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INTERNATIONAL LABOUR ORGANISATION ACTIVITIES OF SPECIAL
INTEREST IN RELATION TO THE EMPLOYMENT OF WOMEN

Report by the International Labour Office

The Secretary-General has the honour to submit to the Commission on the Status of Women the enclosed report prepared by the International Labour Office in response to the Commission's request for information on the International Labour Organisation's activities which have a particular bearing on the employment of women, a request which was endorsed by the Economic and Social Council in resolution S21 IV P (XXXII) of 19 July 1961.

ILO ACTIVITIES OF SPECIAL INTEREST IN
RELATION TO THE EMPLOYMENT OF WOMEN

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ILO ACTIVITIES OF SPECIAL INTEREST IN
RELATION TO THE EMPLOYMENT OF WOMEN

Report by the International Labour Office

I. Introduction

1. At its fifteenth session (Geneva, 1961), the Commission on the Status of Women expressed the hope that the International Labour Office would find it possible to submit from time to time reports noting those of its activities which have a particular bearing on the employment of women. This eighth Activity Report is submitted in response to this request.

II. International Labour Standards and Their Application

2. On the occasion of the 50th anniversary of the ILO, it was emphasised that the standard-setting activities of the Organisation remained one of its principal means of action. There are now 130 Conventions and 134 Recommendations which cover most of the main spheres of labour and social policy and which have been very widely accepted as guidelines for national law and practice.

3. In 1969, the International Labour Conference, through its Committee on the Application of Conventions and Recommendations, considered a general survey prepared by the Committee of Experts on the Application of Conventions and Recommendations of the ratification outlook in regard to 17 key Conventions in the fields of human rights, social policy, labour administration, employment policy, wages, social security, minimum age and

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maternity protection. These included the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the Equal Remuneration Convention, 1951 (No. 100) and the Maternity Protection Convention, 1952 (No. 103). Extracts from this survey relating to these three Conventions are included as an appendix to this Activity Report.

4. Conventions and Recommendations which have been selected by the Governing Body for comprehensive general surveys under Article 19 of the Constitution are the Discrimination (Employment and Occupation) Convention and Recommendation, for which reports will be requested for 1970, and the Employment Policy Convention and Recommendation, for which reports will be requested for 1971. It will be recalled that the latter Convention requires each ratifying member to declare and pursue an active policy to promote full, productive and freely chosen employment aiming at ensuring that there is the fullest possible opportunity for each worker to qualify for and to use his or her skills and endowments in a job for which he or she is well suited, irrespective of race, colour, sex, religion, political opinion, national extraction or social origin. For 1969, reports were requested on a series of Recommendations relating to workers' health and welfare.

5. The following table shows the status of ratification of ILO Conventions of special interest to women, as of 15 November 1969:

<u>Conventions</u>		<u>Ratifications</u>
No. 3	Maternity Protection, 1919	26
No. 4	Night Work (Women), 1919	56
No. 41	Night Work (Women)(Revised), 1934 ..	36
No. 45	Underground Work (Women), 1935	74
No. 89	Night Work (Women)(Revised), 1948 ..	48
No. 100	Equal Remuneration, 1951	69
No. 102	Social Security (Minimum Standards), 1952	20
No. 103	Maternity Protection (Revised), 1952	11
No. 110	Plantations, 1958 (Part VII, Maternity Protection)	8
No. 111	Discrimination (Employment and Occupation), 1958	71
No. 117	Social Policy (Basic Aims and Standards), 1962	19
No. 118	Equality of Treatment (Social Security), 1962	14 (with acceptance of maternity benefit obligations)
No. 122	Employment Policy, 1964	29

6. Since the last Activity Report (E/CN.6/518), Upper Volta has ratified the Maternity Protection Convention, 1919; Cambodia has ratified the Night Work (Women) Convention, 1919; Afghanistan, Congo (Kinshasa), Mongolia, Sierra Leone and Upper Volta have ratified the Equal Remuneration Convention; Austria has ratified the Social Security (Minimum Standards) Convention; Mongolia has ratified the Maternity Protection (Revised) Convention, 1952; Ecuador has ratified the Plantations Convention; Afghanistan, Algeria, Colombia, Mongolia and the Yemen Arab Republic have ratified the Discrimination Convention;

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Brazil, Ecuador and Paraguay have ratified the Social Policy (Basic Aims and Standards) Convention; Brazil and Pakistan have ratified the Equality of Treatment (Social Security) Convention, with acceptance of maternity benefit obligations; and Algeria, Australia, Belgium, Brazil, Hungary, Paraguay and Thailand have ratified the Employment Policy Convention.

7. Most of the Recommendations of special interest to women supplement the Conventions mentioned above (e.g. discrimination, equal remuneration, employment policy and maternity). The most recent Recommendation of special interest to women is that on the employment of women with family responsibilities (No. 123 of 1965). This Recommendation continues to provide a useful point of departure for those concerned with enabling these women who wish to work outside their homes to do so without discrimination and with providing the necessary framework of policies and services which will make their right to work effective.

III. International Labour Conference

8. The 53rd Session of the International Labour Conference, held in June 1969, dealt, in addition to the recurrent items, with labour inspection in agriculture,

holidays with pay, minimum wage-fixing machinery, special youth employment and training schemes for development purposes and sickness insurance (revision of Conventions). The instrument on special youth schemes, which will be finalised in June 1970, includes a provision to the effect that such schemes should be administered without discrimination on the basis of race, colour, sex, religion, political opinion, national extraction or social origin and should be used for the active promotion of equality of opportunity and treatment.

9. This session of the Conference marked the 50th anniversary of the ILO and in addition to its technical work included ceremonies to highlight this occasion. The Conference, which included some 1,400 delegates from over 100 nations, was addressed by the Secretary General of the United Nations, U Thant, Pope Paul VI, the General Secretary of the World Council of Churches (Mr. Blake), and by a number of heads of State (including Emperor Haile Selassie of Ethiopia, President Kaunda of Zambia and President Ahmadou of Cameroun). The main theme of the Director-General's Report to the Conference was the World Employment Programme, which was formally **launched** during the Conference.

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IV. World Employment Programme

10. The Director-General's Report to the Conference on the World Employment Programme emphasised that the aim is to make productive employment for large numbers of people a major goal of national and international policies for development and to make employment objectives an express and integral part of development planning and policies. The Programme will constitute the major contribution of the ILO to the Second Development Decade.

11. The Report notes that the creation of higher levels of employment is basic to the attainment of all the ILO's other goals, such as raising incomes and standards of living, and must therefore be given priority in the total programme of the Organisation.

12. The Report of the Director-General indicates perspectives for the 1970s, including the following passage regarding the possible participation of women in the labour force and the importance of ILO action to ensure their status and equality in employment.

"The participation of women in the labour force (especially in agriculture) is extremely hard to measure. It depends on a number of cultural, economic and social factors which vary from region to region and which can undergo radical changes in the course of development. Table III (page 22) shows that in every region there is a steady increase in the numbers of women in the labour force. Altogether their numbers will increase by some 92 million between

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1970 and 1980. On the other hand, ILO estimates indicate that the world female labour force will grow less rapidly than the female population as a whole, and also less rapidly than the male labour force. As a percentage of the total labour force, however, there are significant variations in regional trends; thus, in Latin America, it may be expected that the female labour force will almost triple between 1950 and 1980, rising from 10 million (18 per cent of the total labour force) to 28 million (23 per cent). A reverse trend in these percentages, although not in absolute numbers, can be expected in Africa, with 35 million (35 per cent) in 1950 and 53 million (32 per cent) in 1980. The percentage of females in the total labour force will also decline slightly in Europe¹ and Asia, but in North America the female labour force will have more than doubled between 1950 and 1980, and the percentage it represents of the total labour force will have risen from 27 to 36.

Thus, close to one-third of the world labour force will continue to be women workers. The ILO will need to devote continuing attention to the role and status of women in economic and social life, including the vocational guidance and preparation of girls and women and the employment of women with family responsibilities. Moreover, the promotion of women workers' economic rights and opportunities will remain a basic issue everywhere. The problem of ensuring equality of treatment and opportunity for women as compared with their male colleagues, without prejudicing their chances of employment, is a question which will have to engage the attention of the Organisation. In most developing regions, where women are at present mainly engaged in the traditional sector, it will be necessary to find means of extending health and other protective measures to rural areas; but, above all, the problem for the ILO will be to help, in co-operation with other international organisations concerned, to find ways to enable women to play a more active role in economic life in all sectors and in the over-all development of their societies."

