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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.



POPULATION COMMISSION

Report to the Economic and Social Council on the eighth session of the Commission, held in New York, from 14 to 24 March 1955

A. Introduction

1. The Population Commission held its eighth session at United Nations Headquarters, New York, from 14 to 24 March 1955.

2. The following representatives of members of the Commission attended the session :

Argentina : Mr. Carlos S. Brignone;
Belgium : Mr. J. Mertens de Wilmars;
Brazil : Mr. Germano Jardim;
Canada : Mr. J. T. Marshall, Mr. N. Keyfitz*;
China : Mr. Choh-Ming Li;
Costa Rica : Rev. Benjamin Nuñez;
France : Mr. Alfred Sauvy, Mr. Louis Henry*;
India : Mr. M. E. Chacko*;
Iran : Mr. Mohammad Ali Massoud-Ansari, Mr. Yadollah Nabil*;
Sweden : Mr. Hannes Hyrenius;
Syria : Mr. Galeb Kayali;
Ukrainian Soviet Socialist Republic : Mr. V. A. Krivitsky*;
Union of Soviet Socialist Republics : Mr. T. V. Ryabushkin;
United Kingdom of Great Britain and Northern Ireland : Mr. Bernard Benjamin;
United States of America : Mr. Kingsley Davis.

3. The following representatives of specialized agencies attended the meetings :

International Labour Organisation : Mr. R. A. Métall, Mr. R. Roux;
United Nations Educational, Scientific and Cultural Organization : Mr. Solomon V. Arnaldo;
World Health Organization : Mr. M. Pascua.

4. The following representatives of non-governmental organizations with consultative status were present as observers :

CATEGORY A

International Confederation of Free Trade Unions : Miss T. Sender;

* Alternate.

International Federation of Christian Trade Unions : Mr. G. Thormann;

World Federation of United Nations Associations : Mr. H. G. Barrett-Brown;

CATEGORY B

Catholic International Union for Social Service : Mrs. A. D. Vergara, Mrs. Carmen Giroux;

Inter-American Statistical Institute : Mr. O. Alexander de Moraes;

International Catholic Child Bureau : Mrs. Margaret M. Bedard;

International Conference of Catholic Charities : Mr. Louis Longarzo;

International Federation of Women Lawyers : Mrs. Rosalie V. Rosenberger;

International Union for the Scientific Study of Population : Mr. P. K. Whelpton, Mr. Frank Lorimer;

World's Alliance of Young Men's Christian Association : Mr. Owen E. Pence;

World Jewish Congress : Mr. Gerhard Jacoby;

World Union of Catholic Women's Organizations : Miss Alba Zizzamia.

5. The Secretary-General was represented by Miss Julia Henderson, Director of the Bureau of Social Affairs, Mr. John D. Durand, Assistant Director in charge of Population, Bureau of Social Affairs, and Mr. Forrest Linder, Chief of the Demographic and Social Statistics Branch, Statistical Office. Mr. H. Gille, of the Population Branch, acted as Secretary of the Commission.

6. The Commission elected the following as its officers :

Chairman : Mr. J. T. Marshall (Canada);

Vice-Chairman : Mr. J. Mertens de Wilmars (Belgium);

Rapporteur : Mr. Bernard Benjamin (United Kingdom).

7. The Commission adopted the following agenda for its eighth session :

- (1) Opening of the session by a representative of the Secretary-General
- (2) Election of officers

- (3) Adoption of the agenda
- (4) Implementation of previous recommendations of the Commission :
 - (a) World Population Conference
 - (b) Technical assistance activities in the field of population
 - (c) Other projects previously recommended by the Commission
- (5) Plans of the Secretary-General regarding publications and studies in the economic and social fields :
 - (a) Proposals for reorientation of the programme of population studies
 - (b) Possibilities of arranging for a part of the programme to be carried out by universities and other institutions in various countries
- (6) Gaps in existing knowledge of relationships between population trends and economic and social factors
- (7) Plans for the preparation of standards for population censuses to be taken in and around 1960
- (8) Studies of internal migration
- (9) Programme of population studies for 1955-56 :
 - (a) Priority of projects
 - (b) Principles for selection of projects to be carried out mainly by the Secretariat and mainly by outside organizations under the sponsorship of the United Nations
- (10) Adoption of the report of the Commission to the Economic and Social Council.

B. Reorientation of the programme of population studies

8. The Commission notes that, in order to effect greater concentration of available resources upon priority objectives, the reorganization of the Secretariat is being carried out by the Secretary-General in accordance with General Assembly resolution 886 (IX) of 17 December 1954. This reorganization has the effect of lowering the administrative level accorded to, and reducing the staff devoted to, the population work, and the effect of this cannot be fully assumed until the new arrangements have been tested. In the meantime, however, the Commission wishes to emphasize the ever-increasing importance of population as an element in economic and social development. The resolution of the problems confronting countries in their endeavour to raise levels of living depends upon the prior provision of adequate population information, without which sound economic and social policies cannot be formulated and without which technical and financial assistance cannot be efficiently utilized. The Commission urges therefore that proper vigilance be exercised to see that the effectiveness of the contribution of the United Nations in the field of population will not be diminished. This paragraph was adopted unanimously.

9. The Commission welcomes the plans of the Secretary-General for a greater degree of concentration of

the available resources on population projects relevant to the economic and social problems of the under-developed countries (E/2598,¹ paras. 18-19). In its recommendations regarding priorities of projects at past sessions, the Commission has placed increasing emphasis on projects of this type. The Commission has noted the accelerating rates of population increase shown by countries in early phases of development, since the end of the Second World War. The research carried on by the Secretariat has contributed in no small measure to a clearer understanding of the close relationship which this increase bears to economic and social development and of the practical problems which it poses. More knowledge of the relationship under various economic and cultural conditions is required for guidance of the development process.

