the governments towards the implementation of the above texts, keeping in mind different economic, social and political systems and situations in various countries,

Having taken stock of the ILO's policy and action in favour of women workers during the past ten years,

Having arrived at Conclusions thereon,

Having taken note of the need in accordance with United Nations resolutions to establish a new international economic and social order with a view to ensuring better conditions of employment, work and life for women, especially in developing countries, and the need to devote particular attention to the situation of women in countries subject to the practices of apartheid;

Reaffirms the validity of the Declaration and Plan of Action adopted in 1975;

Appeals to member States to give effect to the part of the following Conclusions relating to national action; and in particular to ratify and implement ILO Conventions and Recommendations relating to equality of opportunity and treatment for men and women workers;

Invites the Governing Body to request the Director-General–

- (1) to bring the following Conclusions to the attention of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace;
- (2) to give due consideration to these Conclusions in ILO action and activities.

Conclusions

Introduction

(a) Undeniable progress has been registered since the adoption by the International Labour Conference of the Declaration on Equality of Opportunity and Treatment for Women Workers and the Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers, and the launching of the United Nations Decade for Women. Women in increasing numbers have joined the labour force in both developing and industrialised countries. They have entered certain sectors and occupations hitherto the domain of men, and more women are now found in highly skilled, technical, managerial and decision-making positions.

(b) There is also a much greater awareness of both the contribution of women to the economy and society and the disadvantages and discrimination suffered by them, which must be eliminated.

(c) Nevertheless, the pace of progress is uneven and the Decade has also witnessed a deterioration of the situation of women in some respects. Despite some progress, the majority of women workers continues to be concentrated in a limited range of occupations; doing work requiring low skills or earning low remuneration.

(d) Despite the growing consciousness among women of their own circumstances, in many countries they are still held back by social and economic restraints which, if anything, have increased during the last few years of world-wide recession and far-reaching changes in the organisation of production due to the introduction of new technologies.

(e) Rural women, who provide essential goods and services for their families, are severely affected by increasing poverty and deteriorating living standards.

(f) In many industrialised and developing countries, women are taking more than their share of the unemployment and of the severe economic recession which marred the later years of the Decade and which is eroding many of women's hard won gains.

(g) Political and social disturbances and natural disasters are driving growing numbers of people into refugee camps, whose population is often made up largely of women and children.

(h) Lasting peace is essential to economic progress and social justice and therefore to the full implementation of equality of opportunity and treatment for men and women workers in employment.

I. NATIONAL ACTION

Equal access to employment and training

1. In order to ensure the implementation of the principles laid down in the Declaration on Equality of Opportunity and Treatment for Women Workers (1975), and further to the Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers (1975), measures should be intensified in order to promote and achieve equality of opportunity of women and men in employment and in society as a whole. Priorities for the attainment of these objectives include, as appropriate to national circumstances—

- (a) measures to promote the employment of women which should form an integral part of national policies and national development to achieve full, productive and freely chosen employment, which should be regarded as the means of ensuring in practice the realisation of the right to work as provided for in the Employment Policy Convention, 1964 (No. 122) and Recommendation, 1964 (No. 122), and the Employment Policy (Supplementary Provisions) Recommendation, 1984 (No. 169);
- (b) policies which should provide men and women with equal employment opportunities, irrespective of the rate of economic growth and conditions in the employment market, and benefit all workers without distinction based on sex, including on the grounds of marital status, age or family responsibilities;
- (c) further efforts by the social partners in working out and applying equal opportunity measures. The social partners should also support constructive measures to foster economic development in such a way that the situation of women will improve within a framework of general policies for achieving economic recovery and employment growth;
- (d) the equal right of men and women to work and, by the same token, to acquire a personal income on equal terms and conditions, regardless of the economic situation;
- (e) the promotion of individual skills and abilities of workers by making available appropriate education and training facilities relevant to national conditions, in order that more women will be amongst the most suitable individuals selected for jobs;
- (f) measures aimed at enabling women to contribute meaningfully, through the fullest and most effective utilisation of their aptitudes and skills, to the economic and social development of their countries, whether in the formal or informal sectors in both urban and rural areas;
- (g) policies aimed at achieving equality between men and women workers which should include the development and implementation of comprehensive programmes of positive action to end discrimination against women in

employment and to counter the effects of past discrimination. These programmes should incorporate measures on education, training, vocational guidance, counselling and placement, equality legislation and the development of support services for workers with family responsibilities ;