¹ Principally in the USSR; elsewhere in Europe it can be expected to remain almost constant.

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13. The Report goes on to discuss employment policies in developing countries and in the industrialised countries and concludes by outlining a concerted approach to a World Employment Programme, in which national and international efforts would combine in a massive attack on the problems connected with employment development in the framework of economic and social development.

14. In order to assist Governments in their responsibility to attain full employment, the ILO, with the co-operation and participation of other specialised agencies, is building up international teams of experts in the different regions (teams are now at work in Latin America and in Asia) whose job it will be to help governments to plan and take action on employment and to devote their resources (national and international) to tackling the problems on an integrated basis.

15. In replying to the debate on his Report to the Conference, the Director-General noted that there was no easy solution to the problem of massive unemployment and underemployment but that it was essential to intensify action to close the "employment gap". He emphasised the need for work opportunities for young people entering the employment market with little or nothing in the way of education or training or hope for the future. He stressed

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that no international organisation could overcome the problem: this was a national task, requiring the full commitment of governments and people. But he added that, for the Programme to succeed, its objectives - employment and employment promotion - had to be recognised by all the nations of the world and by all the organisations of the world community as one of the central aims of the strategy for development in the next decade.

V. Regional Conferences and Advisory Committees

16. The ILO's Inter-American Advisory Committee, which met in San Salvador in January 1969, reviewed progress in the implementation of the plans for human resources development in the region and considered the questions of remuneration and working conditions in relation to economic development and the participation of employers' and workers' organisations and other social institutions in the development process. In connection with the last-mentioned item, the need for a more effective integration of the population into the development process was emphasised and it was stressed that this should include the promotion of women's organisations and of youth groups.¹ The Ninth Regional Conference of American States Members of the ILO, which is to meet in Caracas in April-May 1970, will give further consideration to these matters.

¹ The report on this item states: "Woman's role is a decisive one due to the part she plays in securing the

(footnote continued on p.10)

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17. The Third African Regional Conference is to meet in Accra in December 1969. It will devote particular attention to human resources development in the region and will also discuss labour administration and technical co-operation activities in African countries. The Report of the Director-General to the Conference (Social Change and Social Progress in Africa) covers economic and social trends in the region, rural development, urban growth and social change, the participation of employers and workers in development and human rights and international labour standards. It is pointed out that women predominate in many cases in the low income groups, although there is a tendency towards application of the principle of equal pay. It is also emphasised that the position of girls and women in respect of education is improving, enabling them to participate increasingly effectively in the development of their countries. The report on employment policy, after discussing the evolution of the situation and the many obstacles to rapid growth and full employment, contains the outline of the

(footnote continued from page 9)

acceptance, understanding and adaptation of new features of social life. When a woman has to hold down a job and be a housewife at the same time - a situation which is commonplace in rural areas and which is becoming more and more generalised in the modern sector - her tasks accumulate and the need for her to think clearly and be well informed becomes a strategic factor in the development process. Not only are women playing an increasing and important part in trade unions and co-operatives, but the activities of women through mothers' clubs and other popular institutions facilitate the success of health, housing improvement and literacy campaigns and other activities which go hand in hand with social and economic progress."

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Jobs and Skill Programme, the African component of the World Employment Programme. This Programme stresses the need for employment expansion as a goal of policy and notes that in some countries special measures may have to be taken to widen and equalise opportunities for girls and women.

18. The 14th session of the Asian Advisory Committee will be held in Djakarta in September 1970. It will review present and planned ILO activities relating to the Asian region, population problems and policies, industrialisation, problems encountered in the ratification and implementation of selected Conventions, and the Asian Manpower Plan.

VI. Industrial Committees and Analogous Bodies

19. The Chemical Industries Committee met in Geneva in April-May 1969 to examine, in particular, the effects of advanced technology on employment and conditions of work in the industry and the question of the training and retraining of workers, technicians and engineers in the chemical industries. In its conclusions on the impact of advanced technology, the Committee notes the increase in the proportion of higher skilled manual and non-manual workers and the progressive breakdown in old demarcations between groups of skilled workers. Advanced technology had improved conditions at the place of work in relation to the physical effort

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required, but workers were more exposed to the strain of sustained attention and monotony as well as to the inconvenience of shift work. Planning for the adjustment of manpower to technological change was essential, both to promote adaptation to change and to prevent injustice. In the conclusions on training and retraining, the Committee calls for adequate and free retraining for women resuming work in the industry after prolonged absence.

20. The Iron and Steel Committee met in Geneva in October 1969 to examine the question of wage protection and income security for workers in this industry and to discuss the role of employers' and workers' organisations in programming and planning in the industry.

21. A special tripartite technical meeting was held for the leather and footwear industry, also in October 1969. The meeting considered the effects of technological developments on the occupational structure and level of employment in the leather and footwear industry and conditions of employment and related problems in the industry (with special reference to developing countries). In the reports prepared for the meeting, it was noted that openings for women remain high (except in tanning) and that in the leather and footwear sectors women are often a majority of the production labour

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force in industrially advanced countries and some women chemists are employed in leather producing firms. The breakdown of "men's" and "women's" work has been on the basis of the traditional line that men's jobs tend to be those more skilled, more dangerous or more onerous than those of women, but the boundaries are not clearly drawn. What is clear is that women predominate in less skilled jobs and the highly skilled jobs are held by men. The problem of how to give effect to the principle of equal pay is one of the most intractable problems of employment in the leather and footwear industry. Despite progress made in implementing this principle, it is remarked that women's average take-home pay remains considerably less than that of men in all branches of the industry. . . / . . .

In the conclusions reached concerning conditions of employment, the problem of fair remuneration for women workers is stressed as of great importance because of the high proportion of women in the industry and it is stated: "It would be especially desirable for all countries to ratify the Equal Remuneration Convention, 1951 (No. 100) and for the principles laid down in the Convention to be effectively applied. In order to ensure equal remuneration for equal work, the causes of discrimination in employment, promotion and job classification should be removed." Because of the large number of working mothers employed in the industry, it is recommended that adequate and appropriate child care facilities should be provided so that such mothers can reconcile their occupational and family responsibilities without prejudice to their health and welfare and their families.

22. In 1970, the Coal Mines Committee and the Metal Trades Committee will meet, as will also the Committee on Work on Plantations. The last-mentioned Committee will examine the social consequences of technological developments on plantations and the question of the conditions of work of women and young persons.

VII. Other Meetings

23. A meeting of experts on the role of handicrafts in the national economy was held in New Delhi from

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4-16 November 1968. In view of the interest in handicraft development and the role of women in this sector displayed by the Commission at its last session, the conclusions of this meeting have been made available as a separate document. Briefly, the experts reached a number of conclusions relating to management methods and techniques in the handicraft sector as well as on market research and marketing and co-operative organisation of handicrafts and village industries.

24. An International Occupational Safety and Health Congress met under ILO auspices in July 1969 for discussion of basic questions of safety and health in contemporary society. The Congress included a special symposium on the training of occupational health nurses.

VIII. Special Categories

25. The Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation on the Status of Teachers is to meet in 1970 to examine the replies of governments to the questionnaire eliciting information on the steps taken in the different countries to give effect to the Recommendation. It will be recalled that the Recommendation, which applies to primary and secondary school teachers, is very comprehensive and covers basic principles, educational objectives and policies, preparation for teaching and further education,

employment and career advancement and conditions of employment, including remuneration and security of tenure.

26. At the request of the Advisory Committee on Salaried Employees and Professional Workers, the ILO is consulting WHO with a view to submitting to the Governing Body of the ILO proposals for the preparation of an instrument, similar to that for teachers, on the status of nursing personnel, with special reference to nurses.

27. Replies to the questionnaire on employment and conditions of domestic service workers are being analysed and it is expected that an analytic summary of the replies will be made available during 1970.

