

The International Labour Organisation and Technical Assistance

The general use of the term "technical assistance" to describe certain activities of the international organisations in connection with economic development dates from 1950, when an expanded programme of international collaboration in this field was brought into operation by the United Nations and most of its specialised agencies. Under this programme financial means are provided to enable the various organisations to meet requests from under-developed countries for technical advice and the services of specialists, and the I.L.O. has been able to expand considerably its earlier advisory work and to develop this in certain new fields.

THE provision of information and advice has been a normal part of the work of the International Labour Office for the past three decades, and governments, workers' organisations and employers' organisations have looked upon the I.L.O. as a natural source of expert advice and practical help. While this work has mainly been carried out by correspondence, a not inconsiderable number of advisory missions have also been undertaken in various countries. Nevertheless, up to the last war the Organisation's principal task continued to be parliamentary and legislative, together with the necessary research. Since 1945, however, the I.L.O. has expanded its work in three main directions: the establishment of tripartite international committees to deal with the problems of some of the major industries¹; the holding of regional conferences and meetings of experts to study special regional problems, particularly those of the underdeveloped areas²; and

¹ A description of the work of I.L.O. Industrial Committees appeared in *International Labour Review*, Vol. LXV, No. 1, January 1952, pp. 1-43.

² For a recent account of these activities see the *Fifth and Sixth Reports of the I.L.O. to the United Nations* (I.L.O., Geneva, 1950, 1951).

the development of "operational" activities. While in no way relaxing its efforts to lay down internationally agreed minimum and optimum standards of social policy, the I.L.O. is now able to offer increased facilities to its member States for translating such standards into practical reality. The legislative and practical aspects of its work are indeed mutually complementary.

Already in 1948 arrangements were made for providing special services to governments in regard to manpower questions. In 1949 a field office was opened in Asia for dealing with vocational training questions; another field office was opened in the following year in Latin America. Recently a manpower field office has been opened for the Near and Middle East.¹

In 1950 certain European member countries placed a special fund at the disposal of the I.L.O. for assistance in the field of migration. This led to a considerable expansion of activities, which were carried out by means of a series of field missions in Europe and Latin America, and with the help of experts attached to the headquarters at Geneva.²

THE EXPANDED TECHNICAL ASSISTANCE PROGRAMME

The launching of the Expanded Programme of Technical Assistance of the United Nations and specialised agencies for the economic development of underdeveloped countries gave another major impetus to the I.L.O.'s operational activities. The bulk of its technical assistance work is at present being carried out as part of this programme. The Expanded Programme is, of course, as the name implies, merely an extension of the work already being carried out by the I.L.O. and the other international organisations as their normal function; there are, however, certain special features of the new programme which should be mentioned here. A joint enterprise of the United Nations and specialised agencies, the new programme is based upon a resolution of the Economic and Social Council³, which was adopted after the Council had studied a report prepared by the Secretary-General of the United Nations in consultation with the specialised agencies, outlining the work which the different organisations could undertake for the economic and social development of underdeveloped countries.

¹ A description of the I.L.O.'s manpower programme will be found in *International Labour Review*, Vol. LIX, No. 4, April 1949, pp. 367-93.

² Cf. "The I.L.O. and Migration Problems", in *International Labour Review*, Vol. LXV, No. 2, February 1952.

³ Resolution 222 (IX) adopted on 15 August 1949; approved by the General Assembly of the United Nations by Resolution 304 (IV).

The resolution lays down the objectives of the programme, certain guiding principles, and also the financial and administrative arrangements required for putting the programme into operation.

The principles laid down by the Council for the guidance of the participating organisations¹ are as follows :

The participating organisations should, in extending technical assistance for economic development of underdeveloped countries,—

1. Regard it as a primary objective to help those countries to strengthen their national economies through the development of their industries and agriculture with a view to promoting their economic and political independence in the spirit of the Charter of the United Nations and to ensuring the attainment of higher levels of economic and social welfare for their entire populations ;

2. Observe the following general principles laid down in General Assembly Resolution 200 (III) :

(a) technical assistance for economic development of underdeveloped countries shall be rendered by the participating organisations only in agreement with the Governments concerned and on the basis of requests received from them ;

(b) the kinds of services to be rendered to each country shall be decided by the Government concerned ;

(c) the countries desiring assistance should perform, in advance, as much of the work as possible in order to define the nature and scope of the problem involved ;

(d) the technical assistance furnished shall—

- (i) not be a means of foreign economic and political interference in the internal affairs of the country concerned and not be accompanied by any considerations of a political nature ;
- (ii) be given only to or through Governments ;
- (iii) be designed to meet the needs of the country concerned ; and
- (iv) be provided as far as possible in the form which that country desires ;

3. Avoid distinctions arising from the political structure of the country requesting assistance, or from the race or religion of its population.

The resolution emphasised that experts should be of the highest professional competence and should be selected not only for their technical competence but also for their personal qualities. It

¹ The organisations participating in the Expanded Technical Assistance Programme are: the United Nations, the International Labour Organisation, the Food and Agriculture Organisation, the United Nations Educational, Scientific and Cultural Organisation, the International Civil Aviation Organisation, the World Health Organisation, the World Meteorological Organisation and the International Telecommunications Union. The International Bank for Reconstruction and Development and the International Monetary Fund do not directly participate in the programme, but are represented on the Technical Assistance Board; their activities are financed out of their own resources.

also indicated the general considerations to be taken into account in allocating priorities to different projects, the methods of co-ordination between the organisations participating in the programme, and the nature of the responsibility of countries which are to benefit by it.

The resolution further provided for the creation of a central co-ordinating body, called the Technical Assistance Board, composed of representatives of the United Nations and the specialised agencies participating in the programme. Through the Board, which meets periodically and has an executive secretariat of its own, the participating organisations are kept informed of the requests for assistance received by each organisation, and have an opportunity of discussing requests of common interest and of arranging for the handling of projects involving several organisations. The Board also lays down uniform rules regarding personnel policies, costs to be borne by requesting governments and other similar questions. It has, in addition, certain duties for the allocation of funds to the different organisations.

The Board works in close collaboration with a standing Technical Assistance Committee of the Council, which critically examines the activities undertaken and results achieved, and also the programmes presented to it by the Board.

The funds for the programme are drawn from voluntary contributions pledged by governments at a special Technical Assistance Conference convened by the Secretary-General of the United Nations, to which Members of the United Nations and other countries belonging to any specialised agency participating in the programme are invited. The Council has laid down that a certain proportion of these funds is to be distributed among the organisations automatically, according to percentages fixed by it.¹ The remainder is allocated by the Technical Assistance Board at its discretion.