10. It must be recognized, on the other hand, that many types of studies, bearing on the problems of both developed and under-developed countries, can be carried out effectively only on an international and comparative basis; examples are the world-wide surveys of migratory movements, the projections of future population for the world and regions, and the studies of the relationships between population and man-power trends under changing economic and social conditions.

11. The Commission notes that the general study of determinants and consequences of population trends carried through by the Secretariat has provided a framework for studies on particular questions of special practical interest. Though knowledge of the general relationships is still thin at many points, the urgency of achieving a better standard of living in the less developed regions is such that the Commission cannot but welcome the Secretary-General's proposal for additional concentration on projects capable of immediate practical application. The Secretariat has an important function in surveying the field, identifying questions that need to be studied, indicating appropriate methods of study, developing plans for specific studies and making arrangements for carrying out studies on questions in which the Governments of various under-developed countries have a common interest.

C. Co-operation of outside institutions in the programme of population studies

12. The Commission considered the proposal of the Secretary-General (E/CN.9/118) to explore the possibilities of arranging for a part of the programme of population studies to be carried out by universities and other institutions in various countries. Such arrangements may be helpful in developing the capacities of institutions, especially in under-developed countries. There are many sorts of problems which can be investigated on the spot by nationals of a country that would be unsuited to direct study by the Secretariat, though the latter can offer useful assistance. Some of the less developed countries have excellent research resources which lack only financial support. The Commission suggests that in making arrangements for projects to be undertaken by

¹ *Official Records of the Economic and Social Council, eighteenth session, Annexes, agenda item 29.*

universities, research organizations, and other institutions it might be possible for two or more institutions to co-operate in a study in collaboration with the United Nations.

13. However, the Commission recognizes that there are important parts of the United Nations programme of population work which can most effectively be carried out by the Secretariat itself. The library and other facilities at United Nations Headquarters and its competent staff of internationally recruited specialists can hardly be duplicated. When outside institutions co-operate in the United Nations programme of population research, the Headquarters staff will perform an indispensable service of planning, supervision and co-ordination.

14. The method of collaboration will require much care in the selection of projects and of agencies which will be charged with them. It may be possible to use existing international university connexions and bilateral technical assistance relations between countries. The Commission was gratified to receive the offer of UNESCO, within its resources, to place its network of scientific contacts at the disposal of the Secretariat. Resources will be used most effectively if the projects chosen benefit a number of countries in a region.

15. The Commission would be neglecting its responsibilities if it did not point out that the object of the United Nations effort toward development of the less developed countries will be imperilled if the population factor is neglected. To seek a way out of population difficulties will be a main task of each Government, and to give these Governments help for this work is one of the fundamental contributions to development that the United Nations can make. The Commission recommends to the Economic and Social Council the adoption of draft resolution A which appears in the appendix.

D. Technical assistance in the field of population

16. The Commission reviewed a report presented by the Secretary-General (E/CN.9/116 and Add.1) on the technical assistance projects in the field of population. This report reveals the fact that some Governments in under-developed countries have benefited from technical assistance projects in the field of population. These projects give tangible benefits in the form of essential information upon which to decide the direction of action designed to raise levels of living; they indicate both the nature of population stresses and the spheres within which action is possible. Economic problems are problems of people, and only when their precise terms are identified, can solutions be formulated. It seems clear to the Commission that the possibilities of such technical assistance as an important means of economic and social development have not been fully exploited, and it requests the Secretary-General to again call to the attention of Governments the types of technical assistance which are available in this field.

17. The Commission considered the arrangements made for the conduct of two seminars on population studies, one in Asia and the Far East, to be held in Bandung, Indonesia, in November 1955, and the other in Latin America, expected to be held in Rio de Janeiro,

Brazil, in the early fall of 1955. It desires to emphasize the importance and timeliness of the seminars. The problem of balance between population and the utilization and distribution of resources has been brought into prominence, and factual study is a prerequisite of sound action. A basis must be laid for regional co-operation, without which little progress can be achieved. These seminars have a practical value as a means of selecting the particular lines along which studies should be pursued, determining the resources, organization and training required, and initiating the co-operation needed to ensure effective progress. The Commission reaffirms the statement in the report of its seventh session (E/2359,² para. 82) regarding the importance of holding a similar seminar in the Middle East and requests the Secretary-General to communicate the results of the Asia and Far Eastern and Latin American seminars to the Governments in that region.

18. The Commission suggests that special attention be paid at the seminars to concrete measures of international co-operation within the regions concerned, and particularly, to the possibility of establishing regional centres for demographic training and research.

19. The Commission requests the Secretary-General to explore the possibility of providing technical assistance for scientific studies and training in the field of population upon request by the country concerned where such studies and training could be conducted by establishing co-operative relationships between a well-established institution in one country and a less developed institution or non-governmental organization in another country.

E. World Population Conference

20. The Commission reviewed the report of the Secretary-General (E/CN.9/113) on organization and scope of the World Population Conference held in Rome from 31 August to 10 September 1954, under the auspices of the United Nations, with the close co-operation of the specialized agencies and the International Union for the Scientific Study of Population. In accordance with resolution 435 (XIV) adopted by the Economic and Social Council of 10 June 1952, the Conference was primarily concerned with an exchange of views and experience between experts; therefore, no draft resolutions or recommendations were considered. The papers prepared for the Conference and the related discussions presented a comprehensive review of population problems and made a major advance towards the clarification of the study of those problems, thus enabling the major questions requiring scientific investigation to be defined and the effectiveness of future research in this field to be improved. As a result of this work, the importance of taking into account demographic factors in planning for economic and social development was brought into relief. The programme of the Conference was essentially relevant to economic and social problems occupying the attention of the United Nations and all Governments, especially in the under-developed countries.

