

# **FIVE-YEAR PERSPECTIVE, 1960-1964**

**Consolidated report on the appraisals of the scope, trend and costs of the programmes of the United Nations, ILO, FAO, UNESCO, WHO, WMO and IAEA in the economic, social and human rights fields**

*Prepared by the Committee on Programme Appraisals in pursuance of Economic and Social Council resolution 694 D (XXVI) of 31 July 1958*



**UNITED NATIONS**  
**Department of Economic and Social Affairs**  
**Geneva, 1960**

# NOTE

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# CONTENTS

	<i>Paragraphs</i>	<i>Page</i>
LIST OF ABBREVIATIONS . . . . .		v
LETTER OF TRANSMITTAL . . . . .		vii
INTRODUCTION . . . . .	1-21	1
PART I. NEEDS, PROBLEMS AND OPPORTUNITIES . . . . .	22-123	7
A. — A study in contrasts . . . . .	22-31	7
B. — Population and production . . . . .	32-38	9
C. — Needs of the less developed countries . . . . .	39-76	12
D. — Concerns of the developed countries . . . . .	77-84	22
E. — Human rights and non-material values . . . . .	85-91	24
F. — The call for international action: opportunities and limitations . . . . .	92-124	26
PART II. PROGRAMME TRENDS, 1959-1964 . . . . .	125-308	39
A. — Statistics, surveys and research . . . . .	130-145	40
B. — Economic development and co-operation . . . . .	146-204	43
1. Resources development . . . . .	146-167	43
(a) Natural resources, including energy resources . . . . .	146-158	43
(b) Manpower as an economic resource . . . . .	159-167	46
2. Agricultural production, including forestry and fishing . . . . .	168-181	48
3. Industrial growth . . . . .	182-188	51
4. Transport and communications . . . . .	189-192	53
5. International trade and commodity problems . . . . .	193-204	54
C. — Social development . . . . .	205-276	57
1. Population . . . . .	206-209	57
2. Housing, building and physical planning . . . . .	210-214	58
3. Health . . . . .	215-231	59
4. Nutrition . . . . .	232-236	62
5. Education . . . . .	237-251	63
6. General conditions of work and employment . . . . .	252-253	67
7. Social security . . . . .	254-257	69
8. Social services and social defence . . . . .	258-264	70
9. Narcotics . . . . .	265-269	71
10. Refugees . . . . .	270-276	72
D. — Broad programmes of socio-economic development . . . . .	277-283	73
E. — Public administration . . . . .	284-287	75
F. — Financing economic and social programmes . . . . .	288-297	76

	<i>Paragraphs</i>	<i>Page</i>
G. — Human rights, including freedom of information . . . . .	298-305	78
H. — Cultural heritage and mutual appreciation of cultural values . . . . .	306-308	80
PART III. MAJOR SHIFTS IN EMPHASIS. . . . .	309-345	83
A. — From protection to development . . . . .	312-313	83
B. — Standards and operations . . . . .	314-317	84
C. — Decentralization . . . . .	318-319	85
D. — Shifts in training . . . . .	320-322	86
E. — Institutional development and administration . . . . .	323-326	87
F. — Towards a balanced economic and social development . . . . .	327-330	88
G. — New departures in statistics, surveys and research . . . . .	331-335	89
H. — Emphasis on planning and programming; national and regional . . . . .	336-341	90
I. — Emerging concern with international economic and social policies . . . . .	342-345	91
PART IV. INCREASING THE EFFECTIVENESS OF INTERNATIONAL ACTION . . . . .	346-372	95
A. — Relation of programmes to needs . . . . .	346-349	95
B. — Special problem areas . . . . .	350-351	96
C. — Concentration of efforts and co-ordination . . . . .	352-369	102
1. Streamlining . . . . .	352-355	102
2. Problems of co-ordination . . . . .	356-369	103
D. — Budgetary issues and growth potential . . . . .	370-372	107
1. Budgetary trends . . . . .	370-371	107
2. Manpower internationally available . . . . .	372	118
EPILOGUE . . . . .	373-377	120

## LIST OF ABBREVIATIONS

ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
EPTA	Expanded Programme of Technical Assistance
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICCICA	Interim Co-ordinating Committee for International Commodity Arrangements
ICITO/ GATT	Interim Commission for the International Trade Organization/ General Agreement on Tariffs and Trade
IFC	International Finance Corporation
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
IMF	International Monetary Fund
OPEX	Experimental programme for the provision of operational and executive personnel
UPU	Universal Postal Union
ITU	International Telecommunications Union
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WHO	World Health Organization
WMO	World Meteorological Organization

## LETTER OF TRANSMITTAL

His Excellency Mr. C. W. F. Schurmann  
President, Economic and Social Council  
United Nations  
New York, N.Y.

12 April 1960

Mr. President,

We have the honour to submit herewith the Consolidated Report of the Council's Committee on Programme Appraisals, prepared for the Council's consideration in accordance with the directives set out in Council resolution 694 D (XXVI). The Committee designated one of its members, Mr. Walter M. Kotschnig, to act as Rapporteur and to prepare the draft on which this final report is based. Staff assistance from the United Nations Secretariat was provided by the Secretary-General as Chairman of the Administrative Committee on Co-ordination.

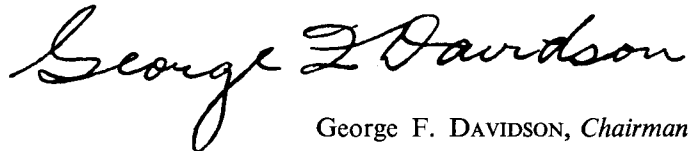
In accordance with Council resolutions 665 C (XXIV), 694 D (XXVI) and 743 D (XXVIII), the Secretary-General of the United Nations as well as the executive heads of the International Labour Organisation, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the World Meteorological Organization and the International Atomic Energy Agency have submitted their separate appraisals of the scope, trends and costs of the programmes of their respective organizations in the economic, social and human rights fields for the period 1959-64. As requested, the area covered by these appraisals has included programmes undertaken within the framework of the Expanded Programme of Technical Assistance and of the Special Fund as well as regular programmes. These separate appraisals, together with the Consolidated Report itself, are being transmitted to the Council through the Administrative Committee on Co-ordination for any comments that Committee may wish to offer for the Council's consideration at its thirtieth session.

In its resolution 694 D (XXVI) the Council directed the Committee on Appraisals "to collate the separate appraisals and, on the basis of these appraisals, to prepare a consolidated report showing the extent to which the programmes covered respond to basic needs and also the interrelation of the activities of the United Nations and the specialized agencies designed to meet these needs". The Consolidated Report which is here submitted includes a chapter (part II) in which we have endeavoured to collate the separate appraisals on the basis indicated.

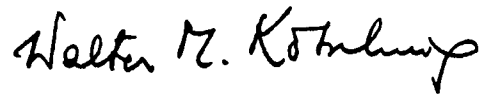
We are appreciative of the co-operation that has been extended to us in the preparation of this Report by the United Nations and the agencies participating in the appraisals.

In completing the task assigned to us we express the hope that in some measure at least the Report, like the appraisals themselves, may prove to be " a step in the dynamic process of developing progressively the effectiveness of the United Nations and the specialized agencies as instruments for assisting the countries of the world to develop economically and socially at a greatly accelerated rate ".

Respectfully submitted,



George F. DAVIDSON, *Chairman*



Walter M. KOTSCHNIG, *Rapporteur*



Daniel COSIO VILLEGAS, *Member*



Mohammed MIR KHAN, *Member*



Sergije MAKIEDO, *Member*

## INTRODUCTION

1. An outstanding characteristic of the United Nations and the agencies associated with it is the broad scope of their activities. The United Nations itself was assigned a fourfold task. It was conceived in the first instance as a security organization, provided with a multitude of means and procedures to permit the peaceful settlement of international disputes, and enabled to meet breaches of the peace with collective force if necessary. It was designed to develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples. It was to achieve international co-operation in solving international problems of an economic, social, cultural and humanitarian character and in promoting fundamental human rights. Finally, it was to be a centre for harmonizing the actions of nations in the attainment of these common ends. The specialized agencies in turn were given wide international responsibilities in economic, social, cultural, educational, health and related fields.

2. In their emphasis on economic and social co-operation, the founders of the United Nations went substantially beyond legal precedents set in the Covenant of the League of Nations. Article 23 of the Covenant—the only article dealing with co-operation in the economic and social field—called for endeavours by Member States “to secure and maintain fair and humane conditions of labour for men, women and children”; for supervision by the League of the execution of agreements “with regard to the traffic in women and children, and the traffic in opium and other dangerous drugs”; and for steps “in matters of international concern for the prevention and control of disease”. The authors of the Covenant were evidently more preoccupied with social and humanitarian issues than with economic problems. All that is found on the economic side is an undertaking to “make provision to secure and maintain freedom of communications and of transit and equitable treatment for the commerce of all members of the League”.

3. Notwithstanding these constitutional limitations, the League of Nations over the years paid increasing attention to economic and financial problems and developed a number of loosely organized standing committees in these areas. Its Secretariat produced a series of outstanding periodical publications and monographs and laid the foundations for the type of international fact-finding and research that has become one of the major activities of the United Nations and related intergovernmental organizations.

4. Meanwhile, the International Labour Organisation—which was formed at the same time as the League and which reaffirmed its purposes in the Philadelphia Declaration of 1944—set the example for the establish-

ment, after the Second World War, of the other major United Nations organizations operating in specialized fields.<sup>1</sup>

5. A special significance was attached to efforts by the United Nations and its related organizations to promote economic and social co-operation, first of all because of the conviction that such co-operation was important for the maintenance of peace. Article 55 of the Charter clearly makes the point when it speaks of "the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations". Similar statements appear in the basic instruments of other United Nations organizations. Second, following the war, there was a new sense of urgency, of need for positive joint action to meet the economic and social problems of the time—at a period of history when the world was seen to be rapidly growing more interdependent and the policies of individual nations could deeply affect the common good. Finally, there was recognition of a rational need, in building anew after the war, to replace the earlier fragmented international approaches to economic and social problems with a more comprehensive and coherent approach.

6. Since the end of the Second World War, one further element has been of paramount importance. It is the concentration of world attention on the needs and problems of the less developed regions comprising more than two-thirds of the global population. These are the regions of most rapid population growth. A large proportion of their people live at bare survival levels and hunger, disease and early death are ever-present dangers.

7. The time of fatalistic acceptance of such conditions on the part of the people is largely past. It has been swept away by the "revolution of rising expectations", of which so much has been said in recent years—a revolution born of the poverty and misery of these peoples, and their growing realization that in this scientific age they need not be poor and miserable. Under the impact of their contacts with more highly developed countries and the growing effectiveness of mass media of information and propaganda, fatalism is giving way to restiveness, and resignation to expectation and demand.

8. Within these regions there are many countries that have only recently gained their independence or are about to emerge as independent States. Close to 900 million people have found national independence since 1918, most of them since the end of the Second World War. The process which began in the Middle East and in Asia is now repeating itself at an accelerated rate in Africa. One of the first official acts of any of these newly created States is usually to seek admission to the United Nations. Once its flag is raised in front of the United Nations building in New York, its representatives add their voices to those demanding that special attention be given to

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<sup>1</sup> Throughout this report, the term "United Nations" is applied exclusively to the organization established by the United Nations Charter. Such terms as "United Nations organizations", "organizations within the framework of the United Nations", or "United Nations family" include, in addition, the autonomous intergovernmental organizations that are related to the United Nations by formal agreements as specialized agencies, plus the International Atomic Energy Agency.

the economic and social needs of the less developed countries. As the membership of the United Nations grew from fifty in 1945 to eighty-two in 1959, increasing priority was given to the programmes for developing the less developed countries. As a rule, the numerous resolutions affirming and reaffirming this overriding priority were voted unanimously, reflecting both the good sense and the good will of the more highly developed Member States.

9. The actual growth of international economic and social programmes and activities during the last fifteen years has been remarkable. The Economic and Social Council, acting under the authority of the General Assembly and in accordance with the Charter, has surrounded itself with functional commissions dealing with such subjects as statistics, population, social questions, human rights and the status of women; also with problems of international trade and with the traffic in narcotics. It has created four regional economic commissions, for Europe, Latin America, Asia and the Far East, and Africa. These in turn have set up numerous subordinate committees, expert groups and working parties. Major operating bodies have been established, such as UNICEF, the Office of the High Commissioner for Refugees and committees and bodies responsible for the planning and operation of the Expanded Programme of Technical Assistance and the new Special Fund, which is the latest effort of the United Nations to promote economic and social development. These bodies operate in over a hundred countries and territories.

10. The number of specialized agencies related to the United Nations and to each other by special agreements and understandings has been increased and at present there are twelve.<sup>2</sup> The International Atomic Energy Agency (IAEA), newly created under the aegis of the United Nations, has also established close ties with the other agencies. Budgetary figures given in the body of this report for some of these agencies are an indication of the steady and, in many cases, rapid growth of their scope and activities.

11. This remarkable expansion of economic and social co-operation within the framework of the United Nations has not followed any preconceived plan. As a matter of fact, there were few, if any, among the founders of the United Nations who anticipated such growth. Questions are now being raised about the future. Some ask for further speedy expansion while others look towards a period of consolidation. There are complaints about

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<sup>2</sup> The list of specialized agencies is as follows:

ILO	International Labour Organisation
FAO	Food and Agriculture Organization of the United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
WHO	World Health Organization
IBRD	International Bank for Reconstruction and Development
IFC	International Finance Corporation
IMF	International Monetary Fund
ICAO	International Civil Aviation Organization
UPU	Universal Postal Union
ITU	International Telecommunication Union
WMO	World Meteorological Organization
IMCO	Inter-Governmental Maritime Consultative Organization

alleged overlaps in activities and waste of resources and manpower, as well as doubts about the effectiveness of some of the activities that are undertaken. Many Governments find it difficult to provide adequate representation at the hundreds of conferences, sessions and meetings held every year, and some have encountered financial difficulties in making their contributions. A point appears to have been reached where only a few observers, at best, have been able to keep up with developments and to maintain a reasonably clear understanding of all that is being done. Even among them there is disagreement as to whether the early fragmentation of policies, programmes and projects is yielding to a sufficiently co-ordinated and coherent approach.

12. Meanwhile, Governments and legislatures are asked from year to year to provide additional funds and to approve the creation of new international organizations and machinery. Some of them are becoming restive, and there are signs of resistance to what they may consider an unlimited and disorderly growth.

13. It was in response to questions of this nature that the idea of a comprehensive appraisal of the activities of the United Nations and specialized agencies in the economic, social and human rights fields took shape. First suggested in 1957 by the Advisory Committee on Administrative and Budgetary Questions of the United Nations, it was recommended for action to the Economic and Social Council by the General Assembly in resolution 1094 (XI). The Council, responsible for over-all co-ordination questions, at its summer session in 1957 unanimously approved such an appraisal in the belief that it would contribute to the effectiveness of the United Nations and the specialized agencies and would help Governments in formulating policies towards these organizations. It requested the Secretary-General to make an appraisal of the scope, trend and costs of regular United Nations programmes in the economic, social and human rights fields for the period 1959-1964, and invited the ILO, FAO, UNESCO, WHO and WMO to "consider the most appropriate and practical methods of preparing similar appraisals of their own programmes for the same period". In view of the importance of the peaceful uses of atomic energy in such fields as health, agriculture and industry, the IAEA was added in 1959 to the organizations participating in the appraisal.<sup>3</sup> The Council also envisaged, for later decision, the preparation of a consolidated report with conclusions on the survey of activities and the five-year forecast of the trend of programmes and expenditures.

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<sup>3</sup> The omission from the ECOSOC resolution that called for the programme appraisals of any reference to the specialized agencies in the field of finance—IBRD, IFC and IMF—is explained primarily by the fact that these institutions do not have programmes in the sense in which this word is used in the resolution, and, in part, by the fact that they are financed out of their own operations and not by way of assessed budgets. Other organizations—i.e., the ICAO, ITU and UPU—are largely "regulatory" or administrative in character and for that reason were not included in the survey. While these omissions can be explained on a variety of grounds, it goes without saying that as a result the present report is less comprehensive than it usefully might be. This will become particularly evident in the sections dealing with the need for external financing of the economic and social development of the economically less developed countries.

14. At its twenty-sixth session, in the summer of 1958, the Council, acting with the advice of the specialized agencies concerned and of the Administrative Committee on Co-ordination, further clarified the undertaking. By resolution 694 D (XXVI) it indicated that the appraisals should emphasize the over-all development, general direction, and trend of programmes, rather than attempt to define individual programmes and projects; and that they should include, in addition to the regular programmes, programmes undertaken within the framework of the Expanded Programme of Technical Assistance and the new Special Fund. A Committee was established<sup>4</sup> to collate the separate appraisals and on that basis to prepare a consolidated report showing the extent to which the programmes responded to basic needs, and also the interrelations of the activities of the participating organizations in meeting these needs.

15. The scope, nature and intent of the appraisals are set forth most clearly in a series of observations formulated at that point by the Council:

“(a) The appraisals are regarded as a step in the dynamic process of developing progressively the effectiveness of the United Nations and the specialized agencies as instruments for assisting the countries of the world to develop economically and socially at a greatly accelerated rate.

“(b) The appraisals are a further step in the development of co-ordination through which the respective programmes of the United Nations organizations have gained, over the years, in purpose, depth and strength. Such co-ordination has been achieved not by way of centralization, not by directives or orders, but by consultation and persuasion and by free co-operation in the efforts designed to improve the lot of men.

“(c) The appraisals are not to be understood as implying that the programmes and budgets of the United Nations or the specialized agencies should, or could, be determined outside the constitutional framework of each organization. They imply no attempt to interfere with the autonomy of the organizations within the United Nations family.

“(d) The appraisals do not require firm policy formulation looking ahead for the five-year period, or any rigid commitment in regard to specific programmes. The appraisals should in no way interfere with the flexibility which the organizations must have in determining their programmes from year to year.

“(e) It is recognized that the cost of programmes for the coming five years cannot be precisely determined. What is desired is rough estimates, reached by applying the cost factors known from experience to the new and continuing parts of the programme. Such estimates cannot, of course, cover programmes which cannot reasonably be foreseen at the time the appraisal is made.

“(f) It is hoped that the consolidated report, drawn up on the basis of the individual appraisals undertaken by the United Nations and the specialized agencies concerned, will, for the first time, give the govern-

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<sup>4</sup> Composed of George F. Davidson (Canada); Daniel Cosío Villegas (Mexico); Mohammed Mir Khan (Pakistan); Walter M. Kotschnig (USA); and Sergije Makiedo (Yugoslavia).

ments and the peoples of the world a clear idea of what is being achieved and attempted through international action. It should bring into focus the interrelationship between the work of the different organizations and thereby facilitate ever closer co-operation and, wherever feasible, concerted action.”<sup>5</sup>

16. In keeping with these directives and injunctions the present consolidated report has been prepared. It is submitted together with the separate appraisals of the pertinent activities and programmes of the United Nations, ILO, FAO, UNESCO, WHO, WMO and IAEA. The latter have been furnished by the organizations themselves and represent the most up-to-date evaluation of their current and emerging programmes and activities.

17. The consolidated report attempts a synthesis rather than a summary of the separate appraisals and forecasts. Part I begins with a broad statement of basic economic and social needs and problems, present and emerging, which confront the contemporary world. From this starting point it proceeds to a consideration of the demands made upon international organizations to help to meet these needs and problems. It discusses the special and frequently unique contributions which they can make, as well as the limitations imposed upon them.

18. Part II is an attempt to outline the scope and trends in the development of programmes and activities of the different organizations, drawing upon the statements set forth in the separate appraisals. The wealth of detail contained in several of the separate appraisals defies summarization. For this reason, and in keeping with the expressed wishes of the Economic and Social Council, this part of the report, by necessity, concentrates on major programme developments. Special attention is given to the interrelationship of policies and programmes.

19. Part III looks at the programmes comprehensively and attempts to highlight some of the general changes that are taking place in the direction of international action in the economic, social and human rights field. There are shifts in emphasis that seem common to a number of agencies.

20. Part IV makes certain observations on the relations between programmes and needs, and deals with general questions of co-ordination, priorities and budget. Questions are raised that require clarification. Ways and means are explored of improving processes of consultation and joint action. Finally, part IV offers tentative financial estimates indicating the magnitude of increases in budgetary requirements that may be anticipated. The growth potential of the organizations is also dealt with from other angles, such as the question of trained manpower available to them for employment.

21. Throughout the drafting of the consolidated report an effort has been made to keep as closely as possible to the information and the ideas contained in the separate appraisals. The drafters of the report would, however, have failed in their mandate had they not stated certain conclusions drawn not from the individual appraisals but revealed in the broader perspective of an over-all review.

<sup>5</sup> Council resolution 694 (XXVI), annex, para. 14.

## **Part I**

### **NEEDS, PROBLEMS AND OPPORTUNITIES**

#### **A. — A STUDY IN CONTRASTS**

22. Two major and seemingly contradictory trends in modern world history have established the need and opportunity for international action in the economic and social field. On the one hand, countries have been brought much closer together and made more interdependent. On the other hand, in respect of the material conditions of life, the differences between countries have widened, compared with what they were in the early nineteenth century.

23. The economic and social picture of the present world is one of extreme contrasts. In some areas food production has reached a point where one-fifth or one-tenth of the labour force can supply the total population, and may even create a large unmanageable surplus. Industry consumes steel at a rate of a quarter-ton or half-ton or more per inhabitant each year. The technology of transportation is so advanced that men are already preparing to fly into outer space and return. The expectation of life has been raised to more than seventy years.

24. In other parts of this same world, including large regions of Africa and Asia and parts of Latin America, the technology of food production is at a level little higher than it was in ancient civilizations of Mesopotamia and Egypt; two-thirds or more of the labour force is engaged in agriculture, but the population is not adequately fed. Steel and mechanical energy are little used. Transportation is so primitive that farmers are unable to reach nearby markets. In many of these areas, life expectation is still less than thirty-five years.

25. Even within the same countries, sharp contrasts will be found. A small highly modernized sector, with up-to-date equipment, contemporary architecture, universities, hospitals, television, automobiles and aeroplane service, often co-exists with a vast under-developed sector of traditional poverty. At the same time certain modern elements have penetrated to many of the most backward rural communities. These tend to be consumption elements. Modernization in the form of production techniques in agriculture and industry has penetrated much more slowly. One result is an increasing pressure of demand for modern consumer goods without a corresponding increase in capacity to produce them.

26. The growth of modern science and technology is largely responsible both for bringing nations closer together physically and for widening their material differences. This growth has taken place, in the industrialized areas, at an accelerating rate during the last hundred years.<sup>1</sup> It has had a revolutionary effect upon economics, culture, and, increasingly today, upon political affairs and questions of international security.

27. Science and technology have in fact become more important than land and natural resources as a basis of wealth, and largely account for the phenomenal advances in modern production and levels of living. Thus, scientific and technological knowledge and skill, plus—what is most important—the capacity of a society to apply such knowledge through educated and disciplined manpower, largely explain the great disparities in wealth and levels of development between contemporary nations. Some of the most highly developed countries have few natural resources; some of the least developed have them in abundance.

28. The advantages of modern science and technology cannot in general be realized without education and training. Yet over 40 per cent of the world's population is still illiterate and a similar proportion of the world's children do not attend school. The contrasts in educational levels are extreme. In the USA and USSR together, there are more young men and women enrolled in institutions of higher education than in the rest of the world combined, and twice as many as in the whole of Africa, Asia and Latin America. There are altogether more than 3,500,000 students enrolled in technical schools in Japan and Western Germany, but only a little more than 500,000 in the continent of South America (300,000 if Argentina is excluded), although the population of South America is almost as large as the combined population of Japan and Western Germany (131 million v. 142 million).

29. The lack of competent trained personnel is a central problem—perhaps the central problem—in nearly every field of economic and social development and in nearly every under-developed country. The low level of education and training in many countries today indicates not only how far they are from achieving modernization, but also how difficult it is going to be for them to develop rapidly. Countries that have undergone an exceptionally rapid modernization process in recent times have usually done so on the basis of an exceptionally strong system of education and training.

30. The disadvantaged nations that lack education generally lack also adequate means of mass communication. However well conceived and well intentioned plans and policies may be at the national level, they often fail to obtain understanding at the local level. This failure of communication makes it doubly difficult to enlist the voluntary co-operation of the masses of the

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<sup>1</sup> For example in the early eighteenth century it took nearly two weeks to travel from Rome to London, the same amount of time allowed for officials of the Roman Empire, 1,800 years before. During the first half of the nineteenth century, this was reduced to two days by rail and cross-channel steamer. By the end of the Second World War it took only six hours by aeroplane. Today it takes less than two hours by jet plane.

people—co-operation on which the success of various plans for economic and social development may depend.

31. It is true that certain limited sectors may be modernized rapidly without fundamental changes in people and in institutions. This is the case, for example, with the exploitation of oil or mineral resources through imported technology. Another example is the control of certain mass diseases by techniques that require relatively little active participation of the local population and a relatively small professional corps, as in the eradication of malaria by use of residual insecticides and associated means. Isolated advances, however, do not constitute a true development, and may on occasion have complications.

## B. — POPULATION AND PRODUCTION

32. A great amount of attention is now being given, deservedly, to the question of population growth in the economically less developed countries. This growth is unparalleled in the history of mankind and is due precisely to the fact that at no previous period has it been possible to bring death rates down so rapidly, through technical intervention, while birth rates remain untouched or even expand slightly with better health. How long the present process of accelerating growth will continue is, of course, not known. It is only possible to say that if it should continue into the year 2,000—a possibility difficult to imagine, although there are no signs yet of its letting up—then the population of Africa, Asia and Latin America, estimated at 1,900 million (in 1955), would reach 5,000 million at that time, while the world population would move from 2,700 million to 6,000 million or more.