For the first financial period, which covered about 18 months ending in December 1951, a sum of just over \$20 million was pledged by some 50 countries. The equivalent of approximately \$19 million has been pledged for the year 1952.

THE I.L.O.'S PARTICIPATION IN THE PROGRAMME

Both the Governing Body of the International Labour Office and the International Labour Conference itself carefully considered what type of contribution the I.L.O. could make to the Expanded

¹ The percentages are : United Nations—23 ; I.L.O.—11 ; F.A.O.—29 ; U.N.E.S.C.O.—14 ; I.C.A.O.—1 ; W.H.O.—22. Arrangements for allocations to W.M.O. and I.T.U. are under consideration.

Technical Assistance Programme, and how priorities should be allocated to the different activities within its field. A report adopted by the 32nd Session of the International Labour Conference (Geneva, 1949) stated that the first aim of the programme should be an increase in production and employment possibilities. The report also pointed out that, if the programme was to be successful, the increase of production must lead to a steady rise in consumption and living standards. Moreover, economic development would inevitably give rise to labour problems, and the programme must therefore make provision for dealing with these problems in collaboration with workers and employers.

Suitable machinery was then set up in the I.L.O. to ensure effective participation in the programme: a technical assistance division was formed in the Office to administer the I.L.O.'s part of the programme, and the Governing Body established a Technical Assistance Committee to review the I.L.O.'s activities.

Scope of Activities

The view put forward in the report adopted by the 32nd Session of the International Labour Conference regarding the importance of the I.L.O.'s role in economic development was fully borne out when technical assistance progressed from the stage of planning to one of operation. It is apparent from a study of the requests for assistance received that the governments of underdeveloped countries are fully conscious of the human and social aspects of economic development. Improved conditions of life and labour are both a basic objective of development and a means of carrying it out.

The technical assistance work undertaken by the I.L.O. in response to requests received varies widely in scale. It may consist in the despatch of exploratory missions to assist countries in assessing their general labour problems, or in sending single experts or technicians to a factory or training institution to demonstrate the use of improved production methods. It ranges from high-level advice on the reorganisation of national labour administrations to practical advice in a given co-operative society or employment exchange. It includes the holding of regional seminars for group training in labour statistics, labour inspection methods and social security problems, as well as the award of individual fellowships for the study of cottage industries or systems of payment by results or industrial hygiene problems; and covers tours by groups of trainees from several countries for the study of apprenticeship administration, as well as the establishment of small demonstration centres for teaching basic vocational trades

and the placing of key workers from less developed countries in factories in a more advanced country for practical on-the-job experience of better work methods and organisation.

The following table gives an indication of the large number of different fields in which the I.L.O. is now providing technical assistance, and also suggests the relative urgency of the various needs, as reflected by the number of requests of the governments. It should be borne in mind, however, that the mere figures may give a misleading picture of the actual scope of assistance under the different headings. Projects differ greatly in magnitude; some involve the training of hundreds of workers, and others only relate

TABLE OF I.L.O. TECHNICAL ASSISTANCE PROJECTS AS AT
30 SEPTEMBER 1952

Field	Total requests received	Missions (current and in preparation)				
		Asia	Latin America	Middle East	Africa	Europe and North America
General	11	4	4	—	3	—
Manpower :						
General	6	4	—	2	—	—
Employment service	18	7 ¹	7	3	1	—
Vocational training	70	25 ²	18 ³	19 ¹	4	4
Vocational guidance	1	—	1	—	—	—
Migration	4	—	3	1	—	—
Co-operation and handicrafts	38	18 ¹	7 ¹	11	1	1 ¹
Social security	29	6	14 ⁴	8 ¹	1	—
Agricultural workers	7	4	1	2	—	—
Labour legislation	10	3	5	1	1	—
Women and young workers	2	—	2	—	—	—
Industrial safety and hygiene	11	2	4	4	—	1
Conditions of work	9	3	2 ²	4 ¹	—	—
Housing	2	2	—	—	—	—
Wages questions	3	2	1	—	—	—
Productivity	5	3 ¹	1 ¹	1	—	—
Labour inspection	8	2 ¹	3	3	—	—
Labour statistics	16	6 ²	4	4 ¹	—	2 ²
Fellowship projects	26	6	8	9	1	2
	276	97	85	72	12	10
Direct requests to the I.L.O.	199	71	70	46	6	6
Requests received through other organisations	77	26	15	26	6	4

¹ Including 1 regional project.

² Including 2 regional projects.

³ Including 3 regional projects.

⁴ Including 4 regional projects.

to short-term missions of single experts ; certain projects are regional in character covering several countries, while others are confined to a single factory or village.

A brief description of some of the more significant technical assistance work of the I.L.O. is given in the following pages, grouped for the sake of convenience under the headings "Manpower", "Handicrafts and Co-operatives", "Productivity", "Labour Standards and Their Application", "Statistics" and "Social Security".

MANPOWER

The rational and most effective utilisation of the human resources of a country is of fundamental importance to economic development. In most underdeveloped countries estimates of manpower availability and requirements in relation to development programmes are based on inadequate investigation and analysis ; the employment market is unorganised or only partially organised ; vocational training facilities are inadequate and unrelated to immediate needs ; and supervisory and instructor training has not received enough attention. I.L.O. technical assistance work has accordingly been devoted to the general appraisal of manpower resources, the organisation of vocational training in all its aspects, and the setting up of employment services to meet local needs.

Manpower Resources

Burma and Ceylon asked the I.L.O. for assistance in conducting manpower surveys to be used for long-range economic planning and the establishment of an employment information programme concerned with relatively short-term aspects of the employment market. An I.L.O. expert has already been at work in Ceylon for one year. His manpower survey brings together all the facts required to organise an efficient employment market, and throws into relief the shortages and surpluses of particular skills, thus preparing the ground for a practical national vocational training and employment service programme as part of the broad economic development plans of the country. The survey covers 2,000 establishments and 50 villages in various parts of the Island and gives much information on employment patterns in large-scale, cottage and small-scale industries and in commercial establishments and offices. The expert, working in close co-operation with the Ministry of Labour and other interested departments, gave advice regarding the occupational classification system and the forms and procedures employed in the collection of statistical data. He introduced a system by which the employment service can

obtain regular information from employers regarding their current and prospective requirements of manpower. By agreement with U.N.E.S.C.O., he also studied requirements as regards professional and higher scientific personnel.

Apart from Burma, where a similar manpower survey is to be conducted, the I.L.O. is to send general manpower experts to Afghanistan, Colombia, Jordan and Libya.

