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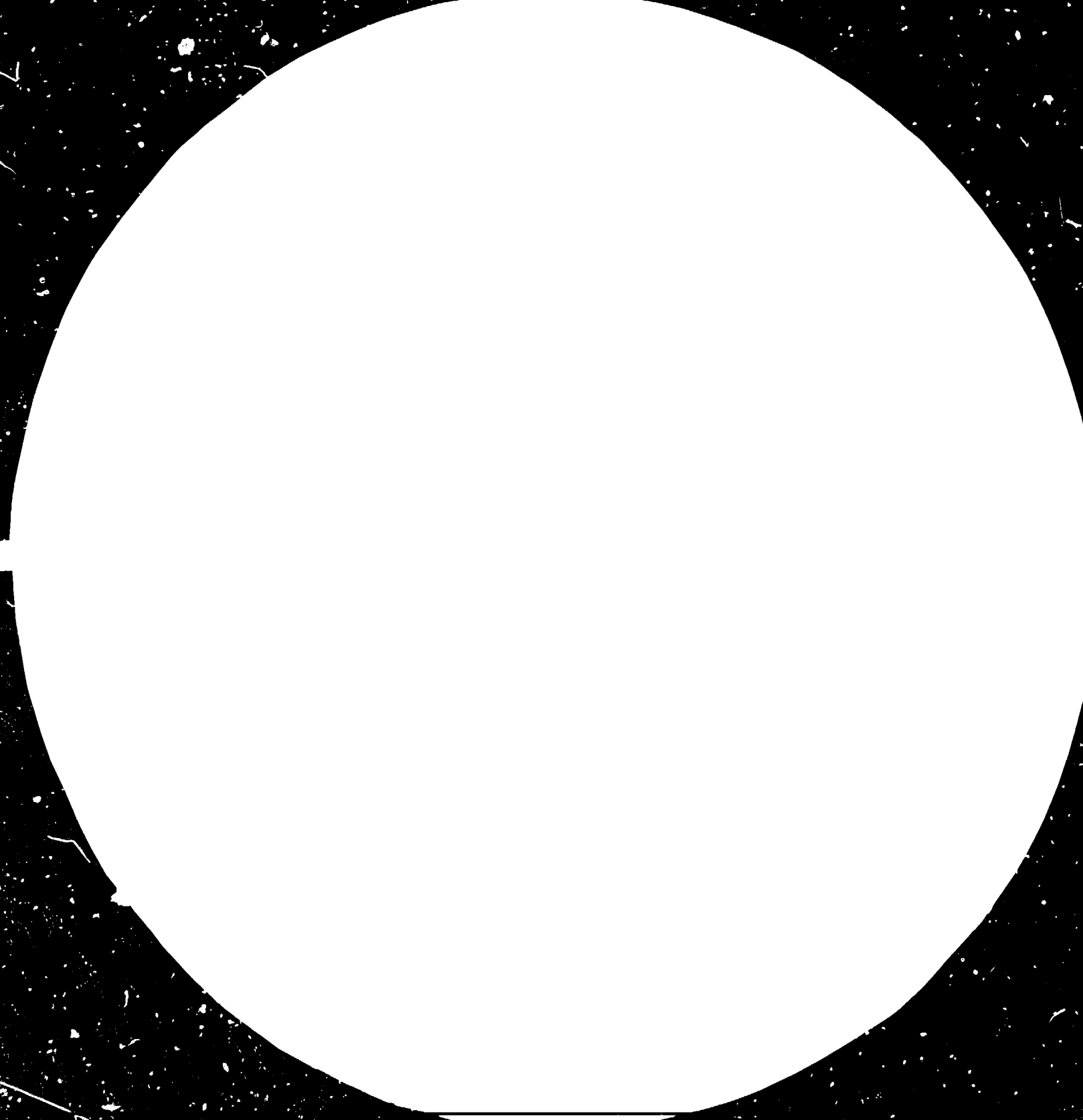
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SOCIAL ASPECTS OF INDUSTRIALISATION*

Paper presented by
the International Labour Office

* The report has been issued as received. It is also available in French and in Spanish.

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UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANISATION

Fourth General Conference

Vienna, 2-18 August 1984

SOCIAL ASPECTS OF INDUSTRIALISATION

Paper presented by the International Labour Office

1. The 69th Session of the International Labour Conference, held in Geneva in June 1983, adopted the following General Conclusions concerning the Social Aspects of Industrialisation.

Social goals of industrialisation. The process of industrialisation involves the whole social and economic system, including the rural sector. Industrialisation can yield immense benefits for society but it can also lead to some consequences which have undesirable social costs. In order to ensure that industrialisation strategies will be fully effective, it is essential that there be a positive investment climate and that those strategies, in addition to seeking to achieve the goals of rapid growth, modernisation, creation of wealth and self-reliance, give due importance to the achievement of social goals such as increased employment and income-earning opportunities, greater equality in income distribution, better working conditions especially in the field of safety and health, the satisfaction of basic needs of the population and the social protection of workers and their families.