- (h) steps which should be taken in consultation with employers' and workers' organisations, as appropriate to national circumstances, to eliminate occupational segregation in labour markets–
 - (i) by prohibiting direct and indirect discrimination based on sex in recruitment, training or promotion, and by taking positive action against both forms of discrimination in order to redress imbalance due to such discrimination ;
 - (ii) by information and awareness campaigns designed to modify traditional concepts of stereotyped roles for men and women and to promote changes in attitudes towards the employment of women and by education and training programmes to overcome social bias which limits the range and level of occupations open to them ;
 - (iii) by encouraging and facilitating the entry of women into all occupations, particularly in those sectors of working life where they are at present under-represented and in the sectors of the future, as well as their access to all levels of skill and responsibility, on an equal footing with men ;
 - (iv) by ensuring special attention to and specific action for women in vocational guidance, counselling and placement services (for example by means of suitably qualified advisers in equal opportunity questions) in efforts to eliminate segregation in employment and to widen the occupational choices open to women ;
- (i) ensuring equal access and opportunities in education at all levels and promoting the elimination of sexism and sex stereotyping ;
- (j) measures to promote equal access of men and women to employment and training which should be continuously monitored on a tripartite basis so that programmes can be progressively improved and made more effective ;
- (k) ensuring that women can benefit on an equal footing with men in the planning of general measures in the field of employment and training, including programmes of action against unemployment ;
- (l) specific measures to meet the special needs of unemployed women when devising general, regional and local programmes of action against unemployment ;
- (m) measures which should be taken to ensure that the same criteria are applied to all workers in case of redundancy or dismissal, without distinction based on sex, including on the grounds of marital status or age. Special protection against dismissal on the grounds of pregnancy and maternity leave should be applied ;
- (n) programmes which should, as appropriate, be devised and implemented in order to meet the needs of, and overcome the obstacles to equal access to employment encountered by women who wish to re-enter employment after a period of absence, or who belong to disadvantaged groups such as migrants, refugees, the disabled, minority groups, single parent families and long-term unemployed. Special programmes should also be devised for women who are compelled to make a living by prostitution by offering them work opportunities and, if needed, social assistance ;
- (o) measures which should be taken, as appropriate to national circumstances, to ensure that rural women have equal access with men to land, education, technology, training and extension services, credit and other resources. For those engaged in income-generating occupations, measures should be aimed

at making their employment more productive and remunerative. Help should be given to rural women to enable them to take advantage of new employment opportunities created by rural development and the introduction of new technologies ;

- (p) equal access by women to financial and other facilities available for the creation of business and for self-employment, particularly in the context of local initiatives to create employment, including those taken on a co-operative basis which offer women worth-while employment prospects and working conditions.

2. Further measures are required to promote equal opportunities for women and men in education and vocational training. Appropriate policy measures in this area may include the following :