IX. Discrimination in Employment and Occupation

28. The Fifth Special Report of the Director-General on the Application of the Declaration concerning the Policy of "Apartheid" in the Republic of South Africa was presented to the 1969 session of the International Labour Conference. The Report found a far from encouraging position, with an intensification of the most objectionable aspects of "apartheid" policy. It was noted that, quite apart from all else, South Africa's prosperity depended increasingly on the African labour force and that current efforts to maintain the present rate of economic progress and to promote "separate development" involved trying to reconcile the irreconcilable.

29. The special Committee on Discrimination established by the Governing Body has as its basic task the promotion of equality of opportunity and treatment in respect of employment, with a view to eliminating any discrimination. It has continued to concentrate on efforts to promote speedy implementation of the international instruments against discrimination. The main forms of action are expanding the exchange of information and experience (especially through publications and meetings), educational activities, implementation of Conventions and Recommendations in the field of discrimination and contributing through technical co-operation to eliminating inequalities of opportunity or treatment. A regional seminar on equality of opportunity in employment is to be held in Manila in December 1969 and another such seminar (for another region) is tentatively scheduled for 1971. Articles on problems of equal opportunity in various countries are published regularly in the International Labour Review, and popular brochures on ILO's Action against Discrimination in Employment and The ILO and Apartheid have been issued.

X. Automation Programme

30. The ILO's automation programme has continued with the same objectives - to promote knowledge and understanding of technological change and its labour and social repercussions and to develop policies and methods for adjusting to change in a positive manner and mitigating hardship and for spreading the benefits of new technology equitably. A separate report supplementary to that submitted to the Commission at its 21st Session has been submitted to the present session of the Commission. It outlines ILO activities having a bearing on the impact of technological and scientific advance on the employment and conditions of women, and includes a summary of the information received from governments on national surveys of the situation carried out in accordance with resolution 1328 (XLIV) adopted by ECOSOC at its May-June 1968 session.

XI. Handicrafts and Small Industries

31. At its last session, the Commission adopted a resolution which drew attention to the increasing participation of women in developing countries in the sphere of handicrafts and expressed the hope that the ILO would find it possible to organise regional seminars on the role of handicrafts in the developing economies of Asia, Africa and Latin America with a view to greater participation of

women in the economic development of these regions. As a first follow-up to the meeting of experts on the role of handicrafts in the national economy of developing countries (New Delhi, November 1968) referred to in paragraph 23, a seminar on handicrafts is going to be held early in 1970 for participants from French-speaking African countries. The role of women in handicraft development will be given considerable attention. It may also be mentioned that the regional meeting on the role of women in national development, held in Addis Ababa in March 1969 under the auspices of the ECA and the German Foundation for Developing Countries, in collaboration with the specialised agencies, drew attention to and endorsed the resolution on handicrafts adopted by the Commission in 1969 and urged support for a regional seminar on the role of handicrafts in Africa with a view to obtaining greater participation of women in economic development.

32. In addition to research and seminars and meetings for the exchange of information, the ILO's programme for handicraft development includes technical co-operation projects at the national level in a number of countries in Africa, Asia and Latin America. For example, in Syria an ILO expert is assisting the Government in the organisation of rural-based centres for carpet-weaving and training

local artisans in weaving, spinning and dyeing techniques. All the trainees and artisans are women. Similar schemes are at present being carried out in Syria and Mauritania (a project originally promoted by the Association of Mauritanian Women) and another will be initiated in Lebanon early in 1970.

33. Finally, mention may be made of the fact that the resolution on handicrafts adopted by the Commission was drawn to the attention of all ILO experts working in this field with the request that they explore the possibilities of encouraging the more active participation of women in handicrafts. A number of international women's organisations have been studying the possibilities of further action on women's participation in handicrafts, eventually in collaboration with the ILO.

XII. Operational Activities

34. The great bulk of the ILO's operational activities (field projects) remains in the human resources development field. In projects concerned with manpower planning and forecasting, the female component of the labour force is given the same attention as the male: this pertains in respect of assessment of the participation rates of women in the labour force, its distribution, specific employment patterns (e.g. seasonal and part-time) and special skill

requirements. In addition, estimates are prepared concerning future trends in the employment of girls and women. This exercise sometimes helps make governments more fully aware of the female component of the labour force and its special needs and problems. To illustrate, in two developing countries in which comprehensive manpower surveys have been carried out, the assessment of the situation of the female labour force has given rise to requests on the part of the governments concerned for further international assistance in preparing action programmes to tackle the special employment and training problems of girls and women brought to light by this assessment. In more action-oriented projects such as those for rural employment promotion and special youth employment and training schemes, the problems of girls and women have until recently been given less attention than those of boys and men, but efforts are being made to redress the situation and to give adequate and appropriate attention to girls and women in all such projects. These efforts have the best chance of success where the governments concerned are conscious of the need for action on behalf of girls and women.

35. In the vocational training field, girls and women are still not adequately reached under the ILO's field projects, mainly because of the concentration of these

projects on building up skills in occupational areas in which girls and women are not or are rarely employed and partly because of the failure of governments to give sufficiently high priority to the training of girls and women in their over-all programmes for human resources development. Some projects do reach girls directly, however. These include the Algerian prevocational training project, under which girls are trained in a variety of specialisations in addition to dressmaking and home economics and the Tunisian project for the training of women (commercial and office training, dressmaking and design, reception and home economics). Projects in the field of training for hotels and tourism, which are growing in number, almost always reach girls as well as boys. Most operational work in the clerical training field is of direct interest to girls who in some countries constitute the majority of the trainees. Projects are being carried out in a good many countries, including Morocco, Ghana and Madagascar (in the last two as parts of much more extensive training projects). A number of new project possibilities for the training and employment of women are under consideration (India, Pakistan, East Africa, for example) and it is hoped that these may materialise.

36. In the rural development field, ILO projects (whether agricultural training or prevocational training or more integrated rural development) extend to girls as well as boys and take account of the need to associate girls and women in rural development efforts. A project in Mali is helping the Government to develop practical training centres for young girls and boys who have completed five years primary school. Girls follow a special course including home economics but also providing agricultural and handicraft training. In Guinea, a project is in motion to help the new schools for rural education for post-primary youth (CER) by training instructors (male and female) for teaching in these schools. In Senegal, action is directed towards training female instructors for work with women in agriculture and in rural areas. Several prevocational training projects have been initiated, generally with UNICEF assistance: in Thailand, for example, girls are taught weaving, reeling and dyeing of cotton as well as sewing; in Korea, modern agricultural techniques and maintenance work and handicrafts; and in Tunisia, both agricultural techniques and rural crafts. In a number of rural development projects, however, the training component for girls and women is confined to home economics.

XIII. CIRF and CINTERFOR

37. "CIRF Publications" constitutes a specialised information service in the field of ILO vocational training. Through a systematic programme of documentation and research, an effort is made to provide information on all aspects of vocational training for workers, supervisors, technicians and other staff at corresponding levels in all sectors of the economy, including administrative services. During the year, the eighth volume of the Abstracts was published and disseminated to subscribers in all parts of the world. The scope of the Abstracts, which summarise the contents of some 350 documents each year, has been somewhat extended to comprise also general aspects of human resources development and manpower planning. The four numbers (Vol. 7) of the CIRF bulletin "Training for Progress" have been devoted to case studies of prevocational training and of the contribution of vocational training to the establishment of new firms or the development of existing firms' activities.

38. CINTERFOR (Inter-American Vocational Training Research and Documentation Centre) has continued its programme and activities of research, publications, seminars and technical advisory services to cater for the interests of the vocational training bodies in the region. During the year a number of projects were carried out, among which the following may be recorded: a high-level seminar on adaptation

of training policies to economic development combined with the meeting of the technical committee of CINTERFOR; a seminar on budgeting and costing of training institutions; a study and technical meeting on the introduction of common training manuals in Latin America, a technical meeting on rural training in Central America, a technical meeting on evaluation methods in vocational training, two courses for documentation staff in vocational training and the publication of bibliographical reference materials and reports.

XIV. Workers' Education

39. The Workers' Education Programme caters for all categories of workers and hence includes the development of training and related activities of interest to women workers. The special needs of women help to determine educational approaches and the materials included in such manuals as Accident Prevention, Wages and Fighting Discrimination.

The integration of women in trade union life is one of the questions on which special emphasis is placed. A manual on Women Workers with Special Reference to Their Participation in Trade Union Life is to be included in the series of Workers' Education Manuals. Related questions are being analysed in articles in the Workers' Education Bulletin.