Basic human rights. Respect for basic human rights constitutes the foundation upon which all labour and social policy must be built. Any temptation to diminish their importance and any attempts to treat them as obstacles to development, including industrial development, should be resolutely resisted.

Full respect for these rights should be incorporated (either expressly or implicitly) into all policies and legislation; and steps should be taken to ensure that basic human rights are fully protected. In the field of industrial and labour policy, priority attention needs to be given to freedom of association, freedom from forced labour and freedom from discrimination. The essential policy provisions for such basic freedoms are contained in several ILO instruments.

Tripartite and bipartite co-operation. Continuous consultation and co-operation between the three social partners - governments, employers' and workers' organisations - is essential for the effective development and implementation of industrialisation strategies and of sound systems of industrial relations at all levels. In order to ensure this, and in accordance with national law and practice, consideration should be given to the establishment of national tripartite bodies which provide a forum for the formulation and implementation of policies and programmes for industrialisation and its social aspects as well as for industrial training and occupational safety and health. Furthermore, consideration should be given to the establishment for selected industries of national tripartite committees which can advise on issues and problems of a labour and social kind in those industries as well as assist in the formulation and implementation of labour policy, legislation and programmes.

In all their industrial relations transactions, whether these are tripartite or bipartite, and at whatever level they take place, the social partners should endeavour to establish and maintain co-operative and constructive relationships.

The existence of strong, independent and fully effective employers' and workers' organisations as well as efficient and effective labour administrations in governments are prerequisites for tripartism, for sound industrial relations and for social and industrial progress.

Comprehensive and co-ordinated policies and programmes. The scope and application of labour policies, legislation and programmes are limited in many countries and in some are confined to the more formal organised industrial sector. Such limitations aggravate social inequalities and injustices and should be removed as quickly as possible. Their scope and application should be such as to ensure that coverage and protection are extended to the entire industrial workforce including, in particular, disadvantaged and vulnerable categories of workers and workers in the rural and urban informal sectors.

The need for close co-ordination of industrialisation policies and programmes with employment and working conditions cannot be overstressed. In addition, there is a need to ensure that the components of labour policies and programmes themselves are closely co-ordinated.

In the design of labour policies particular attention should be given to conditions of work and welfare, occupational safety and health and industrial training. Industrial training policies and programmes need to be integrated into co-ordinated and comprehensive national training policies and programmes which, in their turn, need to be closely co-ordinated with national education policies and programmes in so far as these latter provide education and training for workers and managers in industry.

Facilitation of the introduction of technological change.

Technological change and innovation, whether dramatic and revolutionary, or gradual and evolutionary, can be a major contributor to industrialisation progress and to social development. However, the extent and abruptness of some socially very desirable technological changes can have such implications for the employment and working conditions of the workers affected by them that special measures need to be taken, through established mechanisms, to protect the interests of those workers while at the same time facilitating the introduction of the technological changes in the short to medium term in the interests of society as a whole.

Effectiveness and efficiency of implementation. The resources available for industrialisation in developing countries and for labour and social programmes related to it are inevitably limited. Because of this, there is a continuing need for regular examination and review of the effectiveness and efficiency of the programmes themselves and of their implementation. This can be best effected with the close collaboration of the social partners.

2. In addition, the Conference adopted a set of Conclusions concerning the ILO's future activities with regard to the social aspects of industrialisation and these are set out in full in the Annex to this paper. As will be seen, these Conclusions, which, like the General Conclusions, were recommended to the Conference by a Committee it had established to consider a general discussion item on its agenda entitled "Social Aspects of Industrialisation", included a reaffirmation of the importance of the contribution the ILO can make to industrialisation, a reaffirmation of the mandate of the ILO in the field of labour and social aspects of industrialisation, an invitation to member States to take full account of ILO international standards in the design and implementation of industrialisation policies and programmes, and a listing of the activities to which special attention should be given by the International Labour Office within the constraints of resources available to it and taking account of the need for overall balance in ILO programme priorities.

3. The ILO's activities in the field of industrialisation, therefore, are now being aligned with the provisions included in these latter Conclusions and they aim at providing assistance to governments, and to employers' and workers' organisations in member States in their efforts to ensure that their strategies, policies, legislation and programmes conform as closely as possible with the General Conclusions as referred to in paragraph 1 above.

4. Prior to the adoption of these General Conclusions and the Conclusions concerning ILO's future activities, the ILO's policies and programmes concerning industrialisation had largely been based on the resolution

concerning the role of the ILO in the industrialisation of developing countries adopted by the International Labour Conference in 1966, and on the Conclusions reached by the Conference Committee on Technical Co-operation and Industrialisation in 1967. These sessions of the Conference defined the ILO's contribution as being essentially the development of human resources, primarily through training at all levels, the promotion of fuller utilisation of labour in industry, the development of sound industrial relations and good practices of personnel management in industry and the improvement of conditions of work and life.