- (a) steps which should be taken to implement rapidly the provisions of the Human Resources Development Convention and Recommendation, 1975 (No. 142 and No. 150), in particular Section VIII of the Recommendation, "Promotion of Equality of Women and Men in Training and Employment" ;
- (b) ensuring that the basis for equality at work is laid at the level of primary and secondary education ;
- (c) national tripartite co-ordinating bodies for women's training and retraining which should be established, as appropriate to national conditions and circumstances, in order to ensure more effective planning and co-ordination of activities in this area and to develop and promote policies designed to widen women's access to training of all kinds and for the widest range of occupations. Such bodies should—
 - (i) keep themselves informed of changing occupational needs in the economy and make such information available to training institutions, to workers', employers' and women's organisations and to the public at large ;
 - (ii) maintain inventories of training institutions and programmes, whether operated by governmental or non-governmental agencies, in order to inform women about such institutions and programmes and encourage them to seek training and retraining ;
 - (iii) act as focal points for the exchange and dissemination of information on approaches used and experiences gained in integrating women into training programmes, both in their own and other countries ;
- (d) adequate administrative and budgetary provision, with effective co-ordination and information services, for the education, training and retraining of women including those of disadvantaged groups ;
- (e) the modernisation, diversification and reorientation of existing women's training institutions and programmes to correspond to economic opportunities and the priorities established in development plans and programmes, with the promotion of co-education wherever possible ;
- (f) information should be collected and disseminated on—
 - (i) non-traditional occupations and newly emerging fields so as to diversify career choices for girls and women ;
 - (ii) training and continuing education opportunities ;
 - (iii) the level of advancement of women within various sectors of employment ;
- (g) training, recurrent training, education and information programmes which should be organised, particularly for women whose skills need upgrading and those who re-enter the labour force or wish to enter non-traditional occupations. In that context, new technologies and economic development should be given as much consideration as traditional employment, provided they offer women sufficient opportunities for adjusting to altered employment

requirements resulting from technological change and the opportunity for employment;

- (h) the identification of training needs of women in the informal, rural and urban sectors of developing countries. Training capacities should be developed with a view to reaching them, and training programmes devised with due regard to their levels of education and need to be able to continue to earn a living while undergoing training with due regard, as appropriate to national circumstances, to the need for provision of child care. Responsible people in mainstream institutions and programmes should be specially trained to serve these groups;
- (i) in addition to the provision of occupational skills, the development by training institutions and programmes of decision-making abilities, and interest in occupational and career development and goal-setting;
- (j) realistic and effective action at grass-roots level which calls for the full participation, of local community leaders, comprising adequate representation of women, in the development of training schemes from the early states of design through to implementation and evaluation. Active tripartite participation should be sought at all levels in order to take needs realistically into account and obtain support for the measures envisaged;
- (k) special programmes which should be implemented, where possible, with a view to responding to the needs of women belonging to marginalised groups, such as migrants, refugees, or minority-groups, and in order to overcome the obstacles in the way of these women due to lack of appropriate vocational training.

Equality of remuneration

3. It is essential to promote the full implementation of the principle of equal remuneration for work of equal value (Equal Remuneration Convention, 1951 (No. 100)) within the broader framework of equality of opportunity and treatment between men and women workers having regard to articles 7 (2), 7 (3) and 7 (4) of the 1975 Declaration. To achieve this goal—

- (a) where necessary national legislation or measures consistent with national law and practice should be introduced or broadened so as to ensure that all workers have the right to receive equal remuneration for work of equal value;
- (b) in addition, comprehensive implementation machinery should be created to ensure the application to all workers of the principle of equal remuneration for men and women workers for work of equal value;
- (c) in accordance with national law and practice, investigation and complaint, machinery should be available for all workers who should have the opportunity of obtaining expert advice and support in presenting their case;
- (d) employers' and workers' organisations should strengthen their efforts to implement equal pay provisions and particularly to review existing wage determination practices in order to ensure that criteria for job classification and evaluation are free from sex bias, and to promote public awareness, understanding and acceptance of the principle of equal pay for work of equal value.

Working conditions and environment

4. Measures to improve working conditions and environment for all workers should be guided by the Conclusions concerning future action in the field of working conditions and environment adopted by the International Labour Conference in 1984, and in particular taking into consideration the provisions concerning hygiene, health and safety at work for women. Due attention should be paid—

- (i) in particular to those sectors and occupations employing large numbers of women;

- (ii) to the need to ensure proper application of relevant measures to all enterprises covered;
- (iii) to the desirability of extending the scope of such measures so that working conditions in sectors or enterprises hitherto excluded, such as export-processing and free trade zones, may be appropriately regulated;
- (iv) to the need for national legislation to ensure that part-time, temporary, seasonal and casual workers as well as home-based workers, contractual workers and domestic workers suffer no discrimination as regards terms and conditions of employment and that further segregation of the labour market does not result.

