# Contents

<table>
<thead>
<tr>
<th>Introduction</th>
<th>1-4</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Enlarged Mandate and Basic Principles (1968)</td>
<td>5-8</td>
</tr>
<tr>
<td>II. Broad Programme Objectives</td>
<td>9-18</td>
</tr>
<tr>
<td>A. Policy-oriented Research</td>
<td>12-13</td>
</tr>
<tr>
<td>B. Population Education and Family Planning in the Organised Sector</td>
<td>14-18</td>
</tr>
<tr>
<td>III. Programme Development and Highlights</td>
<td>19-52</td>
</tr>
<tr>
<td>A. Research and Action Programme concerning Population and Employment</td>
<td>19-23</td>
</tr>
<tr>
<td>B. Population Education and Family Planning in the Organised Sector</td>
<td>24-52</td>
</tr>
<tr>
<td>(a) Means of Action</td>
<td>25-26</td>
</tr>
<tr>
<td>(b) Programme Areas</td>
<td>27-35</td>
</tr>
<tr>
<td>(c) Geographical Focus</td>
<td>36-52</td>
</tr>
<tr>
<td>IV. Organisational Arrangements</td>
<td>53-58</td>
</tr>
<tr>
<td>V. ILO Contribution to World Population Year</td>
<td>59-68</td>
</tr>
<tr>
<td>VI. ILO Contribution to World Population Conference</td>
<td>69-76</td>
</tr>
</tbody>
</table>
APPENDICES

| Appendix I: | Documents issued under Population and Employment Research Project (up to December 1973) | 41 |
| Appendix II: | Regional and Inter-regional Advisers on Population/Family Planning and Major Regional Meetings 1970-1973 | 43 |
ILO POPULATION ACTIVITIES WITH SPECIAL REFERENCE TO THE CONTRIBUTIONS TO THE WORLD POPULATION YEAR AND THE WORLD POPULATION CONFERENCE

Introduction

1. Many ILO constituents are evincing keen interest in the growing volume and variety of ILO population activities. A large number of institutions active in population matters— at national, regional and international levels— also request information on this subject. A number of information materials on particular aspects or of interest for specific periods on this subject have been issued from time to time. There exists, however, no document which provides systematic and comprehensive information on the development of ILO's population activities since the ILO's Governing Body enlarged in 1968 the Organisation's mandate for population action as part of the common efforts of the UN system and the international community. Since the United Nations General Assembly has designated 1974 as the World Population Year and the World Population Conference will be meeting in Bucharest in August 1974, a new dimension has been added to this need to know and understand more fully what distinctive contributions the ILO is making to the World Population Year and the Conference. This information note has been prepared in response to this need and demand.
2. This note first refers to the broad lines and principles of ILO action in the field of population decided upon by the Governing Body at its 173rd Session in November 1968. It then indicates how the Office has attempted to translate this decision into operational terms, specifying the objectives, programme areas and developments by region. Next, the organisational arrangements for developing and co-ordinating ILO population activities within the framework of the UN system are outlined. Finally, it proceeds to indicate the scope and arrangements for ILO's contributions to the World Population Year and the World Population Conference. Appendices I - III provide detailed information on certain aspects of ILO population activities.

3. Some financial indicators of the evolution in the size of the programme of activities of the ILO financed by the UNFPA would be useful. In 1970-71 the expenditure under this heading was about a quarter-of-a-million dollars; this rose to three-quarters of a million in 1972. It rose further to approximately two million dollars in 1973. During this phase of rapid expansion, the approvals have tended to exceed by a considerable margin the expenditures. The resources available for the 1973 programme were of the order of $3.5 million which has meant a carry over of about $1.5 million to 1974. In addition, UNFPA had approved prior to the end of 1973, certain project activities for 1974 and succeeding years. The cumulative approvals for the ILO at
the end of December 1973 stood at about $6.5 million. It would, however, be realistic to expect the pace of growth to slacken greatly or even the programme level to stabilise in the years ahead.

4. While UNFPA finances a preponderant part of ILO's population activities, it should be borne in mind that a substantial volume of well-established activities in this field are being financed from the regular budget under the statistical programme. These activities include the following: compilation and publication of basic and periodic statistics on the labour force, employment and unemployment in the *Yearbook of Statistics* and the *Bulletin of Labour Statistics*; development of methodology and promotion of statistical standards in these fields of statistics; related analytical studies. In addition, special mention should be made of the work on labour force projections. Detailed estimates and projections of the labour force by sex and age group have been issued for the world by major areas and regions and by individual countries for the years 1965, 1970, 1975, 1980, and 1985.¹ It is envisaged to issue revised projections extending to the year 2000, in the light of the data now becoming available from the 1970 round of population censuses.

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I. Enlarged Mandate and Basic Principles (1968)

5. In 1967, the 51st Session of the International Labour Conference unanimously adopted a resolution expressing its deep concern at the influence of rapid population growth in the developing countries on the employment, training and welfare of workers. As a follow-up to this, the 173rd Session of the Governing Body in November 1968 laid down the lines of action indicated below "to induce and help developing countries to moderate their rate of population growth in appropriate cases":

(a) promotion of information and educational activities on population and family planning questions at various levels and particularly through workers' education, labour welfare and co-operative and rural institutions' programmes;

(b) policy-oriented research on the demographic aspects of measures of social policy in certain fields, such as employment and social security; and

(c) action to stimulate participation by social security and enterprise-level medical services in promotion of family planning.