5. In placing the item "Social Aspects of Industrialisation" on the agenda of the 1983 session of the International Labour Conference, the ILO's Governing Body recognised the major changes which had taken place since 1967 in the general economy, in the progress and nature of world industrialisation, and in the implications these had had for the social aspects of industrialisation. These changes, which can be grouped, include the following:

- (a) A first set, of the economic kind, including the disappearance during the 1970s of cheap, abundant energy supplies; the unprecedentedly high rates of inflation and unemployment and slow growth experienced by the industrialised countries during the same period; the emergence of a growing number of developing countries as significant forces in the world's industrial output; major shifts in the pattern of world trade, with increased industrial competition not only between industrialised and developing countries but also between the industrialised countries themselves; and growing protectionist measures in the latter. During the last decade also, the industrialisation of the developing world has become an important objective of the international community.
- (b) A second set of changes are those that occurred on the social scene. In the developing countries, in particular, social priorities have shifted in response to the emergence of new social problems and of new dimensions taken on by traditional ones. These revised priorities are reflected in social legislation and policy and in the creation of new social institutions (for training, management development, appropriate technology, labour administration, etc.). Moreover, with the adoption of the International Development Strategy for the Third United Nations Development Decade, new impetus was given to the social objectives of development. (Within this world context, the ILO, in accordance with its general mandate and fields of competence, has been continuously adapting itself in order to help member States to deal with their social problems. The adoption by the Conference in 1981

of a resolution concerning the role of the ILO in the new strategy is the most recent step in the adaptation of ILO objectives and activities to a changing world environment.)

- (c) A further source of changes has been the acceleration of the process of industrialisation in the developing countries and the achievement of an increased share of those countries in world exports of manufactured goods, as called for by the Lima Declaration. These have become recognised as important requisites for sustained growth and the attainment of higher levels of employment in the developing world. However, in spite of the measures being taken by governments, organisations and enterprises to hasten the transfer of resources (including technology) with a view to the redistribution of industrial capacity, the rate of progress is currently below that required for the attainment of the Lima target.
- (d) Another set of changes results from the kinds of industrialisation strategies being pursued. To achieve an appropriate balance between economic and social objectives, industrialisation strategies in the developing countries have sought to attain a range of goals, for example: an improvement in terms of trade; the development of long-term, more self-reliant industrialisation programmes; the development of small-scale industry as an integral part of such programmes; more balanced growth between industrialisation and rural development, together with an increase in backward and forward linkages; and the minimisation of the social costs that might result from increased industrialisation.
- (e) Finally, there are the changes which have been taking place as a result of the world-wide redistribution of industrial activities in developing as well as industrialised countries. The implementation of industrial adjustment and readjustment policies is not always easy to undertake without social costs, at least in the short term. In industrialised countries, the required adjustments raise many social problems, especially in some "critical sectors", chiefly because of the effects of rapid technological changes and increased international competition. In developing countries, the rapid changes in their comparative advantages, the development of new lines of production and the priorities of their development strategies also require the adoption of adjustment and restructuring policies.

6. Given the occurrence of changes of this kind and of these magnitudes, the goals of accelerated and balanced industrialisation in the vastly changed economic, technological and social circumstances of the 1980s raise a multitude of social issues in both developing and industrialised countries, for instance:

- (a) To meet the changing needs arising from the world-wide redistribution of industrial capacity, technological change and other structural adjustments, adequate training and retraining opportunities are called for in all economic sectors, for all levels of skills and for all groups of the population. In the developing countries, increased industrialisation will require a massive effort to overcome the scarcity of trained and qualified workers. Training in management techniques for managers and entrepreneurs, especially in small and medium-sized enterprises, is also of particular importance for such countries.
- (b) Increased industrialisation and the introduction of new technologies and products have aggravated existing and new hazards, while general concern about questions of safety and health and the working environment has also grown. These developments call for policies and programmes at all levels to reduce occupational accidents and diseases, to improve working conditions and adapt the working environment to workers' physical, mental and social needs and, particularly in the developing countries, to strengthen labour inspection.
- (c) In the developing countries, rapid industrialisation depends on technology transfer and the availability of technologies appropriate to their requirements and priorities. The choice of technology has far-reaching implications for employment, training and working conditions. In particular, it raises difficult questions concerning technologies conducive both to the development of industrial production, and to the attainment of such social goals as higher levels of employment and adequate protection of workers' health and safety. Moreover, new technologies (e.g. micro-processors and communications technology) are expected to have a considerable impact on industrial employment in both developing and industrialised countries in the next few years.
- (d) In the industrialised countries, the structural changes that are taking place - whether as a result of technological change or increased international competition or other factors - present serious problems for the industries and enterprises affected and for the job and income security of the workers concerned. Adjustment to these changes is especially difficult in the period of recession and growing unemployment that many industrially advanced countries are experiencing. Owing to rapid changes in international comparative advantages and the need to adapt their industrialisation to a rapidly changing world environment, the developing countries are also facing adjustment problems, with all their social implications.
- (e) With the growth of a wage-earning industrial labour force, there is a need for effective industrial relations procedures which contribute to greater social justice and stability and thus to increased productivity, while, in the industrialised countries, greater participation by workers in policy formulation and decision-making in enterprises has far-reaching implications as far as employment and working conditions are concerned.