² *Ibid.*, fifteenth session, Supplement No. 3.

21. The Conference was outstanding for the high scientific competence of the participants and their broad representation of related scientific disciplines, as well as their wide geographical distribution. More than 450 experts from all parts of the world attended. Most of the foremost students of population trends and problems from a large number of countries were present, together with leading experts in such fields as economics, sociology, anthropology, genetics, medicine and public health, social welfare, statistics, and the physical sciences relevant to the conservation and development of natural resources. This was highly advantageous because it allowed a realistic consideration of a wide range of problems connected with the causes and consequences of population trends.

22. The importance of the Conference was illustrated by the statements of the rapporteurs at the two final meetings, reproduced in documents E/CN.9/114 and E/CN.9/115, devoted to the outlook for world population growth and distribution, and economic and social implications of population trends. These reports indicated the approach taken to the scientific problems and the effectiveness of the steps taken to bring together the varied experiences of the participating countries. They are necessarily confined only to some of the more important questions that were discussed at the Conference. For a proper appreciation of the scope and importance of the findings on the various topics considered at the Conference, it will be necessary to refer to the reports on the twenty-eight meetings that were devoted to particular topics, as well as to the 410 scientific papers which were presented. However, the reports of the final two meetings do bring out some essential elements of the problems of population which the world, and especially the less developed countries, now face. They throw into relief the magnitude of the population increases which are being produced by the progressive reduction of death rates in the under-developed countries where birth rates remain high. They present the result of a careful consideration of the possibilities and limitations of international migration as a means of improving the balance of population and resources. The documents analyse the opportunities for economic development under different demographic conditions. The possibilities of developing natural resources and the needs for additional capital are reviewed, and attention is given to the social and cultural obstacles, as well as to the technical difficulties, which must be overcome. The brief summary of these problems suffices to indicate the importance of the subject matter of the Conference in relation to population policies.

23. The Conference was concerned not only with the discussion of questions of theory but also matters of practice. While differences of opinion were expressed about the appropriate measures to be taken in particular circumstances, not all of which were resolved by the Conference, the frank and full discussion of these differences was of major value in clearing away misconceptions and improving international understanding. The Conference presented a measure of the fund of knowledge that could be brought together and, at the same time, clearly revealed the need for further co-ordinated and scientific consideration of population problems.

24. The Commission wishes to express its appreciation of the efficient organization of the World Population Conference. It congratulates the Preparatory Committee, the International Union for the Scientific Study of Population and the Secretariat on this major achievement in collaboration and co-ordination.

25. The Commission urges that, since the report of this Conference is of permanent value not only to demographic experts but also to Governments concerned with the solution of population problems, the proceedings of the Conference and the papers presented should be published in full as early as possible. The Commission was gratified to learn of the assistance which the International Union for the Scientific Study of Population was pledged to provide, assistance which would enable the United Nations to secure publication of the entire proceedings without incurring additional cost.

26. The Commission considered what suggestions could usefully be made to Governments with regard to effective means of examining the results of the Conference and their possible implications for action. Since the proceedings of the Conference cover a wide range of topics relevant to the appraisal of population problems and their possible solutions, special measures are required to facilitate proper use and appreciation of the findings of the Conference in all countries. To this end, the Commission suggests that interested Governments might create national committees composed of the representatives of the governmental agencies and institutions concerned, as well as individual experts in the different scientific disciplines, for the purpose of giving advice on the relevance of the population studies to policies and action programmes and on further investigations that may be desirable.

27. The Commission recognizes that similar problems may be shared by more than one country and therefore feels that the Regional Economic Commissions might be invited to examine, in relation to their own work programmes, the results of certain meetings of the Conference and to explore the possibility of regional co-operation on matters of common interest.

28. The Commission requests the Secretary-General to direct the attention of the interested functional commissions to the proceedings of the World Population Conference. In particular, he would draw the attention of (a) the Statistical Commission to the reports of the meetings which were relevant to the improvement of demographic statistics, especially those concerned with techniques of demographic measurement and analysis (5th meeting), contributions to demography through new census inquiries (7th meeting), concepts and definitions in demographic statistics (9th meeting), problems and methods in demographic studies of pre-literate peoples (15th meeting) and design and control of demographic field studies (21st meeting); and (b) the Social Commission to meetings concerning its own particular interests, especially the meetings concerned with economic and social consequences of ageing of population (18th meeting) and social aspects of population changes, with special attention to inter-disciplinary studies (28th meeting).

29. The Commission recommends to the Economic and Social Council the adoption of draft resolution B which appears in the appendix.³

30. In the opinion of the USSR representative, it was a defect of the World Population Conference that it took place without the participation of experts from such States as the People's Republic of China and the Korean People's Democratic Republic, where millions of people live. Without the participation of such experts, no conference can claim to be considered a world conference. He also stated that the Conference was conducted under the banner of two contrary approaches to problems of population—the progressive approach, which holds that population problems can be solved by the development of production, the proper solution of social problems and the strengthening of peaceful international co-operation; and the reactionary (Malthusian) approach, which considers it essential to take measures to check the growth of population.⁴