Vocational Training

I.L.O. projects in the field of vocational and technical training, which are carried out where appropriate in collaboration with U.N.E.S.C.O., are directed to the improvement of national programmes of training, the creation and perfection of skills in the most important and urgently needed trades, the introduction of modern techniques of supervisor and instructor training, and the sound organisation of apprenticeship systems; the special needs of handicapped persons are also receiving attention.

In Pakistan two vocational training experts, after surveying the needs of the country, drew up schemes for improving existing training facilities and for setting up new institutions. Working at the national and provincial levels, the experts gave advice on the organisation of the Directorate of Training in the Ministry of Labour and on the actual operation of various training centres. They worked out a detailed plan for the establishment of a new demonstration training centre at Karachi, including details of the trades to be taught, the equipment needed, and financial and administrative matters. A third expert, specialising in T.W.I. (Training Within Industry) methods, has recently arrived in Pakistan and will carry forward work already done by the I.L.O. in Pakistan through the Asian Manpower Field Office for the introduction of T.W.I. in the country. Two more technical training specialists are to be sent at a later date, one for the special needs of the Government of Sind for the training of personnel responsible for the handling and maintenance of heavy earth-moving equipment, and the other for training repair and maintenance staff for the nationalised road transport services.

In Thailand U.N.E.S.C.O. is engaged upon a major project for the reorganisation of the entire educational system from the pre-primary and primary stages, through the vocational and secondary stage, to teachers' training. The I.L.O. is collaborating in those aspects of the project which concern vocational education and the training of handicraftsmen. An I.L.O. expert has been setting up special "progressive" schools, the entire syllabus of which is based upon selected occupations which would enable the students to do

useful and practical work at the same time as they learn. As a preliminary to the beginning of instruction in handicrafts, another I.L.O. expert has conducted a survey of existing cottage industries to determine which of them have an economic future.

Three vocational training experts advised the Greek Government on a national training programme and helped in organising apprenticeship systems and practical training courses for different branches of industry.

Israel received the services of a T.W.I. expert, who successfully initiated the use of the T.W.I. technique in that country; the Government has requested the I.L.O. for the services of other T.W.I. experts.

An I.L.O. training expert is giving practical instruction in mechanics in a technical school in Ecuador; another expert is giving high-level advice to the Ministry of Education. These experts have together assisted in the modernisation of technical schools in the country.

In Libya, a comprehensive survey carried out by the United Nations and specialised agencies showed that trained clerks and skilled workers were urgently required to serve in the administrative services of the newly independent country and for its industrial development. The I.L.O. and U.N.E.S.C.O. have jointly established a technical and clerical training centre at Tripoli to meet this need, and some 22 experts and instructors are being sent to run it.

Other I.L.O. vocational training experts have completed work or are currently on assignment in Haiti, Mexico and Viet-Nam. Arrangements are in hand for sending such experts to Afghanistan, Bolivia, Brazil, Burma, Ceylon, Costa Rica, Egypt, Guatemala, Indonesia, Iran, Israel, Italy, Jordan, Laos, Lebanon, the Philippines, Syria and Turkey. In the case of several of these countries more than one expert will be sent.

The I.L.O.'s work in vocational training is not confined to expert advice. At least equally important are its projects for the practical training of a large number of workers at regional training centres or while working in individual factories. The Government of Brazil offered certain services, mainly technical training facilities, as part of its contribution to the Expanded Technical Assistance Programme. Utilising these services, which are made available by the Brazilian National Service of Industrial Apprenticeship (S.E.N.A.I.), the I.L.O. administers a training scheme under which about 100 trainees from different Latin American countries have been placed in S.E.N.A.I. schools. The I.L.O. is also providing foreign instructors fellowships and training materials for S.E.N.A.I. in order to supplement its technical and administrative resources and enable it to cope with this large training programme.

It has been found that certain practical difficulties frequently arise when experts attempt to give the benefit of their experience and training to the country of their assignment. Their knowledge is based on experience in their own country, which has its own historical and social background, and the local people in the receiving country may be suspicious of new techniques. But perhaps the most difficult problem—especially in the case of industrial training—arises out of the inability of the expert to reach the actual worker in the factory or workshop. For this reason the I.L.O. has agreed to help workers from factories in certain countries to get practical on-the-job training in industrial establishments abroad. In the case of Yugoslavia, to which 44 instructor-foremen are being sent, the I.L.O. is arranging to place 377 Yugoslav workers in factories abroad ; of these 263 are skilled workers who will receive advanced practical training and 114 are younger workers having completed their apprenticeship who will acquire further skills. The length of the visit for these worker-trainees is 6-12 months, and the trades studied will range from electronics to foundry practice, from precision instruments to trucks, from paper-making to shipbuilding and from lignite mining to radio technology.

The placement of workers in foreign industrial establishments is, however, beset with many difficulties connected with trade union rights, wage policies and social security. To overcome these the I.L.O. is taking full advantage of the close relations it has established with employers' and workers' organisations.

Similar programmes are in hand for the training of industrial workers from Afghanistan, Bolivia, Ecuador, Haiti and Iran.

Employment Service Organisation

Important assignments in the field of employment service organisation have been carried out in three countries—Israel, Pakistan and Peru.

In Peru there was no employment service, and the Government asked for I.L.O. assistance in starting one. An expert was sent, who organised and put into operation a pilot exchange for Callao and Lima ; further employment exchanges are to be set up by the Peruvian Government with his help and United States aid under a bilateral programme of assistance.

In Israel large-scale immigration placed an exceptionally heavy burden on the existing employment service. After a thorough examination lasting over six months an I.L.O. expert made recommendations regarding administrative, technical and financial organisation. He assisted in the revision of regulations, statistical arrangements, registration procedure and operating forms, and

gave practical advice on the co-ordination of local and central exchanges and the training of personnel. He also prepared a manual for the guidance of the staff.

A comprehensive report on employment service organisation has also been prepared for the Pakistan Government. An I.L.O. expert, who had had previous experience in Asia, gave advice as to the kind of employment service needed in an expanding economy like that of Pakistan; he also conducted a training course for newly appointed assistant managers of employment exchanges.

Assistance from the I.L.O. in employment service organisation has been requested by the governments of several other countries; I.L.O. experts have recently arrived in Burma and Ceylon and others will be at their jobs before the end of 1952 in Brazil, Greece, Guatemala, Indonesia, Iran and Uruguay. A regional training course for employment service personnel from different countries in Asia is being held in Tokyo during October and November 1952.

Migration

Reference was made earlier to the migration activities of the I.L.O., financed by special funds for the purpose. This work is being continued at the request of certain Latin American governments as part of the Expanded Technical Assistance Programme, and experts on migration questions will probably be sent to Bolivia, Brazil and Guatemala.