40. The ILO's contribution to and participation in workers' education activities carried out by trade union organisations has provided for the award of study grants to

some 50 women during the period under review. In this connection, collaboration was ensured in respect of special training programmes for women sponsored by the ICFTU, the WCL, the PTTI and their regional bodies. Women trade unionists participated in other seminars organised in co-operation with the ILO by the Scandinavian and British Summer Schools, the Austrian Federation of Labour, the World Assembly of Youth and the Young Christian Workers' International. The ILO's efforts to promote workers' education for women, as well as for young trade unionists (male and female), have been increasing rather considerably and have also been broadening, as is illustrated by the consultation on labour and social education of young workers held in Geneva in July 1969.

XV: International Institute for Labour Studies

41. During 1969 the main activities of the International Institute for Labour Studies (IILS) have been in Latin America. These included a seminar on manpower policy (Bariloche, September 1969); a seminar on social policy in modernising sectors (Mexico City, October 1969); a symposium on the functioning of labour markets in Latin America (Buenos Aires, September 1969) and a symposium on social participation (Mexico City, 1969).

42. In addition to the above, the IILS organised during 1969 an internship study course on Active Labour Policy Development and symposia on International Collective Bargaining and Future Social Policy Requirements of Modern Societies; and it also held research meetings on the Comparative Study of Trade Unions and Industrial Relations in Economic Development and on Strategic Factors in Industrial Relations Systems. In addition, a regional meeting was held on the development of labour studies in East Africa.

XVI. International Centre for Advanced Technical and Vocational Training (Turin)

43. The total number of persons who had attended training programmes at the Turin Centre from its opening in October 1965 until May 1969 was 1,816. The target for the academic year 1970-1971 is 1,500 fellows with an average stay of four months each. The standard programmes include courses on management and executive development, methodology of training and technology, and seminars are held on such subjects as the management of small enterprises and the training of instructors for industrial training. The centre also undertakes research projects, for example, research into aims and methods for the training of specialists and technicians in developing countries.

XVII. Co-operation with Other International Organisations

44. The ILO has continued to co-operate closely with other members of the United Nations family in matters affecting the status of women and with international NGOs concerned with the status of women and in particular with women workers and their problems. This has included informal inter-agency consultations and assistance with the preparation of and participation at technical meetings and seminars dealing with questions of ILO concern (for example, the Romanian Seminar on the Effects of Scientific and Technological Developments on the Status of Women held in

Iasi in August 1969 and the UNESCO Meeting for Arab States on the Access of Girls and Women to Technical and Vocational Education held in Kuwait in November 1969).

APPENDIX I

Extract from the Report of the
Committee of Experts on the Application of
Conventions and Recommendations

(Report III (Part 4), Fifty-third Session of the
International Labour Conference, Geneva, 1969)

DISCRIMINATION (EMPLOYMENT AND OCCUPATION)
CONVENTION, 1958 (No. 111)

68. Every State that ratifies the Convention undertakes to promote equality of opportunity and treatment with a view to eliminating any discrimination in respect of employment and occupation, through the application of a national policy designed to promote this aim by methods appropriate to national conditions and practice. Under the Convention discrimination consists in any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin (or any other grounds determined by the State Member) that has the effect of nullifying or impairing equality of opportunity or treatment in the fields in question. The Convention covers not only access to employment, but also terms and conditions of employment and access to vocational training; it applies to all classes of workers and all kinds of activity.

69. At the time of the present report the Convention had been ratified by 67 countries.¹ The total number of reports received from countries that have not ratified it is 39.

¹ Letter of 22 February 1967 from the Ministry of Labour.

² Letter of 30 December 1968 from Mr. Goroshkin, member of the Governing Body of the ILO, in reply to the resolution concerning action by the ILO in the field of human rights and in particular with respect to freedom of association, adopted by the June 1968 Conference.

³ Article 19 report, 1968.

⁴ Argentina, Brazil, Bulgaria, Byelorussia, Canada, Central African Republic, Chad, China, Colombia, Costa Rica, Cuba, Cyprus, Czechoslovakia, Dahomey, Denmark, Dominican Republic, Ecuador, Ethiopia, Gabon, Federal Republic of Germany, Ghana, Guatemala, Republic of Guinea, Honduras, Hungary, Iceland, India, Iran, Iraq, Israel, Italy, Ivory Coast, Jordan, Kuwait, Liberia, Libya, Malagasy Republic, Malawi, Republic of Mali, Malta, Islamic Republic of Mauritania, Mexico, Morocco, Nicaragua, Niger, Norway, Pakistan, Panama, Paraguay, Philippines, Poland, Portugal, Senegal, Sierra Leone, Somali Republic, Spain, Sweden, Switzerland, Syrian Arab Republic, Tunisia, Turkey, Ukraine, USSR, United Arab Republic, Upper Volta, Viet-Nam, Yugoslavia.

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Difficulties Encountered

70. The first group of obstacles mentioned by governments relates to the situation of certain classes of persons under the criteria on which distinctions are based for the purpose of the Convention.

71. Discrimination on grounds of sex creates the difficulty most often mentioned in this connection, which arises in two fields, that of access to employment (and maintenance in employment)¹ and that of terms and conditions of employment or, more precisely, equal remuneration for work of equal value without distinction on grounds of sex.² Most of the countries concerned, however, state that the difficulties are gradually disappearing. It should be recalled here that the Convention does not require that all discriminatory practices should already have disappeared before ratification, but rather that there should be a policy to eliminate them through methods appropriate to national conditions and practice.³ With regard to equal remuneration without distinction based on sex, the Committee has had occasion to point out that Convention No. 111 presents this question (in a different way from Convention No. 100) as one element among others in a general policy intended to cover many aspects of discrimination based on various causes, a fact that allows greater flexibility in timing and choice of means than exists under Convention No. 100.⁴

72. The question of discrimination based on national extraction is raised by one country, in which a waiting period is imposed on naturalised persons before they can have access to public office and certain occupations which the Government considers to be "connected with activities of public interest."⁵ In examining the scope of the provision in the Convention to the effect that distinctions "based on the inherent requirements" of a particular job shall not be deemed to be discrimination (Article 1, paragraph 2), the Committee has observed that the existence of restrictions of this type "may be due to a desire for assurance as to the durability and finality of the person's attachment to his new nationality".⁶ In the case in question, moreover, the Government states that the measure seems to be justified on grounds connected with the abilities and qualifications required for the employments specified.

73. Certain countries also refer in their reports to restrictions applied to foreign workers.⁷ In this connection it must be recalled⁸ that Convention No. 111 applies to discrimination based on "national extraction" and not to that based on nationality; the situation of foreign workers, which it does not cover as such, is covered by other instruments.

74. Other countries have taken measures to ensure an equitable representation of the various groups of the population.⁹ The governments stated in their reports that they do not consider these measures to be discriminatory since they are intended to

¹ Finland, Ireland, Luxembourg, Norfolk Island (Australia).

² Australia, Ceylon, Kenya, Netherlands, New Zealand, United Kingdom.

³ RCE, 1963, General Survey, para. 108.

⁴ Ibid., para. 34.

⁵ France.

⁶ RCE, 1963, General Survey, para. 42.

⁷ Ceylon (which also mentions the question of stateless workers), Congo (Kinshasa), Rwanda, United Kingdom (Bahamas).

⁸ RCE, 1963, General Survey, para. 27.

⁹ Preferences granted to Africans in Tanzania and Uganda, to Malays in Malaysia, or again measures intended to protect the Gibraltarian minority in Gibraltar (article 19 report, 1963).

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correct a less favourable economic situation or a lack of balance in the distribution of jobs in the public service. They do consider, however, that these measures prevent their ratifying the Convention. As the Committee has already stated¹, certain arrangements of this kind may not necessarily be regarded as discrimination in the sense of the Convention if their effect is rather to bring about a balance between different communities, to ensure protection for minorities, or again to combat a discrimination to which certain categories have been subjected in practice.² It must, however, be possible in each particular case to assess the actual situation and the application in practice of the relevant provisions.¹ Another country refers to the impediment constituted by the existence of "national policies aimed at fostering national unity", without specifying their nature.³

75. Another group of difficulties mentioned by governments relates to the nature of the legal obligations resulting from the provisions of the Convention.