F. Gaps in existing knowledge of relationships between population trends and economic and social factors

31. The Commission considered the report (E/CN.9/119) of a committee of experts appointed by the Secretary-General on gaps in the existing knowledge of the relationships between population trends and economic and social conditions, in pursuance of a recommendation of the Population Commission at its seventh session. This report was closely related to that of the Secretariat on *The Determinants and Consequences of Population Trends* (ST/SOA/Ser.A/17)⁵ which had been taken as a basis for the work of the Committee of Experts. The report listed a large number of areas in which present knowledge of the relationships between economic and social factors and population changes is inadequate and indicated the need for better contact and co-operation between workers in diverse fields of study. For the reason underlined at many points throughout the discussions at the eighth session, viz., the close dependence of adequate social and economic planning upon clear understanding of the pattern of population changes in different settings, the Commission declares its special interest in the more strictly demographic aspects of the interdisciplinary studies needed to fill the gaps identified in the report of the Committee of Experts, not only with regard to the less developed countries but also with regard to the relationship between the different stages of development of different countries. The Commission expressed interest especially in the Committee's recommendations 24d, 25, 26, 27, 29a, 29c, 31, 35, 36, 41, 46a and 47 without, however, wishing to assign particular priorities to any of the recommendations made by the Committee of Experts.

32. The Commission considers that certain of the gaps reported by the Committee of Experts may be

particularly relevant to the interests of certain commissions and specialized agencies, as indicated below :

| <i>Commission or agency</i> | <i>Recommendation numbers</i> |
|---|--|
| Statistical Commission | 1-9 |
| Social Commission | 20c, 20d |
| Economic Commission for Asia and the Far East (ECAFE) | 11, 12, 13, 23, 24, 25, 28, 36, 38, 39, 40, 41, 43, 46, 47, 49, 50 |
| Economic Commission for Latin America (ECLA) | |
| International Bank for Reconstruction and Development ... | 3, 12a, 24c, 25, 36, 41, 46b, 46c, 49 |
| International Labour Organization (ILO) | 3, 6, 10, 12, 20b, 33, 34, 35, 36, 46, 47 |
| Food and Agriculture Organization (FAO) | 24a, 24b, 38, 39 |
| United Nations Educational, Scientific and Cultural Organization (UNESCO) | 9, 10, 11, 12b, 12c, 12e, 17, 27, 29, 32, 33, 35, 42, 44, 45 |
| World Health Organization (WHO) | 15, 20a, 26, 10, 16, 27, 28 |

33. The Commission requests the Secretary-General to bring the report of the Committee of Experts to the notice of these bodies with the suggestion that they consider the possibility of integrating studies, especially on the items listed above, into their programmes of work.

34. The Commission feels that an annotated bibliography related to the demographic, economic, social and health problems of under-developed countries mentioned in the Committee's recommendation 10 would be very useful. The Commission requests the Secretary-General to explore, in consultation with the interested non-governmental organizations, the possible preparation of a bibliography with reference to the demographic aspects, considering the other aspects to be outside its fields of competence.

35. The Commission was pleased to hear statements from the representatives of the ILO, UNESCO, WHO and the observer from the International Union for the Scientific Study of Population, expressing interest in the work and programmes of the Population Commission and suggesting possible means and fields of action for further co-operation with the United Nations. The ILO representative stated that the recommendations listed above for consideration by his agency were relevant to its competence and activities. The UNESCO representative, commenting on the recommendations above, expressed the particular interest of his organization in Nos. 9, 11, 12c and e, 32, 42, 44 and 45; in addition, he included Nos. 12d, 25a and b, and 48. The representative of WHO, while showing interest in the programme, pointed out the restrictions which would be imposed on future work by budgetary and staff limitations, as well as by the Organization's policy on research.

36. The Commission also considered a report from the Secretary-General (E/CN.9/120) of such comments as to the feasibility of studies of the problems outlined by the Committee of Experts as had so far been received from governmental and non-governmental agencies,

³ The representatives of the Ukrainian SSR and USSR abstained in the vote on this draft resolution on the ground that the time had not yet come to contemplate practical action on the matters dealt with by the World Population Conference.

⁴ This statement of views is included in the report at the request of the representative concerned.

⁵ United Nations publication, Sales No. : 1953.XIII.3.

private research institutions and individual experts. The Commission requests the Secretary-General to present a further report to the next session on the response of those who have been invited to comment on the practicability of carrying out studies on the topics listed by the Committee of Experts.

37. The Commission suggests that the Secretary-General should extend the distribution of the report of the Committee of Experts to non-governmental organizations and institutions and request them to make known their observations and to inform him about their current and prospective work in this field.

38. The representative of the USSR stated that the report of the Committee of Experts says nothing about the most important problems in both international and national demographic research, namely, such questions as the study of the decisive influence of social and economic factors on the structure and movements of population, the social and economic problems of unemployment and the influence of unemployment upon population trends.⁶

G. Other projects previously recommended by the Commission

39. The Commission considered the report (E/CN.9/117) by the Secretary-General on the work done since the seventh session on projects previously recommended by the Commission. It welcomed the publication of the report on the interrelationships of demographic, economic and social factors, entitled *The Determinants and Consequences of Population Trends* which was printed in English early in 1954, and noted with satisfaction the completion of the French translation now in the press and the planning of a Spanish edition. Owing to the heavy demand, an English edition is already in its second printing. The wide-spread demand by teaching and research centres was repeatedly stressed. Unqualified praise for this work was recorded by a number of members of the Commission.

40. The Commission desires again to call the attention of the Economic and Social Council to this report which, like the proceedings of the World Population Conference, contains much material of interest to Governments and regional commissions, especially in relation to the economic and social problems of under-developed countries (see appendix, draft resolution B).