HANDICRAFTS AND CO-OPERATIVES

Though the governments of underdeveloped countries naturally attach the greatest importance to the growth of large-scale industry for their economic and social development, most of them are conscious of the vital role which handicrafts and cottage industries play and will continue to play in their economies. They realise that the rehabilitation and modernisation of these smaller industries will help to secure the much needed increase in national output of goods with relatively small capital investment. They are aware, too, that the development of such industries is one of the most effective means of meeting the serious problem of under-employment.

I.L.O. technical assistance in this field has a twofold objective: (1) the improvement of production techniques by the use of better work methods and organisation and of improved tools and processes; and (2) the rational organisation of handicrafts and cottage industries on co-operative lines. The I.L.O. is also collaborating with U.N.E.S.C.O. in the utilisation of training in handicrafts as a medium of fundamental education.

Technical assistance is also being provided in relation to the development of the co-operative movement as a whole, on which growing emphasis is being laid in the underdeveloped countries as a means of economic and social advancement. This takes the form of advice and practical help in establishing government services, training of government co-operative officials, and solving the technical problems of co-operative organisation.

As it is difficult to suggest methods of encouraging cottage industries without first having a clear idea of their existing organisation, scope and problems, the I.L.O. has assisted in field surveys of cottage industries in five countries : Burma, Ceylon, Iraq, Libya and Thailand. A good deal of statistical and descriptive material has been collected, and local officials have incidentally been trained for similar survey work in future. The ground has thus been prepared for the introduction of measures of immediate application for selected industries whose future prospects—as regards raw materials, marketing possibilities, ability to withstand competition from well-organised large-scale industry and the availability of improved tools and of workers to use them—have been found to be reasonably secure.

In Burma, the survey conducted jointly by the United Nations and the I.L.O. has already led to the setting up of pilot projects for a number of industries with the help of United States equipment secured under a bilateral programme of assistance. A number of technicians have been sent by the United Nations to man these projects ; the I.L.O. is sending a team of three co-operative experts, including a specialist in the co-operative organisation of handicraft and cottage industries. In Ceylon, following a similar survey, the I.L.O. appointed an expert in handicrafts to the fundamental education centre established by U.N.E.S.C.O. and the Government of Ceylon. The expert is organising training courses in mat-weaving, needlework, pottery and simple carpentry.

Similarly in Mexico, where U.N.E.S.C.O. and the Organisation of American States established a fundamental education and training centre, the I.L.O. has sent a specialist in the teaching of handicrafts, who has recently been joined by two further specialists, one in dyeing and weaving and the other in ceramics. A sisal fibre expert and a pottery expert are now at work in Haiti. An I.L.O. cottage industries expert has been advising the United Nations Relief and Works Agency for Palestine Refugees.

The Pakistan Government has asked for a team of two cottage industry experts to organise a pilot centre for the small-scale manufacture of metal articles of everyday use, in order to demonstrate the use of simple tools and equipment. A cottage industries expert is being sent to India to survey the possibilities of pro-

viding supplementary work for plantation workers by developing selected cottage industries. Another team of experts is to be sent jointly by the United Nations and the I.L.O. to advise the Indian Government on several aspects of the development of cottage industries.

Requests for assistance in the field of co-operative organisation have been received from a number of countries. At the request of several Asian countries which sent representatives to an I.L.O. Technical Conference on Co-operation, a field mission for technical assistance in co-operative questions is being formed. This will consist of experts in all branches of co-operation and will be in a position to advise Asian governments on matters of co-operative education and training and on the technical problems of special types of co-operative societies. Individual specialists needed for long-term assignments will, however, continue to be sent to different countries as requested ; two such experts are already at work in Burma and steps are at present being taken to recruit others for assignments in Ceylon, the Philippines and Thailand.

In the Middle and Near East expert assistance in co-operation has been requested by Egypt, Iran, Iraq, Lebanon and Turkey. Of these countries, Iran has already received the services of two experts who carried on the work started by a representative of the Office staff in 1947 in connection with the framing of basic legislation on co-operation, and prepared model rules for co-operative societies and a handbook on co-operative accounting and organisation. The two experts proposed that a series of model co-operatives should be formed in selected places, and the preparatory work (which is essentially a slow process of education) is already being undertaken in some of the places.

In Latin America I.L.O. experts in co-operation are being sent to Colombia and Haiti. Cottage industry experts in Mexico and El Salvador will also be concerned with co-operative organisation.

PRODUCTIVITY

The quickest means of increasing national production, especially in countries with a slow rate of capital formation and investment, is by raising the level of productivity in existing establishments. The I.L.O. gives a high priority to expert missions designed to provide advice on the best and quickest ways of raising output, and thereby ensuring higher earnings and improved industrial relations.

The technical assistance projects in this field involve the application of modern techniques of work study and work simplification, the proper layout of factories, the organisation of work, and the introduction of incentive payment systems.

In Israel an I.L.O. expert has been stimulating interest among employers and employees in productivity problems, working in collaboration with the Productivity Institute established under the Israeli Ministry of Labour and governed by a board consisting of representatives of the Ministry of Labour, the Manufacturers Association, the General Federation of Labour, the Association of Engineers and Architects, and the Ministry of Commerce and Industry. His preliminary reports indicate that, with proper organisation, output in certain establishments that he has inspected can be raised considerably. Experiments are being conducted in selected units in the electric refrigeration assembly industry, an Israel Railways workshop, a bakery, orange groves and the industrial and ornamental diamonds industry. Three more experts are to join him in the near future, mainly to give instruction in industrial and efficiency engineering at the Haifa Technical College and to advise on the layout and organisation of work in citrus factories.

Preparatory work is nearing completion on another far-reaching project of this kind. Under an agreement between the I.L.O. and the Government of India a team of I.L.O. specialists, assisted by local experts, will carry out an investigation into productivity problems in the Indian textile and engineering industries. A few plants will be selected for work study, work organisation and job evaluation, and an attempt will be made to introduce systems of payment by results. An expert is already at work on the preparation of a practical handbook for use by employers and workers. It is expected that, following the work of this team, the I.L.O. will be called upon for assistance in the organisation of one or more institutes for research and training in productivity questions.

Requests for assistance in raising productivity in specific industries have also been received from Afghanistan and Ceylon. The Office is also collaborating with the Economic Commission for Asia and the Far East in a regional project for improving productivity in railway workshops.