6. ILO action in the population field is being developed within the framework of the above basic mandate, mainly with the financial support of the UNFPA. Some of the considerations which the Governing Body had in mind in issuing these guidelines were as follows: action to moderate

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fertility, including family planning programmes, is not meant to be a substitute for but an accelerator of developmental efforts; it is for each nation to formulate its own population policy and it is recognised that, for some countries, a larger population may be the desired goal; there should be recognition of the individual right to decide on the number and spacing of children in accordance with the Teheran Proclamation on Human Rights of 1968; ILO action should form an integral part of the efforts of the entire United Nations system to assist member States in tackling their population problems; finally, ILO programmes should assist in furthering and consolidating the fundamental social purposes of the ILO.

7. The need to give attention to population questions became generally recognised during the 1960s as a high priority for concerted action by the world community. The setting up of the UNFPA in 1969 reflects an international commitment to effective action with respect to the population challenge. As an integral part of the United Nations system, the ILO is well placed to make a useful contribution to this common endeavour within its own spheres of competence. Moreover, its tripartite structure and its established programmes in certain sectors, through which population activities can be implemented, provide a firm basis for a distinctive contribution. Enjoying the benefit of direct participation by employers' and workers' organisations, and since it is in close contact with social security institutions, co-operatives
and other population organisations, the ILO can furnish an effective network of channels through which the base of support and action for population programmes can be broadened.

8. Population problems are complex and raise sensitive issues. In particular, they vary in nature and severity in various countries and regions. In planning and developing ILO action, full account is taken of these differences in needs, cultural characteristics and political attitudes. The ILO's activities in the field of population, as in other fields, are designed to respond to the needs and wishes of the Organisation's constituents and are planned and implemented with their close collaboration. The ILO extends assistance to countries only on requests made or supported by Governments.

II. Broad Programme Objectives

9. The approach is two-fold. First, the ILO seeks to consolidate and expand the knowledge base of the relationships between population and development factors in ILO's fields of competence, such as employment, income distribution, social security and labour welfare and bring this knowledge to the attention of scholars and policy-makers concerned with economic and social development. Secondly, the ILO seeks to create awareness and understanding of population problems leading to a programme of debate and action by the ILO's constituents and related institutions.
10. Within the above framework, programme objectives have been developed in two broad areas of ILO action as follows:

(A) Policy-oriented Research;
(B) Population Education and Family Planning in the Organised Sector.

11. Over two-thirds of the UNFPA resources available to the ILO are being devoted to the operational activities under 'B'. In view of this and the direct interest evinced by the ILO's constituents and work-related institutions in this field of action, the subject has been discussed at some length in this paper.

A. Policy-oriented Research

12. In 1972, the ILO launched a comprehensive research project on the inter-relationships between population and employment growth. Its main objective is to consolidate and extend the knowledge base for policy-making, especially in developing countries, so as to ensure that adequate account is taken of the effects of population aspects on employment, income distribution and related matters and conversely that the implications for employment and related matters are borne in mind in the consideration of population policy issues.

13. Other smaller-scale research projects undertaken by ILO seek to clarify the relations between and harmonise to the extent possible the objectives of population policy on the one hand and social security, occupational health, labour welfare and other questions of labour policy.
B. Population Education and Family Planning in the Organised Sector

14. The educational activities have as their objective the creation of awareness and understanding of population problems and of their relevance to national development, to specific objectives in the labour field - such as fuller employment, improved working conditions and living standards and promotion of social justice - to respective organisational goals and, above all, to workers' welfare among the ILO's constituents - trade union and management circles and public authorities responsible for employment and labour policies. This action further contributes to creating a climate favourable to a rational debate on population questions and policies where they still remain controversial and to help strengthen the commitment to population policies in countries where such policies have already been adopted.

15. In countries which have adopted population policies or have embarked upon or support national family planning programmes, the ILO further aims at providing stimulus and support for the involvement of work-related institutions and social services in the formulation and implementation of relevant population policy and programme measures. The organised sector entities hold the potential to make quite a significant contribution to population policy. It is true that their primary interests lie elsewhere: industrial relations, employment, wages and other terms of employment,
labour welfare and so on. Nevertheless, the development and welfare goals of population policy can be fitted with reasonable consistency into the framework of these primary concerns in the situation of many developing countries. Equally important, many organised sector institutions can lend themselves readily to the introduction of a population component without loss of identity and operational effectiveness.

16. The effort directed toward the organised sector, covers, among others, the harnessing of institutions and expert knowledge in the fields of workers' education, co-operatives and rural development, occupational health and welfare services, social security, application of modern management techniques, vocational training, youth employment and training schemes and so forth.

17. A clearer focus for the foregoing activities of work-related institutions can be provided where a favourable combination of factors exists. These factors include: a firm commitment of the government and the people to population policy; a modern or "organised" sector of reasonable size; an adequate stage of development of the institutions and services of this sector; a good climate of industrial relations. Subject to these conditions, the ILO seeks to promote, especially in Asia but also in suitable countries in the other regions, an intensive programme of family planning and related measures for the benefit of workers employed in the organised sector. Since the workers' families in this
sector are to some extent already motivated for family planning and can be readily reached through organisations and social services, there are good grounds for believing that the spread of family planning practice and a significant reduction in fertility might be achieved reasonably quickly in the case of this limited but key social group with significant links to the rest of the population. This approach calls for an enlarged concept of labour welfare, which would place family planning and related services alongside job security, social security, occupational health, etc. as an essential workers' welfare interest.

18. Another segment of the population through which it is anticipated that significant results can be achieved is the co-operative movement. Co-operative members constitute a leadership group which can act as a pace-setter for and therefore produce a multiplier effect on the rest of the community. Co-operatives and some other popular institutions organised on a similar basis are motivated by the principles of joint action, self-reliance, and self-help, aimed at improving the economic and social well-being of members and their families; the notion of responsible parenthood would fit well in this frame of co-operative concern.
III. Programme Development and Highlights

A. Research and Action Programme concerning Population and Employment

19. Within the framework of the World Employment Programme (WEP), the ILO has launched a comprehensive research project since 1972 which seeks to greatly improve and refine existing knowledge and break new ground on the interaction between population factors and various aspects of employment, income distribution and related topics and bring this expanded knowledge to bear on policy-making. It is hoped that major substantive research under this project will have been completed by 1976, although it is envisaged that some of the major research findings can be issued earlier. Research results will be widely disseminated through publications and professional and policy-oriented conferences and it is hoped to make a significant impact on thinking and policy on these important aspects of development planning. This is expected ultimately to lead to country requests for ILO technical co-operation in formulating employment-oriented population policies and programmes.