5. As regards protective legislation–

- (a) women and men should be protected from risks inherent in their employment and occupation in the light of advances in scientific and technological knowledge;
- (b) measures should be taken to review all protective legislation applying to women in the light of up-to-date scientific knowledge and technological changes and to revise, supplement, extend, retain, or repeal such legislation according to national circumstances, these measures being aimed at the improvement of the quality of life and at promoting equality in employment between men and women;
- (c) measures should be taken to extend special protection to women and men for types of work proved to be harmful for them, particularly from the standpoint of their social function of reproduction, and such measures should be reviewed and brought up to date periodically in the light of advances in scientific and technological knowledge;
- (d) studies and research should be undertaken into processes which might have a harmful effect on women and men from the standpoint of their social function of reproduction, and appropriate measures, based on that research, should be taken to provide such protection as may be necessary.

6. Sexual harassment at the workplace is detrimental to employees' working conditions and to employment and promotion prospects. Policies for the advancement of equality should therefore include measures to combat and prevent sexual harassment.

Maternity protection

7. Consistent with the recommendations of the Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers adopted in 1975, measures should be taken–

- (a) in the light of scientific knowledge and technological advance, to provide an adequate standard of maternity protection and benefits ensuring that mothers are not disadvantaged in their occupational life, it being understood that the costs should be borne by social security or other public funds or by means of collective arrangements;
- (b) to ensure that all couples and individuals have access to the necessary information, education and means to exercise their basic right to decide freely and responsibly on the number and spacing of their children.

8. Priority consideration should be given, as appropriate to national circumstances, to the gradual extension of maternity protection to women in all sectors of activity and enterprises of all sizes, including women who are casual, temporary, part-time, subcontract and home-based workers as well as self-employed and family workers; and to the strengthening of social security systems or other public or collective arrangements for the financing of maternity protection schemes.

Workers with family responsibilities

9. Member States should develop suitable arrangements to assist workers with family responsibilities by measures consistent with the provisions of the Workers with Family Responsibilities Convention, 1981 (No. 156), and Recommendation, 1981 (No. 165). All measures compatible with national conditions and possibilities should be taken to develop or promote child-care, family and other community services, public or private, to respond to the needs of workers with family responsibilities.

10. The burden of household and family responsibilities, which in most cases falls mainly on women, can be an obstacle to achieving equality of opportunity and treatment in employment. Supporting measures should be encouraged such as those designed to—

- (a) make it easier for workers to combine home and work responsibilities;
- (b) engender broader understanding of the principle of equality of opportunity and treatment for men and women workers and of the problems of workers with family responsibilities;
- (c) promote such education as will encourage the sharing of family responsibilities between men and women.

Therefore, all necessary steps should be taken to ratify the Workers with Family Responsibilities Convention, 1981 (No. 156), and to implement its provisions as well as those of the accompanying Recommendation (No. 165) with respect to the formulation of a national policy in this regard and to the measures required concerning the employment and training of workers concerned, including their terms and conditions of employment, the provision of child-care and family services and facilities, social security and help in the exercise of family responsibilities.

Social security

11. In cases where women receive unequal social security benefits, specific measures to remedy this situation without adversely affecting existing rights may, as appropriate to national conditions and practice, include—

- (a) provision of adequate resources with a view to providing social security coverage appropriate to the needs of women workers;
- (b) development of social security systems in such a way as to ensure equal treatment for men and women by prohibiting direct or indirect discrimination regardless of marital or family status; such systems should be monitored on a tripartite basis, as appropriate, at regular intervals in this respect;
- (c) consideration being given to the gradual extension of social security coverage to workers hitherto not covered or only partly covered, including rural workers both male and female, and regardless of whether they are employed, self-employed or family workers.