LABOUR STANDARDS AND THEIR APPLICATION

Important as time and motion study, workshop organisation and incentive wage payment schemes are, they must be accompanied by sound industrial relations and certain minimum labour standards if they are to have their full effect in raising productivity. The formulation and application of standards in relation to hours of work, weekly rest, annual holidays with pay, wages, industrial hygiene, safety and welfare, and the protection of women and young workers, often raise difficult technical problems. The

I.L.O., besides having laid down accepted international standards, has accumulated a great deal of experience based on experiments carried out in countries which have had years of industrial development. There is much to learn also from the techniques of labour administration and inspection and the promotion of employee-employer collaboration which have been evolved in these countries. The I.L.O. experts sent to underdeveloped countries to help them in drafting labour legislation and in the organisation of administrative services for its application are drawn both from its permanent staff and from labour departments and institutions in the more developed countries.

Some of the underdeveloped countries are anxious to have a general appraisal of their labour conditions before laying down standards for the protection of labour and as a means of establishing priorities. The I.L.O. assisted the Government of El Salvador in conducting a comprehensive survey of labour conditions, which was part of a more general survey carried out by the United Nations ; this showed the need for legislation and administrative measures to promote higher working and living standards in the country. A team of five experts is now carrying out detailed field investigations in Pakistan ; it includes specialists in general conditions of work, wages and industrial relations questions, industrial safety and hygiene, labour inspection and labour welfare. A further expert is being sent to investigate the special problems of agricultural workers. The expert in labour welfare is to remain in Pakistan after the survey to help in the organisation of welfare facilities in individual factories and other industrial establishments. In Thailand an I.L.O. expert has already collected basic data and has prepared the ground for an expert in labour legislation and administration who is to be sent shortly.

Problems of agricultural workers often need special treatment, and the governments of underdeveloped countries have in several cases asked the I.L.O. for assistance in investigating agricultural labour conditions. In addition to the survey of rural labour in Pakistan to which reference was made above, the Office has recently sent agricultural labour specialists to Guatemala and El Salvador. The expert in Guatemala is studying the socio-economic problems arising out of the internal migration of agricultural labour. The I.L.O. agricultural experts in El Salvador are working in a joint demonstration project run by several organisations for the improvement of various aspects of the life of the people in the San Andreas valley ; these experts are concerned more especially with problems of recruitment, welfare and handicrafts.

Special mention should be made of another major technical assistance project in Latin America, which arose out of a meeting

of experts on indigenous labour convened by the I.L.O. in January 1951. Following the recommendations of the experts, the Governments of Bolivia, Ecuador and Peru made a request to the I.L.O. for a large project to raise the living and working standards of the indigenous populations in the Andean Highlands. After discussions at the Technical Assistance Board, a mission composed of experts from the I.L.O., the United Nations, F.A.O., W.H.O. and U.N.E.S.C.O. has been sent to explore what practical action these organisations can take to improve the health and earning capacity of the people and to help their assimilation with the rest of the community.

Surveys of the living and working conditions of workers, both industrial and agricultural, suggest various steps which must be initiated and carried through by some central authority. Direct assistance in the building up of national labour departments has therefore been provided to requesting governments.

An I.L.O. expert is at work in Liberia helping in the organisation of a labour department and in the drafting of labour legislation. An I.L.O. fellowship has enabled a senior official from Liberia to spend some five months in the United Kingdom and in Nigeria to study the working of labour departments there. Another I.L.O. expert is helping in setting up a section on personnel administration in the Public Works Department.

An expert has been sent to Pakistan to organise a training scheme for existing and prospective labour officers employed by the Government and by private enterprise. Arrangements are also being made to provide technical assistance to Afghanistan, Cuba, Iraq and Mexico in improving their administrative services for labour matters.

A particularly interesting experiment is being carried out in Bolivia and Indonesia. A survey conducted by the United Nations and the specialised agencies in Bolivia suggested that no substantial progress in economic development could be made without a strengthening of the public services, and the Bolivian Government accepted the recommendation that it should appoint to certain senior posts persons suggested by the United Nations. Two experts suggested by the I.L.O. have been accepted and have been appointed as assistants in the Ministries of Labour and Social Welfare; one is a person with wide experience in the general field of labour, while the other is a specialist in social security problems.

In Indonesia, after deciding to set up a high-level planning board the Government found that it needed international experts to serve in the secretariat of the board. The United Nations and specialised agencies agreed to find suitable experts, the I.L.O. undertaking to recommend one expert in general labour questions

(including productivity) and another for migration problems. As in the case of Bolivia these nominees will be engaged directly by the Indonesian Government. The latter Government will continue to have the advice of a senior I.L.O. expert, whose services it requested earlier and who also helps the Government in determining its technical assistance needs in the labour field.

Apart from the organisation of labour departments, the I.L.O. is engaged upon a number of projects in the field of labour inspection. The technical problems of labour inspection in Asian conditions were examined in 1948 by a meeting of experts at Kandy (Ceylon)¹, and in 1950 by the I.L.O. Asian Regional Conference.² Both stressed the importance of proper training of labour inspectors. At the request of the Indian Government, the I.L.O. organised during the winter of 1950-51 a regional seminar at Calcutta attended by 30 senior officials from Ceylon, India, Indonesia, Malaya, the Philippines, Singapore and Viet-Nam. Courses were given by five specialists, including an expert from the Office, and the programme included a study of factory conditions and labour inspection in the State of West Bengal. An exhibition of safety equipment and of visual aids was also arranged.

A labour inspection expert has been at work in Iran helping the Government to set up an inspectorate suited to existing conditions in the country. The I.L.O. also awarded a fellowship to an Iranian official to study the organisation of inspection services in the Netherlands. Another such expert has just arrived in Iraq. Similar requests for expert advice received from Guatemala, Lebanon and Mexico will be met as soon as the necessary arrangements are concluded.

Projects involving the assignment of some 15 qualified engineers and doctors to advise in matters of industrial safety and occupational disease are also in hand, the requesting countries being Bolivia, Egypt, Guatemala, Indonesia, Lebanon, Pakistan and Turkey.

Problems of industrial relations and wage determination are in many ways as technical as those of factory inspection and industrial safety, and have been the subject of careful study by the Office. Technical assistance in these fields has been requested by the Governments of Burma and Guatemala. An I.L.O. expert who arrived in Rangoon recently will assist in establishing sound industrial relations machinery, working in close co-operation with the employers' and workers' organisations in the country. Another expert is to be sent to Burma to advise on wage policies and on

¹ See INTERNATIONAL LABOUR OFFICE: *Industry and Labour*, Vol. I, No. 4, 15 February 1949, pp. 128-30.