20. The research programme\(^1\) of the project consists of two mutually inter-related activities: (1) the formulation and quantitative elaboration of a series of economic-demographic simulation models dealing with the direct and indirect effects

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of population on employment, output and income distribution and vice versa; and (2) empirical studies dealing with important elements in the network of relations between population and employment growth and focussing on policy issues. Some of the important study topics include: the dynamics of participation — especially women's — in economic activity; socio-economic aspects of fertility; rural-urban migration; the role of demographic factors in consumption and savings; labour market pressures and wage rates; and population pressure, agrarian structure and employment.

21. A significant feature of the project is that it is country-based in terms of its content as well as organisation. For example, the generalised version of the basic economic-demographic model named as the Bachue prototype is being modified into country-specific models in order that due account is taken of the country-specific problems, institutions, and behavioural relationships. At present, it is envisaged that the model will be applied to make in-depth studies in three countries: the Philippines, Kenya and a Latin American country. Concurrently with the modelling activity, more than 20 national research institutes, mostly in the developing world, are engaged in the study of the important problem areas in their respective countries.

1 Bachue stands for the Goddess of Love, Fertility and Harmony in the Colombian Mythology.
22. To carry out this project, a small research team has been set up at Headquarters within the framework of the WEP Research Programme. Field staff under the project have been attached to two of the regional employment teams – ARTEP in Bangkok and PREALC in Santiago – while special arrangements are being made for Africa. A Steering Group, composed of experts of international repute in this field, provides guidance and advice to the Office in planning and carrying out the project. The project is thus a joint endeavour of the Steering Group, the ILO and the collaborating national research institutions mentioned earlier.

23. While most of the research results remain to be published in future when they become available, some findings and other pertinent materials have already been issued in published or mimeographed form. These materials are listed in Appendix I.

B. Population Education and Family Planning in the Organised Sector

24. A first line of thrust, which has generally spearheaded ILO population action, of an operational nature, is mainly directed towards trade unions and labour education bodies in order to promote education and motivational activities for the workers' family welfare. Action has been underway for over three years in Asia, which since 1972 is being gradually extended to all other developing regions. A second line is to stimulate and sustain similar action by co-operatives for the benefit of their members. A beginning was made in
this regard in Africa in 1973, and it is hoped gradually to extend action to other regions in the future. A third line seeks to involve employer and management circles in population questions, particularly with respect to promotion of family welfare planning for their own work force, which may possibly be extended to the neighbouring community. Closely related to this is a fourth line, which seeks to harness occupational health and welfare services for this purpose in order to provide, inter alia, family planning advice, information and services. This kind of action is now underway in Asia, Africa and the Middle and Near East. Fifthly, a beginning has been made, particularly in Latin America, to advise and assist social security institutions which already provide health care to the segment of the population covered by them, in introducing family planning and related services within the scope of the benefits provided. Finally, there is an emerging trend for the population components under individual programme areas, to provide mutual support within a coherent framework leading to activities of multi-sectoral character.

(a) **Means of Action**

25. In developing ILO population activities, various means available to the Organisation are being fully drawn upon. The major means applied, include the following:

(i) Regional advisers (who undertake promotional, advisory and training activities);
(ii) Seminars, workshops, courses and study tours (for policy discussion by leadership groups drawn from ILO constituents and for task-oriented instruction for professionals such as workers' and co-operative educators, occupational health and welfare staff, government labour welfare personnel and so forth);

(iii) Production and diffusion of educational, training and audio-visual materials;

(iv) Technical co-operation (to plan and implement systematic and sustained programmes of action by ILO constituents and related institutions through country projects).

Appendices II and III set forth information on regional and inter-regional advisers, important regional meetings and publications, educational and audio-visual materials issued by the ILO.

26. A special feature of ILO's population activities is worth noting. A large number of national seminars, courses, etc. are being held for ILO constituents, singly or jointly, with the participation of national population, development planning and other appropriate agencies. These meetings are usually sponsored by the national agencies concerned with ILO encouragement and technical and financial support. In a number of cases, such national seminars have set the stage for concrete action by interested parties,
and on occasion have paved the way for country project requests for ILO technical assistance and UNFPA financial support.

(b) Programme Areas

27. The principal ILO programme areas in which a population component has been introduced, together with a brief account of the progress achieved and special features in each case are indicated below.

(i) Workers' Education and Population

28. Action in this programme area has led the way for the ILO's population education and family planning activities. Regional advisers are or will be soon in post in all the developing regions. A large number of regional, national and sub-national seminars and workshops have already been organised. A number of activities are being jointly carried out with regional labour education bodies and the International Trade Secretariats. Two pioneering courses, organised for rural workers, hold promise of further development and wider adoption. Educational action, especially directed towards young workers, has just begun with the appointment of an inter-regional adviser. Production of educational and audio-visual materials has been taken in hand. One country project (Sri Lanka) has recently become operational and some more are in prospect. Under the impetus of these activities, a number of trade unions and workers' education bodies have introduced, or are shortly expected to introduce, population elements in their educational programmes.
(ii) **Co-operative Education and Population**

29. A start in this programme area has been made only in the second half of 1973 in Africa, but there is considerable potential for its expansion in coming years for several reasons. Many governments are now according high priority to the development of co-operatives as a major means to accelerate economic development and to achieve social change and justice. This is being reflected in the increase in the requests for ILO technical co-operation in this field to be financed from UNDP and multi-bilateral sources. Co-operatives and other popular organisations constitute an effective channel for the ILO to reach rural communities. Therefore, co-operatives can provide in growing measure a solid infrastructure for the ILO to promote population education and family welfare planning. A country project request is now being processed for ILO technical co-operation.