33. The requirements for the future that would be imposed by a continuation of current population trends (requirements in food and housing, schools, teachers, hospitals and doctors, employment opportunities and social services of every kind) are staggering to contemplate. They are all the more so, when it is recognized that the less developed countries must also move forward and achieve a substantial advance in economic production (per capita) and in levels of living. The task, for example, is not only to maintain present levels of education in the face of a swiftly expanding school-age population, but also to raise the present levels by increasing the percentage of children in school.

34. For the short period during which the population boom has been under way—mainly since the end of the Second World War—there has been sufficient elasticity in the economic situation to absorb the yearly increments in population without economic deterioration, and even to allow for some improvement. Material production in the under-developed countries has, on the average (but with very wide differences), grown faster than population. So far as the available data will permit estimates, however, it would appear that the rate of improvement per capita has not been substantial; it has been less than the rate of improvement per capita in the countries already industrialized. The poor have not been getting poorer, but the countries

already advanced have been advancing faster. By absolute standards the material situation of the less developed countries as a whole has been gradually getting better, by comparative standards it has been getting worse.

35. These trends are illustrated by table I, on the basis of aggregates derived, in many cases, from necessarily rough approximations. Subject to the qualifications set forth in the footnote, the table shows that the gross national products of a number of industrialized countries and of a number of under-developed countries have been growing at similar rates—just under 4 per cent per annum for the former, just over 4 per cent for the latter (calculated by logarithmic trend methods). But the population of the under-developed countries in question has been expanding much more rapidly than that of the industrialized countries. Hence the per capita product

TABLE I  
Estimates of gross national product and population of certain countries, 1950-1957,  
with extrapolations to 1965

	<i>Nineteen countries in industrialized regions</i>			<i>Forty-two countries and territories in under-developed regions</i>		
	<i>Gross national product (thousand millions of 1957 dollars)</i>	<i>Gross national product per capita (1957 dollars)</i>	<i>Population (millions)</i>	<i>Gross national product (thousand millions of 1957 dollars)</i>	<i>Gross national product per capita (1957 dollars)</i>	<i>Population (millions)</i>
1950 . . . . .	577	1,169	494	89	107	836
1951 . . . . .	614	1,228	500	93	109	849
1952 . . . . .	635	1,254	506	97	112	865
1953 . . . . .	663	1,294	512	102	116	880
1954 . . . . .	667	1,287	518	107	120	894
1955 . . . . .	717	1,367	524	111	122	910
1956 . . . . .	740	1,393	531	115	124	926
1957 . . . . .	757	1,408	538	117	125	942
1965 extrapolation	1,037	1,776	584	166	149	1,109

*Note.* These estimates have been compiled from various national and international sources. The countries and territories included in the aggregates are those for which data were readily available. While these countries and territories cover more than 50 per cent of the world's population in 1957, they cannot be taken as being representative. This is particularly to be noted in the case of the aggregates for the 42 countries and territories of the under-developed regions which include an unduly large proportion of Latin American countries where gross national product per head is far above the average for the group and an unduly small proportion of African and Asian countries where gross national product per head is lower. Data on two populous areas, the USSR and China (Mainland), have not been included in either group. The original data have been converted to US dollars at free or official rates of exchange without adjustment for purchasing power parities, a fact which greatly weakens the comparability of the data. Moreover, no account has been taken of differences in concept and coverage. These latter considerations, it is recognized, result in serious understatement of the gross national products of under-developed countries. The table nevertheless gives rough indications of the order of magnitude of the differences in production per head in the industrialized regions and the under-developed regions respectively. The extrapolations to 1965 are obtained from the linear trend fitted to logarithms of the original data.

has been growing more slowly— $2\frac{1}{3}$  per cent per annum as compared to  $2\frac{2}{3}$  per cent per annum in the industrial countries.

36. If these rates of growth in production and population are continued into 1965, then the average per capita national product of the developed countries under study will increase by something less than \$400 and reach over \$1700 by that time while the average per capita product of the less developed countries under study will still be less than \$150, a level of poverty that is wholly unacceptable in the latter part of the twentieth century. Another way of describing the situation is to say that, as of the present time, the production of goods and services per capita in the industrialized countries under study is, on the average, about eleven times greater than in the less developed countries under study and by 1965 it will be twelve times greater.

37. Such projections are in no sense a prediction of what will happen. They are merely a commentary on present average rates of growth of per capita production, demonstrating that these rates are too slow. Whether even these slow rates will continue into the future, in view of the accelerating growth of population, is a question on which there are fundamental differences of opinion. Some believe that the technological capacity of man will permit continuous improvement in the living standards of swiftly growing population. Others believe that the problem will solve itself by an automatic drop in birth rates. Still others believe that time is running out; that birth rates will not drop without a profound social change which has yet to come; and that the technological capacity to keep on expanding production, once the slack is taken up, is precisely what is lacking among the impoverished and poorly educated agricultural peoples whose numbers are growing most rapidly. Those who take the latter position see the spectres of starvation and war hovering in the background of the present scene—means by which history has dealt with heavy population pressure in the past.

38. Extensive migration from densely populated countries in less developed areas to sparsely populated ones does not seem a currently acceptable solution, for various economic, social and political reasons; such migrations in the past have often led to unintegrated minorities and continuing ethnic tensions. Movements of enormous size would be necessary to balance the natural increase in the more populous under-developed countries. There is relatively little international migration today, except from some of the European countries to other countries of European culture. At the same time, it must be emphasized that heavy pressure of population on resources is by no means a universal phenomenon in the less developed areas. There are vast regions that are still sparsely populated—in fact, this is true of much of Africa south of the Sahara and much of South America, plus a number of countries of Asia (Afghanistan, Burma, Cambodia, Iran, Laos, Malaya, Thailand, etc.). In many of these places there is an appearance of over-population which is due, however, to maldistribution of land under the existing agrarian system or to lack of exploitation of available land; large areas are uninhabitable because of unresolved problems of life and production in arid zones and humid tropical regions, including, for example, the prevalence of diseases like malaria and African sleeping sickness that

prevent settlement. In certain countries like the Philippines and Indonesia, there is dense population in the central districts and under-population in large peripheral districts. Recent efforts at population redistribution in such cases, like recent efforts at birth control in some of the less developed countries, have not been very successful.

### C. — NEEDS OF THE LESS DEVELOPED COUNTRIES

#### *Needs in agriculture and industrial production*

39. The current needs for growth of the economically less developed areas are a complex of interlocking requirements. With the exceptions noted earlier, it is generally impossible to advance very far in one field without supplementary growth in other fields. Sometimes the supplementary growth comes about automatically in response to the demands and the disequilibria that have been set up; at other times it must be directly fostered.

40. There is a primary need in less developed areas to increase agricultural production in such a way as to eliminate the chronic malnutrition which now affects more than half the people of those areas, and strengthen agricultural income, which is both insufficient and insecure. To help achieve this purpose, industrialization is required as a means of supplying fertilizers and equipment, providing a demand and a market for the increased production, and creating incentives to greater production in the form of inexpensive consumer goods. Modernization of agriculture also requires better education, without which the individual farmer is not apt to change his habits readily and make use of existing knowledge, and an "infrastructure" of modern institutions upon which agricultural progress can be built—a proper land tenure system, credit institutions, marketing arrangements, and so on. Land reform in many cases is an essential first step that has yet to be taken. Substantial agricultural improvement can often be achieved only with irrigation works; sometimes it requires a river valley development. Finally, the population needs much better health if production is to be raised to modern levels—disease and debility now take an inordinate cut out of agricultural production in some of the less developed areas.<sup>2</sup>

41. Paradoxically, from a broad perspective of development, if conditions in agriculture in less developed countries are to improve by modern standards, then agriculture's share in the national product must decline even as agricultural production increases, and workers must be attracted out of it to other more remunerative work as agricultural income grows. The very fact that agriculture is the occupation of the large majority of the population is in part a reflection of the poverty of these countries and in

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<sup>2</sup> According to estimates reported by WHO, for example, malaria, which often strikes at the peak of the agricultural season, causes El Salvador, with 2½ million population, an annual production loss of \$40 million and puts the equivalent of a 5 per cent hidden tax on many of the commodities shipped abroad from malarious areas.

part a reason for it. When two out of three men work in the fields, the energies of the nation will be so absorbed in growing crops that little else can be produced of the essentials and amenities of modern life. These can perhaps be obtained to some extent through imports if there is a large agricultural export trade. A few countries may attain a relatively comfortable standard of living in this fashion. But owing to the limits on demand for agricultural products, and the high agricultural productivity of industrialized nations, it is obvious that the under-developed countries, containing between two-thirds and three-fourths of the world's population, cannot all concentrate on the export of simple agricultural commodities as a means of improving their livelihood. It is not uncommon today to find countries that have a surplus of an agricultural export commodity, such as coffee or tea, and at the same time an insufficiency of proper food for domestic consumption.

42. In addition to the reasons stated above, therefore, rapid growth of industry and its ancillary services is necessary to agriculture in order to absorb labour that is not needed in agriculture as productivity increases, and reduce rural under-employment, which depresses per capita income. Such under-employment is already wide-spread in a number of countries at current technological levels and could lead to an impossible situation with modernization of production and simultaneous quick population growth.

43. At the same time, experience has shown that it is essential to promote agricultural development in the less developed regions in conjunction with industrialization—essential from the point of view of over-all development as well as from the point of view of the agricultural sector which contains the majority of the population. Industrial development draws strength from agricultural development just as the converse is true. Expansion of the industrial labour force inevitably brings a demand for more food, which, if not produced locally, will have to be imported, absorbing funds needed to purchase capital equipment and encouraging inflation. Agriculture (understood in its broadest sense) supplies an important basis for industrial growth not only in regard to food processing but also in regard to the industrial use of wood, cotton, and other raw materials; the demand for products from these materials increases rapidly with development. Agriculture may also have to provide a good part of the savings to finance industrial development, particularly in the early stages. Finally, an expanding industry needs an expanding market to purchase its industrial products, and agricultural growth can help provide this market. In national or regional development, agricultural output and industrial output must therefore be expanded in appropriate relation to each other; neither aspect can be safely neglected.

44. Industrialization in the less developed countries is currently held back by a number of factors, in addition to the inadequacy of the agricultural base:

- (1) Ignorance of resources and of the possibilities and desirable directions of development of resources;
- (2) Lack of skilled workers, trained supervisors and competent and enterprising industrial managers and owners—a situation ordinarily found

together with a surplus of unskilled labour, petty tradesmen and commercial and land speculators;

(3) Lack of power and of transport, and other elements of the infrastructure, plus lack of grouped facilities that will provide "external economies";

(4) Lack of capital equipment, and an inadequate rate of capital formation to provide the financing of industrial growth;

(5) Lack of markets and of knowledge of potential markets;

(6) Obstacles arising from the social climate and institutions, and political and administrative obstacles.

Some of these requirements for industrial growth will be seen to have a bearing on other forms of development. Thus, adequate transport is essential not only to industry but also to the extension of education and health facilities to rural areas as well as to the economic welfare of the farmer, who cannot sell his products with profit under current difficulties and costs of transportation.

45. Capital is an obvious need in most fields of economic and social development. Lack of capital—or in some cases unwise use of it—seriously impedes development today in much of the world. There has been insufficient advance in recent decades, both in the mobilization of domestic capital that is lying idle and in the attraction of foreign private capital under assurances mutually satisfactory to investors and to the countries of investment. Increase in the supply of capital from foreign governmental and from intergovernmental sources for investment in less developed countries is a fundamental policy question in international economic relations and currently a matter of much discussion.

46. Cheap and plentiful power is not only essential to industry—the supply of mechanical energy has been a key to industrial advance since the beginning of the industrial revolution; the techniques of agricultural production, including fisheries and forestry, have also been revolutionized by power-using devices. Electrical power has been a vital factor in social development, particularly in the home, both in cities and in rural areas.

47. An outstanding characteristic of a developing industrial economy is the increasing speed with which it consumes conventional natural resources. The demand for energy supplies is expected to grow at an increasing pace in the coming decades. The decennial doubling of power usage in the last decades, the long-term tendency for the cost of conventional fuels to increase, and the prospect of their eventual shortage have made it necessary in some countries to look toward new sources of power in the form of nuclear energy. In time the new forms of power are also expected to play their part in transport and in the production of industrial chemicals as well as electricity.

48. A serious problem related to industrialization in the less developed countries is that of technological unemployment. European and North American countries generally entered the early phase of industrialization in the context of a labour shortage. As already indicated, however, many of the less developed countries today have a labour surplus, both rural and

urban—there is not enough work to go around. In so far as industrialization means the substitution of machinery for manpower, then it can lead, under one set of circumstances, not to increase of employment but to increase of unemployment and under-employment. Growth in productivity—in the amount of production per worker—which is often used to define the essence of economic development, can mean not only greater production with the same number of workers, but also the same amount of production with a smaller number of employed workers. This is a matter of concern also to the developed countries today. Modern automation can greatly reduce the labour factor in production.<sup>3</sup>

49. Experience has shown that in countries with an expanding economy, fears of technological unemployment have been generally exaggerated. The workers who are replaced find employment in new industries and services that spring up. But in a stagnant or slow-moving economy the introduction of a single large modern industry competing with traditional industries can conceivably do more harm than good, particularly if the profits are not re-invested for further domestic development.

50. This question has special relevance to rural or cottage industries, where the workers displaced by machinery may simply fall back on the land, increasing agrarian over-population. There are widely differing schools of thought on the policies that should be taken in this regard. One school considers that it is better to suffer increase in unemployment if total production can be expanded and economic development sparked; another school considers that large-scale modern industries should not be introduced in areas where village industries prevail, but the latter should instead be gradually modernized.

#### *Problems of trade and commodities*

51. Many of the economically less developed countries derive a substantial part of their disposable income from the export of one or two primary commodities, like cocoa, coffee, bananas, rubber, copra, copper and tin. The investment capacity income and welfare of these countries correspondingly depend to a large extent upon prices in the international market, which fluctuate under the influence of a number of factors. Experiences in the last recession have revealed cases in which a change in such prices has caused a financial loss greater than the total value of all external aid being given to a country.

52. While excessive dependency upon export commodities is generally deplored, it is nevertheless a fact of current economic life. Diversification of production is to be encouraged but meanwhile action needs to be taken to avoid the worst aspects of the present situation. The problem of cycles

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<sup>3</sup> To take an extreme example, fourteen workers, operating fourteen glassblowing machines, now produce 90 per cent of the glass light bulbs used in the United States and all the glass tubes used in radio and television sets (except picture tubes). This does not include, however, the workers involved in the construction and servicing of the machines, in the production of energy to run them, etc.

in commodity prices seriously affects the economic and social development of the under-developed countries and should be viewed in that context. At the same time, anti-cyclical price support measures should not run counter to long-term market trends or serve to subsidize over-employment in sectors that need to be reduced in favour of industrial growth.

53. This is but part of the larger problem of trade and marketing that the less developed countries face. There is a basic question as to which agricultural and industrial products should receive priority in investment, in view of the possibilities of trade. Faced today with limited domestic markets, strong trade barriers, and fierce competition where barriers do not exist, the less developed countries need to have some conception of future foreign, as well as domestic, demand before deciding investment priorities. For example, it may be unwise for a particular less developed country to invest in cotton for export purposes, but investment in fruits and vegetables may be advisable if demand in nearby developed countries for these latter products, which are labour-intensive, is expanding rapidly and is likely to continue to expand. There is, of course, the danger that too many countries reacting to a projection of future demand might create an unforeseen over-supply for that reason.

54. Provided they prove sufficiently reliable, comprehensive projections of future supply and demand trends, and of the movement of other economic variables on a regional and world basis, would help meet an important requirement for national economic development policy. A number of other considerations point to the need for a greater degree of co-ordination in the development planning of different countries, and for an over-all perspective on future world economic development, to which the policies of individual countries could be related. As more and more countries modernize and develop, the regional and world economic pattern will necessarily change, and more thought needs to be given to the shape of things to come.

55. With growing economic inter-dependency, it is apparent that the external implications of internal policies (and of regional policies) are becoming more serious. The question of the organization of regional markets has bearing on this problem. So also does the fact that, by and large, institutional arrangements for world trade might be improved.

#### *Economic development and social change*

56. Economic and social elements are closely interwoven and constantly inter-acting in the process of development. This is quite evident in the current phenomenon of urbanization in less developed countries. The pressure of population and the poverty of agriculture, together with the attraction of urban consumer goods and hopes for urban employment, have led in recent years to a tremendous migration from the countryside. Cities of under-developed countries are growing at a violent rate, with consequent difficulties in a number of fields—employment, housing, transportation, sanitation, family stability, juvenile delinquency, and others. The urban population has in fact generally grown faster than have industry and employment oppor-

tunity. Improvement of this situation will depend upon the development of both agriculture and industry, as well as upon the organization of various social services and the introduction of physical planning to prevent a growth of slums and congestion that may otherwise prove irremediable in the future.

57. Industrialization itself requires far-reaching changes in the nature, qualifications, and mode of life of the labour force, and in social institutions and attitudes. It may be held back by failure to achieve such changes; it may also push ahead and force certain changes upon a society that is unprepared to assimilate them. Some of the problems that accompanied the proletarianization of the labour force in the early stage of industrial development in Western Europe and North America are now being faced to a growing degree in Asia, Africa and Latin America. If a repetition of the worst experiences of industrialized countries is to be avoided, positive measures must be taken to achieve a better integration of economic and social development. One obvious need is for training and orientation of labour so that it may become adapted to the new situation. Another need is for the development of social institutions that will provide organized means of dealing with the problems in question.

58. It is now more widely recognized that the welfare of labour depends not only on the size of its share in the national product but also on the growth of that product—that is, upon an expanding economy. Economic development is thus a requirement for any substantial advance in labour welfare. The miserable wages or other income now received in the less developed countries would not be greatly improved if the total wealth were redistributed. There is a very real problem of maldistribution, it is true, with conspicuous consumption often existing side by side with all too conspicuous poverty; but there is not enough total income to make redistribution, through wage policies, social security, etc., a sufficient answer to labour's problem. Accordingly, there is a growing interest in means by which labour can contribute to increased productivity; also a need to reconsider labour policies that may demonstrably operate against the growth of production.

59. At the same time, it is recognized that substantial economic advance cannot be achieved with a labour force that is unstable, illiterate, untrained, ill-fed, badly housed and debilitated by disease. There is a growing body of opinion that investment in human resources may prove as productive in the end as investment in capital equipment, although it is obvious that both are essential for any large-scale economic development.

60. The economic and the social aspects of development are particularly intertwined in the agricultural sector where the family is simultaneously a unit of economic enterprise and a social institution. This is one reason for the importance attached to efforts at simultaneous economic and social change through comprehensive programmes like community development.

61. One other problem involving complex interaction of economic and social elements deserves mention here, namely inflation. Experience shows that economic development is often accompanied by inflation, although the

relationship is by no means simple. Higher wages without corresponding increase of production can promote inflation if the costs are passed on to consumers, rather than absorbed by management or used to stimulate greater efficiency of production. Even if accompanied by higher productivity, however, higher wages in one sector, e.g. industry, can be associated with inflation under certain circumstances if there is not a corresponding increase in production in other sectors, such as agriculture and public and private services. Some of the measures used to control or counteract inflation can slow down development. Higher prices of food and other necessities can undermine benefits provided by improved wage measures and render social security largely ineffectual. There are wide disagreements on policies to deal with inflation in relation to development.

#### *Problems of welfare policy and institutional change*

62. A tendency towards a dual economy is characteristic of many countries in process of industrialization: a modern industrial sector is growing side by side with a technologically backward sector. The contrast is often visible and striking. Incomes and welfare are relatively high in the former, relatively low in the latter sector. The minority of the workers that have been absorbed into the modern sector may acquire training, certain welfare benefits by virtue of their employment, and the protection of labour legislation, of social security and of trade unions; they may benefit from existing public housing projects. Many others, however, live on the fringes of this modern sector. They are often casual unskilled workers, illiterate and poor, with little social protection other than what they derive from friends and relatives. They may be engaged in street trades or employed in small workshops which do not observe the labour laws and regulations applied to the larger undertakings. Still greater numbers live in rural areas where the welfare and security of the individual are provided almost exclusively by the family group and often at a very low level for all.

63. Modern vocational training and employment service facilities are required by the technologically progressive sector of the economy if it is to secure the manpower resources necessary for further economic growth and to provide growing employment opportunities to the population. Regulation and inspection of working conditions is necessary in order to protect those workers who have become committed to industrial work. Some forms of social security are needed for people who have become exclusively dependent on wage earning employment for their own and their family's welfare. At the same time such measures may not, during the initial stages of economic growth, directly benefit those who have not yet become absorbed into the technologically advanced sector; and this constitutes a challenge to contemporary labour and social welfare policy. More attention needs to be given to the development of policies and institutions designed to help the numerous lowest income groups of the urban population.

64. In the field of social services for the needy and for the family, some of the methods evolved in modern industrialized societies are similarly inadequate to deal with the problems of the numerous poor in the under-

developed countries. Financial relief in the form of cash is, in general, not possible, even if it were desirable as a regular policy in those countries. Individualized case-work methods for dealing with the needy are not practicable when the latter are to be counted in thousands or millions; trained case-workers for programmes of such magnitude are simply not available. The type of approach to social welfare that is based on the concept that the individual, if in need, has a right to various kinds of public assistance established by law cannot be transferred to areas where public resources for assistance are practically non-existent. The construction of custodial homes—homes for children, the aged, the mentally defective, etc.—also cannot be a very satisfactory solution for countries that do not have the resources to construct them in more than token numbers. Even in the developed countries, it may be noted, custodial institutions are no longer regarded as the most desirable method of dealing with the problems in question, and more emphasis is being placed upon strengthening the facilities of the normal family and community.

65. There is a danger that in the process of change old institutions and methods of handling social problems will be lost before new ones can be established to replace them. The traditional ties of family and community are apt to be weakened or destroyed by urbanization and industrialization, but the countries in question may not be able to take over the expensive welfare institutions and methods of modern industrialized States (whether or not they are otherwise appropriate). The result may be that neither home, community nor State cares for the child who needs care. This situation calls for a new look at the methods of dealing with populations undergoing transition, including the question of promoting institutional arrangements of a transitional nature. It also points to the fundamental need faced by the less developed countries for the maintenance of family stability and community organization through the period of transition to modernization—even as the structure and environment of the family and community are changing. If this can be done, many of the worst social and human consequences of transition can be avoided, or at least tempered.

66. The question of institutional change is, in general, a matter of special urgency for populations moving from rural to urban life; for agrarian populations under antiquated systems of land tenure; and for indigenous populations that are held back by institutional and cultural factors and isolated from the rest of the society and economy. Institutional change is delicate and difficult—the failure of land reform projects in some countries, owing to a collapse of productivity, and the failure of co-operatives to take root in many less developed areas, bear evidence of this. At the same time, the marshalling of individual energies through institutions and group organizations in projects of mutual aid and self-help may be the only means of making use of human capital—the chief form of capital in the underdeveloped regions.

### *Housing*

67. Housing is an area where some form of organized self-help is badly needed. Wretched housing conditions—dwellings devoid of the most elemen-

tary facilities and unfit for human habitation or even domestic animal habitation—are prominent features of nearly all under-developed countries, and can be found in some of the most advanced countries. The efforts of the post-war years have failed to make a visible dent in the housing situation in the poorer countries. Rapid population growth and urbanization have aggravated the difficulties; peripheral shanty towns often seem to spring up overnight and may create even worse health problems than central urban slums. A major difficulty lies in the fact that housing is not a field where modern technological advances have been able to achieve rapid progress for the masses of people in less developed areas. The provision in such areas of adequate dwellings by current methods of construction would consume the greater part of the world's total investment capital. It is clear that, in dealing with slums and shanty-town conditions, not only remedial but also preventive measures are called for, which go far beyond the present conventional methods.

### *Health*

68. On the other hand, certain modern techniques of public health have been applied in economically under-developed areas with striking success, leading to reductions in mortality rates more marked than the progress in many other fields of economic and social development. Nevertheless, the world health situation has a long way to go before it reaches the level that is technologically possible. Some millions of people still die each year from diseases that can in principle be controlled or wiped off the earth today, and many more are incapacitated by them. Infant mortality rates—which are a fairly good indicator of general health conditions—reach the level of 200 or more per 1,000 live births in many of the under-developed countries, while in some of the most advanced countries they have been reduced to twenty per 1,000. If the world level were reduced to twenty, over 16 million children under one year of age who now die each year would survive.

69. The disease picture varies considerably with the level of social and economic development; the under-developed areas are characterized by a high prevalence of communicable diseases, while in the developed areas cancer, rheumatism and mental and heart diseases have replaced the communicable diseases as the most pressing problems.

70. In the under-developed countries, a substantial amount of the mortality and sickness of children, particularly in the vulnerable years of early childhood, is also due to malnutrition—insufficient food and the wrong kind of food—as well as various forms of intestinal diseases resulting from unsanitary conditions. Although the extent of malnutrition is not known with any degree of exactness, its presence among children in many areas is evident to the eye and its after-effects in adult life are extensive. The problem is not only the inadequate production and distribution of food, but also faulty consumption habits arising from ignorance.

71. One important aspect of the world's health picture is the fact that more than half of the world's population remains without the most elementary sanitary facilities—safe water and facilities for the sanitary disposal of

human wastes. Another factor is the lack of medical personnel. While in highly developed countries the ratio of physicians to population is approximately 1 to 1,000, in the rest of the world it varies between 1 to 5,000 and 1 to 50,000. The problem is further aggravated by the general ignorance of the public in matters of health, which in turn is related to general levels of education, attitudes towards scientific explanations, availability of means of communication, etc. There is also a clear link between health and the economic situation, with influences operating in both directions.

72. Thus while it is true that for the control of certain diseases, like malaria, the problem is primarily one of finance to obtain equipment, and of administrative organization to carry out the campaign, in most aspects of health a great deal more is required. For some diseases, the methods of prevention and effective control have yet to be discovered and here the crucial need is for research. This is true, for example, of certain tropical diseases, rheumatic diseases, cancer, cardiovascular diseases, etc. The very process of industrialization is also throwing up a number of new health problems calling for constant research.