76. Several countries consider that certain provisions of the Convention might involve an obligation to adopt legislation and direct interference by the State in fields traditionally reserved to negotiation between the parties to industrial relations.⁴ The Committee, however, has already pointed out that the Convention cannot be interpreted either as imposing on the State the obligation to act in certain spheres by methods not appropriate to "national conditions and practice" or as imposing an obligation to adopt legislation in all the spheres in question.⁵

77. One country stresses that action to be taken with a view to giving effect to the Convention depends not only on the federal authorities, but also on the constituent units.⁶ The Committee has already stated, however, that the Convention, by leaving it to the countries to choose methods appropriate to national conditions and practice, has been specially devised so as to impose only obligations that can be carried out without impairing the distribution of powers between a federal State and its constituent units.⁷

78. Lastly, there are cases where the obstacles and delays reported are linked with the general situation of the country. Sometimes there is a delay in considering ratification of the Convention for political⁸, economic⁹, or other reasons.¹⁰

Measures Taken or Envisaged

79. Many countries have issued laws or regulations to promote equality of opportunity and to oppose discrimination appearing in various forms (United States,

¹ RCE, 1963, General Survey, para. 39.

² Ibid., para. 51.

³ Zambia.

⁴ Austria, Jamaica, New Zealand. The United Kingdom mentions the absence of legislation against discrimination on grounds of sex, age, religion, political opinion or social origin.

⁵ RCE, 1963, General Survey, para. 60.

⁶ United States.

⁷ RCE, 1963, General Survey, para. 63.

⁸ Venezuela (elections and the volume of parliamentary business).

⁹ Bolivia.

¹⁰ Austria (legislation in course of being codified).

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for example ¹⁾, or in particular spheres: equal pay for work of equal value without distinction of sex (United States, Jamaica), racial discrimination (United Kingdom ²⁾).

80. Special bodies responsible for devising and applying the policy for the promotion of equal opportunity and the elimination of discrimination have been set up in the United States ³ and Japan ⁴: the setting up of similar bodies is provided for in the United Kingdom by the Race Relations Act, 1968. Certain countries such as Malaysia, the United Kingdom and the United States have taken positive measures to institute educational work: education or information of employers and, more generally, of all persons concerned, through the Ministry of Labour, the public employment or placement services or other services dealing with social questions.

81. The employment services provide a means used by certain governments of eliminating discrimination in placement operations. Sometimes there are clauses against discrimination in the texts governing the operation of these services. The policy or practice followed, however, often consists in putting the placement and employment services at the disposal of all without discrimination, and in particular without racial discrimination (New Zealand), or again as in Japan, the United Kingdom or the United States, in bringing employers to base their offers of employment and their corresponding decisions solely on qualifications and merit. In the United States one of the tasks of the employment service is to help minority groups to enjoy equal opportunities.

82. In the field of vocational guidance and training, certain laws or regulations also contain anti-discrimination clauses. Examples can be found in Japan ⁵ and the United States.⁶ Equality of opportunity in this field may also be ensured in practice by a general policy opening access to education and training to all without distinction (Colombia, France, Japan, Thailand ⁷), or again by special programmes for the protection or assistance of certain groups (New Zealand ⁸, United Kingdom ⁹).

83. Lastly, several countries state that they have tried to act in co-operation with the employers' and workers' organisations, and co-operation with other public or private organisations is also sought in the United Kingdom and the United States.

Ratification Prospects

84. It will first of all be noted with interest that since 1963, when the last survey under article 19 was published on this Convention, 28 new ratifications have been registered.

85. It will also be noted that in Haiti ¹⁰ ratification of the Convention has been approved by the competent authorities in 1963, but not communicated to the ILO. In

¹ Civil Rights Act of 1964, Fair Employment Practice Acts in many states, Age Discrimination in Employment Act of 1967.

² Race Relations Act, 1968.

³ Commission on Civil Rights, Equal Employment Opportunity Commission, bodies responsible for the application of state laws or advisory bodies set up under these laws.

⁴ Council on Integration Measures.

⁵ Employment Security Law.

⁶ Code of Federal Regulations.

⁷ Article 19 report, 1963.

⁸ Programme for the training of the Maoris.

⁹ Programme for the vocational training of women.

¹⁰ Ratification of the Convention has been approved by a decree published in *Le Moniteur*, 24 Jan. 1963, No. 8.

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Chile, Uruguay and Venezuela, the Convention has been submitted to the competent authorities with a view to ratification. The Government of Belgium states that a Bill to approve the Convention is at present being drawn up. In Sudan preparations have been made to submit the Convention to the Constituent Assembly for ratification, which was expected before the end of 1968. In Nigeria the procedure for ratification is well advanced.

86. The question of ratification is being examined by the Governments of Afghanistan and Burma. In Peru¹ it was expected that the Convention would be ratified very shortly. The Government of Finland hopes that it, too, will soon be in a position to ratify.

87. The question of ratification will be considered later in Barbados, Bolivia and Congo (Brazzaville).²

88. Lastly, in Greece, the possibility of adapting the legislation to the provisions of the Convention will be considered with a view to ratification, and the Government of Rumania states that the national laws are in conformity with the principles of the Convention and that ratification will be considered when the revision of the labour legislation has been completed.

89. To conclude, the information available at present shows that ratification of the Convention has been approved by the competent authorities in one country, that the Convention has been submitted to the competent authorities for approval in three countries, that ratification is being prepared in four countries, and is under consideration in two others.

EQUAL REMUNERATION CONVENTION, 1951 (No. 100)

90. The Convention lays down as a general principle that each member State that has ratified it shall promote and, in so far as to do so is consistent with the methods in operation for determining rates of remuneration within its country, ensure the application to all workers of the principle of equal remuneration for men and women workers for work of equal value. For the purpose of the Convention, the term "remuneration" includes the basic wage and any additional emoluments in cash and in kind, and the term "equal remuneration" refers to rates of remuneration established without discrimination based on sex. The principle may be applied by national laws or regulations, by any legal wage fixing machinery, by collective agreements or by a combination of these various systems. One of the means advocated by the Convention for facilitating the application of the principle established by it is the objective appraisal of jobs on the basis of the work to be performed. Lastly, the Convention provides that governments shall co-operate with employers' and workers' organisations for the purpose of giving effect to its provisions.

91. The Convention has so far been ratified by 65 countries.³ Forty-one reports have been supplied by States that have not ratified it.

¹ Statement by a Government representative to the Conference Committee on the Application of Conventions and Recommendations, 1968.

² Letter of 22 February 1967 from the Ministry of Labour.

³ Albania, Algeria, Argentina, Austria, Belgium, Brazil, Bulgaria, Byelorussia, Central African Republic, Chad, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dahomey, Denmark, Dominican Republic, Ecuador, Finland, France, Gabon, Federal Republic of Germany, Ghana, Guatemala, Republic of Guinea, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iraq, Israel, Italy, Ivory Coast, Japan, Jordan, Libya, Luxembourg, Malagasy Republic, Malawi, Republic of Mali, Mexico, Nicaragua, Niger, Norway, Panama, Paraguay, Peru, Philippines, Poland, Portugal, Rumania, Senegal, Sierra Leone, Spain, Sweden, Syrian Arab Republic, Tunisia, Turkey, Ukraine, USSR, United Arab Republic, Yugoslavia.

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Difficulties Encountered

92. The difficulty most often mentioned as impeding the ratification of the Convention is that in certain States the government takes no direct part in the fixing of wages in the private sector¹—where they may be fixed by arbitration boards², collective agreements or individual agreement between the employer and the wage earner—and the government does not consider it proper to interfere in these negotiations to impose the principle of equal pay. In these same countries, however, the principle is generally applied already to civil servants or state employees. A report from one of these countries where the principle is applied only in respect of non-manual jobs in the public service and the nationalised undertakings contains the words: “if equal pay for women in the public service could be phased in over seven years, our industrial women deserve no less generous treatment.”³ On the other hand, another country reports that the principle is established by legislation for manual workers, but that for salaried employees it applies at present only to the minimum wage.⁴

93. While the situation as described above may present problems to the governments concerned, it must nevertheless be pointed out that of the five States which referred to the same difficulty during the last general survey carried out in 1956⁵, three have since ratified the Convention.⁶ As long ago as 1956, indeed, the Committee stated: “The government’s obligation to *ensure* implementation of the principle of equal remuneration is limited under Article 2, paragraph 1, of the Convention to those areas where such action is ‘consistent with the methods in operation for determining rates of remuneration’. If, under the existing system, the government remains outside the wage-fixing process, it is free to confine itself, under the same provision of the Convention, to *promoting* the application of the principle.”⁷

94. The absence in their countries of any system of objective job appraisal on the basis of the work to be performed, or the inadequacy of an existing system, has also been reported by several governments as constituting an obstacle to ratification.⁸ It must be recalled, however, that the establishment of such a system is not compulsory, but that the Convention proposes it where it can “assist in giving effect” to the principle of equal remuneration, the governments remaining free to make use of it.