(iii) **Employers, Occupational Health and Welfare and Population**

30. ILO activities relating to employers' orientation in population matters began on a significant scale in Asia only since the second half of 1972. In 1973, action on a modest scale has been extended to Africa, the Middle East and the Caribbean. This action has mainly taken the form of employers' seminars for debate and action on population questions. On the practical plane, employers can contribute to population programmes, in particular through their occupational health and welfare services. Promotional and developmental work in this regard has made reasonable progress
in Asia and in a few countries in other regions. Special attention is being paid in Asia to the orientation of supervisory personnel and labour welfare officers, since they are the key element to translate top management decisions in population matters into operational terms, as they are in direct contact with the workers. Several country projects or project elements in this programme area are in prospect.

(iv) Social Security and Family Planning

31. Social security has longer term effects on population dynamics since income security in old age, etc., tends to foster more favourable attitudes towards planning for a smaller and better spaced family. Maternity benefits and family allowances are considered to have a quicker and more direct influence on family formation patterns. Within the framework of plans for longer term research on this subject, some studies have been completed by the ILO on the relationships between family benefits and population policy and it is hoped to publish the results in the near future.

32. The main thrust of the ILO's operational activity in this programme area, however, is to stimulate and support the provision of family welfare planning services through the health care component of social security for the population group covered. This has naturally to be consistent with national policies. This line of action becomes important where social security health care coverage extends to a fairly substantial proportion of the total population (as in
Latin America and certain countries in other regions). Apart from a few advisory or exploratory missions or studies carried out earlier, systematic ILO efforts began in Latin America only towards the end of 1972. Nevertheless, the results being achieved in this short time are promising; a number of social security institutions, particularly in Central America, are receiving advisory assistance from the ILO in drawing up action programmes and project requests for financial assistance from UNFPA and other external sources. In view of the viable framework that social security provides and the increasing interest shown in this line of activity by the institutions in Latin America and a few countries in other regions, prospects for programme expansion on sound lines are reasonably good.

(v) Multi-sectoral Population Activities

33. Experience has confirmed that a good deal of population activities under the individual programme areas specified above become much more effective if they are planned and carried out within a coherent framework. The various components can then provide mutual support and reduce to a minimum possible inconsistencies in approach and programming and waste of resources. This evolution is reflected in the growth of joint labour-management or tripartite meetings and other activities in co-operation with national agencies, with primary responsibility in population and development planning matters, with advance in the stage of programme
development as is already the case in Asia. Prominent examples of policy-level composite meetings of this kind include the ILO/ECAFE Asian Symposium on Labour and Population Policies held in Kuala Lumpur in 1972 (see under Asia below) and the Turkish National Symposium on Population and Family Planning in the Organised Sector held in Ankara in November 1973, where participants were drawn from employers' and workers' organisations, ministries of labour and agencies with primary responsibility for population and family planning matters.

34. There is also a growing tendency for governments to prefer multi-sectoral country projects in the ILO's programme areas so that they have clear, unfragmented and economic contributions of the ILO and its constituents to the national programmes. Several country project requests with components for two or more of the programme areas cited above are under consideration by national co-ordinating bodies or UNFPA.

35. The International Institute for Labour Studies has introduced since 1972 a population policy component in its leadership training courses. An international course in English on labour and population was organised by the Institute in co-operation with the ILO (20 November - 7 December 1973) which was devoted to the study of the inter-relationships between population, development and labour policies. The participants to these courses are drawn from government, employer, trade union and academic circles.
(c) Geographical Focus

36. The ILO's population activities are adapted to the specific needs and situations of the various regions. They differ, therefore, in the stage of development, emphasis and approach. A brief account is given below of the programme highlights and distinctive features for each region.

(i) Asia

37. Most Asian governments have adopted population policies and launched national family planning programmes, according to them high priority in development plans. In several countries, experience of a pioneering nature had already been gained in regard to family planning programmes in the organised sector even before the ILO action in this field gathered momentum. There appears to be a near-consensus among ILO constituents in Asia on the following: population problems are acute; these problems have an adverse impact on their own objectives; the subject should be regarded as a matter for consultation and co-operation rather than conflict and contention; and that the constituents should try their best to contribute to national programmes in this field. It can, therefore, be readily understood that ILO action in the population field is most advanced in the Asian region.

38. In most countries of the region a number of meetings of labour leaders and employers have been held over the past three years, and there is an increasing tendency for such meetings to be of a tripartite nature, with public and
private agencies concerned with population questions also participating. Above all, there is the accent on practical action. An exceptionally successful example was the Asian Symposium on Labour and Population Policies (Kuala Lumpur, July-August, 1972), organised by the ILO in collaboration with ECAFE, which drew up guidelines for harmonising labour policy measures with those of population policy and for an intensive programme of family planning and related measures in the organised sector.

39. The team approach has been adopted for some time for the population advisers in various ILO programme areas attached to the Regional Office, Bangkok. Experience has indicated that the constitution of such a Labour and Population Team can provide servicing to countries in the region quickly, in a flexible and integrated manner. Members of the Team have been requested by ILO constituents and national agencies with primary responsibility for population questions to help in drawing up programmes of action and in drafting country projects in ILO's fields of competence for UNFPA financing. One project (in Sri Lanka) has become operational while several other country projects are in the pipeline for consideration by the national co-ordinating authorities or UNFPA. In fact, the major emerging focus of the activities of the Team is in planning and assisting in implementation of country projects.
40. The impetus provided by ILO-supported activities has led to the setting up of National Committees for Family Planning in the Organised Sector in Sri Lanka and Bangladesh with further arrangements at the district and the enterprise levels. Special arrangements for such activities in the organised sector have been made or are contemplated in several other Asian countries including India, Indonesia and the Philippines. Further, developmental work is planned as to how management institutes, especially those associated with or assisted by the ILO, can help national population programmes, particularly those in the organised sector, in the application of modern management methods.