- (f) Particularly in developing countries, the improvement of existing social security schemes or the introduction of new ones is becoming an important goal for governments and the social partners.
- (g) Industrialisation policies also have implications for rural development. They induce internal migration from rural to urban areas and can affect employment, incomes and conditions of work in rural areas, in particular through the linkage between large- and small-scale enterprises and the development of industries processing agricultural products. The objectives of rural and industrial development should be regarded as complementary within global national policies aiming at economic growth and technological modernisation.
- (h) An integrated approach to industrialisation, especially in the developing countries, also calls for the strengthening of the small enterprise sector in both rural and urban areas, including the urban informal sector, as a means of contributing to productive employment.
- (i) In the developing countries, increased industrialisation implies a transformation of work patterns and habits, changes in the nature of social organisation and the creation of an urban environment calling for the improvement or establishment of the necessary infrastructures for the community as a whole. Particular attention needs to be paid therefore to the provision of appropriate social services and transport and communications infrastructures.
- (j) In all of the above, account should be taken of the specific needs and problems of particularly vulnerable groups of workers, such as women, children and adolescents, older workers, the handicapped and workers with family responsibilities.

7. In order to respond to the above, the ILO has over the years strengthened its activities in the field of industrialisation by, among other things:

- (a) The setting up in 1969 of the Programme of Industrial Activities which seeks, in its Industrial Committee-type meetings, to secure a tripartite consensus on labour and social issues and problems in both the industrialised and the developing countries in over 20 different economic sectors and occupational categories, such as textiles and clothing, leather and footwear, food and beverages, iron and steel, metal manufacturing, chemicals, petroleum, forestry and wood, printing, mines, etc.

- (b) The launching of the World Employment Programme in 1969, the Declaration of Principles and Programme of Action adopted by the World Employment Conference in 1976 and the 1979 Conference Resolution concerning follow-up to the World Employment Conference, which resulted in a substantial number of activities with general or specific implications for industrial restructuring and industrial development, e.g. regarding rural development, basic needs, technological transfer and choice and adjustment policies. (Among activities to facilitate adjustment policies and industrial restructuring, special mention may be made of the tripartite Symposium on Employment, International Trade and North-South Co-operation which was held in Geneva in May 1980.)
- (c) The establishment in 1976 of the International Programme for the Improvement of Working Conditions and Environment (PIACT), which also added new dimensions to the ILO's concern with industrialisation. The fact that industrialisation brings with it new hazards and that the setting up of an adequate safety and health infrastructure must therefore accompany rather than follow the industrialisation process is increasingly emphasised. Under this Programme, a substantial number of activities have been undertaken which relate directly to industrialisation and individual industries.
- (d) The rapid growth of ILO technical co-operation to impart the vocational and managerial skills which are critical for industrial development and to promote small-scale industrial enterprises, supported by a wide-ranging programme of studies and research, the preparation of training materials, the holding of seminars and meetings and the provision of advisory services. These activities are reinforced by collaboration, as appropriate, with the Turin Centre and the three ILO regional institutions concerned with training, i.e. APSDÉP (Asian and Pacific Skill Development Programme), CIADFOR (African Centre for the Development of Vocational Training) and CINTERFOR (Inter-American Vocational Training, Research and Documentation Centre).
- (e) The adoption, where standard-setting is concerned, of a number of international instruments of major importance for the achievement of sound industrial development.
- (f) Finally, increased collaboration with the other international organisations concerned with problems of industrialisation, particularly UNIDO. In 1976, the executive heads of the ILO and UNIDO signed a Memorandum of Understanding specifying the procedures for collaboration between the two organisations in respect of vocational and management training, small scale industries, working conditions and environment, employment, income distribution and appropriate technologies; collaboration is now taking place in all these fields.

8. It was in the light of all of the above, therefore, that the Governing Body of the ILO considered that the ILO had an expanded and expanding role in helping member States to overcome the problems encountered in industrialisation, and decided to place on the agenda of the 69th (June 1983) Session of the International Labour Conference an item entitled "Social Aspects of Industrialisation".

9. At this session the report* which was used as the basis of discussion consisted of six chapters:

Chapter I, "Industrialisation and development: The international debate", presented a summary of the ongoing debate, both within and outside the United Nations system, on development and industrialisation issues.