Participation

12. In order to ensure that women's rights and needs are taken into account—

- (a) every effort should be made to ensure full participation of women in decision-making processes at all levels;
- (b) measures should be taken to remove obstacles to freedom of association and the exercise of trade union rights by men and women workers in accordance with the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), and the Rural Workers' Organisations Convention, 1975 (No. 141);

- (c) every effort by the organisations concerned should be made to increase the number of women members and officers of trade unions and co-operatives and, through education, to make these organisations more aware of the specific problems met by women workers in achieving equality of opportunity and treatment and the measures needed to overcome them;
- (d) positive action should be taken by governments, employers' and workers' organisations to ensure that women have access to all positions and participate fully with men in social, economic and political life, as well as in public institutions and bodies, including at the national and international levels;
- (e) workers' and employers' organisations, and where appropriate women's organisations and government institutions specialising in issues of concern to women, should be consulted on issues which particularly affect women, at the decision-making and implementation stages.

Administrative arrangements to promote equality of opportunity and treatment

13. Measures should be taken, as appropriate to national circumstances and conditions, to establish, if necessary, national tripartite machinery on the status of women workers and to strengthen national equal opportunity bodies in order to stimulate action aimed at promoting equality of opportunity and treatment for women in economic and social life—

- (a) such bodies should also develop and co-ordinate research and statistics, planning, programming and action on equality of opportunity and treatment of women workers, disseminate knowledge and information pertaining to women's preparation for work life and their integration in the workforce, and provide a mechanism for systematic consultation with employers' and workers' organisations;
- (b) such bodies should have adequate resources and staff to enable them to carry out the above tasks;
- (c) such bodies should be placed at a level that enables them effectively to monitor achievements with respect to women workers and, where necessary, to influence or stimulate the initiation of relevant programmes in other parts of the government administration.

Improving the data base

14. As existing statistics often fail to reflect accurately women's participation in the labour force, efforts should be made to improve statistical data collection and their analysis so as to reflect more fully the contribution of women to productive activities and other aspects of their employment. As regards in particular the measurement of their participation in the labour force, employment, unemployment and underemployment, due regard should be had, inter alia, to the recommendations of the 13th International Conference of Labour Statisticians. Action should be taken to improve quantitative and qualitative information on the situation of women on the labour market and the assessment of the impact of policies to combat unemployment and to promote the employment of women in order to be able to monitor progress in combating segregation in employment and identify female unemployment trends more accurately.

II. ACTION BY THE ILO

15. In the light of the conclusions emerging from the general discussion, the Committee recommends that the Conference invites the ILO Governing Body to—

- (a) consider the possible need for additional standards on equality of opportunity and treatment, with a view to incorporating, supplementing and updating, as

necessary, relevant provisions in existing standards and, when elaborating new standards, bear in mind the interests of women workers, for example coverage of part-time and temporary work ;

- (b) consider as a possible new item for future standard setting the situation of home-based workers and contract workers.

16. Future action by the Office should include the following–

- (a) protective instruments, for example the Night Work (Women) Convention (Revised), 1948 (No. 89), should be reviewed periodically to determine whether their provisions are still adequate and appropriate in the light of experience acquired since their adoption and of scientific and technical information and social progress ;
- (b) the ILO should continue to co-operate with the United Nations in the consideration of the implementation of the Convention on the Elimination of All Forms of Discrimination against Women (1979), and taking account of the relevant parts of the Convention, should continue to submit reports on its application in areas falling within the scope of ILO activities, including those relating to ILO standards on equality of opportunity for men and women in employment ;
- (c) the question of equal opportunity and treatment for men and women workers should be taken into account when preparing the agendas of regional conferences and advisory committee sessions and meeting of Industrial and analogous Committees ;
- (d) continuing research designed to identify the situation and problems of women workers in all countries including–
 - (i) the specific positive or negative impact on women of major trends and developments, such as technological change ;
 - (ii) the situation of women working in rural areas, in the urban informal sector of developing countries and in export-processing and free trade zones ;
 - (iii) the special problems of women migrants, refugees, the disabled and other vulnerable groups ;
 - (iv) the review of policies and programmes designed to overcome the difficulties met by women workers, including practical approaches to the elimination of sex-based discrimination.