95. Economic grounds are also mentioned as delaying or standing in the way of ratification, whether by industrialised countries where female labour is important⁹ or by developing countries.¹⁰ Two governments in the latter group mention the insignificant number of women wage earners.¹¹

¹ Australia, Cyprus, Ireland, Jamaica, Malta, New Zealand, Singapore, United Kingdom.

² Australia (article 19 report, 1956).

³ United Kingdom.

⁴ Chile.

⁵ Denmark, Norway, Sweden, Switzerland, United Kingdom.

⁶ Denmark, Norway, Sweden.

⁷ RCE, 1956, General Survey, p. 156.

⁸ Ceylon, Cyprus, Malaysia, Venezuela, Zambia.

⁹ Netherlands, United Kingdom.

¹⁰ Kenya, Lesotho, Morocco.

¹¹ Pakistan, Rwanda.

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96. One government describes in detail the social and psychological obstacles in the way of ratification: the present stage of development is such that the woman wage earner has appeared only recently and employers still consider her a temporary worker (when she marries, the woman ceases to work) from whom a lower output is sometimes accepted. The application of the principle of equal remuneration would close the labour market to women and so deprive them of all chance of proving that their output could equal that of men.¹ Two other countries have stated that there would be the same risk of unemployment for women if the government tried to impose equality of remuneration², and yet another considers that the application of the principle must be carried out over a period of time in the light of national conditions.³ One government intends to reserve its decision until it is in a position to assess the extent to which such discrimination is still practised locally.⁴

97. The lack of uniformity in the legislation of the constituent states or provinces and the division of responsibility between them and the federal authorities have been mentioned by two federal States as preventing ratification at present.⁵ One country states that "the definition given in the Convention of 'work of equal value' is too vague for ratification" and fears that it would lead to a serious disturbance of the accepted system of determining working conditions.⁶

Measures Taken or Envisaged

98. The Governments of Guyana, Pakistan, Togo and Uganda report that national law or practice is in conformity with the principle laid down by the Convention. In addition, in some countries, legislative or administrative measures have been taken to give fuller effect to the Convention. Thus, in the Congo (Kinshasa) a 1967 ordinance makes the general classification of jobs compulsory, and in Lesotho a 1964 administrative regulation lays down a minimum wage for the lowest grades of manual worker irrespective of sex. In the United States the Equal Pay Act of 1963, which was amended in 1966 to broaden its scope and eliminate certain exemptions, requires the employer to pay equal wages to men and women doing equal work on jobs requiring equal skill, effort and responsibility.

99. Other States (Australia, Malta, New Zealand and Zambia), where the government takes no part in wage fixing, try to influence the bodies responsible for it and so endeavour to promote the application of the principle, though they are unable to ensure it in the immediate future. In Australia certain arbitral tribunals have introduced the equal pay principle and legislation has been adopted in two states to prepare the way for equal pay. Zambia reports that, thanks to a policy of this nature, nearly all recent wage determinations have abolished the differentials based on sex.

100. Lastly, there are countries that fear the economic effects which might result from the general application of the principle of equal remuneration and are instituting it by stages, as authorised by the Convention. In Greece and New Zealand, for example, the gaps between men's and women's wages are being

¹ Cyprus.

² Morocco, Zambia.

³ Malaysia.

⁴ Barbados.

⁵ Canada, United States.

⁶ Jamaica.

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gradually reduced on the occasion of wage increases, women's wages receiving greater increases. In Malta parity in the public service will have been achieved in stages by 1971.

Ratification Prospects

101. In Venezuela the Convention was submitted to Congress in 1968 with a view to ratification. In Sudan preparations have been made to submit the Convention to the Constituent Assembly for ratification, which was expected before the end of 1968. In Switzerland ratification of the Convention was proposed to Parliament by the Federal Council in 1960, but although one of the Chambers was in favour of ratification, the other has rejected it. In Nigeria the procedure for ratification has already been set in motion, and in the Congo (Brazzaville)¹, Iran, Upper Volta and Viet-Nam, law and practice are considered to be in conformity with the Convention and ratification is contemplated in the foreseeable future.

102. Other countries indicate that ratification is being examined (Afghanistan, Burma, Greece, Tanzania) or that it will be possible in the future (Kuwait). The Government of Uruguay states that the text of the Convention is being studied by a working group.

103. The adoption of special measures is considered necessary in some countries before ratification can take place: in Cameroon no further obstacle to ratification will exist after the adoption of the regulations for the application of the Labour Code; in Ethiopia certain administrative adjustments must be made to ensure the application of the Convention; in Morocco the Labour Code, which is at present being drawn up, will contain provisions making ratification possible.

104. To conclude, the information at present available shows that the Convention has been submitted to the competent authorities in one country, that ratification is being prepared in two countries, and that in some eight countries ratification is under consideration.

¹ Letter of 16 February 1967 from the Ministry of Labour and Social Welfare.

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MATERNITY PROTECTION CONVENTION (REVISED),
1952 (No. 103)

272. The Convention applies to women employed in industrial undertakings and in non-industrial and agricultural occupations, including domestic staff and women wage earners working at home. It covers women working in public or private undertakings, irrespective of age, nationality, creed or marital status. It exempts only family undertakings, but allows for temporary exceptions to be made in respect of certain categories of non-industrial occupations, occupations carried on in agricultural undertakings, other than plantations, domestic work for wages in private households, work done at home or undertakings engaged in transport by sea (Article 7).

273. The Convention stipulates that the women to whom it applies must have a period of maternity leave of at least twelve weeks, not less than six of which must be taken after confinement. This leave must be extended in the event of any mistake in estimating the date of confinement or in case of illness arising out of pregnancy or confinement.

274. The Convention lays down that during this leave the woman shall be entitled to receive cash benefits sufficient for the full and healthy maintenance of herself and her child in accordance with a suitable standard of living, and medical benefits, including prenatal, confinement and postnatal care as well as hospitalisation care, where necessary, in a hospital of her choice.

275. Benefits must be provided either by means of compulsory social insurance or by means of public funds. Where cash benefits provided under compulsory social insurance are based on previous earnings, they must be at a rate of not less than two-thirds of the earnings taken into account. In no case may the employer be individually liable for the cost of benefits.

276. If a woman is nursing her child she must be entitled to interrupt her work for this purpose, such interruptions being counted as working hours and remunerated accordingly.

277. Lastly, the Convention prohibits the dismissal of a woman for any reason whatsoever while she is absent from work on maternity leave or at such a time that the notice of dismissal would expire during her absence.

278. To date the Convention has been ratified by 10 countries.¹ A total of 83 reports has been furnished by Members who have not ratified it.

¹ Brazil, Byelorussia, Cuba, Ecuador, Hungary, Spain, Ukraine, USSR, Uruguay, Yugoslavia.

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Difficulties Encountered

279. A major obstacle to ratification to which many States have referred is the scope of the Convention.¹ The national legislation of most of these countries does not apply to women employed in agriculture or domestic service or working for wages at home or employed by transport undertakings. It should be pointed out, however, as concerns these categories of workers, that the States concerned may, at the time of ratification, consider availing themselves of the exceptions permitted under Article 7 of the Convention. Other countries state that their legislation, even though it covers most of the workers to whom the Convention applies, is applicable only to certain regions, either because of the federal structure of the countries in question² or due to circumstances peculiar to developing countries³ (a social security scheme applicable only to certain areas of the country, for instance).

280. In other cases certain categories of women are excluded from compulsory insurance schemes, either because they are married⁴ or on account of their high earnings⁵ (schemes applying an income ceiling to eligibility for insurance).