### *Education*

73. Educational needs of the less developed countries are intimately related to almost all the other needs described above. Education is not only an important means of economic development, for example, but also a powerful ally in the understanding and improvement of health conditions. It is an essential means by which people become capable of exercising their civic rights and political responsibilities—a matter of particular importance to newly developing States. Above all, education is a human right and an end in itself, concerned with the intellectual and emotional development of the individual.

74. Precisely because education is a human right, the goal of universal and compulsory primary education is often given a high priority. Yet a balanced view of national, social and economic needs suggests that it is also essential to expand and diversify secondary education. This is partly because of the need for well-trained primary school-teachers and technically competent personnel in industry, commerce and agriculture, and partly to provide the basis for higher education as well as an efficient government service. Similar considerations apply to show the need for institutions of higher education, both universities and technological institutes. Further, an effective educational system should reach adults as well as children and youth. The illiterate masses of people in the less developed countries need a minimum of education in some practical form to enable them to improve their living conditions and adjust to the modern world.

75. All of this serves to emphasize the grave problems and the obstacles to educational advance arising from an insufficiency of funds for the construction and equipment of schools and for the recruitment and training of teachers, administrators and other personnel needed to cover these various fields. There are also problems of making the most effective and strategic use of such funds as may be available to national and local authorities who

are responsible for the development of a country's educational system. Thus, one of the most difficult policy questions that the less developed countries face lies in planning the rhythm of development of education at its various levels and in allocating scarce resources—not only to the different levels (primary, secondary, higher) but also to the different fields of education (general education, technical education, study of the humanities, study of engineering, medicine, law, etc.). The patterns of requirement no doubt differ from country to country. One fairly common difficulty may, however, be mentioned: the fact that a dearth of various categories of technically trained personnel required for the economic and social development of the country is often found existing simultaneously with unemployment among secondary and higher education graduates who cannot find the white-collar jobs that they seek. In general, the situation calls for closer attention to the relation between education policy and development policy.

76. Questions of distribution of expenditures and of balanced growth are, of course, not peculiar to education. They are to be found in relation to every social field—as, for example, in the question of the appropriate pattern of expenditures on various types of health service in less developed countries. There is also the more general and even more difficult question of the appropriate level and distribution of public expenditure for the total field of economic and social development in the less developed countries—a question that concerns both national policy and international policy, and in regard to which more will be said later on in this report.

#### D. — CONCERNS OF THE DEVELOPED COUNTRIES

77. The economic and social needs discussed in the preceding pages concern largely the economically less developed countries. While assistance to these countries has become firmly established as the primary goal of economic and social action of the United Nations and the specialized agencies, it is by no means the exclusive goal.

78. As noted earlier, assistance in the development of the less developed countries is itself a matter of profound concern and interest to all countries, for both humanitarian reasons and reasons of national self-interest. In an expanding economy, improvement of the material well-being of the poorer nations, obtained by means of greater productivity, usually benefits rather than detracts from the well-being of other nations. As countries develop and purchasing power increases, new markets are opened up with a resulting growth of mutually beneficial trade. As wage levels in the less developed countries are raised, the competition of underpaid labour in world markets is lessened. Improvements in the socio-economic infrastructure of the less developed countries—improved basic services, better transportation, trained manpower—are likely to result in a better climate for investment, public and private, which is of importance to both the developed and the less developed countries.

79. There are other matters calling for international action which are of even more immediate relevance to the developed countries. In an age of

emerging regional markets (which may be potentially of the highest importance to economic growth and improved levels of living but which may disrupt established patterns of trade), it is essential that ways and means be found to harmonize the policies of States and groups of States with a view to the achievement of the common good. By the same token, chronic imbalances in payments and dangers of inflationary trends and of recurring recessions that spread across frontiers call for more than national action. The more developed nations directly benefit from international commodity surveys, consultations and arrangements (including surplus disposal arrangements); from the application of standards in regard to goods in international commerce; from animal and plant quarantine; from uniform world information on trade, production, consumption, etc.

80. Exchanges of the latest scientific information and theory and of technological innovations, while of world-wide significance, are of particular importance to the more highly developed countries with their vast research programmes, laboratories and technological institutions. Scientific progress and knowledge is growing at such a rate that concerted international efforts have become essential to enable scientists and technologists to keep up with new research and discoveries in the various parts of the world.

81. Increase in scientific co-operation among nations has in fact been an outstanding development of the last decade, mirroring the technical age in which we live and the startling scientific advances of the last twenty years in fields such as fundamental nuclear physics, atomic energy and (most recently) the exploration of outer space. There has been repeated demonstration in the post-war years of the universality of science, of the wastefulness of secrecy in research and of the extent to which the industrialized countries can benefit from each other's work.

82. In the social field, developed countries are beset with many problems of their own, the solution of which requires or could be facilitated by international co-operation. They have much to learn from each other on the subject of housing and town planning, as metropolitan congestion grows daily more serious. They face common problems related to the expansion and revision of their educational systems, particularly at the secondary level, as the school-leaving age is extended and new educational demands are imposed by an evolving technological society. They also face common problems related to the use of new-found leisure, and to the changing age structure of their populations, particularly the increase in the proportion of elderly people. In matters of health they share the interest of the less developed countries in epidemiological research and international health regulations. They have a primary interest in questions of senescence and degenerative diseases such as cancer and heart disease. At this stage, the question of atomic radiation resulting from the peaceful uses of atomic energy is also primarily a problem of the highly developed countries. Automation, which is characteristic of modern industrial development, has brought to the fore special problems in terms of training, labour-management and human relations in industry.

83. In the field of crime and delinquency there is a serious and widespread problem today (but appearing to be particularly acute in some of

the most highly developed countries): that of juvenile delinquency. The various services that experts have hoped would be effective in preventing juvenile delinquency have not generally succeeded in doing so, for whatever reason. The question of underlying causes needs to be reviewed from a broad perspective, and new methods evolved to deal with these causes.

84. These are but some examples which clearly indicate that the overriding priority justly assigned to meeting the needs of the less developed countries should not be allowed to becloud the problems of the more highly developed parts of the world. Developed countries as well as the less developed countries have a right to call on the assistance of international organizations where needed, and particularly since sound economic and social conditions in the advanced countries will enable them to contribute more effectively to conditions of well-being throughout the world.

#### E. — HUMAN RIGHTS AND NON-MATERIAL VALUES

85. There remains one basic problem of universal significance, highly important, controversial and deeply disturbing. It is the problem of human rights, of exploitation of man by man, and of discrimination. Stated in positive terms, it is the problem of the recognition of the dignity of the human person.

86. The importance of basic human rights was recognized in the Charter, which calls for their promotion. Broad agreement was reached on the substance of these rights in 1948 when the United Nations General Assembly approved the Universal Declaration of Human Rights. The Declaration covered civil and political as well as economic and social rights. The civil rights included, for example, the right to life, liberty, and security of person; prohibition of slavery and the slave trade; freedom from torture or cruel, inhuman, or degrading treatment or punishment; the right to recognition as a person before the law; equal protection of the law; freedom of thought, conscience, and religion; freedom of opinion and expression; and freedom of peaceful assembly and association. The political rights were defined as: the right to take part in the government of one's country; the right of equal access to public service and a provision that "the will of the people shall be the basis of authority of government". The economic and social rights included, among others: the right to own property; the right to social security; the right to work and protection from unemployment; the right to an adequate standard of living; the right to education; the right freely to participate in the cultural life of the community; and the right to protection of scientific, literary, or artistic works. Simply to mention some of these rights conveys an idea of the very real problems involved in their application.

87. Efforts made to translate the Universal Declaration into treaty form proved exceedingly onerous and difficult. The two Draft Covenants on Human Rights dealing respectively with civil and political, and with economic and social rights are still awaiting completion. Only the Preamble and Article I of the Convention on Freedom of Information initiated in 1948 have so far been approved by the Third Committee of the General Assembly

and another convention in the area of freedom of information has so far failed of ratification.<sup>4</sup> Some of these difficulties are due to the unresolved question of the extent to which individual human rights, and particularly economic and social rights or objectives, can lend themselves to treaty action. More important, however, the discussion of these legal instruments has revealed some of the most basic differences of opinion concerning "the real end of man" to be found in this age of acute ideological conflict.

88. Differences in the interpretation and application of the rights enumerated in the Universal Declaration of Human Rights, and in some cases embodied in international treaties, have served to confirm the lack of agreement on their meaning. While the principle of self-determination was recognized in the Charter and figures in one of the articles already approved for inclusion in the Covenants on Human Rights, self-determination remains a problem in large parts of the world. Complaints about discrimination and the violation of individual human rights are not confined to any continent or group of countries.

89. The controversies which have arisen over these issues and the divisions among the Members of the United Nations which they have revealed are matters of grave concern which call for careful review and persistent efforts to find solutions. As stated in the opening paragraph of the Universal Declaration, "recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world".

90. There is one aspect of this general problem that deserves special attention. One of the greatest dangers in development policy lies in the tendency to give to the more material aspects of growth an overriding and disproportionate emphasis. The end may be forgotten in preoccupation with the means. Human rights may be submerged, and human beings seen only as instruments of production rather than as free entities for whose welfare and cultural advance the increased production is intended. The recognition of this issue has a profound bearing upon the formulation of the objectives of economic development and the methods employed in attaining them. Even where there is recognition of the fact that the end of all economic development is a social objective, i.e., the growth and well-being of the individual in larger freedom, methods of development may be used which are a denial of basic human rights.

91. In this context, the progress of technology and mechanization can be viewed both as a threat to non-material values and the cultural heritage of the past and as an opportunity for the development of the cultural riches

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<sup>4</sup> Except for the proposed Convention on Freedom of Information, which touches on one of the most controversial issues in the contemporary world, single-purpose conventions and recommendations have fared better than the attempts at comprehensive instruments such as the Covenants on Human Rights. The United Nations Appraisal lists five conventions completed under the aegis of the United Nations and in force, dealing with such matters as genocide, political rights of women, nationality of married women, slavery, and status of refugees. The ILO has succeeded in completing conventions on such important human rights matters as freedom of association, equal pay for equal work, abolition of forced labour, and discrimination in respect of employment and occupation.

of advanced and less developed countries alike. On the one hand, there is a danger that in the drive for modernity, old values that contribute to a fuller life may become eroded or be discarded rather than adapted to modern conditions and transformed into new cultural patterns. On the other hand, a greater ease of life, more leisure, and modern communications potentially make for a wider participation of all the people in cultural activities and for a greater exchange of cultural values between different cultural groups. To avoid the dangers and to take advantage of the new opportunities, organized efforts are required for the preservation of cultural treasures, the adaptation of old non-material values to modern insights and conditions, and the promotion of a wider participation of individuals and groups in cultural activities and exchanges.

F. — THE CALL FOR INTERNATIONAL ACTION:  
OPPORTUNITIES AND LIMITATIONS

92. From the preceding analysis, it is evident that the economic, social and related needs and problems of the contemporary world in this era of rapid change are not only of vast proportions but also extremely complex. They call for unprecedented efforts. Action to cope with these needs and problems is primarily the responsibility of individual countries, their peoples and their Governments. In a world of national sovereignties and domestic jurisdictions, international organizations cannot take the place of national Governments. This puts limitations on the scope and resources of the inter-governmental organizations, limitations that must be recognized if their work is to be effective. To overlook these limitations and expect too much of the international organizations can only result in disillusionment.

93. These considerations cannot, however, detract from the importance of international co-operative action. The extent to which this action has grown in the short span of fifteen years since the United Nations was founded is itself proof that it corresponds to needs that are only too real. There can be no doubt that the call for multilateral action is becoming more vocal and urgent each year, as the evolution of the world economy and world society throws up more and more problems demanding international attention and as more and more underdeveloped countries swing into the phase of deliberate and systematic effort at development, seeking international advice and aid in the process.

1. *Enlarged opportunities*

94. Opportunities, as distinct from needs, for international action are also increasing. Ours is the "first age since the dawn of civilization, some 5,000 or 6,000 years back, in which people dared to think it practicable to make the benefits of civilization available for the whole human race".<sup>5</sup>

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<sup>5</sup> Arnold Toynbee, "Not the Age of Atoms but of Welfare for All", *New York Times*, Magazine Section, 21 October 1951.

95. Programmes of technical assistance have opened up an era of vastly enhanced opportunity for international action. The opportunity has arisen in part because modern technology, as a source of wealth—unlike land and natural resources—can be shared and yet not lost to the original possessor. By helping less developed countries acquire the technological capacity for greater production and greater welfare, the international community can approach the problem of economic and social need in a positive way and greatly extend its range of action. Nations have, of course, borrowed and adapted techniques from each other since the beginnings of civilization. But it was only toward the middle of this century that the process became institutionalized at the international level, as a deliberate and systematic means of reducing poverty. The basic principle of international action for economic and social development is thus not transfer of wealth, but transfer of the capacity to create wealth and well-being.

96. Increased opportunities for international action also arise from the trend towards greater government responsibility for the promotion of economic and social welfare and the maintenance of human rights. The United Nations and the specialized agencies, which are organizations of governments, cannot fail to be affected by this expansion of governmental responsibilities. Many governments are conscious of the assistance which inter-governmental organizations can give them in the discharge of their broad new responsibilities, and of the advantages of obtaining assistance through those organizations. The role of the United Nations organizations assumes particular importance in the case of newly independent countries which are in process of establishing the policies and machinery of their government.

97. Finally, increased opportunities for constructive work derive from the very development of established inter-governmental organizations. Deliberative bodies of government representatives and experts have gained experience in guiding the destinies of the inter-governmental organizations and in making them more fully responsive to the needs of their members. Permanent secretariats have been established, which in their turn have gained experience and accumulated information. Action bodies have been set up which have acquired skill in operating practical programmes. Decentralization of machinery has brought the international organizations closer to the grass roots and has given them a better understanding of problems requiring international efforts. All this makes for fuller use of international facilities.

## *2. Building on strength*

98. The guiding principle of the United Nations and the specialized agencies must be to carry out in the economic and social fields programmes for which these organizations are peculiarly equipped—to “build on strength”. In view of the magnitude of the needs, the growing demands made upon inter-governmental organizations, and the scarcity of resources available to them, strict priorities have to be imposed.

99. To establish priorities, it is necessary to take into account not only the urgency of needs and the opportunities for action. Three further criteria

of special weight need also to be applied: that the proposed action is technically sound in its own field and at the same time strategic in promoting overall developments; that international action is justified in that the desired results cannot be achieved within a reasonable time by unassisted national action; and that such action will assist and stimulate national action so as to ensure that the international effort produces the maximum results at the national or regional level.

100. The major methods of international action have been mentioned in one way or another in the earlier discussion. They can now be set forth in a more orderly fashion under three general headings: the compilation, analysis, and diffusion of essential information; the formulation of policies, standards and regulations; and the operation of action programmes of direct assistance to individual countries, or groups of countries or individuals (including technical assistance, assistance in mobilizing finances for development programmes, disaster relief, and humanitarian aid to refugees). Some of these activities and methods have long been characteristic of the work of inter-governmental organizations; others are of more recent date.

(i) *Research and information*

101. While ideally it might be considered desirable for international organizations to invest large sums in important basic research in physics, biology, psychology, economics, etc., in practice this has not been found feasible or advisable. The large sums required are not available and the research can be carried out by national institutions that are equipped to do it unless there is something in the nature of the problem that requires an international approach.

102. Occasionally the resources needed for basic research surpass the capacity of national institutions even in more developed countries, or the risk of failure which is inherent in any research project is such as to make a sharing of investment desirable. In such cases international bodies can play a valuable role by organizing pooled research, as has been demonstrated in the establishment of the European Organization for Nuclear Research (CERN), for example, in research on fundamental nuclear physics.

103. Inter-governmental organizations undertake research and the collection of information on topics that by their nature cannot for one reason or another be studied adequately within a single national framework and require an international organization of data. Thus weather systems and meteorological phenomena transcend national boundaries (WMO played an important part in the organization of the International Geophysical Year and of research based on the data secured). Similarly the study of the living and other resources of the oceans can best be accomplished by co-ordinated international effort, and there are a number of economic and social problems where a comparative international approach (e.g., in the epidemiology of certain diseases) may be necessary to scientific understanding.

104. Certain research and laboratory activities may also be carried on directly by inter-governmental organizations where there is a need to establish data directly relating to the operations of these organizations. All

of the organizations engage in research in this respect, mostly in the form of the compilation and analysis of published data and reports, plus certain field surveys. IAEA has established a laboratory, however, to check nuclear materials, manufacture radioactive standards and provide health and safety services; the United Nations has a laboratory equipped to ascertain the country of original production of seized opium; the WHO influenza programme utilizes two international laboratories backed by an extensive network of national laboratories.

105. The international organizations may give assistance in research to less developed countries or regions on problems that are crucial to their economic and social development, such as problems associated with tropical or arid zone conditions, but on which not enough research has been done to date. Finally, there are various types of information on such matters as international trade, world supply of and demand for fuel energy and specific foods, world industrial production and data on the incidence of various diseases, etc., which individual countries need for their own policies, but which they cannot collect effectively and efficiently, acting as individual nations; moreover, if they should act individually, there would be tremendous duplication and waste of effort.

106. Even through direct and sustained research by inter-governmental organizations on basic scientific problems is the exception rather than the rule, these organizations may undertake to stimulate and develop needed basic research by the process of subsidizing selected projects, providing assistance in the planning of research undertakings, helping to build up local institutes engaged in research, supplying certain tools for research (international surveys of recent progress in given subjects, etc.), or by giving subsidies to non-governmental organizations. UNESCO, while employing all of these methods, uses that of subsidies rather more extensively than do the other organizations. IAEA makes particular use of research contracts to stimulate scientific development in fields such as health and safety in connexion with ionizing radiations where more data are required to enable the agency to fulfil its regulatory functions.

107. Perhaps the greatest contribution inter-governmental organizations can make to the advance of knowledge and research is the diffusion and exchange of information through conferences, expert committees and seminars, publications and clearing-house functions, including the facilitation of the international flow of published scientific data as in the form of abstracts and bibliographies. Modern science has become so prolific in research publications that, as suggested earlier, the problem of disseminating the information efficiently and economically, so that different nations may have the benefit of it, threatens to become almost overwhelming. International organizations operate on the principle of the right of all to scientific knowledge.

108. In order for information to be exchanged and converted into a world fund of knowledge, standardization of terms, concepts and categories is necessary. Much international effort goes into the standardization of basic statistics such as census statistics. This is tied in also with the important

function of promoting the establishment of basic statistics and other data in the less developed countries where they are lacking but are needed for national development programmes. Assistance is given in the establishment of the machinery for collecting and processing data. The methods used to this end take the form of technical assistance, of which more will be said below.

109. Finally, the formulation of international policies and programmes must itself be based upon the compilation and analysis of available data. To this end, the United Nations and the specialized agencies publish an extensive series of regular reports and surveys on economic and social conditions.

*(ii) Policies, standards and regulations*

110. The harmonization of national economic and social policies in the context of broad international policies is obviously a matter of high priority. This is one area, however, where progress has been slow and the results often disappointing, as will be emphasized later in this report. It has not proved easy to develop methods of broad international policy formulation sufficiently effective to cope with the complexities of international economic relations, complicated as they are by political difficulties and ideological tensions. Thus policy formulation in representative international conferences and bodies frequently does not go beyond the confrontation of views, the clarification of differences, and the passing of resolutions which, at times, cover up differences rather than resolve them. There are, of course, exceptions such as the unanimous policy to assign first priority to the development of the less developed countries and broad agreement on certain operational programmes (see below) adopted to assist in such development. It is also true that the discussion of an issue at an international conference may create a climate of opinion out of which national policy decisions arise, adapted to this climate and hence to each other. Nevertheless, on a number of major issues, progress at the international level must be described as disappointing.

111. By contrast, in narrower and generally more technical fields, inter-governmental organizations have established a remarkable record in the formulation of international standards in the form of conventions or of recommendations. By 1959 ILO had adopted 114 conventions and 112 recommendations covering such areas as conditions of employment; the employment of children, young persons and women; industrial health, safety and welfare; social security; slavery and forced labour; and freedom of association. Some twenty of ILO's Conventions are in force for substantially half the membership of the organization and the total number of ratifications is approaching the two thousand mark. Examples of a different type are the Universal Copyright and the International Convention for the Protection of Cultural Property in the Event of Armed Conflict, initiated by UNESCO.

112. Perhaps the oldest and simplest form of international action concerns regulations and controls on matters that involve the crossing of inter-

national frontiers. Traditionally, they deal with problems—for example, the illicit traffic in drugs—that cannot be satisfactorily resolved unless obligations of a binding character are accepted by a large number of countries. Other matters similarly dealt with are the prevention of transmission of diseases, the development of standards and controls on the shipment of radiation materials and the disposal of nuclear waste, rules for the treatment of nationals who cross frontiers, such as seafarers and migrants or migrant workers, and general frontier facilities. These regulations and controls are either embodied in international treaties subject to ratification, or in regulations that are more easily established and more easily changed. WHO, to mention one example, has the power under its Constitution to adopt and amend international sanitary regulations, which become effective for any member country of the organization that does not register its disapproval within a given time. IAEA is required to establish safety regulations that are compulsory on any government using its assistance.

113. Procedures for the enforcement of standards and regulations most often take the form of an obligation to submit periodic reports providing statistical or factual information. ILO has gone farthest in developing a procedure of systematic supervision of the effect given to its standards by ratifying countries. This procedure, ensuring publicity through reporting, publication and debate, provides an effective means of obtaining observance of obligations freely entered into by contracting States. More stringent enforcement measures may be provided by the establishment of complaint procedures, arbitration, referral to the International Court of Justice, or, in the case of IAEA, the withholding of the supply of fissionable materials.

(iii) *Operational programmes*

114. The technical assistance programmes, the chief operational programmes of the United Nations and the agencies participating in the present appraisal, are the outstanding development in international economic and social action since the formation of the United Nations. Substantial funds are being made available for technical assistance activities by most of these agencies out of their regular budgets. Even larger sums—at present about \$32 million a year—are derived for the same purposes from the Expanded Programme of Technical Assistance (EPTA), initiated in 1950 and exclusively financed by voluntary contributions. For 1959 no fewer than eighty-three countries volunteered such contributions. Table II shows the share of yearly programme funds made available under EPTA to the participating organizations. Over the years, assistance has been extended to 140 countries and territories.

115. The essence of the technical assistance programmes is the transfer and adaptation of knowledge and techniques from countries more advanced in a particular field to those less advanced but which need such knowledge and techniques in their bid for increased production and higher levels of living. The major fields of activity are listed in table III together with the costs of programmes carried on in these fields. They cover practically the entire area of economic and social development.

116. Even so it must be noted that it has not been possible for the organizations participating in EPTA to keep pace with the mounting number of requests for technical assistance—requests which appear technically well conceived and to which governments attach priority—and after a decade the problem of the Expanded Programme itself continues to be predominantly a financial one.

117. The methods employed in technical assistance are sufficiently well known to require no elaboration here. The technical assistance activities tend to be closely integrated with the regular activities of the organizations. Under EPTA alone, more than 8,000 experts, technicians and training personnel have been made available since 1950 to the less developed countries and more than 14,000 fellowships granted to their nationals, mostly for study and training abroad (see tables IV and V). Numerous short and long-term training courses have been organized in the under-developed countries themselves in co-operation with international personnel, and demonstration centres and pilot projects have been set up in large numbers.

118. The recent creation—also on the basis of voluntary contributions from governments—of the new Special Fund within the United Nations promises to give new impetus and strength to internationally organized technical assistance. The Fund was set up to offer technical assistance in depth, i.e., it is to concentrate on a limited number of major projects of key importance to the countries concerned. In 1959, its first year of existence, the Fund allocated a total of \$31,911,910 covering forty-one projects in twenty-six countries, as well as two regional projects (one each for Central America and South East Asia), and one interregional project for countries in Africa, the Middle East and Asia. Emphasis is placed on assistance in advanced surveys of natural resources and development projects of the pre-investment type and on aid in the creation of permanent training centres and institutions. In view of this concentration, the Fund is in a better position to provide equipment than has been possible under the Expanded Programme of Technical Assistance. It is the policy of the Fund not to enter upon any project unless it is assured of counterpart funds made locally available.

119. There is general recognition of the fact that the less developed countries are badly in need of finance capital, and that in view of their low income levels and consequently limited ability to save, the formation of domestic capital is bound to be slow. None the less, neither the EPTA nor the Special Fund is authorized or in a position to finance capital investments. There have been, and continue to be, strong pressures for the establishment of a United Nations economic development fund (such as “SUNFED”) and a number of resolutions have been passed looking toward such a fund. The major potential contributors, however, until now have preferred to extend financial aid in the form of grants or loans on a bilateral basis or through such multilateral agencies as the International Bank for Reconstruction and Development, the International Monetary Fund (in the case of temporary payment difficulties), the International Finance Corporation, and through regional institutions not part of the United Nations system. As noted in the Introduction, these institutions are not participating in the Five-Year Appraisals, and the present consolidated report cannot cover the

TABLE II  
Participating organizations' share of Expanded Programme of Technical Assistance yearly programme funds  
(Including project, operational services and administrative costs)  
(United States dollars)

Organization	1950-51	1952	1953	1954	1955	1956	1957	1958	(Approved 1959)
US \$									
UN . . . .	1,197,000	5,432,000	5,279,000	4,653,000	5,753,000	7,122,000	6,659,000	7,016,507	6,986,639
ITU . . . .	Included in UN allocation					263,000	295,000	359,968	335,737
WMO . . . .						298,000	300,000	380,197	398,520
ILO . . . .	336,000	1,876,000	2,264,000	1,990,000	2,644,500	3,056,000	3,029,000	3,421,360	3,441,122
FAO . . . .	2,013,000	6,355,000	6,047,000	4,726,000	7,650,000	8,018,000	8,623,000	8,352,451	8,225,390
UNESCO . .	1,076,000	3,534,000	2,727,000	2,310,000	3,082,000	3,792,000	4,151,000	5,447,695	4,794,674
ICAO . . . .	302,000	942,000	1,015,000	754,000	992,000	1,180,000	1,292,000	1,284,496	1,347,574
WHO . . . .	1,333,000	4,354,000	4,179,000	3,755,000	4,400,000	5,184,000	5,204,000	5,602,112	5,456,344
IAEA . . . .	—	—	—	—	—	—	—	—	200,000
TAB <sup>a</sup> . . .	197,000	475,000	1,299,000	1,277,000	1,356,000	1,563,000	1,782,000	1,955,222	1,992,000
TOTAL	6,436,000	22,968,000	22,810,000	19,465,000	25,877,500	30,476,000	31,515,000	33,820,008	33,340,000 <sup>b</sup>

<sup>a</sup> The Technical Assistance Board being an administrative body, its allocation is for administrative and operational services costs only. This includes the maintenance of TAB Field Offices, as well as Headquarters costs.