41. As regards workers' education, a prominent part has been played by the Asian Trade Union College of the ICFTU. Particular mention should be made of the two courses held for rural workers in India, the purpose of which was to introduce the latter to family welfare matters in a way which related this to the whole spectrum of their daily lives, a pioneering venture of considerable interest. The Asian Labour Education Centre (Philippines) is also expected to begin population education activities with ILO financial and technical support in the near future.

42. The ILO regional policy organs have evinced keen interest - and in fact have provided a lead - in developing ILO population activities for a number of years. The Sixth Asian Regional Conference of the ILO (Tokyo, 1968)
adopted a resolution urging the ILO to assist Asian countries in dealing with population problems as a complement to action under the Asian Manpower Plan. The Asian Advisory Committee at its 14th Session (Bandung, 1970) reviewed plans for ILO action in the field of population and provided guidance for its further development. The 15th Session of the Committee (Bangkok, 1973) endorsed the conclusions of the Asian Symposium referred to earlier and supported intensified action for population education and family planning by the entities of the organised sector.

(ii) Africa

43. In Africa, where population density is generally low, not many countries regard rapid population growth as a serious drag on their development efforts. Only a few governments have adopted population policies or adopted national programmes to moderate population growth. Moreover, in several countries in central Africa, sub-fertility constitutes a major problem. The main emphasis is on the collection of basic population statistics through the African Census Programme and on the study of demographic aspects of development. Nevertheless, a number of African countries support family planning programmes by private agencies on health and welfare grounds. The subject of population remains particularly sensitive in French-speaking Africa.
44. Aside from relevant statistical and research activities, therefore, the ILO's main efforts in this region are directed to creating awareness and understanding of population problems and their implications, and to the encouragement of a climate in which population questions may receive consideration. The family welfare aspects are those which are given special emphasis in this region, and this concept is often welcomed. For example, both the ILO sponsored regional seminar for labour leaders (Nairobi, 1971), and the employers' seminar (Accra, 1973), for English-speaking African countries, showed that workers' and employers' organisations are generally favourable to the idea of family welfare planning, and indicated that international assistance would be helpful.

45. About 10 national seminars in English-speaking African countries have been held so far with ILO support for labour leaders and workers' educationists with the participation of ministers and high-ranking officials responsible for development planning, labour and health as well as of academic circles. These seminars have approached population and family planning questions within the context of development and welfare objectives. They have evoked positive response from participants setting the stage for debate and action in this field, particularly by labour circles. In response, the ILO has already organised a regional training workshop for workers' educators
A highly successful national employers' seminar, with the participation of trade unions and the government, was organised in Mauritius. It is envisaged to expand these activities, oriented towards ILO constituents, in the coming years and extend them to French-speaking African countries.

46. As mentioned earlier, an innovative feature of the ILO's programme of population activities in Africa in the efforts to introduce family welfare elements is co-operative education. Two regional advisers - one each for English-speaking and French-speaking Africa - are in post since mid-1973 and it is planned to hold two regional seminars for the two language groups.

47. A country project (Ghana) on employment assessment and planning became operational in 1973 and a few country projects with ILO technical co-operation in the fields of employment planning and statistics are in prospect.

48. Finally, the various regional advisers are being grouped in an African Labour and Population Team based at the ILO Regional Office in Addis Ababa to promote a co-ordinated approach and to render assistance to ILO constituents in a flexible and integrated manner.

(iii) Latin America and the Caribbean

(a) Latin America

49. In Latin America most governments initiating family planning programmes have approached the matter as primarily a health measure and have introduced it through mother and child
health or other public health bodies, as well as stressing the concept of "responsible parenthood". In this context, the ILO is well placed to give support and assistance where needed through its links with social security institutions. The main emphasis in this region, so far, has consequently been upon family welfare through stimulating assistance to social security institutions, providing advice and assistance as needed in preparing action programmes and drawing up country project requests for UNFPA or other external finance. It is expected that workers' population education activities will begin and gather some momentum during 1974-75.

(b) The Caribbean (English-speaking)

50. The emphasis has been upon workers' education. A regional and two national seminars for labour leaders and a regional training workshop for workers' educators have been held. In addition a film has been produced entitled "It Can Be Done". There is a promise of an innovative type of a country project with trade unions building up educational and welfare services oriented to the family in a major country of the region with prospects of more country or regional project requests for ILO technical co-operation.
The Mediterranean and the Middle East

51. Population problems and the government perception of these problems vary. The governments of the larger countries such as Iran, Egypt, Tunisia and now Turkey, have adopted, or are expected to soon adopt, firm population policies to moderate the rate of population growth and have launched vigorous national population education and family planning programmes. In several other countries, such as Morocco and Iraq, the governments run or support programmes on health and welfare grounds. In a number of other countries, the major emphasis is on improving population statistics and studying demographic aspects of development planning.

52. The ILO's main activity has been in the field of workers' education in population questions. One regional and three national seminars have been held and short-term consultants have been supplied on request to two governments. A recent noteworthy multi-sectoral activity was the Turkish National Symposium on Population and Family Planning in the Organised Sector (Ankara, November 1973). Prospects are reasonably good for further programme development, including some country project requests for ILO technical co-operation.
IV. Organisational Arrangements

53. As will be seen from the foregoing, the ILO's population activities cut across a number of established ILO programmes. There is the dual need to ensure closer integration of the population component within each relevant programme as well as the integration of the population components among the various programmes.