41. The Commission noted the progress that has been made on the pilot field study being carried out jointly by the Secretary-General and the Government of India in Mysore State on the relationships between population change and economic and social factors. It requests the Secretary-General, when the report has been completed, to prepare general outlines for national studies related to aspects on which this pilot study yielded valuable information and which are directly relevant to the planning of studies in countries facing conditions similar to those of India. These outlines should be communicated to the Governments of India and of

other countries facing similar conditions, and the possibility of providing technical consultative assistance, should the Governments desire to carry out such studies, should be explored.

42. The Commission requests the Secretary-General to submit a report to the Commission at its next session as to the actions taken in accordance with this recommendation.

43. With regard to the study of population trends and social and economic factors in India as a whole on the basis of existing data, the Commission noted that it had not been possible for the Secretariat to prepare the analytical report on this study as yet, but that considerable data relating to irrigation, famines, railway and road communications, industrial development and urbanization had been collected. The Commission emphasizes the importance of bringing this study to a successful completion. The Commission finds that the study will be most useful if it is oriented in such a way as to illustrate the ways in which censuses, vital statistics and other sources of information can be used to study the effects of economic and social changes on population trends, as well as the possible influence of demographic factors upon economic growth and social progress. The findings of such a study will be useful not only for the planning of economic and social development in India and in many other countries facing similar problems but also for the United Nations programme of technical assistance.

44. The Commission noted with satisfaction that negotiations were under way for the establishment by UNESCO of an international centre for research on social problems of industrialization in Asia and that this centre, even if not dealing specifically with demographic matters, would consider aspects of population problems such as urbanization.

45. In accordance with the interest expressed by the Commission at its seventh session, a detailed analysis of recent fertility trends in nearly twenty countries in Europe, North America, and Oceania has been carried out. Believing that the factual study of fertility in industrialized countries will itself be of immediate value, the Commission recommends that this report should be published without delaying its publication to include chapters dealing with economic and social factors affecting fertility and estimates of future trends in fertility. The Commission, nevertheless, urges the importance of studying the effects of economic and social factors. Because it appreciates the need for understanding of local conditions, the Commission considers it desirable that as far as possible such studies might be developed in appropriate institutions in the individual countries.

46. The Commission notes that, in accordance with recommendations made at the seventh session as to the importance of studying factors affecting fertility in under-developed countries, a survey and evaluation of vital statistics available for analysis of fertility patterns in the British West Indies has been undertaken. The Commission desires to emphasize once again the need for deeper knowledge of the trends of fertility and mortality in under-developed countries and of the factors

⁶ This statement of views is included in the report at the request of the representative concerned.

influencing them, in order to assess the response of population growth to social and economic changes, and to plan appropriate measures for raising the levels of living. It draws the attention of the Economic and Social Council to findings recorded in the above-mentioned report, *The Determinants and Consequences of Population Trends*, on the extent of the recent decline in mortality in under-developed countries which, in the face of persistently high fertility, is producing an acceleration of population growth. The report made clear the lack of studies of factors influencing the trend of mortality and fertility in these countries and, indeed, the lack in many cases of any reliable demographic data. These findings render more urgent the pursuit of studies of mortality and fertility in the under-developed countries.

47. The Commission notes that the preoccupation of the Secretariat staff with other projects of high priority, such as the World Population Conference, has retarded progress along the lines recommended at the seventh session, except for the studies of fertility data in the British West Indies and on the age pattern of mortality, and recognizes that the Secretariat with limited staff cannot itself be expected to carry out any extensive studies in this field in the near future. The Commission considers therefore that this is a field in which the co-operation of outside institutions, particularly institutions in under-developed countries, is desirable. The Commission recommends that staff resources which can be devoted to studies of fertility and mortality should be concentrated on (a) a general analysis of fertility and mortality in under-developed countries directed to revealing those problems which are most urgent and the types of study that would be most effective and practical; and (b) the organizing of co-operation with and between outside institutions to plan and execute the studies that are thus indicated. It stresses once more the special advantage to be gained from studying the demographic trends of areas undergoing rapid development, such as those where health demonstration and community development projects are in operation. The Commission requests the Secretary-General to report at the next session on the work done relevant to this recommendation.

48. The Commission noted with satisfaction the completion of the studies of foetal and infant mortality. It was considered that infant mortality was a demographic factor of great importance and that these studies were profitable. The Commission appreciates the co-operation of WHO in this field.

49. The Commission considered the report made on the progress of international migration studies. It desires that, subject to the availability of resources, work should be resumed and completed on the economic characteristics of international migrants and on the much needed bibliography of sources of migration statistics. The Commission expresses its satisfaction with the progress of work on the survey of recent international migration and recommends that it be continued. The Commission recommends that further work should be devoted to the study of the influence of actual and potential migration upon the size, geographic distribution and structure of population. It requests the Secretary-General to prepare a report on this topic covering

selected under-developed countries both of emigration and of immigration, as well as of a few more-developed countries of emigration. These studies should be related to practical questions of policy and action. The Commission requests the Secretary-General in preparing this report to consult with the inter-governmental agencies concerned, in order to ensure that the results will make the most effective possible contribution to the broader study of the relationship of international migration to the economic and social development of the countries of emigration and immigration. It is desired that the Secretary-General should explore the possibility of related studies being carried out by appropriate institutions in various parts of the world in full co-operation with the Secretariat. The Secretary-General is requested to submit a report to the next session of the Commission on the actions taken pursuant to this recommendation. The Commission appreciates the co-operation of the ILO in this field.