Chapter II presented an overview of the "Recent trends in world industrial development" within the context of growing world economic interdependence, and discussed the situations in the industrialised market-economy countries as well as in the centrally-planned-economy countries and in the developing countries, paying special attention to the newly-industrialising countries and the least developed States.

Chapter III, "Current issues in industrialisation and industrial restructuring", discussed the processes of structural adjustment in the industrialised countries, strategies for industrialisation in the developing countries and the new challenges for both the North and the South arising from new technologies and the energy situation. In the section dealing with industrialisation strategies, particular attention is given to equality in income distribution, import substitution and export promotion, endogenous development and the satisfaction of basic needs, and rural industrialisation within rural development.

Chapter IV, "Industrialisation strategies, industrial structures and social policies", is arranged to conform with the major areas of concern to the ILO other than employment, which was being dealt with in a separate connection. It covers basic human rights, training of workers and managers (national training policies, management development, vocational training, vocational rehabilitation), working conditions and environment (safety and health, working conditions, work-related welfare facilities and services), industrial relations (labour law and labour relations, collective bargaining, workers' participation, wages and income, job

* Social Aspects of Industrialisation, Report VII, International Labour Conference, 69th Session, 1983.

security), social security and equality of rights (migrant workers, women workers). In the analysis, consideration is given to those opportunities and constraints which are more or less common to a large number of countries. In addition, attention is given to the opportunities and the problems which arise because of the differences in the economic, technological, social and cultural situations countries must deal with. To facilitate the analysis, two major sources of differences which have been examined and developed throughout the earlier chapters of the report are used as bases. These are: the different industrialisation strategies and strategy-mixes countries follow and the different industrial structures that exist in countries. The different industrial structures are considered under five major headings: location of the industries, size of the industries and their production units, ownership of the enterprises, the markets within which the industries act and the technologies used. Thus, not only are the implications of different strategies considered, but their effects through different industrial structures are also considered in so far as the interaction between the two has effects on, for instance, basic human rights, employment generation, income-earning opportunities, training and retraining, occupational safety and health, and industrial relations.

Chapter V, "Tripartism and ILO tripartite action", deals with the tripartite functioning of the ILO and describes the programme it provides in the form of specific assistance to the social partners, e.g. strengthening of labour administrations, employers' organisations, workers' organisations, and support for workers' education. The role and functioning of Industrial and analogous Committees is also briefly described.

Chapter VI, "Industrialisation and future ILO action", provides a summary of the preceding analysis and outlines future ILO action in industrialisation as it is currently foreseen.

10. The Government, Employers' and Workers' delegates of the 155 member States which participated in the Meeting held extensive discussions and adopted a number of conclusions, some general, others specific, which are reproduced below. It is these conclusions with which the ILO's policies and programmes in the field of industrialisation now conform.

ANNEX 1

Conclusions concerning the ILO's future activities with regard to the social aspects of industrialisation

The Committee took note of the objectives of the ILO's programmes and activities in the field of industrialisation, as contained in the ILO's Medium-Term Plan 1982-87, considered by the Conference at its 66th Session in June 1980, and the review of that Plan considered by the Conference at its 68th Session in June 1982, and of the even more specific indications as to possible future ILO action in the field of industrialisation (within the framework of the Medium-Term Plan) as contained in Chapter VI of Report VII.

It commended the ILO for the activities it is already carrying out regarding the labour and social aspects of industrialisation under funding from its regular budget and extra-budgetary sources, and it recognised the financial resource constraints under which the ILO's activities, including those for social aspects of industrialisation, must be undertaken.

The Committee agreed to call on the Conference to:

A. Reaffirm:

- (i) the importance of the contribution the ILO can make to industrialisation;
- (ii) the mandate of the ILO to establish labour standards and to undertake regular budget and technical co-operation activities in the field of labour and social aspects of industrialisation; and, in particular, reaffirms its mandate to undertake activities in the field of industrial training for workers, managers, consultants, trainers at all levels, in all industrial sectors and for all enterprise and industrial functions and to do this through all its means of action;
- (iii) the value of the ILO's Industrial and analogous Committee meetings and of the smaller industrial meetings it conducts.

B. Invite member States:

- (i) to take full account of ILO international standards in the design and implementation of industrialisation policies and programmes;
- (ii) which have not yet done so, to ratify and effectively implement the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), and to implement procedures consistent with the provisions of the Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152);

- (iii) to seek the co-operation of the ILO in the elaboration and implementation of their national programmes and projects of industrialisation.

C. Call on the Governing Body to consider:

- (i) including on the agenda of future International Labour Conferences further general discussion items concerned with the social aspects of industrialisation and, in particular, items which would be concentrated on specific aspects such as industrial training, working conditions and environment, industrial relations, the labour and social effects of technological change;
- (ii) ways in which the effectiveness of its Industrial and analogous Committee meetings and its use of smaller industrial meetings might be further improved;
- (iii) either increasing the attention given in the Advisory Committee on Rural Development to handicraft and agro-based village industries or establishing a separate standing committee to deal with the labour and social problems of these industries.