17. The ILO should contribute to the collection of improved data and continue its publications concerning women workers in different parts of the world–

- (a) by reviewing and evaluating the use of new and existing concepts and definitions for measuring labour force participation, employment, unemployment and underemployment, with breakdowns according to sex. These should be supplemented by sufficiently detailed statistics on industrial and occupational characteristics, wages, conditions of work and related topics for women and men workers separately ;
- (b) by surveying and disseminating information on new approaches to the measurement of women's participation in the economy and their contribution to meeting basic needs and to the economy in general.

18. Efforts should be made–

- (a) to develop technical co-operation activities in favour of women workers through the design and execution of projects and through the inclusion in other projects, wherever necessary, of components intended to serve their needs or through ensuring the full participation of women in projects of common interest to men and women including the development of crèches and child-care facilities ;

- (b) to reinforce the capacity of the ILO to implement the policy aims of technical co-operation programmes in favour of women and to ensure that the needs of working women receive due attention in all aspects and all areas of work of the Office, including employment, training, industrial relations, labour legislation and administration, social security and other related problems;
- (c) to examine the possible direct and indirect impact on women and their activities of all projects, so as to avoid undesirable effects;
- (d) to develop, implement and evaluate innovative projects for women belonging to disadvantaged groups in co-operation with any work which is already being done for those groups in order to improve the possibility of their integration in the workplace;
- (e) to involve the women concerned in the selection, design, implementation and evaluation of the projects;
- (f) to strengthen the capacity of the ILO's organisational structures at headquarters and at the regional levels to deal with women workers' questions and to develop appropriate technical co-operation programmes;
- (g) to promote technical co-operation among developing countries through encouraging exchanges of experience at the regional or inter-regional levels between persons involved in programmes and projects for women workers, and enabling such persons to study those experiences at first hand;
- (h) to disseminate information in various languages. Information should be easily accessible through a variety of means, including computerised data bases, audio-visual materials, serial publications, information sheets and monographs;
- (i) to encourage a larger number of women to seek employment as technical co-operation experts;
- (j) to ensure that the ILO sets an example in all its services and structures in the implementation of equality of opportunity and treatment between men and women, in particular—
 - (i) by providing child-care facilities to ensure the widest participation of women in its conferences, meetings and other activities;
 - (ii) by bringing the terms used in its basic texts and documents into line with the principle of equal participation in order to avoid the use of terms which apply to one sex only.

VI

Resolution submitted to the Conference by the Committee on Structure¹

The General Conference of the International Labour Organisation,

Having taken note of the reports of the Delegation of the Conference submitted under item VIII of its agenda, and having taken note of the report and conclusions of the Committee on Structure,

Determined to seek, in so far as possible, a general agreement on all the questions of structure still outstanding;

1. Urges all the parties concerned to contribute towards finding solutions to the questions of structure still outstanding in a spirit of co-operation, mutual respect and goodwill and in conformity with the principle of equality for all geographical, economic and social interests within the Organisation.

¹ Adopted on 27 June 1985.

2. Decides to place on the agenda of its 72nd Session the questions relating to amendments to the Constitution of the ILO,¹ the texts of which are reproduced in the attached Appendix.

APPENDIX

Questions relating to proposals for the amendment of the Constitution of the ILO to be placed on the agenda of the 72nd Session of the International Labour Conference

1. Appointment of the Director-General (article 8 of the ILO Constitution)

“Inclusion, in paragraph 1 of article 8 of the Constitution of the International Labour Organisation, of a provision requiring the Governing Body of the International Labour Office to submit the appointment of the Director-General of the International Labour Office to the International Labour Conference for approval.”