50. The Commission welcomes the progress of work on population estimates and projections, especially those by sex and age for various countries which provide bases for planning economic and social programmes. It notes that such projections have been prepared for countries which would not of their own resources be able to make them. The Commission requests the Secretary-General to pursue this activity giving high priority to the estimates and projections for under-developed countries where such data are lacking. The Commission hopes that the second manual on methods of estimates can be published soon and recommends that additional manuals be issued to include materials which may be collected in the further development of these studies, with special reference to methods of estimating future populations. Attention is drawn to the desirability of publishing not only projections made by the Secretariat, but also other projections for the same countries made by other agencies.

51. The Commission expressed its pleasure that the study of the demographic aspects of labour supply, employment and unemployment carried out in collaboration with the ILO has progressed. It re-emphasizes the importance of such studies in the development of social and economic plans which depend upon the determination of the labour force and its characteristics. The Commission recommends that priority be given to the study of patterns of relationships between population and labour supply in under-developed countries and especially to estimates and projections of manpower in those countries where such calculations are at present lacking. The Commission recommends the use of local sampling surveys as making possible the use of more flexible definitions and concepts than are often present in the rigid framework of a national census.

52. The Commission notes with satisfaction that the study of the economic and social implications of the ageing of populations has been completed and that the report is now being prepared for printing. The Commission considers that the report will be of significance not only to those countries where the economic and social problems of the ageing population are particularly acute but also to those countries which in the future may pass through the same demographic phase.

53. The Commission expresses satisfaction at the appearance of the provisional edition of the *Multilingual Demographic Dictionary*⁷ to which, at the seventh session, it recommended that high priority should be given. It wishes to record its gratitude for the co-operation of the International Union for the Scientific Study of Population in this project. The Commission hopes that a revised edition incorporating the contributions of users to whom the provisional draft has been circulated will be published at the earliest possible date.

54. The Commission reviewed a report from the Secretary-General (E/CN.9/124) of activities in the field of demographic statistics in 1953/54, and expresses its appreciation of the work of the Secretariat in endeavouring to improve annual vital statistics data throughout all countries and to extend training programmes which have as their object the provision of trained personnel in those countries which are at present deficient in technical resources. The Commission expresses its satisfaction with the high quality and usefulness of the *Demographic Yearbook*.

H. Studies of internal migration

55. In accordance with resolution 733 (VIII) of the General Assembly dated 28 November 1953, consideration was given to the need for carrying out studies of internal migration. The Commission considers such studies to be of direct importance in devising ways and means of economic and social improvement, especially in under-developed countries. In such countries, the improvement of social and economic conditions in the face of uneven agricultural productivity may require very large shifts of population. Maldistribution of population between rural areas and urban centres may also produce economic difficulties which require population movement; such movement can only be successful if based upon an adequate appraisal of social attitudes and the potentialities of the areas involved to support population.

56. The Commission notes that a large number of studies on internal migration have been carried out in the past, particularly in industrialized countries. In view of the difficulties revealed by these studies, even in highly developed countries, the Commission recognizes that the successful pursuit of such studies in less developed countries would require technical advice on the best methods to be used in the particular conditions confronting those countries.

57. The Commission heard with interest of the assistance already provided to Indonesia under the United Nations technical assistance programme, which enabled a demographic expert to work with the Indonesian planning bureau for a year in order to study directly the movement of population as a means of relieving population pressure. The Commission noted that UNESCO had recently organized a conference of social scientists on the social impact of industrialization and urban conditions in Africa south of the Sahara.

58. The Commission recognizes that experience indicates the need for international co-operation, especially within regions, and requests the Secretary-General to call the attention of Governments to the availability of various types of technical assistance for work in this field.

59. Some members of the Commission felt that the Secretariat should not undertake any work on internal migration, either because they considered this subject to be a matter of exclusively national concern or because they believed that the limited resources of the Secretariat should not be spread over too many fields. It was also pointed out that the problem of measuring internal migration has yet to be adequately resolved, particularly because of lack of basic data, and that until that has been done, there is relatively little which can be accomplished in this field. Nevertheless, the majority of the Commission members thought that the possibilities of useful work on the part of the Secretariat on this important subject should be explored. The Commission therefore requests that, when staff resources become available, a report be prepared to indicate to the interested Governments the difficulties involved in obtaining reliable measures of internal migration and the methodological lessons to be learned from experiences in other countries, and to suggest practical steps which might be taken to secure such information in different circumstances. The report should also indicate not only the technical assistance which could be provided by the United Nations for work in this field but also other ways in which the United Nations might co-operate with the interested Governments and other agencies or organizations in these studies.

I. Plans for the preparation of standards for population censuses to be taken around 1960

60. The Commission considered a memorandum submitted by the Secretary-General (E/CN.9/121) relative to the preparation of standards for population censuses to be taken around 1960. It noted with satisfaction the growing extent and coverage of national census activity and the correspondence between national practices and recommendations made by the United Nations. It further noted that the experience gained by the 1950 round of censuses facilitated the appraisal of the effectiveness of international recommendations as to the topics to be covered in national censuses and provided an opportunity for re-examination of methods to be applied at many of the phases of the work of future census-taking.

61. It noted also that the primary focus of previous United Nations census recommendations had been on the definition of specific schedule items and topics to be tabulated in order to improve the scope, usefulness, and international comparability of basic demographic information. The Commission recommends that, because the broader problem of achieving better quality in the data available for national and international bodies requires consideration of all phases of national census activity, the recommendations to be made by the United Nations in relation to the 1960 censuses should give more

⁷ June.1954, ST/SOA/Series A, Population Studies, No. 19.

concentrated attention to problems of organization, the needs for technical training, the tabulation programme and methods of compilation. It emphasizes the fact that the experience gained from the 1950 censuses underlines the importance of international co-operation in this field. Such co-operation requires adequate preparation well in advance of the field activities. The Commission expresses its appreciation of the plans of the Secretariat for work in this field as indicated in document E/CN.9/121 and requests the Secretary-General to provide a report on the results of this work for consideration at the next session.