<sup>b</sup> The total for 1959 includes an amount of \$162,000, which has not as yet been distributed among the Participating Organizations.

TABLE III  
Field programme costs by major fields of activity  
(Thousands of US dollars)

	1956		1957		1958	
	Amount	Per cent	Amount	Per cent	Amount <sup>a</sup>	Per cent
I. Assisting Governments in the formulation of development plans—basic surveys of resources and building up of administrative services . . . . .	3,511	14.0	3,601	14.0	3,985	13.3
II. Development of public utilities—power, transport and communications . . . . .	1,944	7.7	2,269	8.8	2,450	8.2
III. Industrial production . . . . .	2,659	10.5	2,399	9.3	2,359	7.9
IV. Agricultural production (including forestry and fisheries) . . . . .	6,177	24.5	6,185	23.9	6,843	22.8
V. Auxiliary services to industry and agriculture . . . . .	2,215	8.8	2,234	8.7	2,481	8.3
VI. Health services . . . . .	4,388	17.4	4,368	16.9	5,077	17.0
VII. Education . . . . .	1,873	7.4	2,031	7.8	3,700	12.4
VIII. Community development . . . . .	1,725	6.8	1,791	7.0	2,073	6.9
IX. Other social services . . . . .	738	2.9	914	3.6	959	3.2
	25,230	100.0	25,792	100.0	29,927	100.0

<sup>a</sup> Including local costs totalling \$2,214,000.

TABLE IV  
Experts engaged under the United Nations Expanded Programme of Technical Assistance  
(1950-1958)

Agency	1950-51	1952	1953	1954	1955	1956	1957	1958
UN . . . . .	165	449	383	343	415	467	516	524
ILO . . . . .	65	159	222	180	241	290	296	321
FAO . . . . .	271	532	522	479	665	826	785	675
UNESCO . . . . .	109	223	225	188	232	294	339	336
ICAO . . . . .	32	70	96	84	94	104	111	132
WHO . . . . .	155	334	377	355	419	479	498	497
ITU . . . . .	—	—	18	14	23	20	29	24
WMO . . . . .	—	4	8	9	22	18	23	31
GRAND TOTAL . .	797	1,771	1,851	1,652	2,111	2,498	2,597	2,540

*Note :* These columns show experts in the field in the course of the year. Experts whose assignments overlap from one year to another thus appear more than once. IAEA is not listed since its technical assistance programme with regard to experts was not operational until 1959.

TABLE V  
Fellowships awarded under the United Nations Expanded Programme of Technical Assistance  
(1950-1958)

<i>Agency <sup>a</sup></i>	<i>1950-51</i>	<i>1952</i>	<i>1953</i>	<i>1954</i>	<i>1955</i>	<i>1956</i>	<i>1957</i>	<i>1958</i>	<i>Total</i>
UN . . . . .	451 <sup>b</sup>	792	235	153	457	632	430	554	3,704
ILO . . . . .	92	486	413	506	573	297	468	288	3,123
FAO . . . . .	55	223	161	238	274	266	313	216	1,746
UNESCO . . . . .	130	214	75	291	417	244	204	222	1,797
ICAO . . . . .	33	43	58	45	106	134	86	45	550
WHO . . . . .	84	369	238	278	545	474	487	376	2,851
ITU . . . . .	—	—	5	6	30	31	53	37	162
WMO . . . . .	—	2	8	7	29	21	20	21	108
GRAND TOTAL . .	845	2,129	1,193	1,524	2,431	2,099	2,061	1,759	14,041

<sup>a</sup> IAEA is not listed since its operational programme in fellowships began only in 1958. In 1959, however, IAEA awarded 370 fellowships under EPTA and its own programme.

<sup>b</sup> Includes all fellowships under all Regular Programmes. No awards were made under the Expanded Programme during the period 1 July-31 December 1950. (Awards made refer to those actually taken up and fellows proceeding to place of study.)

subject adequately, although more will be said on it at a later stage. For the time being, it is obvious that this is not an area where the United Nations is operating from a position of strength. As far as it has dealt directly in any practical way with the problem of financing, this has been largely confined to analysis of the need for capital investments, to technical assistance in the mobilization of domestic resources by way of improved fiscal policies and practices, and to the promotion of the flow of foreign investment, public and private.

120. A final group of operational functions of the international organizations are of a directly humanitarian nature. One such function is the provision of emergency aid and relief. Floods, famines, earthquakes, sudden health problems, locust invasions and other disasters that create situations beyond the capacities of the countries afflicted, have called for and received international assistance from inter-governmental as well as from non-governmental organizations.

121. The General Assembly created the United Nations Children's Fund in 1946 as an inter-governmental fund to give emergency relief to children of war-devastated countries. Since 1950, however, its terms of reference have been to assist in the long-term improvement of the condition of children in the under-developed countries. The Fund makes grants-in-aid, mainly in the form of imported supplies and training assistance, to country projects for improvement in the condition of children, with particular emphasis on health and nutrition. Aid is given in collaboration with the specialized agencies that have relevant technical competence.

122. The scale of this operational programme may be illustrated by the allocations to 159 projects approved by the Board during 1959:

	<i>\$US (thousands)</i>
Basic maternal and child welfare services . . . . .	4,795
Malaria eradication . . . . .	8,333
Other disease control campaigns . . . . .	2,341
Supplementary child feeding . . . . .	2,903
Milk and other food processing . . . . .	3,652
Nutrition education and activities . . . . .	821
Emergency aid . . . . .	1,246
TOTAL . . . . .	24,091

123. The Fund's assistance is given in ways which will stimulate and support governmental policy and action for the provision of permanent services for children, and increase their budgetary provision for such services (the matching requirement). Commitments of governments to the projects assisted by the above allocations are estimated by UNICEF to have amounted to the equivalent of \$70 million.

124. Intermittent political crises and conflicts have created multitudes of refugees for whose maintenance or assistance the United Nations has assumed responsibility, acting through such organs as the High Commissioner for Refugees and the United Nations Relief and Works Agency for

Palestine Refugees in the Near East (UNRWA). While efforts are made to resolve the problems of the refugees as rapidly as possible, in some cases, and particularly in the case of the Palestinian refugees, these problems have continued for years without effective solution, calling for continued international aid.

## **Part II**

### **PROGRAMME TRENDS, 1959-1964**

125. The part that follows is not an easy one to read, nor was it easy to write, because of the wide range of agency programmes and activities which had to be examined in an effort to determine apparent future trends. It had been hoped that some way could be found in this consolidated report to avoid undue involvement in detail, but it must be acknowledged that, so far as part II is concerned, it has not been possible to do so.

126. While the directives given by the Economic and Social Council to the Appraisals Committee made it clear that it should concentrate on major trends, the Committee has been obliged, in practice, to include in its analysis a substantial amount of detail relating to individual programmes or projects considered by the organization concerned to have a particular significance. This overburden of specific references to programmes and projects has added to the difficulty of setting out, with precision and clarity, the major trend lines for the future.

127. Most of the detailed illustrative material included in this part is drawn directly from the seven appraisals themselves, although additional details were submitted to the Committee by the participating organizations. As a general rule, it was thought to be desirable not to go beyond what the organizations had said about their own programmes in their appraisals. One further difficulty encountered in this connexion is that, in many instances, the appraisals express the interests or concerns of the organizations in certain fields, without however indicating how much substantial work is planned in these fields in the next five years.

128. It should be emphasized that what is attempted here is not, of course, a detailed description of agency activities—for which reference should rather be made to the individual appraisals—nor even an agency-by-agency summary. Instead, a functional approach is used, although inevitably much of the discussion also follows along organizational lines since the organizations are, in fact, distinguished mainly by their functions. This functional approach calls for a grouping of data and materials by problems and problem areas. While such a pattern is difficult to carry through—partly because the appraisals are quite different in organization and approach—it has the advantage of showing interrelationships among the programmes of the separate agencies.

129. Finally, it must be pointed out that the organization of subject matter adopted in this part of the report is more suitable to the work of some

agencies than of others. The activities of EPTA, the Special Fund and UNICEF, for example, appear under such a variety of headings as to make it difficult to see their total impact; those of IAEA, which are conditioned by the fact that atomic energy is still in an early stage of development, also do not fit readily into the pattern.

#### A. — STATISTICS, SURVEYS AND RESEARCH

130. As noted, the compilation of data on an international basis is one of the major activities of the intergovernmental organizations. Thus, publication of statistics on economic and social topics is a continuing function of these organizations. This includes not only special studies but also a number of regular statistical series. For example, the United Nations now publishes on a regular basis: an annual *Statistical Yearbook* which contains comprehensive data covering a large number of economic and social fields; a *Demographic Yearbook* containing detailed demographic statistics; a *Yearbook of International Trade Statistics*; a *Yearbook of National Accounts Statistics*, which contains details of the national accounts of some seventy countries; and a report on *World Energy Supplies*, giving data for some 150 countries and territories. In addition to these annual publications, the United Nations issues a *Monthly Bulletin of Statistics* covering a variety of economic and social subjects of current interest; a quarterly report on *Commodity Trade Statistics*; a quarterly *Population and Vital Statistics Report*; and a *Direction of International Trade* (published jointly with the IMF and the IBRD) which comes out in eleven monthly issues and one annual issue. Current economic statistics are also included in the economic bulletins of the regional economic commissions, and a number of periodic statistical bulletins are also published by them, especially by the Economic Commission for Europe (ECE).

131. ILO publishes a *Yearbook of Labour Statistics* and a *Statistical Supplement* to the monthly *International Labour Review*. FAO issues four statistical yearbooks, on agricultural production, agricultural trade, fishery statistics, and forestry statistics; a monthly bulletin of agricultural economics and statistics; and extensive statistical tables included in its annual report, *The State of Food and Agriculture*. UNESCO issues a *World Survey of Education* every three years. WHO publishes *Annual Epidemiological and Vital Statistics*, a monthly *Epidemiological and Vital Statistics Report*, and a weekly *Epidemiological Record*. IAEA issues directories of radioisotopes and nuclear reactors.

132. The United Nations Statistical Office and the specialized agencies co-operate extensively under long-standing arrangements in statistical activities. The United Nations *Statistical Yearbook* contains appropriate data provided by the ILO, for example, while ILO obtains data from the United Nations and FAO for inclusion in the *Yearbook of Labour Statistics*. Several of the specialized agencies assist in the compilation of statistical data for the biennial United Nations reports on the world social situation, and for the annual *World Economic Survey*. Another recent example of interagency

co-operation is found in the Working Party on Statistics for Social Programmes, which is developing a handbook for family living studies.

133. In general, the prospect for the future is continuation of the current publications. The United Nations Secretariat, however, has been requested by the Economic and Social Council to publish "short-term indicators on economic change"; there is also a demand for detailed statistics on individual commodities; and a "Compendium of Social Statistics" is envisaged for 1961 which may conceivably become a regular publication every four years in conjunction with the *Report on the World Social Situation*.

134. Requests by countries for international data that will allow them to evaluate their national position and prospects have exceeded the capacity of the international statistical service, according to the United Nations appraisal, and it has been necessary to concentrate on data for which the demand seemed to be most nearly universal.

135. The work that has been done on the establishment of international statistical standards will be continued through revisions of existing standards such as those for industrial censuses, national accounts, capital formation and trade classifications; extensions will be made to certain new fields such as statistics of wholesale prices and enterprises (UN), census of housing (UN), certain educational statistics (UNESCO), industrial injury statistics (ILO), statistics on the scope of social security (ILO), hours of work statistics (ILO), and causes of death and morbidity statistics (WHO). Interagency co-operation will be continued on standardizing the measurement of various aspects of levels of living.

136. A major purpose of international statistics work is to help to build up national statistical services. The publication of statistical data and reports in itself may serve this purpose. In addition, technical assistance has been given and will be intensified in the period under review through experts, fellowships, and training centres. A major push is planned to develop statistical services for Africa and to complete a statistical survey of that continent. Considerable work has already been done in developing statistics in the other regions.

137. In general, the period under review promises to witness a greater emphasis on statistics required for national programmes of economic and social development, including short-term and long-term projections; on resource surveys (especially under the Special Fund); and on technical manuals and handbooks dealing with the main subjects and methods of economic and social statistics.

138. Closely related to the regular statistical publications of the United Nations and specialized agencies is a series of regular surveys of economic and social conditions. While the statistical publications are primarily of direct interest to governments, the surveys serve to assist in the formulation of international policies, as well as to inform governments. Publications of this kind are the annual world economic report; the biennial world social reports (which alternate between surveys of conditions and surveys of programmes); the triennial reports on human rights; the annual economic

surveys of the Economic Commissions for Asia and the Far East, Latin America, and Europe;<sup>1</sup> the annual reports of the Director-General of ILO; the annual FAO state of food and agriculture; the WHO report on the world health situation. The pattern of these publications promises to remain more or less the same for the next five years. By and large, there is a tendency to concentrate on particular subjects in successive surveys of a series, in addition to giving a comprehensive coverage of world trends in the field in question. Thus, the world economic survey has a tentative programme of concentration on various selected topics in the forthcoming years. A special review of the world economic situation at, say, five-year intervals is being contemplated.

139. A notable feature of the appraisals is the extent to which a number of them foresee substantial increases in their activities aimed at the promotion of research (some of the details will be made evident in later sections of this part of the report). UNESCO anticipates a considerable increase during the period 1960-64 in assistance to research in the natural sciences (particularly under EPTA and the Special Fund), and also increases in assistance to research in the social sciences and in humanistic studies. In the natural sciences, one of the major projects of UNESCO concerned with arid zone research will be terminated in 1962, and its place is likely to be taken by programmes in the field of humid tropics research, oceanography and marine biology and geology.

140. The United Nations has a series of projected research projects in industrialization and plans to expand its research relating to programming techniques and the formulation of economic and social development policies at the national level. The United Nations also plans to explore the field of longer-term economic projections in connexion with the formulation of international economic policy. FAO expects to step up its activities relating to agricultural research; it proposes a major expansion in commodity trend studies and long-term projections, as well as in food consumption surveys, and will give more attention to economic analysis for agricultural planning. The proposed new ILO Institute for Labour Studies will presumably lead to an increase in research, which has always been a part of the regular activity of that organization. WHO has already embarked recently upon an intensified programme of medical research (see below).

141. Because of the newness of atomic energy, its highly complex technology, and the fact that its practical application on a wide scale for the generation of power for peaceful purposes has not come about as soon as had been hoped, much of the projected activity of the IAEA will concern the promotion of research. IAEA expects to act as a centre to promote international research on problems such as those of reactor technology, thermonuclear fusion, production of isotopes, use of isotope tracers, development and application of large radiation sources and the effects of radiation on

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<sup>1</sup> ECA is planning to publish in the "Economic Bulletin for Africa" periodic reviews of current economic trends in African countries and territories, outstanding developments in economic and social policies and repercussions on African economies of policy decisions taken by governments of important trading nations outside Africa.

man and his environment. Isotopes and radiation are providing new tools for doctors, agriculturalists and industrial chemists, physicists and biologists, and their contribution to economic well-being is only just beginning; great expansion is therefore foreseen in this field. As a means of encouraging needed research, the IAEA has initiated a programme of research contracts for individual projects; this will supplement the more conventional international procedures for promoting research. The Agency's laboratories, while designed primarily to provide other services, will also undertake some research.

142. WMO is developing a programme on the use of satellites for meteorological purposes, and has also under way a programme designed to encourage research in meteorology and hydro-meteorology with particular reference to the arid zone and the humid tropics.

143. It is evident that problems of co-ordination are raised by these expansions of research activity, as well as questions regarding the criteria to be applied in determining what particular topics should be selected as subjects of research by intergovernmental organizations.

144. To facilitate the exchange of scientific information gained through research, the International Conference on Scientific Information, held at Washington in 1958, called on UNESCO, in co-operation with the other international organizations in the United Nations family, to take the initiative in improving means and techniques of exchange. While far from perfect, new techniques and new mechanical and electronic devices hold out the hope that substantial gains can be made in the near future in the international exchange of knowledge. With their help the clearing-house activities, including abstracting, which are either undertaken or promoted by the various inter-governmental organizations, under the leadership of UNESCO or in co-operation with it, are likely to grow not only in importance but also in effectiveness.

145. Since much research is now being done by teams, UNESCO brings together leading members of national research councils responsible for the organization of such teams, so that methods of organization and problems under study can be compared. UNESCO is co-operating with the United Nations and with interested agencies in a survey of the main trends of research in the natural sciences and the dissemination and application of scientific knowledge for peaceful ends; this survey should help countries to plan their own national research programmes.

## B. — ECONOMIC DEVELOPMENT AND CO-OPERATION

### 1. *Resources development*

#### (a) *Natural resources, including energy resources*

146. An expansion of United Nations and specialized agency work is anticipated in all major fields of natural resources. The interest of the Special Fund in resources surveys and development is expected to add new

responsibilities; somewhat over 20 per cent of the Fund's allocations in 1959 were devoted to water, irrigation and power surveys.

147. The development of water resources is a matter of concern both to the United Nations and to a number of the associated agencies. The United Nations is concerned in particular with the economic aspects of water development and use, such as the application of water resources to power production, the industrial uses of water and groundwater development; it is undertaking or planning studies on water costs and uses, economic aspects of river basin and multi-purpose development, groundwater development, and desalination of sea and brackish water. A Water Resources Centre has recently been established at the United Nations, with the main function of developing a comprehensive approach to water problems and a closer co-ordination of the work of the United Nations and the specialized agencies in this field. The Economic Commission for Latin America (ECLA) will expand its work on water resources surveys at the national and sub-regional level, carried out under joint sponsorship with EPTA and in co-operation with WMO and FAO. The Economic Commission for Asia and the Far East (ECAFE) will concentrate on dissemination of new technological information and on training at project sites, and will prepare initial studies of a number of rivers which by their nature can be developed only through inter-governmental co-operation.

148. The development of the Lower Mekong Basin is now a major undertaking in multi-purpose resource development in which the United Nations (especially through ECAFE, EPTA and the Special Fund) and several of the agencies are co-operating with the four riparian Governments; the latter are also receiving substantial assistance through other Governments.

149. The Food and Agriculture Organization will continue to expand its work on water resources as an integral part of its programme on development of agricultural resources. The survey and appraisal of surface and groundwater resources, the design and construction of hydraulic works and the use and control of water on the land, in particular improved irrigation and drainage practices, are the main subjects forming the organization's water resources programme. A new direction has been given to the work of FAO by the realization that even where natural rainfall is sufficient for agriculture, higher and more constant returns can be obtained by means of supplemental irrigation.

150. Among its activities related to water questions, WHO, in the period under consideration, will undertake a "spearhead" approach to the problem of environmental sanitation, with major emphasis to be given to community water supply. Water supply and use figure prominently in the field of urbanization where several of the interested organizations, including WHO, are establishing a concerted programme. ECE is co-operating with WHO in Europe in the field of water pollution. IAEA has a programme in the prevention of pollution by atomic wastes.

151. WMO anticipates a marked increase of its activity in water resources development, and has established a new permanent Technical Commission

for Hydrological Meteorology. The IAEA promotes research on the use of radioisotope techniques for the study of the turnover of water between the atmosphere, land and rivers, and also on their use as tracers for siltation studies.

152. As indicated in part I, the development of energy is a key factor in industrialization and essential to the promotion of economic and social well-being. International action by the members of the United Nations family in this field is concerned with promoting the most rational and economic exploitation of the various natural energy resources. This action ranges from surveys to assess energy resources and to evaluate power needs in particular countries, to cost comparisons between conventional and non-conventional sources of energy, and to technical assistance with respect to power production, including production from non-conventional sources such as atomic energy.

153. The development of energy resources is of particular concern to the United Nations and the International Atomic Energy Agency; the World Meteorological Organization and UNESCO are also involved. In matters of global interest, the United Nations appraisal proposes to concentrate on (a) economic appraisal of energy resources, and (b) analysis of long-term costs and prices of fuel and power. With specific reference to under-developed countries, studies will be undertaken of the economics of energy development, including new sources of energy, and more specifically of the economics of electrification. On a regional level the regional economic commissions have developed programmes in the field of energy particularly with regard to coal and electric power (ECE also on natural gas) and have undertaken studies of energy balances covering energy from various sources. The work of the regional economic commissions in the energy field will be intensified.

154. One of the main functions of the IAEA is to encourage and assist research on the development and use of nuclear power and to help in the provision of nuclear fuels, bearing in mind the special needs of the less developed regions. The large nuclear power plants already built, or under construction, are of potential interest to other countries with sizable industrialized areas, and several intensive surveys are now being started or planned by the IAEA, related either to specific projects or to the general desirability of introducing nuclear power into the countries concerned. The development of economic smaller reactors would also be of immediate interest to a number of less developed countries whose present demands for power can best be met by smaller units. The IAEA is conducting a continuing world-wide survey with a view to finding promising sites for the introduction of nuclear power, and is keeping under intensive review the development of power reactors. The IAEA expects to act as supplier or broker for obtaining fuel for a number of research and training reactor projects in its member States in the next five years and to undertake or arrange hazards evaluations and do other work on reactor projects in industrially developed countries. These activities will show marked expansion should nuclear power become competitive in the near future in a large number of countries.

155. The WMO will continue in co-operation with UNESCO its activities with regard to wind power as a source of energy and the use of solar radiation. Preparations for a United Nations conference on solar energy, wind power and geothermic energy are now being made.

156. The development of mineral resources in less developed countries has not been a field of major activity but is expected to attract increased attention from the United Nations, with particular reference to the organization of geological and mining departments, the economics of mineral prospecting and exploration, the economics of small-scale mining, and the development of secondary minerals for local use. Technical assistance in this field is expected to expand. The Special Fund has already devoted a substantial amount of its funds to mineral surveys for various underdeveloped countries, and will presumably maintain or even increase the present percentage of expenditure (about 10 per cent). It is anticipated that reports appraising mineral resources and their exploitability on a world-wide level will be prepared by the United Nations. ECAFE and ECLA expect to increase their dissemination of information on methods of surveying, prospecting and exploiting mineral resources. UNESCO is planning to strengthen its programme in the earth sciences by stimulating the development of new methods in the geological sciences useful for the exploration of natural resources.

157. The development and conservation of soil resources and forestry resources will constitute important fields of activity of FAO. The work in soil resources appraisal and management is due for a major expansion, partly with the assistance of the Special Fund. The FAO appraisal indicates that in much of the world too little has been done in determining the nature of the soils as a step leading to improved management through the efficient use of fertilizers, cropping systems, etc. FAO has a special responsibility for forest resources, where the relatively long crop cycle raises important conservation issues.

158. In cartography, the United Nations expects to strengthen its assistance to governments in developing cartographic services to provide data needed for development programmes. Increased work is anticipated in relation to natural resources development, especially in connexion with the activities of EPTA and the Special Fund, as well as with those of the regional economic commissions. It may be noted that aerial photographic coverage is seriously incomplete in many countries, although it is important not only for the production of maps by photogrammetric methods, but also for resource surveys and other economic studies. UNESCO is also interested in this latter subject and proposes to hold in 1963 or 1964 a conference on scientific theory and method as applied to aerial surveying for the exploration of natural resources.

(b) *Manpower as an economic resource*

159. As part I of this report has emphasized, manpower is a key economic resource. The ILO is the agency primarily active in this field, through its long-established programme of setting international standards, conducting

research and issuing publications, and also through its programme of field operations financed from its regular budget, the Expanded Programme of Technical Assistance and the Special Fund. The scale of activities is expected to increase on all fronts, particularly in view of the vast programmes of economic and social development that are opening up in Africa and elsewhere. The importance attached to this field is indicated by the fact that under the Expanded Programme of Technical Assistance as much as 50 per cent of the funds administered by the ILO are now devoted to projects in manpower organization and vocational training.

160. Activities under the ILO operational programme in manpower will include assessment of manpower resources and needs, the adaptation of employment services to the specific requirements and conditions of the countries in course of industrialization, and the creation and development of vocational training facilities. Training at all levels of economic activity, from unskilled workers to top management, will remain the largest part of the ILO operational activities. Assistance in the appraisal of manpower resources available and required for economic development is now sought by a growing number of governments which need such data for the determination of their economic and social policies as a whole, as well as for the development of effective schemes of vocational training and rehabilitation, and the organization of employment services.

161. Some of the demographic work of the United Nations bears closely on the subject of manpower appraisal. It may be noted also that ECLA has recently adopted a resolution calling for an evaluation of manpower needs and resources in Latin America; ILO, UNESCO, the Organization of American States and the Inter-governmental Committee on European Migration are co-operating in this project.

162. A considerable expansion of operational work is expected in the field of employment services, with particular reference to the adaptation of such services to the specific needs and conditions of countries in the earlier stages of industrialization. The methods of the industrialized countries are often inapplicable to such areas. In vocational training also, under current evolving conditions, there is a need for continuous adaptation of existing, and creation of new, vocational training facilities.