2. Quorum Rule of the International Labour Conference (article 17 of the ILO Constitution)

“Amendment of article 17 of the ILO Constitution so as to take account of abstentions for the calculation of the quorum of the International Labour Conference, which would remain fixed at half the delegates attending the session of the Conference, while also maintaining their exclusion for the calculation of majorities and, to this end, to stipulate that to obtain the required simple or special majority there must be at least half the corresponding proportion of the delegates attending the session.”

3. Amendment of the ILO Constitution (article 36 of the ILO Constitution)

“Deletion in article 36 of the Constitution of the International Labour Organisation of the provisions requiring the ratification or acceptance of amendments to the Constitution by Members of the Organisation of chief industrial importance; and inclusion in the same article of provisions stating that amendments to certain specified articles and provisions of the Constitution shall not be considered as adopted by the International Labour Conference unless they receive three-fourths of the votes cast, and shall not come into force until ratified or accepted by three-quarters of the member States.”

4. Amendment of article 7 of the ILO Constitution—Composition of the Governing Body of the ILO

“Amendment of article 7 of the ILO Constitution with a view to:

- (a) replacing the figures ‘fifty-six’, ‘twenty-eight’, ‘fourteen’ and ‘fourteen’ specified in paragraph 1 of this article by the figures ‘one hundred and twelve’, ‘fifty-six’, ‘twenty-eight’ and ‘twenty-eight’ respectively;
- (b) deletion of paragraphs 2 and 3 of article 7, to replace them with a series of provisions to—
 - (i) introduce a general principle aiming at ensuring that in its composition the Governing Body shall be as representative as possible, taking into account the various geographical, economic and social interests within its three constituent groups, without in any way undermining the recognised autonomy of those groups;
 - (ii) insert after this principle a provision concerning the rules to be applied with respect to the composition of the Government group, with a view to:
 - firstly, specifying certain objectives—representativity and continuity—to be met within the general framework of principles applicable to the Governing Body as a whole;
 - secondly, indicating the criteria on the basis of which, in conformity with the Compromise Text of the Government group, the distribution of 54 government seats shall be made between the four regions (Africa, America, Asia, Europe) and the five electoral colleges referred to in the above-mentioned Compromise Text, as well as the limits (upper and lower) to be applied, and specifying that for the implementation of this decision, it has been agreed to apply the following distribution of seats: 12 seats for America, 13 seats for Africa, 14 and 15 seats alternately for Asia and Europe;

¹ The amendment to article 17 of the Standing Orders of the Conference will also be examined, it being understood that its entry into force, like that of consequential amendments, will be subject to the entry into force of the constitutional amendments referred to in this resolution.

- thirdly, stipulating the principles and criteria applicable for the distribution of seats within the regions, due account being taken of their special characteristics, in conformity with the Compromise Text, and stipulating further that these principles shall be embodied in formal protocols drawn up for each region;
- (iii) introduce a new subparagraph—the text of which should be worked out before the 72nd Session of the International Labour Conference—in order to provide, on a non-discriminatory basis, for the participation in the electoral process of all the member States and that once every two terms of office each region shall be allocated one of the additional seats, it being understood that this seat shall guarantee the possibility of election to the Governing Body of States not yet included in a regional protocol. It is also understood that such States shall not be placed in a privileged position regarding the frequency of such participation in relation to comparable States in the region. The additional seat which is not allocated to a State not yet included in a regional protocol shall be filled by the region concerned in the light of the provisions of its protocol.”