281. A second difficulty arises out of the length of the leave. Some countries appear to be experiencing some difficulty in introducing a minimum standard of twelve weeks as required by the Convention, or making postnatal leave compulsory.⁶

282. For one State a difficulty arises out of the fact that its legislation does not permit a woman to postpone her prenatal leave until after the expiration of her postnatal leave.⁷ It should be noted, however, that in this connection Article 3, paragraph 3, of the Convention is worded in extremely flexible terms, requiring a minimum of six weeks' leave to be compulsorily taken after confinement, but leaving it to the discretion of the legislation of each country as to how the remainder of the leave is to be taken.

283. Other countries state that their legislation does not provide for the possibility of prolonging maternity leave in the event of a mistake in estimating the date of confinement⁸ or in case of illness arising out of pregnancy or confinement.⁹ In this latter case it is pointed out that the provisions of the Convention relating to the prolongation of leave in case of illness (Article 3, paragraphs 4 and 5) merely provide for the possibility of granting supplementary sick leave in addition to the

¹ Argentina, Burma, Ceylon, Chile (only domestic workers excluded), Denmark, Ghana, India, Iran, Iraq, Italy (only in the case of women working at home and domestic servants, who are, however, covered by the insurance scheme), Jordan (article 19 report, 1965), Malaysia, Morocco, New Zealand (only women employed by public services and teachers are covered), Norway, Pakistan, Sweden, Switzerland, Turkey (article 19 report, 1965), United States, Viet-Nam.

² Australia, Canada, Malaysia (article 19 report, 1965), United States.

³ Burma, Guatemala, India.

⁴ United Kingdom.

⁵ Netherlands.

⁶ Argentina, Ceylon (four weeks' postnatal leave), China (article 19 report, 1965), Colombia, Costa Rica, Finland, Guatemala (article 19 report, 1965), India (in the areas where the Employees' State Insurance Act is not applicable), Ireland, Jordan (article 19 report, 1965), Kuwait, Malaysia (States of Malaya) (article 19 report, 1965), Morocco, Rwanda (article 19 report, 1965), Sweden (particularly for commercial employees and office workers), Switzerland, Tunisia, United Kingdom, Venezuela, Viet-Nam.

⁷ Senegal.

⁸ Norway, Pakistan, Venezuela.

⁹ Canada, Federal Republic of Germany (for women not covered by insurance during the postnatal leave period), Mexico, Morocco, Sweden.

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normal period of maternity leave.¹ Since a number of the States in question have provisions affording equivalent protection under the sickness insurance scheme, the obstacle referred to does not appear to be insurmountable.

284. Another difficulty to which attention has been drawn concerns the level of benefit. Several countries state that the rate of cash benefit fixed by their social security legislation is lower than the two-thirds of previous earnings required by the Convention.² On this point also it is pointed out that the Convention (Article 4, paragraphs 2 and 6) imposes no obligation upon States ratifying it to take previous earnings as the basis for calculation of benefit, but allows for the possibility for determining the amount of benefit upon some other basis, such as presumptive earnings, for instance. Accordingly, it is only in cases where previous earnings are the basis for calculation of benefit that the benefit should be not less than two-thirds of the previous earnings taken into account.³ It should also be noted that in some of the countries which have invoked this difficulty women are entitled, in addition to the actual maternity allowance, to other cash benefits (prenatal allowances, maternity grants, etc.) which, taken together with the maternity allowance, reach the figure of two-thirds of the previous earnings stated in the Convention.

285. Although they are invoked less often, shortfalls in medical benefits also seem to constitute an obstacle in certain countries⁴, as does the absence of a provision guaranteeing freedom of choice of doctor or hospital.⁵

286. In other countries the employer is liable for all or part of the cost of maternity benefits, and this constitutes a major obstacle to ratification.⁶ In some cases the employer bears part of the cost of benefits and the insurance scheme bears the rest, or he is liable for the full cost of benefits due to employees who, for one reason or another, are not covered by the insurance scheme. In other cases the full cost of benefits must be borne by the employer because the financial and economic resources of the countries concerned are not yet sufficient to enable them to institute or generalise compulsory social security schemes. This latter difficulty is particularly stressed by certain countries, some of which add that ratification of the Convention would involve a financial burden too heavy for their economy to assume under present conditions.⁷

287. According to one State the only difficulty preventing ratification lies in the existence of a qualifying period prescribed by national legislation which stipulates that a woman must have been in employment for at least three months to be eligible for an allowance equal to 100 per cent of her earnings.⁸ It should be recalled in this

¹ RCE, 1965, General Survey, para. 125.

² Belgium, Central African Republic (article 19 report, 1965), Finland, France, Gabon, Iraq, Mauritania, Mexico, Morocco, Nicaragua, Niger, Norway, Switzerland, Viet-Nam.

³ RCE, 1965, General Survey, para. 138, footnote 1.

⁴ Iraq, Malaysia, Norway (only as concerns hospitalisation in private establishments), Philippines, Switzerland.

⁵ India, Nicaragua, Turkey (article 19 report, 1965), Venezuela.

⁶ Belgium (only as a supplement to benefits under the insurance scheme), Ceylon, China (article 19 report, 1965), Dominican Republic, Ghana, Guatemala (where the woman is not covered by the social security scheme), Iceland (article 19 report, 1965), India (in areas where the Employees' State Insurance Act is not applicable), Malaysia (article 19 report, 1965), Pakistan, Philippines, Singapore, Viet-Nam.

⁷ Guatemala, Ivory Coast, Jordan (article 19 report, 1965), Kenya, Lesotho, Morocco, Rwanda, Sierra Leone, Singapore, Syrian Arab Republic, Tanzania, Zambia.

⁸ Bulgaria.

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connection that the requirement of a qualifying period is compatible with the Convention when benefits are provided under an insurance scheme (Article 4, paragraphs 4 and 5).

288. Other States refer to the absence of statutory provisions authorising the interruption of work for nursing purposes.¹ Here again it should be recalled that the Convention provides for the possibility of determining the position by collective agreement (Article 5).

289. The legislation of certain other countries contains no provision prohibiting the dismissal of a woman during her absence on maternity leave or forbidding it absolutely during the twelve weeks of her leave or during any extension of that leave.² It should be pointed out in this connection that the result of the prohibition imposed by the Convention is not to oblige an employer, who, for example, is closing down his business or who detects a serious fault on the part of one of his women employees, to maintain the employment contract of a woman worker, despite reasons justifying dismissal, because she is pregnant or confined, but merely to extend the legal period of notice by adding on a supplementary period equal to the period of protection provided for by the Convention.³

290. Lastly, a few States have indicated that national tradition and structure are such that there are few women among the working population, and they leave their jobs upon marriage; consequently these States do not consider it necessary for the time being to introduce a scheme for maternity protection complying fully with the Convention.⁴ One country merely states that there are certain divergences between the national legislation and the provisions of the Convention.⁵

Measures Taken or Envisaged

291. Even though a relatively short time has elapsed since members were last asked to furnish reports on this Convention under article 19 of the ILO Constitution, it will be seen that since that date (1964) some progress has been made towards closer observance of the standards laid down in the Convention.

292. Thus the coverage of the maternity protection scheme has been extended in Costa Rica, the Federal Republic of Germany, India, Norway, Poland and Turkey.

293. The legislation of Austria, France and Rwanda has been amended to increase the length of the period of maternity leave and provide for its extension if necessary, while in Nicaragua it has been judicially decided that the Labour Code (which provides for twelve weeks' leave) overrides the national Constitution. In Mali and Norway cash benefits have been increased. In Chile the provisions relating to nursing breaks have been made applicable to salaried employees. In France the Labour Code has been amended to make it absolutely forbidden to dismiss a woman during her absence on maternity leave.

¹ Belgium (though the Government does mention collective agreements), Canada, Denmark, Finland, Ireland (article 19 report, 1965), Israel (in the case of occasional or temporary employment), Morocco (except for agricultural workers), United Kingdom.

² Denmark, Dominican Republic, Finland, Federal Republic of Germany (article 19 report, 1965), Ireland (article 19 report, 1965), Sweden, United Kingdom (article 19 report, 1965).

³ RCE, 1965, General Survey, para. 200.