² See Asian Regional Conference, Nuwara Eliya (Ceylon), *Record of Proceedings* (I.L.O., Geneva, 1951), Part III, Appendices III and VIII.

the establishment of suitable wage-fixing machinery. The Government of Guatemala asked for assistance in implementing the provisions in its Labour Code requiring the creation of wage-fixing machinery. An I.L.O. expert was accordingly sent to help in setting up the machinery and in working out the methods and criteria to be used and the arrangements for supervision. He collaborated with the Guatemala Wages Committee and the Government deputed certain officials to work with him so as to benefit from his experience.

The experts sent to carry out general surveys of labour conditions (as in Pakistan, El Salvador and Thailand) are, of course, also concerned with employer-worker collaboration and with wage questions. Similarly, experts undertaking a general review of labour legislation also make recommendations in these important fields.

STATISTICS

Statistics on the labour force, the cost of living, employment and unemployment, wages, and other allied subjects, are essential for the formulation and proper appraisal of economic development plans. In some underdeveloped countries no such statistics are available and in many others they are still very incomplete. These countries have requested the I.L.O. for assistance in organising labour statistics services, including advice on the standardisation and collection of basic data and the training of key personnel. A regional training course for statistical officers and employer and worker nominees from nine countries and territories in Asia was held in New Delhi late in 1951, instruction being given to the 47 participants by eight experts. The Office also sent an expert to a statistical seminar arranged in Finland by F.A.O. Requests for direct assistance in developing labour statistics have been received by the I.L.O. from Bolivia, Burma, Cuba, Greece, Guatemala, Indonesia, Iran and Pakistan. Experts sent to undertake manpower surveys also give advice on relevant aspects of labour statistics, when necessary.

SOCIAL SECURITY

Side by side with their requests for technical assistance in vocational training, productivity and the development of handicrafts, governments of underdeveloped countries have asked the I.L.O. for help in improving the administration of social security. Some desire an assessment of their schemes by international experts in the light of local resources and conditions, so that the schemes can be harmonised with the national economy. I.L.O. experts

who are familiar with the practice in more advanced countries give practical assistance in setting up suitable administrative machinery, training staff and organising medical care. Where preliminary investigations are carried out, the experts are careful to propose schemes that are capable of being put into operation in a reasonable period of time. The I.L.O. projects in the field of social security aim at the development of social security schemes which form an integral part of general economic development plans and which will grow as these plans are realised.

Important social security assignments have been carried out in Burma, Paraguay, Panama, Singapore, Turkey and Venezuela and work has just begun or is about to begin in Bolivia, Colombia, India, Iran, Israel and Pakistan.

The I.L.O. sent two of its officials to Singapore during 1951 to assist the authorities in examining a scheme of retirement benefits for wage earners. The experts studied local conditions and gave technical advice to a special committee set up to consider the scheme. In a report to the Government, they analysed the relative merits of a pension insurance scheme and a provident fund scheme, and made comparative financial estimates. The report described the technical and administrative organisation of similar schemes in a number of countries. The Office will probably be called upon to give further assistance if the Government decides to put the scheme into operation.

A similar team has investigated the possibilities of initiating a comprehensive social security scheme in Burma. Their report, now in the hands of the Burmese Government, recommends that a beginning should be made with workers employed in organised industry in respect of the risks of sickness, maternity and employment injury, and that the coverage should be gradually extended to include additional risks and further categories of workers.

The I.L.O. has recently sent another two-man mission to Pakistan, to study the social security schemes prepared before India was divided and to suggest how they can be adapted to present circumstances. In the case of India, there is already a State insurance scheme for employed persons in selected industrial areas which, when in full operation, is likely to cover some 2½ million workers. India has asked for assistance from the I.L.O. in matters of administrative organisation, staff training and the organisation of medical benefits. Three experts have been sent for this work. It should perhaps be mentioned here that the I.L.O. has been associated with the Indian scheme since the very early planning stages.

The I.L.O. sent a social insurance actuary to Paraguay to help the Government carry out the provisions of a recent decree

extending the coverage of compulsory social insurance and providing for medical care for the families of insured persons. A committee of heads of departments, set up on the recommendation of the expert, has critically examined the arrangements for the registration of employers, the collection of contributions and the payment of benefits in money and in kind. The expert also prepared estimates of receipts and expenditures for the first half of 1952 and proposed a plan for the investment of accumulated funds. The work of this expert is being continued by another expert who will now remain in Paraguay until August 1953.

The chief actuarial adviser of the I.L.O. visited Venezuela in 1951 to assist in finding the causes of the financial weakness of the Social Insurance Institute, and to suggest measures for future development and for carrying out proposed new legislation. He suggested suitable ways of extending the geographical scope of the scheme and of including additional long-term contingencies, paying particular attention to the social security needs of petroleum workers and to arrangements for collaboration between the Institute and the Ministry of Health. He also studied proposals for the introduction of social insurance for public servants, including a savings scheme.

Four I.L.O. social security experts have been working in Turkey. One of them, a medical adviser, was concerned with the organisation of medical care within the social insurance scheme and its co-ordination with the other health services. In collaboration with the Ministries of Health and Labour, he studied the health situation in Turkey and made recommendations regarding the health and medical services of the Workers' Insurance Institute and its local branches. Two of the other experts gave special attention to matters of organisation and administration and made recommendations for the simplification and standardisation of procedures in connection with the collection of contributions, the maintenance of records and statistics, and the payment of benefits. The reforms suggested have been accepted by the authorities and are being put into effect. A fourth expert has now arrived in Turkey to make a special study of the actuarial organisation of the retirement pensions fund for government officials.

Turkey was also the host country for a seminar which the I.L.O. conducted during September 1951 to provide a short intensive course for officials dealing with social security in the countries of the Near and Middle East. The seminar was attended by 29 participants from five countries, and the programme included lectures by recognised experts and study visits to social security institutions in Turkey.

A similar seminar was held in November-December 1951 in

Lima, attended by 29 participants from seven countries. A special seminar on the administrative techniques of social security was conducted in September-October 1952 at Rio de Janeiro, and actuarial aspects of social security are to be discussed at a third seminar to be held in Uruguay during 1953.

CO-ORDINATION WITH OTHER INTERNATIONAL ORGANISATIONS

The activities of the I.L.O. summarised in the preceding pages are only a part of the vast effort being made within the framework of the Expanded Technical Assistance Programme by the international organisations¹, and by various governments and non-official bodies under bilateral programmes. The major part of the work of the United Nations has been in relation to public administration, social welfare, broad economic development questions and the development of particular industries, communications and transport services. The Food and Agriculture Organisation has devoted its attention to the development of food production, fisheries, forestry and livestock breeding. The main preoccupation of U.N.E.S.C.O. has been fundamental and technical education and scientific research. Problems of public health and the control of major diseases have been the concern of the World Health Organisation, while requests in the fields of civil aviation, telecommunications and meteorology have been handled by the appropriate specialised agencies. A certain number of requests from governments have been dealt with jointly by several organisations, especially requests calling for the carrying out of exploratory missions or for the establishment of demonstration centres.