54. The ILO's population activities are to a large extent field-oriented. This is true of even the comprehensive population and employment research project under WEP. Within the framework of decentralisation, responsibilities for the management of population (as of other) activities are being progressively assumed by the ILO's Regional Offices and their constituent field units.

55. ILO action forms part of the comprehensive action in the field of population of the UN system as a whole. With the growth in the scale of and the meaningful involvement of several UN agencies in population activities, the Administrative Committee on Co-ordination set up the Sub-Committee on Population during the late 1960s to deal with problems of inter-agency co-ordination on which the ILO is represented.

56. The UNFPA, the main funding source for the population activities carried out by the ILO and other UN agencies, operates within the framework of UNDP although it retains a distinct identity. UNFPA is headed by an Executive Director who acts under the authority of the UNDP Administrator. By decision of the UN General Assembly, the UNFPA has been placed under the managerial authority of UNDP Governing Council with ECOSOC having
responsibility for broad policy issues. The UNDP Resident Representatives represent the UNFPA and more than 20 UNFPA Co-ordinators are attached to UNDP offices with whom ILO field staff is in close contact. UNFPA has further set up the Inter-Agency Consultative Committee to advise the Executive Director on programming, development, co-ordination, implementation and evaluation of UNFPA-financed activities by UN agencies. The ILO is represented on this Committee.

57. In the light of the above, it will be recognised that the development of ILO's population activities is much more complex than the simple and effortless introduction of a population component in ILO's on-going programmes. It is recognised that in order to ensure maximum impact and optimal use of resources, the efforts within the ILO itself should be well planned and provide mutual support and these should be effectively co-ordinated with those of sister agencies of the UN system. There is also the need to ensure that the resources placed at the disposal of the ILO by the UNFPA are put to optimal use by continuing dialogue and joint endeavours. ILO's population activities should assist in furthering and consolidating the fundamental social purposes of the Organisation; every effort should be made in order to better integrate these activities in the main ILO programmes. Above all, population has been recognised in many countries of the third world as a major and high priority factor to be fully taken into account in planning for development and welfare of their people.

58. In view of the above considerations, a Population Focal Point has been created within the Technical Co-operation Department as a special unit to undertake co-ordination, promotion
and development of ILO action in the field of population. Its main responsibility is to provide an over-all view of ILO concerns and interests in the field of population and to carry out the staff work for appropriate action by the Office, ILO policy organs and the UN system. Since population is a new field, this unit provides technical guidance to other HQ and field units as needed in population matters, assumes responsibility for multi-sector activities and promotes innovative approaches to the solution of population problems in ILO's fields of competence. It provides liaison services with UNFPA and assumes the major responsibility for co-ordination of ILO population activities with those of other agencies, especially those belonging to the UN system.
V. ILO Contribution to World Population Year

59. The United Nations General Assembly designated the year 1974 as World Population Year (WPY) (Resolution 2683(XXV)). In June 1972 the Economic and Social Council entrusted the responsibility for the preparation for WPY to the Executive Director of UNFPA.

60. The five principal objectives of WPY, as outlined by the Population Commission at its Sixteenth Session (1971), are as follows:

(a) to improve knowledge of and information on the facts concerning population trends and prospects, and the relevant associated factors;

(b) to sharpen awareness and heightened appreciation of population problems and their implications by individual Governments, non-governmental organisations, scientific institutions and the media;

(c) to provide effective education on population, family life and reproductive functions through formal and other educational systems;

(d) to stimulate discussion and thinking on alternative policies, promotion of demographic consideration in development planning, and development of policies and programmes in the population field which individual governments might wish to undertake;

(e) to expand international co-operation in population fields and supply increased and suitable technical assistance to countries desiring it, and in accordance with their needs.
61. The programme of activities developed to achieve these objectives consists of projects in four categories of activity designed to fulfil the principal aim of WPY, namely, the heightening of awareness of population matters:
(a) information and communications;
(b) seminars, meetings, conferences, etc.;
(c) research studies, surveys, demographic analyses;
(d) training and education.

62. The ILO and other agencies of the UN system as well as outside bodies are participating in the activities of WPY which are promoted and co-ordinated by UNFPA. The latter uses the Inter-Agency Consultative Committee of UNFPA for this purpose. A wide range of activities is being developed and only some highlights can be provided here.

63. In response to the UN Secretary-General's call for the creation of national population commissions or similar bodies for the WPY, more than thirty countries have established such bodies for national co-ordination on population matters. Many of the national population commissions will organise national conferences during WPY bringing together both governmental and non-governmental organisations in preparation for the Conference. Other activities proposed by the commissions include publications, special studies and reports, support for NGO activities, and so forth.

64. A whole series of publications, films, television materials, etc. is being brought out by the UNFPA and the UN agencies. These include in particular: a demographic atlas being prepared by the UN; a booklet on population and youth involvement by the Centre for Economic and Social Information (CESI); a special book on the theme of population by the well-known
Indian poet, Dom Moraes (in eight languages); a documentary film by Roberto Rosselini together with his dialogue on film with selected groups in several countries. Special attention is being paid to leadership groups in the mass media by promoting institutions, organising seminars, etc. and by arranging for special issues or supplements in newspapers of world-wide repute, such as *The Times*, London and *The Economist*. Special attention is also being devoted to NGOs, particularly youth and women's groups. An international women's conference on population and development is being held in March 1974 under the sponsorship of the UN Centre for Social Development and Humanitarian Affairs in co-operation with several agencies.