⁴ Afghanistan (article 19 report, 1965), Congo (Kinshasa), Cyprus (article 19 report, 1965), Jordan (article 19 report, 1965), New Zealand.

⁵ Portugal.

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294. Other countries are considering the possibility of taking steps to amend existing legislation or enact new legislation to provide for the establishment of an appropriate social security scheme.

295. In Bulgaria, for instance, the new Labour Code now being drafted will take into account the existing inconsistencies with the Convention, while the Government of Ethiopia has decided to revise the legislation with this end in view. Amendments to national legislation will also be necessary in Venezuela.

296. In Norway and the United Kingdom the matter will be reviewed in the light of the results of studies now being carried out by special commissions.

297. Social security schemes making provision for maternity insurance are soon to be launched in Guyana and Malaysia.

298. Lastly, it should be noted that since the comprehensive survey undertaken in 1965 there have been two further ratifications of the Convention.¹

Ratification Prospects

299. Several governments have expressed their intention of ratifying the Convention in the foreseeable future. In Chile, Nicaragua and Upper Volta the Convention has been submitted to the competent authorities for approval. The Government of the Dominican Republic states that the Convention is now being examined by the competent departments with a view to its submission for approval to the competent authorities. The appropriate procedure has already been initiated in Italy, and in Luxembourg there is every reason to hope that ratification will take place shortly.

300. The Government of Austria intends to initiate the procedure for ratification, and in Greece a Bill has already been prepared to that effect. In Cameroon ratification will be envisaged as soon as the regulations implementing the Labour Code and the Family Benefits Code have been adopted. The Government of Dahomey states that it is in a position to ratify the Convention. The possibility of ratifying the Convention is to be examined in Czechoslovakia in the light of the work now being done on the revision of the national legislation, and in Guyana as soon as the social security scheme now being planned has been established. The Government of Rumania states that national legislation is in conformity with the principles embodied in the Convention and that ratification will be considered when the revision of the labour legislation is completed. The Government of Ethiopia states that revision of the legislation is necessary before it is prepared to ratify the Convention.

301. Lastly, the Governments of Iran and Viet-Nam state that ratification could take place only if certain exceptions were made in accordance with Article 7 of the Convention.

302. In conclusion, the information now available indicates that the Convention has been submitted for approval to the competent authorities in three countries, that ratification is being prepared in five countries and is envisaged in two others.

¹ Brazil, Spain.

APPENDIX II

ILO Publications and Articles in ILO
Periodicals of Special Interest to Women

1. Reports and Documents

- Technological Change and Social Progress: Some Problems and Perspectives: Director-General's Report to Second European Regional Conference (Geneva, 1968).

An examination of the economic and social background against which technological change is taking place and a discussion of policies evolving in this context in respect of incomes, working and living conditions and labour relations in order to meet the challenge of technological change and to construct a more "human" society.

Manpower Aspects of Recent Economic Developments in Europe (Geneva, 1969).

This report includes data relating to the labour force and the manpower outlook, manpower aspects of economic and social policy, problems of adaptability in the labour force, employment aims in regional development policy, migration developments, trends in education and training and the problems of special categories of workers, including women.

Human Resources Development in Asia: Director-General's Report to Sixth Asian Regional Conference (Geneva, 1968)

Social Change and Social Progress in Africa: Director-General's Report to Third African Regional Conference (Geneva, 1969).

Minimum Wage Fixing and Economic Development (Geneva, 1968)

Introduction to Work Study: Revised Edition (Geneva, 1969).

A revised and enlarged version of an earlier report covering productivity and work study, the problem of methodology and the question of work measurement.

2. Articles in the International Labour Review

"The World Employment Programme" by David A. Morse.
I.L.R., June 1968.

An indication of the reasons for initiating the World Employment Programme and a description of the activities which it is proposed to undertake within the framework of the Programme.

"Rural "Animation" and Popular Participation in French-Speaking Black Africa" by Y. Goussault.
I.L.R., June 1968.

The role of "animation" in rural development and economic and social growth.

U.N. Declaration on the Elimination of Discrimination against Women, I.L.R., June 1968

An indication of the principles of the Declaration.

Labour Code of the Democratic Republic of the Congo, I.L.R., July 1968.

Where type of work, skill and output are equal, equal remuneration is payable to all workers, irrespective of their origin, sex and age. Women are entitled to maternity leave of 14 consecutive weeks, six of which must be taken after confinement. Work at night (for which a wage increment is payable) is prohibited for women.

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"The 52nd Session of the International Labour Conference", I.L.R., Oct. 1968.

"ILO Standards and Belgian Labour Legislation" by L.E. Troclet and E. Vogel-Polsky. I.L.R., Nov. 1968.

Includes a review of the influence of ILO standards on Belgian laws concerning the employment of women.

"Women's Employment in Japan in a Period of Rapid Technological Change" by N. Takahashi. I.L.R., Dec. 1968.

There has been extensive redistribution of women's employment in Japan in the last decade, both in quantity and in kind. However, it has taken place with relatively little difficulty, thanks to a variety of socio-economic factors and traditional practices. Further study of the impact of technology on women's employment is necessary.

"Sex-Age Patterns of Labour Force Participation by Urban and Rural Populations" by E. Denti. I.L.R., Dec. 1968.

Statistics for economically active female workers are influenced by differences in reporting, especially in rural areas in the developing countries. The category of unpaid family workers is the principal cause of discrepancies and differences in practice affect comparability of

data internationally and as regards urban-rural patterns. Female participation is also influenced by factors such as training and level of education, opportunities for work outside the home, fertility, marital status and family responsibilities.

In urban areas there are five main patterns of female participation. The first (e.g. Denmark, France, Norway, Sweden, Canada, United States, Japan, Philippines) has two peaks - the higher one in the age group 20-24 and the lower in the 45-54 group - reflecting the tendency for married women to enter employment at the end of the child-bearing period and when home responsibilities decrease. The second (e.g. Latin American countries, Ceylon, some Southern European countries) has a marked peak in the 20-24 age group, with rates decreasing thereafter. The third (e.g. Eastern European countries) has increasing participation rates until the 20-24 age group, thereafter a moderate decrease until the age group 45-54 and then a sharp drop. This pattern reflects the tendency of women in these countries to remain in employment (child care facilities make this possible) and the earlier age of retirement possibilities in them. The fourth type (e.g. non-Moslem African and Asian countries)

shows increasing activity rates from age 15 up to the 45-54 age group and thereafter a sharp drop. The fifth type (typical of Moslem countries) is characterised by very low activity rates for all age groups, with no discernible peaks.

In rural areas, the problem of classifying unpaid family workers complicates the pattern. In countries where the numbers of family workers are low, various patterns of activity emerge: peaks at young and older ages; high activity in younger age groups, then decline and stability to 54 and decline thereafter; very low rates of activity at all ages. In countries with large numbers of unpaid family workers, there are likewise three patterns: lower rates for the 25-44 age group than for the younger and older groups; high level of activity for all age groups; and increasing activity rates with the successive age groups until 50 or so with decline thereafter. The different patterns and levels of the activity rates appear to be associated with the level of economic development as well as with social and cultural factors.

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In both urban and rural areas, it is emphasised that women's participation in economic activity is highly dependent on complex factors which are primarily social and cultural but also economic.

"A Strategy for Social Progress in Africa and the ILO's Contribution" by A. Tévoédjrè. I.L.R., Jan. 1969.

In their search for progress, African countries face a variety of complex problems and need to devise a strategy for solving them. The article points out that women constitute a group whose possible contribution to African advancement has not yet been given enough attention. More education is being provided, but little at the higher levels, and there is not full parity of treatment in employment. It is urged that African countries should see to it that their social policies ensure full development and use of the capacities of women and that women have the same educational and employment opportunities as men. A further reason for developing education and training for women is their fundamental influence on the development of children.

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"ILO Standards and Colombian Legislation" by
A Plata-Castilla. I.L.R., Feb. 1969.

Includes section on ILO standards and
Colombia's legislation concerning the employment
of women. Colombian legislation was influenced
by the Maternity Protection and Night Work
Conventions while as for equal pay the Labour Code
of 1950 stipulates that for equal work, carried on
in the same conditions with respect to the post
occupied, hours of work and efficiency, equal wages
must be paid, without discrimination as to
(inter alia) sex .