The activities of the various international organisations are co-ordinated into a real programme of technical assistance embracing the many aspects of economic development. Assistance under the Expanded Technical Assistance Programme is not, however, the only source of technical assistance, and it is the constant endeavour of the international organisations, acting through the Technical Assistance Board, to co-ordinate their activities with work undertaken under other programmes.

Co-ordinating and liaison arrangements have been established by the Board with the Co-ordinating Committee on Technical Assistance of the Organisation of American States, the Council for Technical Co-operation in South and South-East Asia (Colombo Plan), the Commission for Technical Co-operation in Africa South

¹ For a comprehensive description of the work of all agencies see *Fourth Report of the Technical Assistance Board to the Technical Assistance Committee*, United Nations Document E 2213 (Vols. I and II), May 1952.

of the Sahara, the South Pacific Commission, and the Caribbean Commission. Liaison arrangements also exist with the Mutual Security Agency, the Technical Co-operation Administration (Point IV) of the United States Government and the British Middle East Office. Special arrangements have been made with the *ad hoc* bodies set up by the General Assembly of the United Nations to deal with emergency situations, such as the United Nations Relief and Works Agency for Palestine Refugees and the United Nations Korean Relief Agency. Informal arrangements have also been made with non-governmental organisations, notably the Ford Foundation.

It should be mentioned that co-ordinating arrangements between the Expanded Technical Assistance Programme and the bilateral programmes are not confined to exchange of information but lead to joint action. I.L.O. projects involving collaboration with such programmes include a seminar sponsored by the I.L.O. and the Organisation of American States on vocational training (August-September 1952), an employment exchange project in Peru operated with I.L.O. assistance and United States assistance under a bilateral programme, an I.L.O. Asian seminar on labour inspection (in which two Point IV experts in India participated), and a cottage industries project in Burma planned jointly by the United Nations and the I.L.O. for which substantial equipment has been secured under a bilateral programme. Work on other projects of this kind is in hand.

TRENDS, POLICIES AND PROBLEMS

Up to the middle of October 1952 a total of 184 experts of 34 different nationalities had been sent out by the I.L.O. for technical assistance work under the Expanded Programme. The I.L.O. had, in addition, awarded nearly 300 fellowships and study grants. Although it is still too early to attempt any systematic appraisal of the results of the Expanded Technical Assistance Programme, it is worth considering the trends that have already become apparent, and the difficulties and inherent limitations of the programme. Some of these apply to the programme as a whole, while others are of particular relevance to the activities undertaken by the I.L.O.

Types of Assistance Provided and Problems Encountered

The first phase of the programme has of necessity been characterised by a number of exploratory missions undertaken at the request of governments to help them in making a general assessment of needs and priorities, and to prepare the ground for further

missions. Work of this nature has been carried out by the I.L.O. in Mexico, Thailand and Pakistan, where general inquiries into labour conditions are in progress, and in Ceylon, Burma and Libya for scientific estimates of manpower requirements and availability and for determining the needs and prospects of cottage industries. These projects are expected to give the governments a solid basis for their development plans in these fields.

In several instances, however, current needs are so pressing that it would be unwise to wait until data from preliminary inquiries can be collected and analysed. In such cases the I.L.O. has assisted the authorities in preparing plans of immediate action. After a rapid study of the situation on the basis of material already available and by direct observation, a number of I.L.O. projects in the fields of vocational training, employment service organisation and social security have been designed to provide expert advice in the framing of national policies and programmes for the immediate future. Experts sent on missions of this kind are often called upon to assist in the implementation of the policies and programmes adopted upon their advice.

On the other hand, a number of countries have already worked out coherent development plans and have fixed short-term and long-term targets in the various fields. They wish to secure practical day-to-day advice on ways of achieving these aims with the minimum of delay. The I.L.O. has been able to provide the services of a number of experts to work on individual projects at the national level or in given establishments. Assistance of this kind has been given especially with regard to vocational training, social security and various aspects of labour administration.

The technical assistance work of the I.L.O. has thus been spread over the making of surveys, the preparation of plans and the giving of immediate assistance on specific projects. The chief means employed for this purpose is the sending of experts, but judicious use is also made of fellowships to enable key personnel to observe conditions abroad and thus supplement the experts' work. Where the need for them is established, regional seminars are held to provide opportunities for intensive discussion of common problems by local officials, assisted by recognised international experts. It has been felt, however, that the work of the seminars needs to be made more practical, and a new kind of project has been worked out for training courses to be conducted at the request of Asian governments for officials concerned with employment service and vocational training. In addition to lectures and discussions these courses will include a thorough study, with the help of the international experts, of the relevant institutions in the host country. Such a course on employment service organisation is

now being held in Tokyo, while similar courses on vocational training will be conducted early in 1953 in Australia, the Philippines and Japan. An observation study tour with very similar objects is being arranged for Asian officials concerned with apprenticeship questions, so as to enable them to study the organisation and administration of apprenticeship in a few European countries, under the guidance of accompanying I.L.O. experts.

The needs of factory workers, foremen and technicians have led to the development of schemes for their training in factories in more advanced countries.¹ Projects of this kind are in hand in Afghanistan, Bolivia, Ecuador, Haiti, Iran and Yugoslavia.

The establishment of centres in the underdeveloped countries to demonstrate the use of improved methods, processes and implements is a matter whose importance has often been stressed, and several governments have asked the I.L.O. to undertake such work. The I.L.O. is already collaborating in U.N.E.S.C.O.'s fundamental education projects and in general community-development projects run jointly by several organisations. I.L.O. experts in different countries have also been engaged in working out details of other demonstration centres to be set up by the Office in relation to vocational training, cottage industries, productivity and factory inspection.

Requests for assistance from the underdeveloped countries generally state clearly what kind of aid is required. In a few instances, however, the governments seek advice on the kind of assistance best suited to their needs. Even when they do not do this, the Office may, when submitting proposals in answering a request, suggest modifications of the original request if technical and other considerations justify such a course.

The recruitment of experts with the requisite technical, linguistic and human qualities is a basic problem in all technical assistance work and is the most important single factor in the success of the programme. Every effort is made to select experts of proven competence and integrity, but good experts are scarce in relation to the increasing demands not only of the underdeveloped countries but also of the countries of recruitment. A number of countries which are major sources of recruitment have created special machinery to enable requests from the I.L.O. and the other organisations for experts to be handled expeditiously. In a few instances, experts have been found in non-governmental services also.