D. Invite the Governing Body of the International Labour Office to request the Director-General, when preparing his programme and budget proposals for the future activities of the ILO, and when developing and negotiating extra-budgetary projects for ILO execution, to give special attention to the following activities within the programmes and major programmes indicated:

International labour standards and human rights:

- (i) the strengthening of the technical advisory and technical co-operation services provided to member States to assist them in the design and implementation of improved labour legislation, particularly that relating to the protection of basic human rights, and also in their application to the urban and rural informal sectors;
- (ii) the extension of the scope and application of labour legislation to improve the protection provided to industrial workers in the urban and rural informal sectors.

Employment and development:

- (i) studies and information dissemination on the effects of technological change on employment in developing and industrialised countries;
- (ii) the development of improved national capacities for the undertaking of manpower assessment and manpower planning at sectoral and industrial branch levels;

- (iii) the promotion of self-employment schemes;
- (iv) making a significant contribution to the reviews and reappraisals the United Nations carried out on the implementation of the International Development Strategy for the Third United Nations Development Decade, and particularly as regards the development and use of social indicators as measures of implementation progress.

Training:

- (i) the promotion of tripartite co-operation in the formulation and implementation of industrial training policies and programmes and in the design, execution and evaluation of industrial training systems, schemes and institutions;
- (ii) the review of the ILO training programmes, including those of the Turin Centre, in terms of their content, method and focus, so that more effective assistance can be extended to countries to increase self-sufficiency in training in all sectors. This review should encourage and assist as far as possible the establishment and development of appropriate regional training institutions and expertise, especially in developing countries;
- (iii) ensuring that women are adequately and proportionately represented in all training programmes of the ILO and share fully in their benefits;
- (iv) the training for self-employment of men, women and youth in both urban and rural areas; the improving and increasing of training opportunities provided to workers in the informal sectors and in small-scale enterprises; and the improvement of the support and services provided in countries for the establishment and efficient operation of small-scale and medium-sized enterprises including, in particular, entrepreneurial and management training services, thus enhancing the contribution of the enterprise towards industrialisation and social progress;
- (v) the continuous review and updating of training and retraining in order to take account of changing needs in industry, including, in particular, those arising from technological and structural change; the development and use of more effective training alternatives, better adapted to needs; and a continuous search for means to improve effectiveness and efficiency in training programmes and schemes;
- (vi) the development of improved manpower and training needs assessment capacities in administrations, organisations and institutions, especially in developing countries;

- (vii) making greater use of the services and facilities available at the ILO's International Centre for Advanced Technical and Vocational Training in Turin.

Industrial relations and labour administration:

- (i) promotion of the establishment of tripartite consultation machinery at national levels to deal with the social aspects of industrialisation for all sectors within the country, taking into account national conditions;
- (ii) adaptation and extension of industrial relations policies, legislation and programmes to workers in the informal sectors;
- (iii) the study, dissemination of information about and the promotion of good personnel practices at enterprise levels;
- (iv) the strengthening of labour administration;
- (v) promotion of consultation and co-operation between employers and workers at enterprise level, as provided for in the Co-operation at the Level of the Undertaking Recommendation, 1952 (No. 94);
- (vi) the collection and dissemination of information about practices and experiences in dealing with workers from industries in difficult economic circumstances.

Working conditions and environment:

- (i) the improvement of the ILO's International Programme for the Improvement of Working Conditions and Environment (PIACT) and its International Occupational Safety and Health Hazard Alert System, in the light of the review currently in progress;
- (ii) studies concerning the labour and social effects which technological changes have at the workplace, including their long-term effects;
- (iii) the undertaking of studies and the dissemination of information concerning occupational safety and health;
- (iv) the training of labour administrators, employers, managers and workers in industrial occupational safety and health matters, and the production of manuals and guides for these purposes;

- (v) the undertaking of studies on working conditions in free trade zones and the use of existing clearing facilities for the dissemination of information about working conditions in those zones;
- (vi) the undertaking of further studies on child labour in industry; and the promotion of national and international efforts with a view to ending child labour in industry; and the promotion of measures needed to ensure that, where child labour is used and cannot be eliminated at once, the physical, mental and social development of the children is not detrimentally affected.

Sectoral activities:

- (i) the undertaking of multidisciplinary studies and technical co-operation projects for individual industries in developing countries;
- (ii) comparative studies on the social aspects of industrialisation in countries at different levels of development;
- (iii) the strengthening of industrial co-operatives in the informal sector in developing countries.

Social security:

- (i) the promotion, through technical co-operation, of the extension of social security protection, including medical care services, to the needs of all workers and their dependants and particularly to workers in the rural and urban informal sector, continuing recognition being given to the social and financial implications thereof;
- (ii) the collection and dissemination of information on successful experiences with social security schemes.