65. Most of the ILO activities financed by UNFPA - research on population and employment under WEP, seminars for ILO constituents, training workshops for professionals to acquire task-oriented skills in the field of population and technical cooperation through country projects, etc. - all contribute to the basic objectives of WPY set forth in para. 60. There are, in addition, three special events specifically undertaken by the ILO for WPY.¹

66. The first is the preparation of a special edition of the ILO *Bulletin of Labour Statistics*, which will be devoted to the theme of population growth and employment. The special edition of the *Bulletin* would feature, in particular, information

¹ For more detailed information on the WPY please refer to the UN doc. (E/CN.9/288) submitted to the 17th Session of the Population Commission (Geneva, October-November 1973).
on population and employment in the world in 1974, expected trends for the Second Development Decade (1970-80) and projections to the year 2000 and beyond. It will include a number of charts and graphs in colour. It is intended to provide in additional languages summaries of the main features of the Bulletin. It is also intended to reproduce a selected set of charts in colour for display at the World Population Conference and other appropriate meetings.

67. It is planned to bring out a special issue of the International Labour Review in May 1974 as part of the ILO contribution to the WPY. This issue will contain a number of articles by scholars on the interaction between population and development variables in the ILO's fields, such as employment, income distribution and so forth. In addition, two articles are being contributed by selected authors from the ILO's Employer and Worker constituents.

68. Finally, the ILO has introduced a population element in its public information programme which is designed to increase the impact of UNFPA-financed field activities and to clarify the relationships between population on the one hand and employment, social welfare, occupational health and related issues on the other. Activities include the production and placement of radio programmes, publications, press material, brochures, etc. A booklet "The Rising Tide (the ILO looks at the population problem)", for very wide distribution, has been produced in three languages. Special mention should be made of a cartoon film which is being produced on the theme of population and employment. As a by-product of this film, it is planned to produce in large series a set of posters and a cartoon booklet on the same theme.
VI. ILO Contribution to World Population Conference

69. The United Nations World Population Conference, which will be held in Bucarest, Romania, from 19 - 30 August 1974, will mark the climax of the World Population Year activities.

70. In accordance with Economic and Social Council Resolution 1484 (XLVIII) of 3 April 1970, "the Conference shall be devoted to the consideration of basic demographic problems, their relationship with economic and social development, and population policies and action programmes needed to promote human welfare and development". In Resolution 1672 B (LII) of 2 June 1972, the Council decided to place on the agenda of the World Population Conference a draft World Population Plan of Action (WPPA) for consideration by the Conference.

71. The agenda of the Conference still remains to be finalised. The Population Commission, however, which has been designated by the Council as the inter-governmental preparatory body for the Conference, approved at its first special session (1972) the following five substantive items for inclusion in the provisional agenda:

1. Recent population trends and future prospects.
2. Relations between population change and economic and social development.
3. Relations between population, resources and environment.
5. World Population Plan of Action.
72. A basic document for each item on the agenda will be prepared by the United Nations. As part of the preparatory work, for each of agenda items 2, 3 and 4 above, the United Nations convened a scientific symposium composed of experts of international repute in the field concerned acting in their individual capacity. Several ILO staff members have contributed papers or participated in the three symposia. A fourth symposium was held early in 1974 on the theme "Population and Human Rights". The conclusions of this symposium were intended to provide materials for agenda items 4 and 5. On invitation, the ILO sent to the UN Secretariat a paper which, inter alia, draws attention to the pertinent ILO standards.

73. The World Population Plan of Action, which the World Population Conference is expected to adopt under agenda item 5, would represent the consensus of the international community on this subject despite differing national and regional needs, priorities and emphases of individual member States. WPPA would indicate guidelines for national goals and measures and provide a frame of major principles for international co-operation, particularly by the United Nations system. The draft WPPA is being drawn up in harmony with other international development strategies and, in particular, the United Nations International Development Strategy for the Second Development Decade and the ILO's World Employment Programme. In its draft form the WPPA is broadly conceived; it goes beyond the concerns of fertility reduction and family planning and includes topics such as internal and international migration as well as economic and social policies which impinge directly on population issues.
74. The United Nations has appointed a Secretary-General for the World Population Conference in its Department of Economic and Social Affairs and has set up a special secretariat. Special arrangements have been made for prior consideration of major issues by inter-governmental bodies to prepare the ground for reaching a consensus at the Conference, especially on the World Population Plan of Action. The Population Commission has been considering both the substantive and organisational aspects of the Conference at several sessions. During the spring of 1974 it is also planned to have the substantive issues which will come up before the Conference considered by a series of regional inter-governmental conferences being convened under the auspices of the Regional Economic Commissions. An Advisory Committee of Experts has been set up to advise the Secretary-General on the preparation of the draft of WPPA; this Committee has met in 1972 and 1973 and its third and final session will be held in February 1974.¹

75. Arrangements have been made to enable the ILO and other members of the UN system to contribute to the Conference and, in particular, to the elaboration of WPPA. As mentioned earlier, relevant ILO standards and policy statements and other pertinent materials have been made available through the United Nations to expert and inter-governmental meetings. The Office has furnished contributions for WPPA in the ILO's fields of competence to the

¹ More detailed information on the progress in the preparations for the World Population Conference and WPPA will be found in various papers submitted to the Seventeenth Session of the Population Commission (Geneva, October-November 1973) and in particular in documents E/CN.9/231 and E/CN.9/282.
UN Secretariat to serve as raw materials for the preparation of the initial draft of WPPA. A special ad hoc Inter-Agency Consultative Group on WPPA met in October 1973 to examine in depth aspects of interest to various agencies. The preparations, both of the Conference and of WPPA, are kept under review through the machinery of the ACC Sub-Committee on Population. The ILO is represented at the sessions of the Advisory Group and the Population Commission. Finally, the ILO will be invited to participate in the deliberations of the World Population Conference. It is expected that the Conference will request that WPPA be brought to the attention of the legislative or governing bodies of the agencies of the UN system to take note and action as appropriate in their respective fields of competence.