¹ A resolution adopted by the General Assembly of the United Nations in January 1952 stressed the value of such schemes as a means of accelerating progress in production techniques.

Before being sent to their countries of assignment, all experts are required to visit the headquarters of the I.L.O. or, if this is not feasible, a branch or field office, in order to become fully acquainted with the objects of the technical assistance programme and the aims and principles of the I.L.O. During their assignment the I.L.O. keeps in constant touch with them and gives them any necessary advice.

In view of the shortage of experts, every effort is being made to utilise the experts on assignment in a given country to the fullest possible extent. Instead of trying to send an expert for each separate project, an attempt is made to form a balanced team covering all the major fields. Additional work in a particular field is assigned, wherever possible, to the expert already at work. Another method employed is to keep a pool of experts available to go to countries at comparatively short notice ; while these are at headquarters they assist in the general co-ordination of the work of experts in the different countries. It is sometimes found useful to station experts of this pool at one of the I.L.O. field offices. Increasing use is also being made of the field offices for preparing the ground before the experts arrive, supervising their work and following it up on their departure.

The placement of persons who are awarded I.L.O. fellowships calls for careful consideration, taking into account the technical, linguistic and other qualifications of the individual and the particular conditions in his country. The programme of study is intended to provide him with knowledge that can be fully used on his return home. Several countries where a large proportion of the I.L.O. fellowship-holders are placed have made standing arrangements for looking after their training and welfare.

The placement of worker trainees presents problems of a slightly different character. The fullest co-operation of governments and of employers' and workers' organisations is needed in order to overcome obstacles in relation to social security rights, industrial relations and wages.

Role of Requesting Governments

Parallel with the attempt of the I.L.O. and the other international organisations to overcome the difficulties of running the programme, great efforts have been made by the governments of underdeveloped countries to promote the rapid development of technical assistance. They have had to make administrative and technical arrangements in relation to each request and to pay part of the cost of the missions, as required by Resolution 222 (IX) of the Economic and Social Council.

The formulation of a technical assistance request often entails preliminary inquiry and consultation among different departments. Before the expert can commence his work a good deal of material has to be prepared, and local officials have to be assigned to devote a great part of their time to the expert during his stay. When he leaves, his work must be carried on. Suitable persons have also to be selected and released for study abroad so that they can carry on the work initiated by foreign experts.

Reference was made earlier to the efforts of the international organisations to co-ordinate the technical assistance work of the different agencies, and also to co-ordinate this with the activities carried on under bilateral technical assistance programmes. However, a major responsibility for ensuring effective co-ordination and preventing the growth of overlapping projects lies with the requesting governments; and it is for this reason that a number of governments have set up national co-ordinating committees for technical assistance. In order to help in expediting technical assistance and in co-ordinating programmes at the national level, the Technical Assistance Board has appointed resident representatives in a number of countries, who work with the national co-ordinating committees wherever such exist. It is the duty of these representatives to help governments to determine their technical assistance needs and to work out integrated programmes of technical assistance.

Technical Assistance and Capital Investment

Problems of co-ordination at the international, regional and national levels, difficulties of finding qualified experts and of placing fellowship-holders and worker trainees, and delays in making the administrative and financial readjustments which will render technical assistance effective are not the only limitations of the Expanded Technical Assistance Programme. A basic limitation arises from the fact that the programme is a technical assistance programme and not a capital investment programme. Economic development clearly calls for vast capital investment; a committee of experts appointed by the Secretary-General of the United Nations recently estimated that a 2 per cent. increase in the national income per head of the underdeveloped countries would call for an annual investment of \$19,000 million and that well over half of this amount would need to be imported capital. Following this and earlier studies on the domestic and foreign financing of economic development in underdeveloped countries, the whole question of international assistance for capital investment is engaging the attention of the Economic and Social Council.

Meanwhile, the International Bank for Reconstruction and Development has been engaged in providing funds for specific development projects. It has also undertaken broad surveys of the development problems of selected countries. These surveys throw much light not only on the financial and technical aspects of economic development but also on some of its human aspects—the development of human resources, skills, education, health and general well-being, and the creation of the necessary psychological atmosphere in which all sections of the community work wholeheartedly for economic development.

The contribution of the Expanded Technical Assistance Programme to economic development, though limited by capital investment, is twofold. Firstly, by helping in the application of policies designed to stimulate capital formation and to increase productivity in industry and agriculture with comparatively little capital investment, the programme directly contributes to economic expansion. Secondly, it helps to tackle the complicated human aspects of development and thus prepares the ground work for ensuring full returns from capital investment. The I.L.O.'s contribution to both aspects of the programme is significant.

To a limited extent supplies and equipment are made available within the rules governing the Expanded Technical Assistance Programme, provided that they are essential to the effective running of a technical assistance project. The equipment supplied by the I.L.O. usually consists of training aids of various kinds, simple tools needed for cottage industry projects, testing and laboratory equipment for labour inspectors and industrial hygiene projects, equipment for pilot vocational training centres, and handbooks and monographs on other technical questions. The policy of supplying equipment as part of technical assistance is currently under review by the Economic and Social Council and the Technical Assistance Board.

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The evaluation of the utility of the technical assistance that is being provided by the I.L.O. and other international organisations rests finally with the governments concerned. Within the I.L.O. it is the constant endeavour of the Governing Body, the technical services of the Office and the different conferences and expert committees to keep the activities under constant review so that the projects will meet the exact requirements of the underdeveloped countries. Consultation with governments and with employers' and workers' representatives is an essential element in this process.

The development of the programme during the first two years has inevitably been slow. The launching of a vast multilateral programme, which drew its funds from some 60 countries making contributions in their own currencies (most of them non-convertible) and which recruited its experts in as many countries, was no easy task. The two years have been a period of experimentation, both on the part of the international organisations and of the governments concerned. Policies have been laid down and then revised in the light of experience ; a number of problems have been encountered, some of which have been solved or are nearing solution, while others will require constant study and endeavour to resolve them.

Nevertheless, the Technical Assistance Board, in presenting its latest report to the Technical Assistance Committee of the Economic and Social Council, felt justified in saying that the programme is already firmly established and that " it has come to be almost universally recognised as a great constructive contribution to the most important task facing the international community today ".

The pace at which requests for technical assistance continue to be addressed to the international organisations shows that the governments of underdeveloped countries look upon the assistance provided as of practical help in economic development. The first phase of exploration and survey work is nearing completion and already long-term projects are being drawn up. The I.L.O.'s participation in the programme, concerned essentially with the human and social aspects, is bound to grow as more and more plans of development gain concrete form and are put into operation.