163. Three major factors will deeply affect the development of manpower policies of the ILO and of individual countries during the coming years: technological changes, the expansion of the economically active population, and the increased pace and diversification of economic development.

164. In its more traditional area of activities, the ILO will continue to promote the discussion and adoption of standards and policies for dealing with manpower problems, taking account of evolving conditions. The ILO Conference is expected to consider steps to re-establish or maintain full employment in the light of changes in the industrial structure, the influence of automation and other technological changes. The ILO Conference will thus in 1961 discuss employment problems and policies. In 1960 the ILO Conference will deal with the preparation of detailed development pro-

grammes for rural areas as one of the most immediately effective means of expanding employment opportunities and improving living conditions in the countryside. A new Vocational Training Recommendation responding to changing economic and social circumstances is being proposed for discussion by the International Labour Conference in 1961 and 1962.

165. As a result of recent demographic trends a growing number of young people are coming into the employment market, both in developed and less developed countries. ILO will consider the question of youth policy at its 1960 Conference and examine ways of promoting their technical and vocational training and the solution of their employment problem.

166. As regards training, it should be noted that each of the inter-governmental organizations under consideration is concerned with the education of appropriate groups, as for instance, the United Nations in respect of economists, social workers and demographers; WHO in respect of doctors, nurses and sanitation personnel; FAO in respect of farmers, forestry workers, agricultural field officers and administrators; IAEA in respect of atomic energy scientists and technicians; UNESCO in respect of teachers, basic scientists, etc. UNESCO, of course, has also a responsibility for education in general, including technical education, and it is to be noted that ILO and UNESCO have recently agreed upon a line of demarcation between their respective spheres of competence.

167. In the field of manpower migration, since other international organizations, particularly in Europe, have in recent years undertaken operational activities, the ILO will concentrate on research and on the dissemination of technical information. Following the major study of international migration which was published by ILO in 1959, another study dealing with agricultural settlement by migrants will become available in the near future. United Nations work in the field of migration has been reduced. Research by the Secretariat has been discontinued, but an effort is being made, in co-operation with the specialized agencies concerned, to promote needed research by scientific institutions. Efforts are also made by the United Nations and ILO to encourage and co-ordinate the action of voluntary agencies for the assistance of migrants.

## *2. Agricultural production, including forestry and fishing*

168. The discussion in part I has referred to the primary need in the economically less developed countries to increase agricultural productivity and raise the income level of the agricultural population. It was also indicated that these relatively simple goals can be reached only by complex means, involving activities in a variety of different fields that are complementary and interacting. Agricultural production is the province of the FAO. It is, of course, inseparable in practice from the question of food consumption and nutrition, although that subject will be discussed in the present report at a later point.<sup>2</sup>

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<sup>2</sup> Examination of the outline of FAO programmes in the appendix to the FAO Appraisal Report will give a ready picture of the totality of the programmes of that organization.

169. The appraisal of food requirements, particularly by studies of commodity trends and by food consumption surveys, is a subject to which FAO proposes to give considerably more attention in the forthcoming years (together with an appraisal of the requirements for other agricultural products); it is essential for the guidance of food production policies. Similarly the appraisal of physical agricultural resources (soil, water, plant, animal, forestry and fishery resources) helps to lay the basis for agricultural development. Very little is known about soil and vegetation in tropical and semi-tropical regions, in which most of the under-developed countries lie. In making appraisals FAO emphasizes the importance of going beyond the purely technical appraisal of resources and of viewing the possibilities of agricultural development in the broader context of economic and institutional feasibilities and limitations. The Mediterranean Development Project is an example of such an effort to combine technical appraisal of agricultural resources with general economic and institutional analysis.

170. The development of agricultural resources is also inseparable from the question of conservation. FAO plans a substantial increase in its work in the development and conservation of agricultural resources, with major expansions in work on land use and soil conservation, farm development and economic appraisal of development projects.

171. The largest part of FAO's activity is concerned with techniques for increasing production—techniques concerned with improved management of grazing and forest land, better crop and livestock husbandry, better seeds, better fertilizers, better breeding, control of animal and crop diseases and pests, etc. Work here includes not only assistance to governments and technical studies and reports, but also the establishment of international conventions and agreements, particularly in relation to the control of pests and diseases. FAO considers that the following should receive priority ranking for future expansion: (a) improvement of techniques likely to result in a rapid increase in production in under-developed countries (e.g. widespread use of fertilizers); (b) improvements in production directly aimed at raising nutritional standards (e.g. increase in livestock production and expansion of fish culture); (c) improvements in the production of commodities largely traded by under-developed countries and constituting their main source of foreign exchange (e.g. work on perennial tropical crops and tropical timber); (d) increase in the output of commodities which are likely to give to the farmers substantial returns in a relatively short period of time (e.g. poultry production); and (e) protection of crops and improvement in the managing of farms and water supplies.

172. The control of the desert locust as one means of increasing yields is an outstanding example of a project involving an international (regional and interregional) approach; it is being carried out through FAO with the assistance of the Special Fund and the co-operation of WMO and UNESCO.

173. While the main emphasis is upon the techniques of production—obtaining greater yields through modern methods—it is now felt, however, that this approach requires stronger support from methods that will increase the motivation and the capacity of the farmer to improve his production.

Accordingly, there will be an expansion of FAO programmes concerned with the agricultural infrastructure—the institutions of land tenure, credit and marketing; the administration of agricultural services by government; the education and training of all concerned from the farmer up. The expansion of rural or cottage industries, which create and sustain demand for primary products, is stressed, as is the study of international commodity requirements which can be expected to affect future demand and, thereby, help to create incentives for production.

174. A substantial expansion is planned in FAO work on the improvement of marketing methods and services—a subject to which it has been possible to devote only limited resources in the past. This is considered to be of central importance for less developed countries in the evolution of agriculture toward a modern type of economy and away from a subsistence economy, and in the raising of the income of farmers and fishermen. Questions of improved transport, storage, packing, grading, retail and wholesale market operation and pricing policies are involved, among other matters.

175. A major FAO undertaking in the period under consideration is the Freedom-from-Hunger Campaign which was approved by the 1959 FAO Conference to extend from 1960 through 1965. This campaign seeks to stimulate universal action on the continuing problem of hunger and malnutrition in the under-developed countries, through a concerted attack upon the fundamental obstacles to sound agricultural development. The Freedom-from-Hunger Campaign recognizes the close interdependence between agricultural development and development in other sectors of the economy. FAO visualizes its task of meeting the problems of hunger in a rapidly expanding population in terms of advisory services and assistance to governments on the best ways of using their agricultural resources for promoting general economic development, and the best ways to increase the supplies of nutritious foods within the framework of such development. Thus the campaign will include research and background studies into the critical areas of agricultural development, a wide-spread programme of public education and the stimulation of action programmes of all types which may contribute to these ends.

176. The concern of the regional economic commissions of the United Nations in all aspects of the economic development of their regions has necessarily caused them to be active, in close collaboration with FAO, in the field of agriculture. To facilitate co-operation, joint divisions with FAO have been established in the secretariats of ECE, ECAFE, ECLA and ECA. The emphases that are likely to emerge in the work of these joint divisions are described in the United Nations appraisal in detail. It is proposed, for example, that the ECE/FAO joint division should give increased attention to forecasts of production and demand so that agricultural resources could be utilized more rationally and trade be steered in directions of mutual advantage. In the ECAFE region, continued activity is anticipated in agricultural planning, financing and credit, price policies, marketing and agricultural economics, and study of the utilization of agricultural surpluses. The joint division of ECLA/FAO expects to concentrate on analyses and projections of agricultural production and trade for the regional market, and on studies

of the role of agriculture in the economic development of the region and of obstacles to agricultural growth. In ECA, the joint division will review current progress in agriculture and examine means and plans to increase productivity, with particular emphasis on studies of diversification in agriculture and of factors in the transition from subsistence to commercial agriculture.

177. Small-scale industries, which embrace rural, village or cottage industries and which interest FAO from the point of view of the processing of agricultural products, are to be given priority by the United Nations in its industrialization programme. ILO is meanwhile interested from a labour point of view and has developed a fair-sized programme in rural industries, involving field operations such as surveys, production and training centres, technical advisory services for particular crafts and supporting technical research.

178. ILO is planning to have a broad discussion in 1960 of its role in raising incomes and improving living conditions in agricultural communities, with particular reference to the economically less developed countries. It already has a programme in the field of co-operatives, which extends to rural co-operatives, including rural credit societies, and is concerned with vocational training and the productivity of agricultural workers.

179. The community development programme under the United Nations (see below), is largely, in practice, a programme of development of rural communities. Agricultural extension, co-operatives and various other activities listed under agricultural production fit into it. At the same time, land reform, including improvement of tenancy conditions, is a matter of interest not only to FAO but also to the United Nations and ILO because of its broad economic and social implications.

180. The IAEA is co-operating with FAO in the use of isotopes to increase productivity in agriculture and to assist in the preservation of food. Considerable progress is expected from research in this field, which is new but has already proved its value.

181. WMO is expanding its work on the application of meteorology to agriculture and will co-operate with FAO in this respect. A series of working groups has been established on such matters as forecasts for agriculture, weather and plant pathology, and protection against frost damage; a world climatic atlas is envisaged.

### *3. Industrial growth*

182. At its fourteenth session the General Assembly unanimously approved a resolution recommending that the Economic and Social Council give consideration to the prompt establishment of a Commission for Industrial Development. This subject has long been regarded as one of the main areas of opportunity for international collaboration and assistance—one in which it has been felt that the United Nations family should play a larger role.

183. Under the technical assistance programme a number of projects have dealt with the establishment or expansion of specific industries as well as with more general questions of industrial growth and the formulation of comprehensive programmes of industrialization. The Special Fund is likewise active in projects intended to facilitate industrial growth. The United Nations and several of the specialized agencies are thus involved in a series of field operations concerned with industrialization. One of the problems arising in connexion with field activities and their servicing by the United Nations and the relevant specialized agencies is to develop a better procedure of two-way communication so that the experience gathered in the field is properly assimilated and in turn made available for future projects. Closely allied with this is the question of improving facilities at Headquarters or regional offices for the guidance of the numerous and often highly specialized field operations.

184. A report on *Management of Industrial Enterprises in Under-Developed Countries* has been published by the United Nations as well as the series of studies appearing in the *Bulletin on Industrialization and Productivity*. A review of the Headquarters programme of work on industrialization by a Committee of Experts recommended among other studies such topics as incentives for private investment, forecasts of demand for selected industrial products, establishment of industrial zones, and the financing and managing of small-scale industries and their relations with large industries. It also recommended the study of macro-economic aspects of industrialization, including questions of the programming and planning of industrial development. Other recommendations included case studies of industrialization in countries of differing economic structures under various technical assistance programmes and the setting up of a central clearing agency for experience gained in field operations. The programme of United Nations studies of industrialization is expected to develop largely in the directions recommended by the Committee.

185. Industrialization and productivity play a large part in the activities of the regional economic commissions. Sub-committees or working groups have studied and kept under review a wide range of topics such as: iron and steel (ECE, ECAFE and ECLA); certain small-scale industries (ECAFE); techniques and methods of programming industrial development (ECAFE and ECLA); automation (ECE). In the newly established ECA, the need is recognized for studies of various aspects of the problems of industrialization in Africa, including the financing and programming aspects. All the regional commissions expect to expand their work in industrialization.

186. ILO work in the field of industrial growth includes not only research and the setting and enforcement of international standards but also, to an increasing extent, technical assistance given to governments to increase productivity. Training and demonstration are the main aspects of direct assistance, but it is planned to devote increased resources to the preparation of practical handbooks similar to the recently published *Introduction to Work Study*. Advice to governments and industry on the organization of appropriate training services to meet the shortage of entrepreneurial and managerial skill and of qualified technicians and supervisors is expected to

continue and expand. ILO will help countries to set up productivity centres and facilities for vocational training for the improvement of production techniques. The ILO's programme in labour-management relations also serves the general aim of industrial growth.

187. As noted above, FAO is concerned with developing rural industries for the processing of agricultural products, including fisheries and forest products. The organization takes the position that it may be better to promote improvements in traditional methods of processing, which employ large numbers of individuals, than to develop large and highly organized industries before alternative employment opportunities have opened up.

188. The IAEA is concerned with industrial growth in a number of ways besides the promotion of nuclear power. Isotopes have already led to considerable savings in industry by increasing productivity and improving the quality of the goods produced. Their existing applications are being surveyed and their use in the less developed areas as well as in industrialized countries will be promoted by technical assistance, specialized symposia, training and exchange programmes and assistance in the establishment of regional centres. Nuclear reactors also promise to be of value in the production of heat for industrial processing and as a new and possibly revolutionary means of inducing chemical changes in the manufacture of synthetics. The IAEA foresees considerable expansion in its work on this subject.

#### *4. Transport and communications*

189. No less than four of the specialized agencies are dedicated to work in the field of transport and communications: the Universal Postal Union (UPU), the International Telecommunication Union (ITU), the International Civil Aviation Organization (ICAO), and the recently established Inter-Governmental Maritime Consultative Organization (IMCO). These agencies are essentially regulatory and technical bodies created to facilitate international postal services, telecommunications, aviation and shipping. As pointed out earlier, they are not included in the Appraisals because of their primarily regulatory character. This should in no way be taken as derogating from their importance. The remarkable developments in recent decades in the field of international aviation could hardly have occurred without ICAO's work in the planning and development of international air transport in such a way as to ensure its safe and orderly growth, including the provision of air navigation facilities. The rational use of telecommunications is unthinkable without the activities of the ITU in such matters as the allocation of frequencies and the most efficient use of technical facilities. IMCO has as one of its primary functions the development and improvement of regulations designed to ensure safety of life at sea. To a limited degree these organizations have shared in the EPTA and will continue to offer within their areas of responsibility technical assistance to governments.

190. In its early stages, the United Nations also gave considerable attention to international conventions and regulations concerned with the transport of goods and persons, and a number of agreements are now in

force. Additional work is envisaged in the promotion of frontier facilities and in rendering safe the transport of dangerous goods. Special attention will be given to the promotion of international travel and tourism, including the desirability of convening an international conference on these subjects.

191. The main emphasis of the work of the United Nations in the future, however, will be on technical assistance activities in such fields as inland transport by road, rail and water and on economic aspects of transport and communications, especially in relation to economic development. These forms and aspects of transport are to receive increasing attention, especially in ECAFE (e.g. the project of an Asian highway from Istanbul to Singapore) and in ECLA. The Economic Commission for Africa will also devote special effort to problems of transport development which have high priority in all countries of the region. This shift in emphasis to transport questions in the less developed countries is consistent with the fact that the tremendous recent advances in the technology of transport and communications, which have been referred to earlier, have benefited the developed countries but have had disproportionately small or uneven effects on the internal and regional economy in most of the under-developed areas. Although the importance of this field in providing the essential underpinning of nascent industrial societies is widely recognized, much more has to be done to make advances in transport and communications economically possible in the countries that need them most.

192. Of the other agencies covered by the appraisals, the WMO is planning to expand its activities in connexion with the application of meteorology to aviation and shipping, in co-operation with ICAO and IMCO respectively. IAEA is interested in the nuclear propulsion of ships, particularly the safety aspects, and in the development of regulations for the safe transport of radioactive materials. WHO will continue to play a significant role in facilitating world traffic through its universally accepted International Sanitary Regulations, which are kept under constant study to delete obstructive practices that become unnecessary as conditions change; and through its technical advice on the transport of dangerous goods. UNESCO is expected to play a major role in providing technical assistance in co-operation with ITU and other appropriate bodies in the development of means of mass communications.<sup>3</sup>

### *5. International trade and commodity problems*

193. The expansion of world trade has always been regarded by the Economic and Social Council as a major factor in the improvement of standards of living. Early intentions to create a specialized agency for international trade have not materialized, but the Council has been able in its discussions to take account of the results achieved by the Contracting

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<sup>3</sup> For further reference to UNESCO's work in mass communications, see below, part II G, Human Rights, including Freedom of Information.

Parties to the General Agreement on Tariffs and Trade (GATT) in lowering and stabilizing tariffs.

194. The Council itself has established two bodies specifically concerned with international trade and commodity problems: the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA) and the Commission on International Commodity Trade.

195. Through ICCICA the United Nations, in collaboration with FAO and GATT and the commodity groups concerned, has stimulated inter-governmental negotiations on a commodity-by-commodity basis. Several conferences have been arranged and serviced, some of which have led to new agreements. The participation of both importing and exporting countries has been encouraged. In addition various special studies have been published as well as periodic memoranda on recent commodity developments.

196. According to the revised United Nations appraisal, intensified work relating to trade and commodity problems will be undertaken by the United Nations in the following areas: (a) trade implications of regional or sub-regional integration, both within the region and for the rest of the world; (b) studies of the causes of excessive price fluctuations of primary commodities, and remedies, by national or international action, and studies of long-term trends in the prices of primary commodities; (c) analysis of experience in making commodity agreements acceptable, effective and durable; (d) studies of proposals for action, at the national and international levels, to compensate for instability in commodity markets and trade (these studies to include an analysis of the effects on primary commodities of economic fluctuations in industrial countries); (e) estimates of prospective supply of and demand for individual primary commodities; and (f) development of technical assistance and advisory activities, with particular reference to the promotion of trade.

197. For the deliberations of the Commission on International Commodity Trade statistical series are prepared, plus a comprehensive annual *Commodity Survey*.

198. Stability and growth in international markets of the primary products of agriculture and forestry are basic to the work of FAO; that agency will continue to give considerable attention to study and discussion of commodity problems and work with various inter-governmental commodity bodies, including both those within the FAO structure and those outside it (International Wheat Agreement, Sugar Agreement, GATT, etc.). For example, FAO promotes joint action by groups of countries in grading and standardizing agricultural commodities; advises on marketing; analyses the effects of national and international policies on supply, demand and prices; and conducts studies into the question of surpluses and their constructive use. The importance of this work can be gauged from the fact that trade in agricultural products accounts for about four-fifths of the value of total trade in primary products. FAO envisages a moderate expansion of this work. It is also studying national agricultural price support and stabilization policies and their repercussions upon international markets and trade, with

a view to the development of agreed principles to serve as guide lines for governments.

199. Since fluctuations in commodity prices can adversely affect wage levels and employment, the ILO is seriously concerned about the effects of developments in international trade on its action aimed at achieving higher social standards.

200. International trade is one of the major interests of the various regional economic commissions. ECAFE's Committee on Trade keeps under review, for example, trade promotion, customs simplification, arbitration, standardization and the holding of international fairs. This work is expected to increase particularly in relation to intra-regional trade, the simplification of regulations and commercial arbitration. ECE also has a Committee on the Development of Trade which provides an all-European forum for the discussion of these problems; work is likely to develop particularly on the legal aspects of the unification of commercial practice, standardization of conditions of sale of selected commodities, insurance, the protection of technical inventions, arbitration and the simplification of trade documents.

201. The major concept of a regional market in Latin America has already been mentioned. The Trade Committee of ECLA is concentrating its activities on this question and the related question of payments. Indeed, so great is the importance attached to the studies and negotiations leading to the establishment of a common market that this may be regarded as the major activity of ECLA during the years under review. ECLA's first established subsidiary organ, the Central American Economic Co-operation Committee, has amongst its aims the establishment of a common market in that region.

202. Among the projects of the ECA is the study of the impact of the European Economic Community on the trade of African countries, which is to be undertaken in consultation with the ECE secretariat, GATT and other international organizations. A series of studies on intra-regional trade and also on primary products in the world markets is planned.

203. Although by definition the regional commissions are primarily concerned with the trade problems of their own regions, there is also the question of trade relationships between regions and of the need for knowledge of each other's activities and, where appropriate, for collaboration. It is becoming increasingly clear that some of the most important regional economic problems, if they are to be solved realistically, must be submitted to global as well as regional consideration. This is particularly true of payments, common markets, free trade areas, and commodity policies.

204. Together with the activities so far described, technical assistance is provided, particularly by the United Nations and FAO, in questions related to trade such as marketing, trade promotion, commodity problems and tourism. One example of interorganizational collaboration within this very varied programme is the provision by the United Nations of fellowships for in-service training in GATT.

## C. — SOCIAL DEVELOPMENT

205. While economic programmes are concerned with the production, transport and distribution of goods, and aim at the increase of material wealth, social programmes are concerned with the well-being of the family and the individual, and with services to promote this welfare directly. The dividing line is, of course, often not clear and many programmes can be classified under either or both headings as, for example, agrarian reform, labour productivity programmes, human relations in industry, housing and physical planning, price controls, collection of employment and labour force data, etc.

### 1. *Population*

206. The United Nations is the agency chiefly concerned with population questions, although WHO is obviously interested in vital data on births and deaths, and the ILO is concerned with manpower problems and the influence of population trends on employment. It will be seen from the United Nations appraisal that the programme of that organization in the field of population consists mostly of studies, conferences, and the training of personnel to conduct studies. WHO, while obviously dedicated to the reduction of mortality rates, likewise has no programme so far as birth rates are concerned other than the dissemination and use of data.

207. Some governments are not yet fully aware of the magnitude of population changes taking place, or beginning to take place, within their own borders, or of the relevance and importance of these new developments to the economic and social future of their countries. Demographic data are among the most elementary type of information required for economic and social analysis and planning, whether from a local, regional, national or world point of view; yet they are lacking or unreliable for large areas of the world.

208. The United Nations programme in the field of population will be extended in the following directions during the next five years: (1) information on population trends and their relation to economic and social problems; (2) studies of rural-urban migration in under-developed countries; (3) demographic pilot studies demonstrating to interested governments the methods of collection and use of demographic data; (4) aid to governments in the evaluation and utilization of the results of the censuses of 1960 and 1961; (5) world conferences and regional seminars aimed at developing interest in and understanding of demographic problems.

209. ECA, ECAFE and ECLA will undertake various projects related to this set of topics. For example, ECLA is giving particular attention to demographic questions related to labour supply and to demographic analyses and projections required for economic programming. ECAFE will similarly consider the effects of population trends on manpower, capital formation and investment, and of economic development upon population growth. ECAFE and ECLA will concentrate on the regional training of

demographers and on research on internal migration connected with urbanization. ECAFE has recommended the holding of an Asian population conference in late 1961 or early 1962, which will consider, among other things, the use of demographic studies in relation to economic and social development programmes and the experience of governments with family planning programmes and other methods of dealing with the problems of population.

## *2. Housing, building and physical planning*

210. The growing seriousness of the housing situation in the less developed areas and the inability of governments to cope with this problem by methods hitherto used have led to the recent establishment of a concerted inter-agency programme in the field of low-cost housing and related community facilities. This covers five main subjects in which various types of activity will be undertaken:

- (1) The planning, organization and administration of programmes of low-cost housing and community facilities;
- (2) The mobilization of individual and group efforts to extend low-cost housing;
- (3) The provision of community facilities;
- (4) The increase of the productivity and capacity of the building industry; and
- (5) Education and training.

211. This programme, which will comprise a number of specific projects, defines the major lines of emphasis of work on this subject by the United Nations in the next five years. It will be carried out through fact-finding surveys of the resources available for low-cost housing, analytic studies, pilot and demonstration projects, seminars, etc., on a national and a regional basis; and particularly through assistance to countries in organizing low-cost housing programmes, mobilizing their own human and material resources for work programmes, and reducing the present costs of building.

212. Co-operating in this long-range programme are the regional economic commissions from an economic point of view, the ILO from the point of view of improving workers' housing and raising the level of efficiency in the building industry, FAO from the point of view of timber resources and home economics interests, and WHO from the point of view of health and sanitation.

213. The United Nations (Bureau of Social Affairs) will meanwhile continue other programmes, such as the national and regional housing centres (in co-operation with the regional economic commissions) and work in environmental (physical) planning and regional planning, particularly in relation to over-all development. ECE will emphasize problems of raising productivity in building operations, urban development and town planning, assessment of housing needs, and the international standardization and specialization of building equipment. ECAFE proposes to keep the question of low-cost housing and the reduction of building costs to the forefront of

attention. The Central American Economic Integration Programme of ECLA includes studies of building materials industries, building costs, and the demand for building materials, as well as the prospects of meeting the demand with Central American products. ECA plans to organize a workshop on the improvement of rural housing and community facilities within community development programmes in Africa.

214. Workers' housing is on the agenda of the 1960 session of the International Labour Conference, and the Conference may decide to aim at a Recommendation on the subject in 1961. In addition to a programme of studies and reports related to workers' housing, the ILO offers technical assistance on productivity in the building industry, vocational training and housing co-operatives.

### 3. Health

215. The field of health is largely synonymous with the work of WHO. The organization distinguishes between work of an "international" nature and activities designed to assist in the solution of "national" problems. A major expansion of an international nature in the period under consideration will be in health research. By the tenth anniversary of WHO in 1958 it was evident that the organization's work in fighting certain diseases and advancing certain forms of health work was well under way but that in other cases progress in raising the world health level would depend to a growing extent on the acquisition of new knowledge. In many cases this cannot be arrived at within the national boundaries of any one country and an international co-operative effort is necessary to supplement national medical research programmes. The intensified WHO medical research programmes will deal mainly with communicable diseases—especially those prevalent in the tropics—and with virus diseases, problems of nutrition, cancer, cardio-vascular diseases, health problems arising from the use of ionizing radiations, and studies in human genetics.

216. Through such services as the standardization of nomenclature and techniques, and international reference centres for the identification of materials (e.g., viruses, tumour tissues, etc.), WHO hopes to achieve a greater comparability of the results of research in different countries than has been possible in the past.