Employers' activities:

- (i) the conducting of a greater number of seminars at regional and subregional levels aimed at helping to strengthen national employers' organisations;
- (ii) the training of officials of employers' organisations for more effective services to enterprises;
- (iii) the provision of assistance to employers' organisations in the conduct of training programmes and orientation seminars to emphasise the role of the enterprise with prime responsibility for industrialisation with positive social impact.

Workers' activities:

- (i) the conducting of a greater number of seminars at regional and sub-regional levels aimed at helping to strengthen national workers' organisations;
- (ii) the training of officials of workers' organisations in occupational safety and health matters;
- (iii) the provision of assistance to workers' organisations in the conduct of training programmes and orientation seminars on the organisational, financial, economic, developmental and operational aspects of social security programmes aimed at equipping them to participate effectively in the planning and administration of such schemes;
- (iv) the inclusion in the curricula of workers' education programmes in all countries of information about ILO standards and complaints procedures and all important aspects of ILO activities, including the reporting requirements by member States.

Promotion of equality - migrants:

- (i) promotion of equality of treatment and opportunity, at all levels, especially at enterprise level, for migrants, and particularly equality in the field of training;
- (ii) encouragement and the provision of assistance in the formulation and implementation of bilateral agreements between States regarding the opportunities and treatment of migrant workers in migrant-receiving States and in their States of origin when they return;
- (iii) the conducting of tripartite meetings at the regional and subregional levels on problems of foreign workers in the countries of those regions or subregions.

Promotion of equality - women workers:

- (i) studies on the working conditions of women in industries in which their numbers are largest, such as the textiles industry, clothing industry, food and drink industry, leather and footwear industry, electronics industry and industrial work at home;
- (ii) promotion of better access of women to education and vocational training; to training and retraining for technical, professional and managerial skills;

- (iii) studies of new ways of identifying occupational safety and health problems specifically affecting working women;
- (iv) promotion of a higher degree of awareness among women of their rights to freedom of association;
- (v) the finding of better ways of disseminating information on ILO standards affecting women in industry, and the promotion of an international exchange of information on measures undertaken for the improvement of working conditions of women workers in industry;
- (vi) the promotion of a higher degree of awareness among the social partners at all levels concerning discrimination against working women, especially in job segregation, wages and social security and promotion prospects.

Programming and co-ordination of technical co-operation:

The mobilisation of increased financial resources for the ILO's technical co-operation activities in the field of social aspects of industrialisation and the more effective and efficient utilisation of all expert staffing and other resources used in such activities.

Personnel:

Experts sent by the ILO for technical assistance to developing countries must receive a proper briefing and be made aware of ILO standards so that these can be integrated into projects; ILO technical experts must also make a point of contacting and consulting employers' organisations and workers' organisations in the countries concerned.

E. Invite the Governing Body to request the Director-General to explore means for a closer co-ordination of ILO activities with those of:

- (i) UNIDO, in the field of industrialisation, in order to strengthen their mutually complementary roles; to avoid duplication of efforts and overlapping between them; and to undertake further joint activities with UNIDO, particularly in technical co-operation projects. In seeking this closer co-ordination, consideration should be given to improvements that may come from some revision of the existing Memorandum of Understanding between the two organisations signed in August 1976;

- (ii) WHO in the field of industrial occupational safety and health as well work-related welfare facilities and services;
- (iii) UNCTAD and GATT in the field of the implications of changes in international trade for the social aspects of industrialisation.

F. In consideration of the altered approaches suggested above, to give recognition to the need for budget constraint and overall balance in ILO programme priorities.

ANNEX 2

ILO Report to UNIDO IV

ENERGY

In view of the growing employment, training and social implications of the changing world energy situation, the ILO is increasingly active in the energy area. As energy and industrialisation is expected to receive special attention at UNIDO IV, it may be useful to briefly describe the ILO's priorities and activities concerning energy.

The ILO has identified two related and complementary priority approaches for the future development of its programme of energy-related activities:

- (a) ILO action to assist governments, employers and workers to develop their capacity to deal effectively with the labour and social aspects of the changing world energy situation (DIRECT ACTION);
- (b) ILO action to advise and support international and regional organisations in their activities related to employment, training and social aspects of energy (CATALYTIC ACTION).

Careful attention is given to ensure that all ILO energy-related activities be within the ILO mandate and must conform, in their objectives, with the overall objectives of the ILO. In this regard, special emphasis is placed on energy-related projects which aim at: the alleviation of poverty, the satisfaction of basic needs, the creation of employment or other income-earning opportunities, the more equitable distribution of income; the development of vocational and management skills and improvements in the conditions of work and life, especially for the rural poor and for special categories of workers such as women and refugees.