62. The Commission considers that, since tabulations of essentially practical value are the main object of the censuses, arrangements for such tabulations should be considered simultaneously, and in close relationship, with the selection of questions to be included in the schedules and the associated definitions and classifications.

63. The Commission notes the efforts so far made to arrange consultations on these matters within regions and recommends the extension of these activities to cover as many as possible of the areas where censuses may be taken. Appreciating that the main problem is that of providing adequate personnel, the Commission stresses the need for a long-range training programme to give sufficient opportunity for the Governments planning censuses to obtain adequate numbers of technicians trained in the different phases of the census operation.

64. The Commission considers it important that, since considerable financial expenditure and administrative efforts are involved in the conduct of a census, steps should be taken by prior consultation with potentially interested governmental and non-governmental agencies and research workers to ensure the fullest utilization of the data and the avoidance of waste. The Commission recommends that more should be done to bring to the attention of governmental and research agencies such data derived from censuses which, though not normally tabulated, may still be available and of practical use.

65. The Commission strongly urges that the Secretary-General take appropriate steps to encourage all countries to undertake censuses and to report the basic information obtained from census enumerations.

66. The Commission recognizes the great importance in connexion with census-taking of adequate cartography and the advantage of co-ordination of cartographic activity with future census plans. In consequence, it requests the Secretary-General to call the attention of the Statistical Commission to this question.

J. Programme of work for 1955/56

67. The Commission considered a memorandum submitted by the Secretary-General (E/CN.9/122) listing projects previously recommended by the Commission and not yet completed. In formulating priority categories for the future work of the Secretariat, the Commission has borne in mind the need for criteria for the selection of projects and for the determination of the activity

of the Secretariat which shall be of a general character and shall express in logical form the concerted attitude of the Commission to the population work of the United Nations.

68. The work of the United Nations in the population field should be primarily in projects which can be of use in the planning of economic and social development of under-developed countries; and the practical application of existing knowledge of demographic factors to specific problems of economic growth and social change. The fullest provision should be made for co-ordination of population aspects of the work of regional economic commissions, and for co-operation with outside institutions in furthering population studies from an international standpoint.

69. The evolution of this attitude may be traced from the Secretary-General's statement at the eighteenth session of the Economic and Social Council on the review of the organization and work of the Secretariat in the economic and social field (E/2598, paras. 18-20), and through succeeding phases of the work of the Population Division to date. It finds fresh expression in statement of opinions during the current session and in the resolutions proposed to the Economic and Social Council (see appendix).

70. With these principles in mind, the Commission has re-evaluated the current and future work of the Secretariat in the field of population. As a result of this re-assessment, the Commission has constructed a minimum programme of work, that should be carried out before the next session. The Commission has paid due regard to the principles stated above and has taken account of the need, in conditions of strict economy, to take an austere view of what is really essential to make a significant advance. The Commission realizes that the needs of this minimum programme may necessitate a review of the staffing of the Secretariat by the General Assembly, in accordance with its resolution 886 (IX) of 17 December 1954, and by the Secretary-General. The Commission has also taken note of the possibility that the Secretary-General may draw upon such funds as may be available for contracting out work to outside institutions and individual experts in order to supplement staff resources, but has deliberately refrained from specifying projects which should be entrusted to outside institutions.

71. The programme which the Commission regards as a minimum for 1955 and 1956 is as follows;⁸

- (1) To continue without abatement the following duties :
 - (a) Preparation of population estimates and forecasts and evaluation of national population statistics;
 - (b) Technical assistance activities in the field of population;
 - (c) Preparation of Population Bulletin;
 - (d) Regional and other demographic analyses required by various offices of the United Nations and specialized agencies.

⁸ The items are not listed in order of priority.

(2) To complete projects previously recommended by the Commission and on which substantial work has already been done, viz. :

- (a) World Population Conference : publication of proceedings;
- (b) Study of interrelationships of demographic, economic and social factors, in Mysore State, India;
- (c) Fertility trends in industrialized countries (except chapters on social and economic factors, and on future prospects);
- (d) Survey of recent international migration;
- (e) Future population estimates by sex and age for South America;
- (f) Manual on methods of appraising the accuracy of basic data for population estimates;
- (g) Demographic, economic and social implications of the ageing of populations;
- (h) Survey of data available for studying fertility patterns in the British West Indies;
- (i) Analysis of life table mortality rates for use in studying mortality in under-developed areas;
- (j) Demographic aspects of labour supply, employment and unemployment;
- (k) Multilingual Demographic Dictionary;
- (l) Study of relationships between population and economic and social factors in India on the basis of existing data;
- (m) Economic characteristics of international migrants; statistics for selected countries, 1918-1950;
- (n) Bibliography of sources of international migration statistics;
- (o) Influence of migration on total and active populations of selected countries of emigration or immigration.

(3) To survey existing information and needs for additional information relevant to the demographic aspects of the problems of economic and social development of the under-developed countries, and to prepare blueprints for studies designed to obtain such information in particular countries or regions, paying special attention to information on the following subjects that is needed for policy-making and planning of practical action :

- (a) Fertility and mortality and their relation to public health programmes and other economic and social factors;
- (b) Size and composition of the labour force and its relation to the trends of population;
- (c) Relation of population to land resources and needs for the transfer of agricultural workers to industrial employment or to other agricultural areas;
- (d) Internal and international migration and their influence upon the size, composition, and geographical distribution of the population.