217. Among the continuing activities of WHO of world-wide reference are: international intelligence on the spread of epidemic diseases and international quarantine regulations; the compilation and analysis of health statistics on a world-wide basis; the establishment of international standards; and the publishing and keeping up to date of texts such as the *International Pharmacopeia*, and the *International Classification of Diseases, Injuries and Causes of Death*, the eighth revision of which is due in 1965. In its statistical work, WHO collaborates closely with the United Nations, ILO and UNESCO. Biological standardization (international standard preparation of vaccines, sera, hormones and antibiotics which, because of their complex biological nature, cannot be chemically assayed) is another long-term pro-

gramme running through the period under review. International requirements will be extended to all important biological preparations.

218. Radiation and health is a highly involved subject that will occupy the attention not only of WHO but also of the United Nations, ILO, FAO, UNESCO and of course IAEA, with consequent co-ordination problems. On the one hand, radiation can be used in medicine for diagnostic and therapeutic purposes. In clinical research, isotopes used as tracers give new insights into many metabolic processes, make possible a number of completely new diagnostic techniques, and are the preferred treatment of some forms of cancer and diseases of the blood. IAEA and WHO will, in the review years, promote further research into these questions as well as provide direct help to governments. As with so many topics treated in the appraisals, lack of trained personnel will be one of the major obstacles to overcome. Equipment also is expensive and scarce, and in many of the countries that will need them most, the importation of isotopes will present a problem of foreign currency.

On the other hand, radiation causes public health problems. WHO, IAEA and ILO co-operate with each other in their respective areas of interest to develop standards of protection and to provide relevant training facilities.

219. The main activities of WHO in regard to "national problems" may be described under three broad headings: strengthening of national health services; measures against disease; and education and training of professional and auxiliary personnel.

*(i) The strengthening of national health services*

220. The type of assistance needed by a country in developing a national health service will vary largely with its state of economic development. While the highly developed countries will on the whole not request operational assistance except in newly developed, very specialized fields, the developing and under-developed countries have a need for direct assistance in planning and organizing health services.

221. WHO's work in public health administration has become increasingly governed by the concept of integrated services, as distinct from services provided separately in specific limited fields. This implies the integration of curative and preventive services at all levels, from the basic health unit of rural hospital to the central administration, permitting the maximum availability of services to the entire population at the local level and competent technical planning and guidance from central and intermediate levels of the health administration. Much of WHO's work in the period under consideration will be concerned with assistance in the development of such services. WHO considers it highly important to render its assistance in such a way as will enable the country concerned to take appropriate steps towards the goal of a well-balanced and integrated national health service.

222. Since the effect of a health programme is related to the extent to which co-ordinated efforts are set to work in a number of other fields as,

for instance, education, nutrition, housing and general economic development, there is a trend in WHO's assistance to promote the co-ordination of the public health activities in a country with other economic and social activities in the context of a general socio-economic programme.

223. Among individual projects of interest planned for the period under review are the further development of a system of self-appraisal of local health situations in individual countries; assistance to a number of countries in the organization of laboratory services at the different levels of national administration; a survey of vital and health statistical services in the various countries, in order to plan a long-term programme of assistance to countries; and a drive to promote adequate and safe community water supplies.

224. It is expected that within the period under review governments will seek the assistance of WHO to convert campaigns undertaken against specific diseases and specialized services into more integrated programmes.

(ii) *Measures against disease*

225. WHO will continue to promote the eradication of communicable disease on a world-wide or regional basis. It is considered essential by the organization that the drive for malaria eradication should not be relaxed lest at this critical stage any remission of work should lead to irretrievable loss. Growing evidence of mosquito resistance is an established threat to the success of the programme. Of the 1,260,507,000 people living in areas associated with malaria at the end of 1958, 283,337,000 had been freed from the disease by eradication methods. About 650 million people are at present living in areas where eradication projects are under way and in various stages of completion.

226. In the period under review, WHO expects to render increased assistance to governments in the world-wide eradication of smallpox. For a large number of diseases, where eradication is not as yet feasible, assistance in control will be continued. WHO undertakes to assist not only in carrying out these world-wide activities, but also in establishing the appropriate national and international machinery to consolidate and maintain the results obtained.

227. With the present world-wide interest in the control of a number of non-communicable diseases, especially degenerative diseases of the heart and circulation, and malignant tumours, it is expected that requests will be received from governments for help in these fields.

(iii) *Education and training of professional and auxiliary personnel*

228. The education and training of professional and auxiliary personnel will remain high on the list of WHO's priorities. Shortage of adequately trained staff will impede the development of health programmes in many countries for a long time to come. WHO seeks to reduce this shortage by helping to increase the opportunities for teacher training and encouraging the entrance of suitable persons into the medical teaching profession. It seeks to improve the type and quality of education among undergraduates and

trainees, urging a greater emphasis on prevention and more attention to environmental and social conditions in their bearing on health and disease.

229. During the period under review the education of auxiliary personnel will receive increasing attention as one of the most pressing needs, not only in countries where the availability of such personnel represents a remedy for the lack of fully qualified staff, but also in well-developed countries where auxiliaries are considered no less indispensable. The greatest emphasis will be placed on the instruction of those selected to teach auxiliaries in their own countries.

230. During the period WHO will continue to develop its fellowship programmes, consultant services, assistance to educational institutions and exchange of scientific information, in order to help countries to realize what their needs are and to promote such measures as are required by national and local conditions.

231. In general with regard to health programmes, close co-operation will be maintained between WHO and UNICEF which have complementary interests. Health projects assisted by UNICEF are undertaken by mutual agreement and receive technical approval from WHO. A WHO/UNICEF Joint Committee on Health Policy meets regularly. WHO and FAO co-operate particularly in dealing with problems of nutrition and zoonoses (diseases transmissible between animals and men). WHO and ILO co-operate on matters of occupational health in which a special expert committee has been set up. For the rehabilitation of the handicapped, the United Nations (including UNICEF), ILO, UNESCO and WHO co-ordinate their activities.

#### 4. *Nutrition*

232. Nutrition is of central concern to both FAO and WHO as well as UNICEF. Improved food consumption and nutrition is, of course, a major purpose of FAO's work in agricultural production described above.

233. In the period under review, FAO will be occupied, in association with WHO, with the assessment of nutritional needs and problems and with advice to governments on establishing and implementing national food and nutrition policies. Activities of this type are scheduled for major expansion. Surveys of the relationship between ill health and malnutrition will be primarily a WHO responsibility, while FAO will co-operate through the study and analysis of food consumption.

234. Problems of nutrition have to be attacked not only through the development of food production, but also through educational activities since malnutrition is partly a matter of habit and ignorance. In such educational activities FAO, WHO and UNICEF act in close co-operation. Work in nutrition education is scheduled for major expansion during the years under review. This must be related to local conditions of food supply and to national economic, social and cultural factors influencing consumption. Several lines of attack will be followed simultaneously. For example, since children can easily be interested in food, efforts will be made to influence

the food habits and consumption of communities through the schools. Programmes in home economics will provide a medium for improving the domestic processing, storage and preparation of food and for encouraging better household meals. Guidance may also be given through community development programmes in improving family diets and local methods of food processing and storage. Fellowships will enable personnel in medicine and in other professions to receive specialized training in nutrition.

235. The value of supplementary feeding programmes as a means of improving the nutrition of certain groups in the population, especially mothers, infants and children, is well established, particularly when they are linked with educational programmes. Here the international agencies provide assistance both by advice on the use of locally available foods and by the actual supply of food from outside, as in the UNICEF-sponsored programmes.

236. Inadequate nutrition is one of the main problems of children in the under-developed countries and therefore is one of the chief concerns of UNICEF. The supplementary feeding of infants, children and mothers through health centres and schools has been widely extended through the use of donated supplies of skim milk. Supplies of surplus milk are expected to decrease, however, making it necessary for countries to speed up their plans to provide domestic supplies for these programmes. UNICEF and FAO expect to increase their assistance to countries in the industrial processing of milk. Together with WHO they are sponsoring both this development and the introduction of other protein-rich foods that are suitable for young children and relatively cheap—particularly fish flour and oil-seed presscake flours. Increased aid will also go to the training in nutrition of all levels of personnel involved, from those who will direct and supervise national programmes to those who will carry them out in the field.

## *5. Education*

237. There is a sense in which most of the operational economic and social work of the United Nations family may be described as educational—certainly the whole fellowship programme, technical assistance missions the establishment of training institutes, and the publication of technical literature may be brought under this heading. In the more formal sense, education is primarily the responsibility of UNESCO.

238. UNESCO's programme will continue to give special attention to the expansion of national educational systems in under-developed countries. In Latin America, the ten-year Major Project for the extension of primary education enters its third biennium in 1961, and will reach its peak development during the review period. The project operates through associated teacher-training schools, regional seminars and fellowships, its focal point being teacher training. New proposals for somewhat similar projects in other parts of the world, when adopted, will constitute the largest single expansion in UNESCO's regular programme in 1961-1962. The formulation of these projects in the context of long-range national plans was the subject

of meetings of government representatives of Asian countries (at Karachi), of Arab countries (at Beirut) and of countries of Tropical Africa (at Addis Ababa), held in the winter of 1959-1960.

239. The need to expand vocational and technical education at the secondary level and at higher levels of technology is reflected in similar planning conferences, in requests for help under the Expanded Programme of Technical Assistance and in the proposals made to the Special Fund for the establishment of institutes of higher technical education. Already, by early 1960, assistance to several such institutes had been granted, with UNESCO acting as the executing agency.

240. More attention will also be given by UNESCO to the development of higher education in its member States. The work already done in promoting teaching and research at the university level in the natural, social and humanistic sciences, will be supported by work on the organizational and administrative aspects of the universities as institutions, and on the problems that confront them as parts not only of the national education systems but also of the national socio-economic pattern.

241. More generally and at all levels, UNESCO will continue to promote the improvement of teaching and the solution of other internationally important educational problems. To this end the documentation centre within the framework of the UNESCO Educational Clearing House will be strengthened in order to supply information necessary for UNESCO's various educational programmes. The systematic exchange of information about significant educational developments will be continued, notably through the publication of the *World Survey of Education* (secondary education in 1960, higher education in 1963), and through increasing assistance to member States in setting up or improving national centres of documentation. Co-operation with international non-governmental organizations concerned with education will be further stressed. More attention will be given to research on the improvement of curricula and teaching methods; to this end, national educational research centres and international centres, like the UNESCO Institute of Education in Hamburg and the International Institute of Child Study in Bangkok, will be encouraged to undertake parallel research projects, with special emphasis on the problems of language teaching (including use of the vernacular), the use of audio-visual aids, and other crucial problems requiring research on an international level.

242. UNESCO is dedicated by its Constitution to the promotion of human rights through education and to the encouragement of education for international understanding. Action on the former matter will be undertaken notably in international instruments concerned with discrimination in education (to be acted on at the General Conference, 1960), and an intensified programme on the equal access of girls and women to education. Education for international understanding will be geared to two main themes: teaching about the United Nations and mutual understanding of Eastern and Western cultural values. In these subjects, the Associated School Projects, in which over 200 schools and teacher-training institutions in forty countries were taking part in 1959, will be a main instrument for stimulating practical classroom experiments.

243. In out-of-school education, projects at the national and regional level will be continued, as well as activities of a general international character such as international studies, seminars and fellowships. Emphasis will be placed on a comprehensive programme for the general education of a community, including both adults and young people and both those with and those without formal education.

244. Within its general policy of integration of the development of education in the whole pattern of economic and social development, UNESCO pays special attention to the relationship between what has been called "fundamental education" and community development. Continued support will be given to the regional educational centres at Patzcuaro, Mexico, for Latin America, and Sirs-el-Layyan, United Arab Republic (Egypt) for the Arab States, and the functions of these centres will be increasingly orientated towards community development. Support will also be given to the establishment of such institutions and programmes as schools for adults, extra-mural departments of universities, workers' clubs, youth hostels, and leadership training centres. In South Asia, a project to encourage and intensify the preparation and production of reading material for the newly literate will lead to the publication of a series of books on contemporary themes and interests. The development of library services will be promoted through regional seminars, training courses, demonstration projects, and the publication of operational manuals and technical outlines for librarians.

245. A world conference on adult education will meet in 1960. It will study the forms and methods of adult education work and assess them in relation to the developments in mass media, the resources available and the trends toward harmonizing voluntary and governmental efforts. The conference will be followed up through regional seminars and study groups. Assistance will be given to adult and youth education projects of both a governmental and a non-governmental character. More attention will be paid to research and experimental studies, of which the main centre of interest will be the psychology of adolescence and the social adaptation of young people.

246. In both the developed and the under-developed countries, there is arising serious concern at the state of science teaching in the school systems. The problem is particularly acute in many non-industrialized nations where there is a great need for practical technologists (engineers and applied scientists) and where the school systems are completely inadequate to train such people. The low standards of the universities in science teaching are to a large extent a result of the weakness of the secondary schools. The cause of this situation, besides the general lack of qualified secondary school science teachers and of inadequate science teaching equipment, is the great gap between the way of thinking of the pupil in his home life and that required of him in the science class. It is UNESCO's aim to aid countries facing such a situation by making available to them the latest methods of science teaching, by organizing regional conferences where mutual problems in science teaching may be discussed, by organizing refresher training courses for science teachers in specialized disciplines, and by encouraging

popular interest in the ideas of science through travelling science exhibits and the translation of the best books in science at the popular level.

247. In addition, at the technical university level, UNESCO is giving advice on curricula, choice of laboratory equipment, and selection of key professional staff in a number of technological institutes being set up with the help of the Special Fund. It seeks to develop ties between the institutes it is assisting in the less developed countries for the training of engineers and scientists and the leading engineering schools and societies in the more industrial countries.

248. In the discharge of its constitutional responsibilities, the ILO is undertaking a workers' education programme, which involves, at their request, close collaboration with, and direct assistance to, workers' organizations. It includes the provision of lecturers and documentation on labour subjects, expert missions to advise on the activities of workers' education bodies, seminars and training courses, fellowships to trade unionists, and a loan service of films and filmstrips. An additional service provided by ILO is the publication and distribution of teaching material on the main subjects within ILO's competence. It is planned to extend this service by adding material on collective bargaining, accident prevention, occupational health, wages, vocational training and other topics. The organization plans to publish a comprehensive workers' education handbook and collaborates with UNESCO in the production of simplified booklets on labour subjects for new or semi-literate workers.

249. An important development in ILO's work in education during the review period is reflected in the proposal to establish in Geneva an International Institute for Labour Studies. The institute would bring together persons having experience in dealing with labour problems—in management, trade unions, public administration, the professions, the educational world, etc.—for the intensive study and discussion of important issues of labour policy. The emphasis would be on an analysis of problems and the formation of policies to deal with them rather than on technical methods. The educational work of the institute would be supported by the promotion of research as required; and it would build upon the work of the many national institutes and research bodies.

250. It has been noted above that aid for professional education and training is part of the work of each member of the United Nations family within its particular field of competence. There is every expectation that during the five years under review this will be an increasing responsibility. Assistance in this field will continue to involve, as in the past, fellowships, seminars, training courses and institutes, etc. At this stage the IAEA programme of fellowships and exchange of scientists is the major operational programme of that agency. The importance attached to the education and training of professional health staff as part of the WHO programme has already been mentioned (as well as the significance of education of the public in general for the achievement and maintenance of health improvements). FAO plans a major expansion in agricultural education, including, for example, special assistance to colleges of agriculture to develop facilities and staff for training in agricultural extension.

251. The United Nations, which has set up regional institutes concerned with training in such fields as statistics, demography, public administration and housing, and has established a programme for training African economists at Headquarters, plans to continue activities of this type. ECLA jointly with EPTA will expand its Training Centre in development economies. An in-service training of economists will be established in ECAFE, and ECE intends to expand its in-service training programme. ECLA and ECAFE jointly with UNESCO will undertake surveys of the teaching of economics in their respective regions, looking towards increased training of economists in the practical requirements of economic development. The establishment of training institutes, as noted above, is one of the major functions of the Special Fund. The International Atomic Energy Agency, in co-operation with other interested agencies, has held a number of training courses, and plans others in such matters as the application of radioisotopes to agriculture and medicine; reactors; health physics and radiation protection; and carbon-14 dating in archaeological research.

#### *6. General conditions of work and employment*

252. The promotion of measures for a progressive improvement in the conditions of work has been one of the main preoccupations of the ILO since its inception. The great majority of the international labour conventions and recommendations adopted by the International Labour Conference, and of the resolutions adopted by subsidiary organs, deal with the different aspects of this problem, such as the regulation of hours of work, including night work; weekly rest; holidays with pay; minimum wages; equal pay for equal work; the protection of wages from unjustifiable reductions; safety and health at the work-place; protection of women and young workers; the workers' right to organize and bargain collectively; and labour inspection. Activity of this sort will continue, with certain developments that may be anticipated.

- (i) In the near future special attention will be given to promoting a programme for the progressive reduction of hours of work with a view to the attainment of the forty-hour week as a social norm, with due regard to the levels of economic development attained and to the widely different practices in the different countries in the regulation of hours of work, whether by legislation, by collective bargaining or by other means. The International Labour Conference is scheduled to consider this subject in 1960 and 1961 with a view to the adoption of an international instrument.
- (ii) On wages, the ILO's future work lies along two lines. One is to secure the widest application of the existing Conventions on Minimum Wages, Equal Remuneration for Work of Equal Value, and the Protection of Wages. The other is to continue research and analysis with a view to the preparation of reports and publications for the guidance of governments. One of these will be a comprehensive study of the relationship between wages and economic stability. Others will deal with such subjects as systems of wage regulation,

wage differentials between men and women workers, and the special problems of wages in the under-developed countries.

- (iii) In occupational safety and health there are already several international standards, but there are also serious gaps which will be the concern of the ILO in the future, as in agriculture, forestry and civil engineering. At the same time, because of rapid technological change, the existing standards will have to be kept under review. In 1960 it is probable that an international instrument on the protection of workers against ionizing radiation will be adopted.

Besides standard-setting, the preparation of handbooks and the dissemination of technical information will be used to promote occupational safety. Studies will be conducted of critical problems in the field. The ILO has set up an International Occupational Safety and Health Information Centre, in co-operation with the International Social Security Association and a number of national and international organizations. Questions of health and safety will also continue to be a part of the ILO's technical assistance programme, primarily in the form of regional seminars and study courses, and co-operation with WHO will be maintained as in the past.

WHO's interest in occupational health lies not only in the problems of disease and infirmity associated with conditions in the place of employment but also in the fact that much occupational disability arises from conditions not specifically related to the job, such as infectious agents and emotional factors in the home environment. WHO places special emphasis on establishing, in co-operation with ILO, occupational health institutes which combine specialists from various disciplines into team.

- (iv) The ILO programme dealing with the conditions of employment of seafarers comprises studies of the manning of ships, the social implications of the introduction of nuclear propulsion in shipping, and air conditioning in relation to crew accommodation. The ILO is also undertaking a world-wide study of the existing welfare facilities for seafarers with a view to making proposals designed to bring about effective international co-operation on this matter. In co-operation with WHO, the ILO continues to give attention to seafarers' health.
- (v) The ILO has recently drawn up a new comprehensive programme of activities for non-manual workers. This is a sector which has greatly expanded in recent years. The programme will include a study of the problems arising from technological changes in this sector, employment and unemployment problems of older non-manual workers, and research into the acute problem of the "educated unemployed" in developing countries. The form and content of the contract of employment in non-manual work, certain social security problems, and questions of health and hygiene in shops and offices are also included in the programme. The latter subject may be placed on the agenda of an early session of the Conference, with a view to the adoption of international standards.

In addition to subjects of concern to non-manual workers in general, the ILO will study the problems of special categories of these workers, including technical and supervisory staff, journalists, workers in the distributive trades, inventors in salaried employment, certain problems of public servants and, in particular, teaching staff. The position of public servants in relation to conditions and stability of employment, salary levels and professional status, and the right to organize and bargain collectively, will be examined. The ILO is also pursuing its work, in co-operation with UNESCO and the Berne Union, with a view to arriving at a joint international instrument for the protection of performers' rights.

253. As noted elsewhere, ILO's future programmes in regard to conditions of life and work in rural areas will be the subject of a general discussion at the 1960 Conference.

#### *7. Social security*

254. Social security is primarily a field of operation of the ILO, although both the United Nations and WHO have definite interests in the subject. The ILO intends to continue to develop international conventions and recommendations in this domain. Pre-war international conventions will be revised to take account of new circumstances and new forms of social security that have developed. Within the next few years the ILO expects to undertake the establishment of new standards of social security for migrant and alien workers, so as to guarantee them equality of treatment with nationals and ensure the maintenance of rights in the course of acquisition and payment of benefits abroad. It will pursue and intensify the various social security programmes, including research projects, that it has been carrying out on a regional basis, particularly in the European region. The ILO social security programme for less developed regions becomes more important as more and more countries achieve substantial industrialization. To some of the countries in these regions the ILO will give technical assistance related to the planning and establishment of social security systems. Many such countries, however, have already enacted social security legislation and where this is the case, the main preoccupation of the ILO will be to give advice on and assistance in the practical application of legislative measures, including the extension of the existing schemes to additional categories of the population, improvements in the administration of the schemes and the maintenance of their financial equilibrium. The ILO intends to complete this part of its social security programme through seminars and technical meetings to train and assist social security administrators and technicians.

255. Much of the United Nations work in the past on economic measures in favour of the family and measures for groups in special need (e.g., the aged, the handicapped) concerned forms of public or social assistance that come under the general heading of social security. There has been a decreasing emphasis on this type of activity in the United Nations, however, with the growing attention being paid to the problems of less developed areas, where economic assistance to the needy on a large scale is not formally feasible because of the lack of public funds; there is a corresponding increase

in emphasis on ways of improving the family levels of living in these countries.

256. This trend recognizes the impracticability of attempting to establish comprehensive forms of social security, based on the patterns of industrial States, in areas where the financial and administrative resources and the educational pre-conditions among the population are lacking.

257. WHO is concerned with the question of the cost of medical care, which has been steadily rising in most countries and has led to increasing intervention by governments in the financing, organization and administration of medical care services. Where medical services are covered by insurance or directly provided by the government, they are a form of social security. WHO is currently planning, in co-operation with the United Nations and the ILO, a long-term study based on data from several countries that have different approaches to the problem of the government's role in health insurance and medical care and that are at different stages of economic and social development.

#### *8. Social services and social defence*

258. Social welfare advisory services have constituted a field of activity of the United Nations since the beginning of the Organization. Certain responsibilities in this field were in fact inherited from the League of Nations (in regard to children) and from UNRRA. The original concern was with the protection of children and other vulnerable groups, such as the aged, the handicapped, migrants, etc. Early programmes of the United Nations in the realm of social welfare were directed towards these special groups. With the shift of emphasis to the development of the economically less developed countries, however, there has been a corresponding shift of emphasis in the social service programmes.

259. The question of policy for the social services in connexion with the development of less developed countries has become itself an issue of major international concern, and committees of experts have been convened to advise on it. Final determinations have not been reached but the direction of programme development is fairly clear, as indicated in the United Nations appraisal.

260. The emphasis has shifted from special projects concerned with vulnerable groups to a consideration of social welfare problems in the context of development. The concern is no longer limited to protective and remedial action but has expanded to cover more positive forms of action in relation to problems of urbanization, industrialization, and the disruptive changes in social and family structure that tend to go with economic development. A major emphasis in the future will therefore be upon social services in relation to the planning and implementation of broad programmes of development. The family will be the unit of primary consideration and the maintenance and raising of family levels of living will be a main focus of action.

261. A second emphasis will be upon the organization and administration of social services, since it has become evident that it is more important

to develop the administrative capacity to deal with social welfare problems than to advise on specific techniques where there is little or no possibility of follow-through. A third emphasis in the future will be upon training for social work—the lack of personnel here as elsewhere is a major block to the development of appropriate social services.

262. In the newly developing countries embarking on a programme of industrialization, properly organized welfare services for industrial workers may not only help to stabilize the labour force in industry and increase its efficiency but may also help to set the pattern of the subsequent organization of such services for the community as a whole. The ILO has specially concerned itself with this subject and is co-ordinating its work with that of the United Nations in the broader sphere of national social services.

263. UNICEF policies, carried out in co-ordination with other agencies as appropriate, are increasingly directed by the principle that the needs of children cannot be isolated from their environment and that measures for their health, nutrition, education and welfare should fit into broader measures for the improvement of family and community levels of living. A closer relationship is being established between UNICEF and the Bureau of Social Affairs. UNICEF has recently adopted a policy of aid for social services for children. The fundamental objective is to help countries to develop national systems of social services to strengthen family life. Special attention is given to care in institutions, day-care centres and other methods of caring for children outside the home, as well as to methods of keeping the family together and improving the care of children in their own homes. UNICEF will also give more attention to the problems of children in circumstances of rapid economic and social change, particularly of urbanization, when family life is subjected to unusual stress and children face unusual dangers of a social and cultural nature. The ILO is giving special attention to the problems of working mothers in providing proper care for their children.

264. In social defence—crime, delinquency, etc.—the programme of the United Nations must be viewed in the context of a world-wide increase of criminal behaviour, particularly of juvenile delinquency. This increase is perhaps more noticeable in the more developed countries, but is reported also as a serious problem in the less developed countries in the process of industrialization and urbanization. The proposed future programme will place greater emphasis on the prevention of crime, especially juvenile delinquency; on direct assistance to governments in training personnel; and on action at the regional level, through regional institutes for social defence. The projected work of ILO on youth policy and of UNESCO on the psychology of adolescence and the social adaptation of young people bear closely on the question of juvenile delinquency.

## *9. Narcotics*

265. The control of the traffic in narcotic drugs has been recognized as appropriate to international agreement for nearly fifty years. In 1946 the functions devolving by treaty on the League of Nations and the Office

internationale d'hygiène publique were transferred to the United Nations and the World Health Organization. Certain duties and responsibilities are laid by treaty on the United Nations control organs (the Commission on Narcotic Drugs, the Permanent Central Opium Board, and the Drug Supervisory Body) and on the WHO. These duties relate to the limitation of narcotics to medical and scientific purposes; the licensing of their manufacture, import, export and distribution; the regulation of supplies; and the punishment of traffickers. Since these activities are dependent on treaties their future is bound up with treaty obligations; there is a plan to hold a plenipotentiary conference in 1960 to adopt a single convention, combining the conventions at present in force. The work itself is likely to increase during the years under review, among other reasons because the number of narcotic substances under international control is on the increase and because improvement in transport facilities adds to the opportunities for illicit traffic.