VII

Resolution concerning Amendments to the Financial Regulations in Respect of Audit Certificates¹

The General Conference of the International Labour Organisation,

Decides to amend paragraphs 5, 6 and 8 of the Appendix to the Financial Regulations of the ILO, entitled “Additional Terms of Reference Governing External Audit”, and to add a new paragraph 10, the respective paragraphs to read as follows:

5. The External Auditor shall express and sign an opinion in the following terms: “I have examined the financial statements numbered ... to ... and relevant schedules of the Organisation for the financial period ended 31 December ... My examination included a general review of the accounting procedures and such tests of the accounting records and other supporting evidence as I considered necessary in the circumstances.” The External Auditor’s opinion shall state, as appropriate, whether:

- (a) the financial statements present fairly the financial position as at the end of the period and the results of the operations for the period;
- (b) the financial statements were prepared in accordance with the stated accounting principles;
- (c) the accounting principles were applied on a basis consistent with that of the preceding financial period;
- (d) transactions were in accordance with the Financial Regulations and legislative authority.

6. The report of the External Auditor to the Governing Body on the financial operations of the period should mention—

- (a) the type and scope of his examination;
- (b) matters affecting the completeness or accuracy of the accounts, including where appropriate:
 - (i) information necessary to the correct interpretation of the accounts;
 - (ii) any amounts which ought to have been received but which have not been brought to account;
 - (iii) any amounts for which a legal or contingent obligation exists and which have not been recorded or reflected in the financial statements;
 - (iv) expenditures not properly substantiated;
 - (v) whether proper books of accounts have been kept;
 - (vi) any deviations of a material nature in the presentation of financial statements from generally accepted accounting principles applied on a consistent basis;
- (c) other matters which should be brought to the notice of the Governing Body and the Conference, such as—
 - (i) cases of fraud or presumptive fraud;
 - (ii) wasteful or improper expenditure of the Organisation’s money or other assets (notwithstanding that the accounting for the transaction may be correct);

¹ Adopted on 18 June 1985.

- (iii) expenditure likely to commit the Organisation to further outlay on a large scale;
 - (iv) any defect in the general system of detailed regulations governing the control of receipts and disbursements or of supplies and equipment;
 - (v) expenditure not in accordance with the intention of the Governing Body or the Conference after making allowance for duly authorised transfers within the budget;
 - (vi) expenditure in excess of appropriations as amended by duly authorised transfers within the budget;
 - (vii) expenditure not in conformity with the authority which governs it;
 - (d) the accuracy or otherwise of the supplies and equipment records as determined by stock-taking and examination of the records;
 - (e) where appropriate, transactions accounted for in a previous financial period concerning which further information has been obtained or transactions in a later financial period concerning which it seems desirable that the Governing Body or the Conference should have early knowledge.
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8. Whenever the External Auditor's scope of audit is restricted, or he is unable to obtain sufficient evidence, the External Auditor shall refer to the matter in his opinion and report, making clear in his report the reasons for his comments and the effect on the financial position and the financial transactions as recorded.

.....

10. The External Auditor is not required to mention any matter referred to in the foregoing which, in his opinion, is not material.

VIII

Resolution concerning the Composition of the Administrative Tribunal of the International Labour Organisation¹

The General Conference of the International Labour Organisation,

In accordance with Article III of the Statute of the Administrative Tribunal;

Extends the terms of office of the Rt. Hon. the Lord Devlin (United Kingdom) as judge of the Administrative Tribunal of the International Labour Organisation, and that of the Rt. Hon. Sir William Douglas (Barbados) and Mr. Edilbert Razafindralambo (Madagascar) as deputy judges of the Tribunal, for further periods of three years.

IX

Resolution concerning the Adoption of the Programme and Budget for the 60th Financial Period (1986-87) and the Allocation of Expenses among Member States²

The General Conference of the International Labour Organisation,

In virtue of the Financial Regulations;

Passes for the 60th financial period, ending 31 December 1987, the budget of expenditure of the International Labour Organisation amounting to \$253,140,000 and the budget of income amounting to \$253,140,000 and resolves that the budget of income from member States shall be allocated among them in accordance with the scale of contributions recommended by the Finance Committee of Government Representatives.

¹ Adopted on 18 June 1985.

² Adopted on 19 June 1985 by 388 votes to 32, with 5 abstentions.

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