(4) To arrange for a small number of pilot studies to be carried out in various under-developed countries

or groups of countries, on those of the topics listed under item 3 which are of greatest importance in the areas concerned, for the purpose of testing and demonstrating the methods of study and the types of results that may be achieved.

(5) To explore possibilities of international co-operation to facilitate studies of internal migration and to prepare a report for the Commission on the scope of a possible programme of work in this field, including as far as possible the topics to which sub-paragraph 3 (d) above refers.

72. In addition to this minimum programme, the Commission recommends that, if and when further resources become available, the attention of the Secretariat should be turned to the following projects :

- (a) Methodological problems in the collection and tabulation of data on the economic characteristics of international migrants;
- (b) Manual on the methods of making projections of future populations;
- (c) Comparative analysis of fertility differences among various sections of the population in a number of under-developed countries;
- (d) A memorandum on the concepts involved and the methods to be employed in studying internal migration which might be of use to such countries wishing to undertake this study.

73. The Commission considers that the project on European migration to under-developed countries is partially covered in the minimum programme outlined above and suggests that additional studies concerned with the causes of international migration and with the economic and social conditions of migrants might be proposed to the ILO and to the Social Commission.

74. The Commission considered also a memorandum submitted by the Secretary-General (E/CN.9/123) on the study of population growth and economic development in Asia and the Far East, to be carried out in co-operation with the Economic Commission for Asia and the Far East. It welcomes the initiative taken by ECAFE and considers that similar studies might be undertaken in co-operation with other regional commissions, especially ECLA.

75. The Commission wishes to emphasize that there is a need for more attention to be paid to the demographic aspects of the various types of work in which the secretariats of the regional commissions, especially ECLA and ECAFE, are engaged. Adequate provision should be made for the treatment of these demographic questions and for co-ordination of the work of the regional commissions in this field with that of the Secretariat at Headquarters.

76. The Commission suggests that the Secretary-General should consider the possibility of preparing a manual on international population trends in summary form, including demographic maps.

77. The representatives of the Ukrainian SSR and the USSR expressed the opinion that, in studying population questions, the Secretariat of the United Nations

should devote its main attention to the following considerations :

- (1) The influence of social and economic factors on the structure and movements of population;
- (2) Demographic aspects of employment and unemployment;
- (3) Causes of migration and living conditions of immigrants.⁹

⁹ This statement of views is included in the report at the request of the representatives concerned.

K. Place of next session

78. The Commission agreed to recommend to the Economic and Social Council that, if suitable arrangements could be made, the next session of the Commission should be held in Geneva.

L. Adoption of the report

79. The Commission adopted this report by a unanimous vote.

APPENDIX

Draft resolutions submitted by the Commission to the Economic and Social Council

A

The Economic and Social Council,

Having considered the report of the Population Commission on the proposal of the Secretary-General to arrange for a part of the programme of population studies to be carried out by universities and other outside institutions in co-operation with the Secretariat,

1. *Emphasizes* the need to maintain an adequate programme of studies on population trends and their relation to economic and social factors, especially in the development of the less developed countries;

2. *Requests* the Secretary-General :

(a) To make an effort to obtain the co-operation of qualified institutions in those parts of the programme of population studies in which such co-operation would be most useful, on the largest scale that is feasible in view of the available financial and other resources, with adequate safeguards to ensure the maintenance of a high standard of quality and objectivity in the work done by outside institutions on behalf of the United Nations,

(b) To give consideration, in selecting the institutions to be invited to co-operate in portions of the programme, to the importance of an adequate distribution particularly from a geographical point of view and to the need for expanding the capacity of existing institutions in certain countries, notably in the less developed regions, for research on the problems of population,

(c) To explore the possibility of establishing standing co-operative relations with qualified institutions in each of the major under-developed regions of the world, which could serve as centres for studies on population problems of importance in the region and for the training of personnel in this field of study on a regional basis,

(d) To explore the possibilities of co-operation in the programme of regional centres of demographic study and training, on the part of institutions in other regions which have highly developed facilities for work in this field, and on the part of non-governmental organizations and private foundations;

3. *Recommends* that Governments, especially of the less developed countries which have expressed the desire to conduct population studies in their countries in accordance with the Population Commission's programme, should (a) consider the possibilities of facilitating co-operation between the Secretariat and qualified institutions in the countries concerned in carrying out portions of the programme of population studies, and (b) give attention in this connexion to possible technical assistance projects for training needed personnel and for aid in the planning and direction of study projects.

B

The Economic and Social Council,

Having in mind the importance of the questions discussed at the World Population Conference for governmental policies and action programmes, particularly for the economic and social development of the under-developed countries and for the programmes of regional economic commissions,

Recalling the interest aroused by the work of the Secretariat on the interrelationships of demographic, economic and social factors published under the title *The Determinants and Consequences of Population Trends* (ST/SOA/Ser.A/17)¹⁰,

1. *Invites* interested Governments, specialized agencies, regional economic commissions and non-governmental organizations to examine the proceedings of the Conference and the work of the Secretariat in the field of population and to give due consideration to demographic factors in programmes of action in the economic and social fields;

2. *Suggests* to Governments that one way to facilitate this examination would be to create national committees composed of the representatives of interested governmental agencies and institutions, as well as individual experts, in the different scientific disciplines concerned, for the purpose of giving advice on the relevance of population studies to policies and action programmes and on further investigations that may be desirable;

3. *Requests* the Secretary-General to report to the next session of the Population Commission on the actions taken pursuant to this resolution.

¹⁰ United Nations publication, Sales No. : 1953.XIII.3.