266. The United Nations work in narcotics control is not limited by its treaty obligations. Studies are conducted into drug addiction, synthetic drugs, opium, *cannabis*, coca leaf, etc. A laboratory is maintained for determining the geographical origin of opium seized in illicit traffic and its work is being extended to research on *cannabis*. New substances not under international control but presenting somewhat similar problems, such as the barbiturates, amphetamines and tranquillizers, are kept under review.

267. With regard to the broad picture for the future it is considered that the control of licit manufacture and distribution is working efficiently, but that greatly increased attention must be given to two problems: the treatment of drug addiction (particularly large-scale social addiction in some of the under-developed countries), and traffic drawing its supplies directly from illicit cultivation and manufacture. The illicit cultivation of narcotic plants is a social and economic problem in the sense that it is often a major source of livelihood for low-income groups in the rural areas of under-developed countries, including migratory tribal groups difficult to keep under view.

268. Progress in solving these problems will call for increased studies and for increased technical assistance. A certain amount of technical assistance has for many years been given under various resolutions of the Council but recently it has come to be regarded as so promising a means of attack (the major benefits from which often accrue to countries other than those actually requesting assistance) that special budgetary provision has been made for it. Assistance is being given both in enforcement measures and in the development of substitute crops.

269. Collaboration between the agencies concerned, the United Nations (mainly administration and enforcement), WHO (treatment, rehabilitation and the prevention of addiction) and FAO (substitute crops in former opium, coca leaf or *cannabis* growing areas) will continue as in the past.

#### 10. Refugees

270. The refugee comes within the purview of the present inquiry because an international obligation has been recognized and assumed in regard to the economic and social circumstances of his plight. At present the work of

the United Nations for refugees is divided between the Relief and Works Agency for Palestine Refugees in the Near East, which has well over one million refugees in its care, and the Office of the High Commissioner (principally concerned with Europe, North Africa, and the Far East).

271. The High Commissioner has over one and a half million refugees under his mandate and in addition is asked to use his good offices for others not coming directly within his competence (there are, for instance, at least one million in Hong Kong). The work of legal protection, emergency relief, voluntary repatriation, resettlement and local integration involves collaboration between the United Nations, the countries directly concerned, the specialized agencies, many non-governmental organizations and other international bodies such as the Intergovernmental Committee for European Migration.

272. The appraisal period overlaps the World Refugee Year (mid-1959 to mid-1960). The Secretary-General has appointed a special representative to assist governmental, intergovernmental, and non-governmental participation in this scheme. Seventy-six countries and twelve territories have already announced their active participation. Seventy-seven voluntary organizations are also taking part, the largest number ever to associate themselves in a single campaign.

273. How far the normal work of the High Commissioner, intensified by the special effort of the World Refugee Year, can by 1964 solve the refugee problem under his mandate is a matter for speculation. Some parts of it — the clearing of the camps in Europe, for example, — are regarded as goals within the possibility of achievement. There is reasonable hope for other substantial achievements in the solution of the problems of non-settled refugees.

274. The High Commissioner recognizes that there is still much to be done in improving the legal status of refugees, particularly with regard to the right to work, the facilitation of travel and naturalization. The continuing success of settlement is obviously postulated not only on the adequate provision of funds, but also on the economic health of the countries of settlement.

275. Furthermore, although the work of the United Nations in this matter is entirely humanitarian and non-political, its success or failure is clearly not unrelated to political developments. Finally, the qualified optimism that within the five years under review the problem of refugees coming under the mandate of the High Commissioner may cease to be a major reproach to the conscience of mankind rests on the assumption that the period will not witness the creation of new refugees.

276. Even though this hope may be realized, the problem of the Palestinian refugees remains without immediate visible prospect of solution.

#### D. — BROAD PROGRAMMES OF SOCIO-ECONOMIC DEVELOPMENT

277. With growing interest in combined or concerted action to achieve over-all development, and in the interdependence of economic and social

factors of development, a number of new programmes have emerged in this general area, and additional ones may be anticipated. The regional economic commissions for Africa, Asia and the Far East, and Latin America have recently incorporated in their terms of reference the "social aspects of economic development".

278. After interagency discussions of concepts and principles, a considerable degree of co-ordination has now been achieved in the *community development programme*, which is a multi-subject programme that has aspects concerned with agricultural production, agricultural extension, education, social work, health, sanitation, home economics, etc. ILO, FAO, UNESCO, and WHO, as well as the regional economic commissions, are co-operating with the United Nations in this programme, which in its operational phase is only about five years old, but which has provoked wide-scale interest among the governments of less developed countries. Future action in this field is anticipated along the following lines, involving in each case practical assistance to governments as well as supporting studies:

(a) Closer integration of community development policies with national and regional development plans, together with a study of programming techniques;

(b) Community development in relation to the economic development of rural areas (e.g., in relation to co-operatives, small-scale industries, land reform);

(c) Social aspects of community development (e.g., individual and group attitudes and orientations in relation to economic and technical innovations, higher levels of nutrition, housing, etc.);

(d) Community development in relation to resource development;

(e) Community development in relation to urban development;

(f) Public administration aspects of development;

(g) Training.

279. The *Andean-Indian programme* under the ILO is also of a broad multi-subject character, involving agriculture and rural industry as well as education and training, health, social welfare, and various other subjects. The United Nations, FAO, UNESCO and WHO are co-operating with ILO in this programme, which is being supported by technical assistance and, in respect of certain elements, by the Special Fund and by UNICEF.

280. *Urbanization*, which, as noted above, embraces a complex of interacting problems of an economic as well as a social character, is currently being examined by the United Nations and specialized agencies with a view to the establishment of a concerted action programme at the international level. A survey mission on urbanization in the Mediterranean region, co-operatively sponsored by the United Nations, ILO, FAO, UNESCO and WHO, has recently been completed, and has made recommendations urging co-ordinated international action.

281. The United Nations is undertaking a project on *balanced economic and social development*, which is concerned primarily with the interrelations of economic and social factors from a policy point of view (questions of

investment policy and budgetary policy, methods of integrating economic and social development, etc.). It involves case studies, regional seminars and working parties, and an over-all report.

282. UNESCO in its Social Sciences Programme has a project dealing with the *application of the social sciences to problems of economic and social development*. The main purpose of the project is to stimulate scientific discussion of and research in the various aspects of this complex subject and to bring to the attention of governments the kinds of help which the social sciences can render to those engaged in the formulation of policy. This project includes two major items: one on the social implications of industrialization and technological change (including urbanization), and the other on balanced social and economic development. In the execution of this latter part of its programme, UNESCO is able to contribute to the United Nations project mentioned in the previous paragraph.

283. The ILO also has under study various aspects of the social implications of technological development, particularly as they affect workers. It is concerned in this respect with such things as the new requirements for vocational and technical training resulting from the changes in the occupational structure brought about by innovations such as automation, and the consequences to employment of technological changes. Having made general surveys of the implications of agricultural mechanization, automation in industry and the development of industrial uses of atomic energy, the ILO is currently proceeding with an industry-by-industry examination of new problems that are arising. It has thus dealt with the consequences of mechanization and automation in office work and will shortly deal with the social consequences of changing methods and techniques in railways and road transport and in the application of atomic power to shipping.

#### E. — PUBLIC ADMINISTRATION

284. While from early days public administration was regarded as an appropriate component of the United Nations programme, the first steps taken towards the creation at Headquarters of an International Training Centre proved a false start. Since then administrative techniques have been the subject of a great many technical assistance projects through both the provision of experts and the award of fellowships. The main trends, which seem likely to continue during the review period, are: first, advice to governments on both general and specific problems of administration—in some instances expert advice to commissions of reform established by governments; second, the setting up, or the aiding, of national and regional training centres. For these institutions the United Nations provides teaching staff, documentation and fellowships, and while in each case the aim is to withdraw international help gradually, there is no doubt that the demand will be a continuing one.

285. Although a certain amount of research is conducted at Headquarters, increasing use is being made of non-governmental organizations

such as the International Institute of Administrative Sciences in Brussels and the International Political Science Association at Geneva. In collaboration with such bodies the United Nations has investigated many questions, including the decentralization of government services and local government. This type of collaboration will continue.

286. However, the most significant new feature in the United Nations programme of public administration has been the recruitment and the partial financing of personnel to perform executive, operational and administrative functions as employees of the requesting governments (OPEX). This service is available, at their request, to developing countries suffering from a shortage of trained executives. Although the beginning has been modest, the volume of requests indicates that the service will expand. Since the posts to be filled are often in departments that normally deal, in international matters, with the specialized agencies, OPEX calls for very close collaboration within the United Nations family.

287. In nearly all the appraisals reference is made to problems that are administrative in character: for example, WHO stresses the need for efficient health services, ILO is concerned with efficient service in labour inspection, employment and social security, IAEA is assisting in the establishment of national atomic energy commissions and FAO attaches particular importance to "a suitable organizational structure for the Ministry of Agriculture". The United Nations sees inter-agency collaboration in these matters as one of the most promising developments for the period under review.

#### F. — FINANCING ECONOMIC AND SOCIAL PROGRAMMES

288. In the field of financing economic development a number of agencies in the United Nations family, such as the International Bank for Reconstruction and Development, the International Finance Corporation, and the International Monetary Fund, are playing important roles. However, the present report can cover only the activities of the agencies under review in the appraisals—in this case, chiefly the United Nations.

289. As mentioned earlier, there has been considerable pressure to establish under the auspices of the United Nations a major capital development fund (such as SUNFED) to finance economic and social development. Notwithstanding the projected establishment of the International Development Association, it is likely that this question will continue to occupy attention. Meanwhile, the activity of the United Nations in the field of finance — apart from the "pre-investment" activity of the Special Fund — is concerned largely with studies and with technical assistance. A report on international economic aid, mainly of a statistical nature, is also published annually, and is likely to be expanded in the future as part of basic documentation for discussions in this field.

290. The United Nations work originally concentrated on the subjects of public finance statistics and international tax relations, which had been carried over from the League of Nations. In recent years, under the impact

chiefly of the development of the technical assistance programme, emphasis has shifted to such matters as budget classification and management, tax reform, and the international flow of private capital. In the next five years, the United Nations is planning in these areas a few selected long-range studies and a broad programme of technical assistance activities.

291. Research in financial matters will first of all be guided by the General Assembly requests for periodic reports on the international flow of private capital. While these reports will discuss the main determinants and characteristics of the flow of private capital, a more searching analysis has also been initiated. A preliminary report on this question, currently under preparation, will examine the measures which the governments of capital-supplying and capital-receiving countries have taken or contemplate taking in order to encourage an expansion in the flow of foreign private capital to under-developed countries. This report will be based on a survey of the types and forms of foreign private investment which under-developed countries are most interested in attracting and in which foreign investment is most likely to be forthcoming. In view of the importance of these problems and the complexity and variety of conditions under which they arise in the different under-developed countries, it is expected that this type of research will continue to be given a high priority.

292. Continuing importance will also attach to the problems of the domestic financing of economic development. This will also respond to the growing interest in all aspects of the industrialization process manifested by the Economic and Social Council. Considerable assistance is already being given to governments in this area, on the basis of technical assistance requests, e.g. on the structure, regulation (legislation), and operations of financial institutions especially in the fields of insurance, banking, capital markets. Financial experts are also frequently involved in advising on the bankability of projects, especially in industry in co-operation with engineering experts.

293. In the monetary field United Nations technical assistance is given chiefly to countries that are not yet members of the International Monetary Fund and the International Bank for Reconstruction and Development. This assistance is also designed to meet the desire of these governments to improve their credit-worthiness and generally to become better able to meet the requirements of the Bank and the Fund.

294. The principal directions of future activities concerning taxation can be readily anticipated. Research on the tax factors that impinge on the size and nature of foreign private investment and on the measures that governments could take to influence the flow of such investment will remain an integral part of the comprehensive studies of the international flow of private capital. Studies of the taxation of agricultural property and activities are called for in connexion with the report on land reform requested by General Assembly resolution 1426 (XIV); they are also required in response to the growing interest of governments, especially of newly independent countries, in reviewing their traditional taxes in this field from the point of view both of the revenue productivity of the taxes and

of their effects on development incentives. Finally the trend towards regional economic integration is raising important new questions on the harmonization of national tax measures and their adjustment to regional development policies. Technical assistance in taxation will continue to be dominated by the needs of governments to strengthen their administrative machinery and to continue their reappraisal of tax policies in the light of changing development aims.

295. In budgetary research, the analytic work on the reclassification of government transactions with a view to providing data for the formulation of economic and social policies is nearing completion. The economic and functional classification schemes developed by the Secretariat have been tested at regional budget workshops held in Asia and Latin America under joint arrangements with the regional economic commissions. High priority will be given to this type of work in Africa, where the first regional budget workshop is planned for 1961.

296. In Asia and the Far East, in response to government requests, emphasis will shift, however, to other problems of budget management, particularly to the application of the techniques of programme and performance budgeting. A third budgetary workshop in that region scheduled for 1960, as well as a further budget workshop for South America, will place emphasis on this aspect of budget management.

297. Programme and performance budgeting provides a technique for the proper evaluation of government expenditure not only in financial terms but in real terms as well. Project budgeting may be considered an aspect of this technique when applied to the planning and execution of major development projects. Work on project budgeting will be given high priority, since it also has special value in connexion with meeting the requirements of international lending agencies that help to finance development projects.

#### G. — HUMAN RIGHTS, INCLUDING FREEDOM OF INFORMATION

298. Practically all the organizations participating in the appraisals are contributing to the achievement of human rights as set out in the Universal Declaration of Human Rights, such as the rights to education, and to participate freely in the cultural life of the community; the right to an adequate standard of living, which includes health, adequate food and housing, and other elements essential to the well-being of the individual; the rights to social security, to equal pay for equal work, and to freedom of thought and association; and others. Almost everything that is being done to promote economic and social development brings the enjoyment of basic human rights more fully within the reach of groups and individuals.

299. More specifically, the United Nations, ILO und UNESCO are carrying forward and are contemplating a number of programmes explicitly labelled as programmes designed to further certain human rights. These programmes can be divided into three groups according to the methods and approaches employed: the drafting of legal instruments

(standard setting); the conducting of studies to clarify individual and group rights and of surveys on the application of standards, which serve to focus the attention of governments and public opinion on any violations and shortcomings; and the promoting of exchanges of experience in the implementation of human rights.

300. It is evident from the appraisals that the past emphasis on standard setting will continue into the future. Among the legal instruments expected to be completed at an early stage or on which action is contemplated during the years immediately ahead, are the two Covenants on Human Rights; a Convention on Freedom of Information; a draft Convention and Recommendation on the Age of Marriage, Consent to Marriage, and Registration of Marriage; and draft Declarations on the Right of Asylum and on Freedom of Information. All these instruments are under consideration by the United Nations. UNESCO is considering an international convention and recommendation on discrimination in education, and a convention on the rights of performers, recorders and broadcasters, the latter in co-operation with the ILO, which initiated work on this subject, and the Berne Union.

301. Closely related to the drafting of these conventions, recommendations and declarations are sustained efforts to achieve a universal application of existing conventions. In the case of the ILO, this means primarily its conventions and recommendations on trade union rights and on freedom of association, on forced labour and on discrimination in employment and equal pay for equal work.

302. Among major studies (which frequently become the basis of future recommendations or conventions), the United Nations has under way and expects to see concluded during the period under discussion three studies of discrimination in the matter of religious rights and practices, of political rights, and of the right of everyone to leave any country, including his own, and to return to his country; as well as a study of freedom from arbitrary arrest, detention and exile. A special commission set up by the General Assembly is engaged in a major study of the status of the permanent sovereignty of peoples and nations over their natural wealth and resources. With a view to advancing freedom of association the ILO is carrying out a major fact-finding survey of conditions relating to freedom of association, including on-the-spot studies in different countries.

303. The exchange of experiences and information is primarily developed by the United Nations through seminars, of which three per year are planned for the future. Past seminars have dealt with such problems as the position of women in public life, the protection of human rights in criminal law and procedure, and judicial and other remedies against illegal exercise and abuse of administrative authority. UNESCO, according to its appraisal, plans similar seminars particularly in the field of discrimination and measures to eliminate racial and other prejudice.

304. Both the United Nations and UNESCO, over the years, have given extensive attention to the promotion of freedom of information. The United Nations expects to complete soon the Convention on Freedom

of Information, the first draft of which was prepared in 1948, and has before it for early action a Declaration on Freedom of Information introduced in 1959. These instruments are aimed at reducing obstacles to freedom of information. UNESCO's efforts focus on the development and improvement of facilities and techniques of communications. These activities stem from the realization that freedom of information cannot become a reality as long as large parts of the world lack adequate means of communication and facilities for the exchange of information and opinions.<sup>4</sup>

305. An important new aspect of this programme has been opened up by the request addressed by the Economic and Social Council to UNESCO to make a world survey of the problems of providing technical assistance for the development of the means of mass communication in the under-developed countries. The survey is intended to enable the Council to evaluate the material, professional and financial resources needed to carry out specific development programmes. Regional meetings of governmental and individual experts will be held during 1960-1962 in South East Asia, Latin America and Africa. At the same time UNESCO will continue its work to develop training facilities for mass communication personnel through centres already established in Europe and Latin America and it is hoped to promote similar facilities in Asia.

#### H. — CULTURAL HERITAGE AND MUTUAL APPRECIATION OF CULTURAL VALUES

306. The aims of UNESCO are, among other things, to assure "the conservation and protection of the world's inheritance of books, works of art, and monuments of history and science", to "give fresh impulse to the spread of culture" and to assist in "preserving the independence, integrity and fruitful diversity of the cultures"<sup>5</sup> of member States. UNESCO therefore under its constitution has a special responsibility for the preservation and advancement in depth and in breadth of non-material values, the importance of which was stressed earlier as one of the essential needs of a world in a state of rapid development and change. This is a long-term task which requires patience and persistence rather than new programmes.

307. UNESCO, in its appraisal, emphasizes this need to maintain and develop its existing programmes in this field rather than to formulate new programmes. With a view to conserving the cultural heritage of mankind, UNESCO proposes to intensify its work in the preservation of cultural monuments and the development of museums, archives and libraries

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<sup>4</sup> 70 per cent of all the books published annually are produced in Europe, USSR and North America. The same countries publish two-thirds of the newspapers of the world and possess 80 per cent of the existing radio receivers. A hundred countries, ninety of them in Asia and Africa and with a combined population of 1,500 millions, have less than ten copies of daily newspapers and less than five radio receivers for each 100 inhabitants.

<sup>5</sup> Constitution of the United Nations Educational, Scientific and Cultural Organization, article 1.

through technical assistance and technical aid through governments. The most ambitious new project in this range is the initiation of measures — likely to require large funds to be secured outside the UNESCO budget — to safeguard the monuments of Nubia, threatened with submersion after the building of Aswan High Dam. It also proposes to continue, in some cases at an accelerated rate, its publication of art albums (with coloured reproductions) and of translations of representative works. It intends to develop these and related activities more methodically and on a wider scale and to give them a more popular bent, *inter alia* by a wider use of the mass communication media. UNESCO anticipates a 180 per cent increase in its budgetary provisions for these purposes which, proportionately speaking, is one of the largest increases the organization envisages.

308. One of UNESCO's programmes — the promotion of mutual appreciation of Eastern and Western cultures — will continue as a major project throughout the period under review. A new, long-term programme is to be undertaken, also, for the promotion of a greater understanding of the cultural values of Equatorial Africa.

### **Part III**

#### **MAJOR SHIFTS IN EMPHASIS**

309. From the preceding review and the separate appraisals, it is possible to discern certain major shifts in emphasis in the economic, social and human rights work of the United Nations organizations. It is necessary to bring these into focus in order to gain an understanding of the direction in which the inter-governmental organizations are evolving.

310. Before that is done, however, it should be observed that the programmes outlined in part II cannot be expected to give a fully reliable picture of the future. In the first place, future programmes are determined by the governing bodies of the autonomous organizations concerned, and the actions of the governing bodies cannot be foretold. In the ILO, programme development involves a continuous process of negotiation among representatives of governments, employers and workers. In the second place, it appears that a large volume of activity in the economic and social field will continue to be carried out through technical assistance and the Special Fund. These operations are undertaken upon specific requests by governments or groups of governments. The nature of the requests cannot be predicted with certainty from year to year; in some cases—but not in all—there is a close relationship with regular programmes.

311. Partly as a result of this situation, the separate appraisal reports have not unnaturally tended to concentrate more on headquarters activities, which are likely to have a more systematic and therefore predictable development, than on field operations that arise from myriad government requests related to the development problems of the individual countries. Consequently, there tends to be an over-emphasis in some of the appraisal reports upon studies, international meetings and other activities characteristic of headquarters work. It is hoped that the consideration of over-all trends and shifts in emphasis will, at least to some extent, serve to correct such unconscious distortion.

#### **A. — FROM PROTECTION TO DEVELOPMENT**

312. The most clearly marked trend in the work of the United Nations organizations in the economic, social and human rights fields is the shift in emphasis to development. As pointed out in the Introduction, there was

a primary concern in the League of Nations and in the early ILO with action of a defensive or protective nature—the protection of countries against diseases that might cross international frontiers; prevention of international traffic in women and children and in illicit drugs; protection of workers against unfair and inhumane conditions of labour; protection of the indigenous inhabitants of dependent territories. Such early action in the economic and social field was taken in a climate of thought that hardly recognized the concept of economic development.

313. Towards the middle of this century, however, the idea of development as a major objective of international co-operation took root in the international scene (as, for example, in the resolutions of the Hot Springs Conference of 1943), and the major goal of the United Nations and specialized agencies in the economic and social field came to be that of promoting the development of the less developed countries. This purpose was present in the Charter of the United Nations and the constitutions of most of the specialized agencies, but it has undergone a very great expansion in practice.

#### B. — STANDARDS AND OPERATIONS

314. The shift in emphasis from protection to development brought with it a parallel shift from the setting of standards to operational activities. Prior to the United Nations, the economic and social work of intergovernmental organizations was to a large extent of a legal character, involving the establishment of international standards, regulations and conventions which defined obligations of Member States in their economic and social relations with other States, or in their treatment of specified groups (workers, women, children, prisoners, indigenous peoples, etc.) in territories under their control. The interest in protection has been maintained and these methods have continued to be used and have proved valuable for the purposes and in the circumstances for which they were originally conceived. New legal instruments have been constantly established on matters ranging from the transport of dangerous materials to the protection of intellectual property. The introduction of some of the new technologies, for example, makes it imperative to establish new international standards for the protection of life and property. The spread of the peaceful applications of atomic energy is having this effect, and an important part of the work of the IAEA in its initial years will necessarily take the form of devising regulations, codes and controls, and of stimulating research on problems of radiation protection (as well as developing standardized measurements for international comparability of research results).

315. By and large, however, with the shift of emphasis to development there has been a strong tendency for the international organizations to apply more operational methods, such as direct assistance to countries through field surveys; advisory services of experts; fellowships, seminars and training institutes; demonstration and pilot projects; and certain forms of material assistance. A very large portion of the regular budgets of some of the organizations and most of the proceeds of the various voluntary funds at their disposal are being used for these purposes.

316. It would be erroneous to conclude that the setting of international standards in connexion with the realization of economic and social values is necessarily in contradiction to an operational approach. Standards are inadequate as a means of promoting economic and social development if governments concentrate their efforts on the adoption of laws and the promulgation of rights—concerned, for example, with universal education or minimum housing requirements—that are currently impossible to implement, and then consider that their responsibilities are ended. By contrast however, standards, in the form of international conventions or recommendations or otherwise, can become powerful tools of economic and social development, particularly if in appropriate cases they are conceived and couched in terms of goals to be achieved through development, rather than as legal prescriptions for immediate application, and if they are entered upon with a sense of commitment. By defining and clarifying objectives which, given time, are attainable, they facilitate final achievement.

317. In this context, it may be noted that the ILO has continued to emphasize standards and conventions somewhat more than other inter-governmental organizations. It is significant that the number of ratifications of ILO conventions has risen sharply in recent years, particularly among less developed countries and new States. At the same time, the ILO has greatly enlarged its operational activities in such matters as man-power training, workers' education, productivity, labour management relations, and others. It is reaching for an integration of standards and of operations to assist in their implementation.

#### C. — DECENTRALIZATION

318. The expanding of operations has meant a shift of emphasis from work at headquarters to activities in the field. The regional economic commissions, in particular those for Asia and the Far East, Latin America, and Africa, are steadily gaining in importance as focal centres for the discussion and the promotion of economic development, including its social aspects. It is here rather than in the Council or in the General Assembly that experts, planners and administrators meet, who have primary responsibilities for the economic development of their respective countries in the several regions. In the same vein, several specialized agencies have laid increasing stress on regional offices or are planning new regional or sub-regional offices in the areas of greatest need. In FAO, for example, field activities at regional offices have been growing faster than headquarters activities, and this tendency is expected to continue. From the start the WHO has, under its constitution, assigned far-reaching responsibilities to its Regional Committees composed of governmental representatives: these regional bodies have played an increasingly large role in the formulation and operation of WHO programmes.

319. Advice and assistance to individual governments, now the chief mode of operation in economic and social affairs, is by its nature field-oriented. This is fully evident in the case of operational programmes as

carried on under the Expanded Programme of Technical Assistance, the Special Fund, and UNICEF, with their large number of resident representatives, country chiefs of mission, experts, technicians and field workers, many of whom can be found in remote quarters of the world.