The present ILO programme of energy-related activities is giving particular emphasis to the following:

- (a) Manpower and training assessments in the energy sector

The Nairobi Programme of Action for the Development and Utilisation of New and Renewable Sources of Energy identified manpower and training assessments as one of the priority areas for action and the ILO has made a special effort to develop its capacity to provide assistance in this field. The ILO, in 1982, carried out, at the request of the Government of the Philippines, one of the first in-depth analyses of

manpower and training requirements within a country. Late in December 1982 the ILO hosted, in collaboration with the UNDP/ESCAP, a regional meeting of experts in Bangkok on the assessment of manpower and training needs which identified a number of priority areas for future action in Asia. The ILO is also collaborating with the UNDP/World Bank programme of national energy sector assessments and participated in their mission to Ethiopia in 1983. The ILO has stressed the importance of manpower and training assessments being included as an integral part of more national energy sector surveys. The ILO is also collaborating with the World Bank in the development of follow-up activities related to these assessments. At the same time, the ILO is also developing a number of national, regional and global projects in this field. In addition to these ILO-executed projects, however, a special effort is being made to provide advice and support to others (e.g. national governments, international organisations and bilateral aid programmes) to ensure that those issues of direct concern to the ILO, such as manpower and training are effectively taken into account at an early stage in the development of their own energy projects.

(b) Training in the energy sector

The ILO has a long tradition of vocational, management and rural training activities related to energy. Particular reference should be made to ILO vocational training activities in the electric power sector in various countries, e.g. Malaysia, India, Philippines, Fiji, Papua New Guinea and Ethiopia. The ILO, in addition to operational activities, however, has also published a working paper entitled "Guidelines for the Identification of the Technical and Training Activities in the Electricity Supply Industry" and is now preparing a working paper on the assessment of training requirements for rural electrification. As regards forestry and charcoal training, the ILO has carried out a regional workshop and seminar in Thailand in 1983 and several follow-up workshops in Burma in 1984 concerning fuelwood and charcoal preparation. In addition, the Office is presently revising its Training Manual on Fuelwood and Charcoal Preparation. In the petroleum sector, the ILO has, for example, been co-operating with the Arab Petroleum Training Institute (OAPET) with a view to providing advice and assistance concerning vocational, management and supervisory training in the Arab petroleum industry. The ILO is also executing a large project concerning mines rescue and safety in Pakistan. Recently the ILO has received requests from governments for assistance in developing training programmes in several developing countries which are planning new coalmining activities. In addition, the ILO's Turin Centre has developed a wide-ranging programme of training courses in the energy sector which includes courses on energy management and new and renewable sources of energy. The

Turin Centre's most important contribution has been the development of detailed training modules for energy management at the enterprise level. These modules have been developed and tested and the Turin Centre is now carrying out a series of training-of-trainers' courses to facilitate the use of these modules in developing countries.

(c) Social and economic implications of energy policies and programmes

The ILO has given considerable attention to the impact of higher energy prices, new and renewable energy technologies, changing energy policies and the development of large-scale energy projects (e.g. petroleum, coal, hydro-electric power and rural electrification) upon employment, economic and social development, technological choice, income distribution, alleviation of poverty especially in rural areas, as well as the special consequences for rural women, children and refugees. The ILO's special programme of research on the Technology, Employment and Social Implications of Alternative Energy Policies in Developing Countries has led to the publication of over 15 major working papers as well as a special synthesis report. The ILO is also implementing a major programme concerning energy and rural women's work which is examining the relationship between changing rural household fuel availability, women's work and family nutrition. The ILO is also implementing a project entitled Social and Economic Effects of Petroleum Development Programmes in Non-OPEC Developing Countries which is identifying ways to improve the positive impact from petroleum development programmes and to avoid some of the potential negative effects which have been encountered in the past. Special attention is also being given in this project to the environmental effects of petroleum development programmes. In addition, the ILO is developing a number of new project initiatives concerning energy-related activities which will be particularly focused on improving the situation of the rural poor in the energy area, e.g. the development and testing of new participatory approaches to the institutional problems encountered in rural energy projects, large-scale labour-intensive charcoal production activities to recuperate forest resources wasted during forestry activities and other land-clearing operations, and developing new energy initiatives for rural co-operatives. The ILO is also collaborating with Phase II of the UNDP/ESCAP Regional Energy Development Programme concerning the economic and social implications of energy pricing policies. Finally, special note should also be made of the ILO's activities concerning occupational safety and health in the energy sector. All these activities are focused on drawing the attention of policy-makers to the importance of taking into account the social and economic consequences of new energy policies and programmes, and providing them with the necessary information and assistance as well as help in the acquisition of skills needed to overcome the problems identified.

It is recognised that very large investments will be required to enable developing countries to meet the energy requirements of their rural and industrial development objectives. While considerable attention is being given to developing the technical and financial resources required, the employment, training, social and environmental aspects continue to be underestimated or are dealt with too late in the process. The ILO is making every effort to draw attention to these aspects and to develop its capacity to provide assistance in these important areas. Finally, it should also be noted that the ILO has placed a high priority on the development of improved co-ordination of energy activities within the UN system including collaboration on specific projects and programmes.