76. As mentioned earlier, the five basic papers for each item on the agenda will be prepared by the UN in the light of the guidance it would receive from expert and inter-governmental bodies. In addition, more than 40 background documents are being prepared, including those by UN agencies. The ILO will be contributing as its background document "The World and Regional Labour Force Prospects to the Year 2000 and Beyond". The UN, ILO, FAO and UNESCO will also jointly prepare a background paper on the world comprehensive demographic projections. In addition, the ILO will be invited to contribute or make comments on drafts of several other background papers. Two such background papers deserve special mention. The first is a consolidated paper to be prepared by the UN in co-operation with the ILO and other agencies on the activities of the UN system in the field of
population. UNFPA is preparing the second paper entitled "The Role of International Assistance in the Population Fields", in regard to which the ILO is being given an opportunity to review the draft and to comment thereon.

*     *     *     *

Paper submitted for information and discussion.
APPENDIX I

Documents Issued under
Population and Employment Research Project
(up to December 1973)

A. Publications


B. Mimeographed Documents


Regional and Inter-regional Advisers on Population/Family Planning and Major Regional Meetings 1970-1973

ASIA

A. Regional Advisers:

<table>
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<tr>
<th>Title of Expert</th>
<th>Year Post Established</th>
<th>Duration of post</th>
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<tbody>
<tr>
<td>Regional Adviser on Workers' Population Education</td>
<td>1971</td>
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<td>Regional Adviser on Employers' Orientation in Population Action</td>
<td>1972</td>
<td>Continuing</td>
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<td>Sub-Regional Adviser on Labour and Population</td>
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<td>Population Programme Officer</td>
<td>1972</td>
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B. Major Regional Meetings:

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<tr>
<th>Title</th>
<th>Date</th>
<th>Location</th>
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<tbody>
<tr>
<td>Asian Seminar on Trade Unions, Workers' Education and Population Questions</td>
<td>May 1970</td>
<td>Bangalore, India</td>
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<tr>
<td>Asian Employers' Seminar on Population and Family Planning</td>
<td>March 1971</td>
<td>New Delhi, India</td>
</tr>
<tr>
<td>ILO/ECAFE Asian Symposium on Labour and Population Policies</td>
<td>July/August 1972</td>
<td>Kuala Lumpur, Malaysia</td>
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AFRICA

A. Regional Advisers:

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<tr>
<td>Regional Adviser on Workers' Population Education (Anglophone)</td>
<td>1972</td>
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</tr>
<tr>
<td>Regional Adviser on Co-operative Education and Population (Anglophone)</td>
<td>1973</td>
<td>Continuing</td>
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<tr>
<td>Regional Adviser on Workers' Population Education (Francophone)</td>
<td>1973</td>
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<td>Regional Adviser on Co-operative Education and Population (Francophone)</td>
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B. Major Regional Meetings:

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<tr>
<td>African Sub-Regional Seminar on Trade Unions, Workers' Education and Population Questions</td>
<td>October 1971</td>
<td>Nairobi, Kenya</td>
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<tr>
<td>African Sub-Regional Employers' Seminar on Population and Family Planning</td>
<td>May 1973</td>
<td>Accra, Ghana</td>
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EUROPE, MEDITERRANEAN AND MIDDLE EAST

A. Regional Advisers:

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<td>Regional Adviser on Workers' Population Education</td>
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B. Major Regional Meetings:

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<th>Date</th>
<th>Location</th>
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<tbody>
<tr>
<td>Arab Seminar on Trade Unions, Workers' Education and Population Questions</td>
<td>April 1972</td>
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LATIN AMERICA AND THE CARIBBEAN

1. LATIN AMERICA

A. Regional Advisers:

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<td>Regional Adviser on Social Security and Family Planning</td>
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B. Major Regional Meetings:

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2. CARIBBEAN

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B. Major Regional Meetings:

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<tr>
<th>Title</th>
<th>Date</th>
<th>Location</th>
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<tbody>
<tr>
<td>Caribbean Regional Employers' Seminar on Population and Family Welfare Planning</td>
<td>April</td>
<td>Port-of-Spain, Trinidad and Tobago</td>
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<tr>
<td>Caribbean Regional Seminar on Trade Unions, Workers' Education and Population Questions</td>
<td>May</td>
<td>Bridgetown, Barbados</td>
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<td></td>
<td>1973</td>
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AFRICA AND MIDDLE EAST

A. Regional Advisers:

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<th>Year Post Established</th>
<th>Duration of post</th>
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<tbody>
<tr>
<td>Inter-Regional Adviser on Employers’ Orientation in Population Action</td>
<td>1972</td>
<td>Continuing</td>
</tr>
<tr>
<td>Inter-Regional Adviser on Occupational Health and Welfare and Population Action</td>
<td>1972</td>
<td>Continuing</td>
</tr>
<tr>
<td>Inter-Regional Adviser on Population Education and Family Planning activities for Young Workers</td>
<td>1973</td>
<td>Continuing</td>
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B. Major Inter-regional Meetings

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APPENDIX III

Population and Family Welfare Planning:
Selected List of Printed Materials and Audio-Visual Aids
prepared for Education and Training Purposes by ILO

Labour Education: special number on population questions, September 1971.


Audio-visual kits, including flip chart. English language, 1971.


Film: "It Can Be Done", made in Caribbean for use by workers' organisations, educators, etc. 1973.


Special materials for World Population Year


Selected set of charts in colour (from special edition of Bulletin) for display at World Population Conference and other appropriate meetings. 1974.

Public Information Materials, including:

Cartoon film on relationship between population growth and employment together with posters and a cartoon booklet on same theme.

Radio programmes, press materials, brochures, etc.

Booklet "The Rising Tide (the ILO looks at the population problem)". Trilingual.