#### D. — SHIFTS IN TRAINING

320. International assistance in economic and social development primarily concerns two needs of the less developed countries: first, the need for increased knowledge of their problems and potentialities and the technical skill to deal with them competently; and second, the need for financial assistance. Little can be said in this report on the second issue as an inter-governmental problem, since the major financial institutions are not covered by the appraisal. The limited financial resources available to the participating organizations, especially through EPTA and the Special Fund, are largely devoted to meeting the first need, i.e., the transfer and adaptation of knowledge and technical skills. This means, above all, training at every level and such basic education as is a prerequisite to vocational or professional training.

321. One of the earliest methods of providing training was the award of fellowships, used mostly in the more highly developed countries. Under the EPTA alone, it will be remembered, more than 14,000 fellowships were granted between 1950 and 1958. When other sources are included, the actual number of fellowships provided by the organizations is substantially higher, and has reached more than 10,000 in the case of the WHO alone. In recent years, however, there has been a slow but steady decline in fellowships for studies abroad under the Expanded Programme. This reflects a shift in emphasis to training within the less developed countries themselves, by means of local courses and the creation of technical centres and institutions which will permit training on a larger scale and at substantially reduced *per capita* cost. One of the major objectives of the Special Fund is to assist in the establishment of such institutions. UNICEF assistance for training activities is almost entirely given for the strengthening and expansion of training within the assisted countries and includes the granting of stipends for trainees. This general trend not only reduces the cost of training per individual, but also permits training activities to be tailored more closely to the needs of the individual countries or regions. It may also give a needed boost to the training of auxiliary personnel in countries where there are severe limits on the number of people who can be given advanced training leading to full professional status. It does not, however, apply to the same extent to the training of certain categories of personnel, particularly the higher level specialists and the specialists in new technologies like atomic energy, where facilities for adequate training are not available in many countries and can only gradually be made so. Thus, IAEA plans to expand substantially its fellowship programme.

322. The provision of experts to assist in the planning and execution of development programmes also helps to meet the need for training, in the

sense of a transfer and adaptation of knowledge and skills, even where their activities are not directly related to education and training programmes. In this connexion it is interesting to note the growing employment of experts recruited from among nationals of countries which themselves are in a rapid stage of development and are in turn receiving expert assistance from more highly developed countries.

#### E. — INSTITUTIONAL DEVELOPMENT AND ADMINISTRATION

323. Closely related to shifts in training is another general trend which can be detected from the appraisals, particularly those of the United Nations, FAO and WHO. This is a growing emphasis upon developing necessary institutions (understood in both a governmental and a non-governmental sense) and upon improving administration, including the provision of trained administrative and executive personnel. Too often advice on how to undertake a particular development project has not achieved the desired effect because the country has lacked the capacity for carrying out the project even when knowing how it should be done. One aspect of this problem is, of course, again financial and capital capacity. But another is administrative and institutional capacity, which is part of the necessary infrastructure of development.

324. The United Nations expects to expand its work in public administration with special emphasis on exploratory missions and consultative and advisory services in the building up of national administrative services and their personnel. Supplementary to this programme is the scheme for the international recruitment of operational, executive and administrative personnel (OPEX), which is still in the experimental stage. The United Nations appraisal further indicates that technical assistance in the social field, which used to be concerned with a variety of highly specialized projects, now gives major attention to the organization and administration of social programmes, and to the relation of the services to broad programmes of development.

325. The FAO foresees that major areas of expansion in its programme will be in social and economic institutions (land tenure systems, agricultural credit institutions and co-operatives, etc.), government services, and the organization of research and education, including agricultural extension work. WHO is promoting public health services on the national, provincial and local levels. The ILO will increase its efforts to build up labour administration and the institutional arrangements for labour management co-operation. UNESCO is looking for a substantial increase in its activities designed to further the establishment of teacher training institutions and of the administrative machinery necessary for the planned development of formal education and training; it also intends to set up a clearing house dealing with government policies and institutions concerning science. The WMO will continue its co-ordinating role in the development of national meteorological services, which constitutes the main part of its activities, and will be building up a network of meteorological stations, while the

IAEA is giving assistance to the establishment of national atomic energy commissions or similar bodies.

326. In a word, the trend towards building up the capacity for development—the necessary infrastructure of institutions, administration and personnel—extends to most of the economic and social fields in which the international organizations are operating.

#### F. — TOWARDS A BALANCED ECONOMIC AND SOCIAL DEVELOPMENT

327. Mention of the growing preoccupation with balanced economic and social development has been made on several occasions. From the experience of governments it is apparent that there is an urgent need not only for development in a number of separate economic and social fields, but also for a balanced pattern of development. Otherwise there may well be inefficiency or inhumanity in the development process. There is a tendency for progress in some fields to be slower or faster than in others, because of the difficulties or the ease of technological transfer and modernization, or simply because of the relative strength and influence of a particular minister or official.

328. With resources so scarce, a judicious allocation must be made in order to achieve maximum results in terms both of economic growth and of higher levels of living. This does not mean that everything should be attempted at once; on the contrary, “spearhead” actions and concentrated efforts at “break-through” in the vicious circle of economic and social stagnation may even be desirable. What is needed, however, is a conception and an awareness of the total problem as a basic guiding principle, so that action in any particular field will not be seen solely from the point of view of partisan professional interests in that field, but from the point of view of over-all growth and welfare. The precise application of this principle, at the national and also the international levels, requires more understanding of the interacting character of economic and social development than is now available, but the problem is recognized and certain guide lines are being set up.

329. There is a growing recognition also that the ultimate objective of economic development is a social objective: higher levels of living and the well-being of the community and the individuals who compose it. There are still wide divergences of views as to which economic programmes are best designed to further social progress and which social programmes can best contribute to economic growth. Questions are being asked about alleged imbalances. No ready answers have been found, but the search is on. As insight and understanding advance, there are likely to be changes, during the years to come, in programme priorities and in the choice of the most effective methods of achieving new goals, including methods of planning and co-ordinating aid.

330. The theme of balanced economic and social development runs through many of the United Nations programmes, and is the subject of a

report scheduled for 1961. The extension of the terms of reference of three of the regional economic commissions to the social aspects of economic development is another indication of the same interest. The FAO is re-orienting its whole approach to agricultural development from the perspective of balanced growth. UNESCO in the field of applied social sciences is seeking to stimulate research and discussion on balanced economic and social development. The WHO appraisal indicates great interest in the interrelations between economic factors and health questions, stressing the need not only for proper balance and integration within the health services but also for the integration of these services in a general socio-economic programme. ILO is devoting much attention to the interrelationships between economic development and the living and working conditions of labour.

#### G. — NEW DEPARTURES IN STATISTICS, SURVEYS AND RESEARCH

331. It is generally recognized that the absence of basic statistics and of elementary demographic, economic and social data in many parts of the world, creates serious difficulties in the formulation of development plans and programmes and that under these conditions external assistance cannot be rationally directed to achieve maximum results. The situation is well characterized by the statement in ILO's appraisal that "the importance of setting up or improving statistical services in the under-developed countries can hardly be over-emphasized, for economic forecasting and hence development planning depend to a great extent on the availability of reliable and accurate statistical information".<sup>1</sup>

332. The shift to development and operations is thus reflected in a growing emphasis on the collection of statistics and the preparation of surveys and "action research" essential for the formulation and implementation of development programmes. The tendency to a closer tie between surveys and action becomes particularly evident in the stepped-up assistance to governments in surveys for development planning. There is an acknowledged danger that in technical assistance an expert or group of experts may make a report which is then filed away with various similar reports collected over the years. The current effort is to avoid this danger by tying the surveys to actual plans and operations.

333. A number of agencies propose to increase their emphasis on resources and requirements surveys. The United Nations and FAO indicate an increased reliance on the technique of projections of economic and demographic trends as a means of aiding economic development. In the United Nations furthermore, social statistics will be built up as a means of facilitating the formulation of social policies and programmes.

334. In keeping with the interest in balanced economic and social development there is also an evident concern with data and studies bearing on the interrelationship between different economic factors in development

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<sup>1</sup> E/3341, para. 148.

and between economic and social development. This concern is clearly set forth in the FAO appraisal, which states that the elaboration of policies is plainly impossible without a general survey of the economic and social position, not merely in each individual country, but in the region of which the country is geographically a member.

335. Finally, the accent on institutional developments, both national and regional, finds expression in growing efforts not only to establish or improve statistical services but also to assist in the creation of national or regional research centres and institutions.

#### H. — EMPHASIS ON PLANNING AND PROGRAMMING, NATIONAL AND REGIONAL

336. The references that are constantly made to “ planning ”, programming and “ integration ” in the appraisals of the international organizations show that emphasis has been shifting from specific projects, frequently conceived and executed more or less in isolation, to over-all plans and programmes. Stress is laid on a more comprehensive approach, so far as activity at both the national and the regional levels is concerned.

337. This trend towards greater planning, programming and integration is evident, in varying degrees, throughout the major regions of the world. In Europe, efforts towards regional economic and social integration have been pursued largely outside the United Nations, although such organizations as the ILO and such bodies as the ECE have contributed to regional and sub-regional co-operation in certain technical fields. Moves towards common planning and greater economic integration in Asia and in Latin America have been spearheaded by United Nations bodies—for example, ECAFE in Asia and the Far East and ECLA in Latin America. FAO has been giving increasing weight to regional planning from the point of view of agricultural development.

338. In the ECAFE region, a subsidiary body of the Commission—the Working Party on Economic Development and Planning—has for years dealt with problems of programming techniques and has adopted a “ sector by sector ” approach. Going beyond this, ECAFE has decided on the establishment of a Conference of Asian Economic Planners, with plenary sessions every two or three years, and to be attended by high officers dealing with economic development and planning. This Conference is to review the work and progress in the field of planning as a whole. On a sub-regional basis, the Committee for Co-ordination of Investigations on the Lower Mekong Basin, composed of the four countries on the Lower Mekong River, is pushing forward with the pre-investment surveys necessary for the development of the river basin, with the expectation of the establishment of a comprehensive development programme. A wide measure of similar co-operation is involved in the development through ECAFE of the Asian Highway. In Latin America, steady progress is being made with the ECLA-sponsored Central American Integration Programme, in which specialized agencies, particularly FAO, are co-operating. The top priority of that commission

of the Council during the next years is assistance in the creation of a regional Latin American market and a payment system; a treaty establishing a free trade area has just recently been signed. The ECA in its first session emphasized concerted action as an essential factor in economic and social development and made concrete proposals to facilitate such concerted action and further economic co-operation among the countries and territories of various sub-regions.

339. National development plans are now an established pattern in many countries throughout the less-developed regions of the world and their formulation and execution are a matter of profound concern to those countries. Special national planning or co-ordinating bodies have been set up in many cases. Multilateral and bilateral technical assistance is offered on the basis of country requests and countries have been urged to consider their over-all needs and the interrelationships of the various sectors of their economy in formulating their requests. Within particular sectors or fields of activity there is also a growing preoccupation with questions of planning. This is indicated, for example, by UNESCO's emphasis on educational planning. WHO has worked closely with governments in the preparation of national health plans, acting particularly through its regional offices. Those trends provide an opportunity that needs to be further developed for concerted action within the United Nations family.

340. Several of the separate appraisals indicate that during the next few years international assistance to governments in development programming will be stepped up and, in the view of the United Nations and some of its regional commissions as well as the FAO, will be increasingly extended in the formulation of over-all country plans. ECLA plans to go farthest by providing for the organization, in co-operation with UNTAO and with FAO, of expert teams (advisory groups) to be at the disposal of governments and to render help in the establishment of planning agencies; in methods of planning and estimating investment requirements; in the establishment of public investment priorities; and in the implementation of development programmes.

341. Much of the projected planning and programming is still in an experimental and methodological stage. As noted above, the United Nations and FAO have initiated a number of studies of techniques in programming and projection, and FAO is envisaging a special publication on agricultural programming. It is hoped that these and related efforts, which reflect the growing concern with programming, will further the gradual adoption of mutually consistent aims and means in relation to economic and social development.

#### I. — EMERGING CONCERN WITH INTERNATIONAL ECONOMIC AND SOCIAL POLICIES

342. The introduction to the United Nations appraisal speaks of "the new emphasis on international economic policy" and "the growing demand for international action in the interest of a better integrated world economy".

It states that " the thaw in the cold war " might result " in greater willingness to develop intercourse between different parts of the world ". It refers to " the new hopes for disarmament and the need to meet the problems which will come with it in the best interest of the world community ".<sup>2</sup> At the same time, the United Nations appraisal, and less explicitly the appraisals of some of the other organizations, point up certain issues (such as the persistence of cyclical economic fluctuations, the problem of primary commodities in international trade, inflationary trends and difficulties in payments) that call for the formulation of broad international policies and action. The strong trend toward national planning and development and the moves toward regional integration might become disruptive elements in wider international economic relations unless conceived and executed within a broad international setting. It would appear that the international harmonization of national and regional policies and the formulation of international economic and social policies have become both more urgent and more desirable.

343. As a matter of record, progress in the formulation of international economic policies through the United Nations has been rather limited. There is relatively little forward-looking policy formation to meet emerging problems. On most issues there has, at best, been some accommodation of points of views and of national policies. A greater measure of harmonization of policies and " integration " has been achieved in such fields as trade or monetary problems, but these achievements were obtained in large part through instrumentalities with varying degrees of relationship to the United Nations, in the field of trade, for example, through GATT and various regional market arrangements, some of which are entirely outside the United Nations system. The International Monetary Fund, more directly related to the United Nations, has provided an effective mechanism for reaching agreements in the monetary field. The regional economic commissions are devoting more efforts to both fields. However, substantial parts of the world are not parties to these agreements. As far as there has been substantial agreement in the United Nations and its related organizations participating in the appraisals, it has been agreement largely on specialized action programmes and on certain types of assistance to be rendered to individual countries in the development of some sectors of their economic and social structure. In other words, there has been agreement on technical programmes rather than on common policies. Some of these technical programmes have taken the form of world-wide campaigns such as the malaria eradication programme of the WHO. In agricultural matters concerning FAO, there has been some approach to common policies on subjects such as surplus disposal, agricultural price supports, and policies on individual commodities, but much remains to be done.

344. There are signs that there may be a change in this situation. The United Nations appraisal expresses the hope that the important ingredient of consultations and negotiations aiming at improved world economic relations will be added to the work of the United Nations and particularly

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<sup>2</sup> E/3260/Rev. 1, paras. 3-4.

of the Economic and Social Council. The proposed meetings on the ministerial level to be held at the thirtieth session of the Council in the summer of 1960 may be a step in that direction. If successful, this could undoubtedly enhance the importance of the economic and social efforts of the United Nations and have a significant bearing on future developments. In the meanwhile, the growing documentation produced on world economic and social conditions and trends is laying the foundations for organized attempts at such consultations and negotiations.

345. The success or failure of these efforts depends so much on political judgements and development as to be beyond the scope of this report.

## **Part IV**

### **INCREASING THE EFFECTIVENESS OF INTERNATIONAL ACTION**

#### **A. — RELATION OF PROGRAMMES TO NEEDS**

346. A reader of the seven appraisal documents must be struck by the fact that little that concerns man, at any rate in his economic and social aspects, is foreign to them. Even the condensations of the present report make it abundantly clear that for almost every major need, for every acute problem there are some activities, some programmes designed to meet them, at least in part. The fact that most of the organizations participating in the appraisals have been functioning for fifteen years or less makes this all the more impressive. The financial resources of these organizations have been severely limited and, in spite of recent increases, continue to be strikingly small. The total assessed budget of the United Nations in 1959 devoted to economic and social activities and programmes was less than half the cost of a major world fair. The combined annual assessed budgets for economic and social purposes of the seven organizations here discussed continue to be a fraction of the cost of one modern nuclear-powered submarine or aircraft carrier. These are shop-worn comparisons but they are telling. Assessed budgets and voluntary funds, such as UNICEF, EPTA and the Special Fund, taken together are but a small percentage of the international aid made available on a bilateral basis outside the United Nations system.

347. Considering the recent origin of the participating organizations and their limited resources, their achievements have been substantial. The evidence is extensive and incontestable, even though the appraisals, oriented as they are to the future, do not generally attempt any systematic evaluation of past attainments. Great headway has been made in fact-finding and the establishment of internationally comparable statistics and other data. More than a start has been made in ascertaining needs and defining problems which call for action, private and public, national and international. Objectives have been formulated and standards set. Above all, through technical assistance a world-wide transfer and interchange of knowledge and technology has been organized, which lies at the very basis of economic and social development. As a result of all this, international organizations have become a potent factor in stimulating action by national governments and in assisting them in their efforts to improve economic conditions and raise levels of living.

348. It is futile to attempt any precise estimate of the extent to which recent advances in levels of health and education (including, in particular, vocational education and technical training) or improvements in agriculture and in industrial productivity can be traced to the activities of international organizations. It is certain, however, that these activities have helped to generate or make possible national action which in terms of expenditure and effort is incomparably larger than the investment made by the international organizations. They have also laid the foundations for international co-operation in the economic, social and related fields on an increasing scale — co-operation that is desperately needed in the modern world. In a word, the very limited investment made so far in the United Nations and the other organizations sharing in the appraisals has borne a rich harvest. Errors and false starts have been made, but in the over-all perspective their achievements can be considered highly gratifying both in terms of immediate results and as a prologue to the future.

349. In terms of needs, however, the situation cannot be viewed with complacency. These are of such magnitude as to continue to be an ever-present challenge to the conscience and intelligence of mankind. As these needs emerge above the threshold of consciousness, become felt needs and are translated into conscious demands for improvement, they threaten the stability of national governments and of international order. Much more has to be done even in some of the areas where the international organizations operate from a position of strength. In other words, international economic, social and related action is, generally speaking, not commensurate with effective demand, let alone emerging or only dimly perceived needs. It is significant, to use only one example, that the EPTA and the Special Fund have a large backlog of requests for assistance which, while considered perfectly sound, could not be met, either for financial or for other reasons. Over the last two years the Expanded Programme has had to reduce much-needed allocations to a number of countries in Asia, Latin America and the Middle East in order to eke out an inadequate measure of assistance to the emerging nations of Africa, which almost without exception urgently seek outside help.

#### B. — SPECIAL PROBLEM AREAS

350. The paucity of the resources available to the international organizations and the trust that peoples and governments place in them make it incumbent upon them to keep their programmes under constant review, to search out soft spots in their work, and to discuss ways and means of strengthening programmes in areas where progress has been slower than might be desired. It was this kind of self-examination which the Economic and Social Council had in mind in initiating the Five-Year Appraisals. It is in order, therefore, at this stage, to draw attention to certain areas of work where current and projected activities leave some doubt as to the extent to which they will achieve desired progress. The suggestions set forth below are offered by way of illustration.

- (i) In an increasingly interdependent world, there is still far too little known regarding the extent to which the economic and social policies and objectives of the different nations are mutually consistent. Under constant pressure of immediate needs, governments are continually forced to take decisions of great significance for the future development of their countries without anything like adequate information on the corresponding policies and objectives of other governments, and on the world-wide framework into which these objectives are expected to fit. The harmonization of policies is an important function of the United Nations, according to the Charter. Nevertheless, as pointed out earlier in this report, it is an area where relatively little progress has been achieved. This is an obstacle to the development of national policies and programmes within the context of broad international policies.
- (ii) Most governments, irrespective of their socio-economic system, would agree that planning is necessary for the under-developed areas — the very process of foreign assistance demands it. This does not necessarily imply that elaborate blueprints are needed, either at the national or at the international level. There is, in fact, often danger in attempting such blueprints, especially where available data are imperfect. What is needed is the creation of a general perspective giving broad guide-lines and orders of magnitude and objectives which must inevitably remain flexible and subject to frequent review. These considerations need to be kept in mind in any international assistance in connexion with such planning.

In the light of what has been said earlier about national development planning there is a particular need for a cautious and responsible approach in the elaboration of plans for governments of under-developed areas. Such caution is particularly necessary in situations where the essential empirical data are not available or adequate for any type of detailed comprehensive planning. Thus, priority needs to be given to further fact-finding and assistance in the establishment of the necessary national services to this end.

There is also some question as to the extent to which various recently developed theoretical methods can be applied without undue risk of error by intergovernmental organizations. The needs of the less developed countries are so pressing and their resources so limited that any false or faulty starts must be avoided. The quantitative economic approach, apart from requiring periodic review of its assumptions, must be used in combination with other tools of analysis that permit proper weighting to important human and social elements, such as initiative, self-reliance, organizational capacity and other intangibles which are beyond economic quantification. Antiquated social patterns and the social implications of technology are other elements in development which must be given full consideration in economic theory and methodology. Balanced economic and social development calls also for a balanced approach to economic and social methodology. It is hoped that these issues will be further clarified as a result of several studies now under way.

- (iii) With reference to more specific needs and activities, nearly everyone agrees that the less developed countries must industrialize and that, on the whole, they are not industrializing fast enough. There are good and valid reasons for this, such as lack of investment capital and trained manpower, scarce or undeveloped natural resources (including energy), uncertainties regarding demand and market, etc. The fact remains that there is a somewhat diffuse approach to industrialization on the part of international organizations. Technical assistance is being made available for such matters as manpower training, management and productivity. Less technical assistance than would be desirable is being given in the development of specific sectors of industry. It does not appear that enough is being done in the field of industrial research on practical problems. Some of the surveys of the pre-investment type fostered by the Special Fund are likely to contribute to industrial developments. Major emphasis, however, particularly in the case of the United Nations, is placed on a large number of studies, many of which appear to be designed to facilitate eventually the establishment of comprehensive industrialization plans on a national or regional basis. Since some of these studies are still at the stage of dealing with abstract questions of methodology, the *caveats* advanced in the previous section would appear to apply here. Emphasis needs to be placed on studies that are closely related to effective technical assistance and advice of the type associated with operational programmes. Most important of all, despite the indications of the Council's interest, no large-scale programme of concerted action in the field of industrialization seems to be contemplated.

Some advice and assistance is being provided in the development of small industries, including rural and village industries; United Nations Headquarters, the regional economic commissions, the ILO, FAO and, on occasion, UNESCO are involved. Here again there does not seem to be any closely co-ordinated approach to the subject, which is a real issue for less developed countries.

- (iv) Progress has been slow in water resources development, although this has held the attention of various organizations, and in particular of the United Nations, since 1951. Yearly interagency meetings, including such organizations as the WHO and the FAO, have resulted in a measure of progress which promises to be speeded up as a result of the much delayed establishment of the United Nations Water Resources Development Centre. The Lower Mekong Project is an example of a major enterprise in water development. However, much remains to be done in order to cope adequately with growing requirements. In view of all the interrelated aspects of the multiple use of water and the growing concern with water development on the part of the United Nations, FAO, UNESCO, WMO and the IAEA, an intensification of interagency co-operation and co-ordination is called for.

- (v) An adequate supply of energy is essential to economic development and may become a serious problem in highly developed countries as conventional sources of energy become inadequate or depleted. In this context international assistance in economic appraisals of energy requirements and resources is desirable and necessary considering the complicated problems involved. National and regional, rather than world-wide, surveys and studies would appear to offer the most practical approach. Such studies are important not only to the countries and regions concerned, but also to the programme of the IAEA. Any nuclear power project must be preceded by a careful analysis of the energy resources or needs of the country or area concerned, and of the suitability of nuclear power as a means of meeting these needs, compared with the cost of conventional forms of energy.
- (vi) While capital investment and external financing are crucial to economic and social development, it is not possible, for the reasons stated earlier, to give proper consideration to these matters in the present report. Relations of the financial institutions (IBRD, IFC and IMF) to the United Nations and the other organizations interested in development are, by the nature of their work, different from those among the agencies whose programmes are covered by this report. Nevertheless, it would appear that the relations are not as close as they might be. It would seem particularly important that close relationships should be established with the projected International Development Association. The autonomy and the need for secrecy of the financial institutions as they consider financial assistance are indisputable; but ways and means might be found to assure closer contact among all the agencies interested in questions of development financing and surveys, and in such other questions as inflation, balance of payments, and fiscal and related issues. This would reduce the duplication of studies and technical assistance efforts and make for more realistic and purposeful approaches to problems of common interest.
- (vii) Progress in education has been singularly slow: 45 per cent of the world's children continue to be without elementary schooling. The lack of such schooling and of more advanced forms of education and training not only deprives these children of opportunities for a fuller life but constitutes one of the most serious obstacles to economic and social advance. The task of providing appropriate education at all levels is, of course, enormous and calls for very large expenditures. It is a task that is primarily the responsibility of local and national communities and governments. The question can, however, legitimately be raised whether governments and intergovernmental organizations have yet succeeded in discovering the most effective ways in which international assistance can be provided.

There appears to be an inclination to move forward in an entire country or region on all levels of education at the same time, which

may mean frustratingly slow advances on any level. Also, excessive preoccupations with techniques and theories of educational method may be a delaying factor. What appears to be lacking is a concerted strategy of international assistance closely related to economic development and aimed at early breaks-through.

This calls for difficult choices which have to be faced more directly than appears to be the case at present. For example, should limited resources be allocated to primary education for only part of the children of school age in order to preserve resources for secondary and higher education, particularly education of the vocational and technical types necessary to meet requirements for trained personnel? Should special efforts be made to promote education and training in sections of a country which offer exceptional opportunities for development in agriculture or industry, provided existing problems of health and trained manpower can be solved? Assuming that such temporary planned imbalances in the educational development of a country had the endorsement and support of the relevant international organizations concerned, would they be acceptable to the governments involved? If such an approach should prove acceptable, it might lead to important breaks-through, provide an early increase in national resources available for development purposes, and set standards of achievement likely to stimulate development throughout the country. Lest there be misunderstanding, the purpose would not be to make education an instrument of economic development but to relate it to economic development in such a way that maximum progress would be achieved in both areas, leading thus to "balanced development" in a larger sense. Education would provide essential resources for economic development while economic development in turn would provide resources making it possible to achieve education as a human right and an end in itself.

Another education problem, of special importance at this stage to some of the most highly developed countries, is that of education for better use of leisure. Many of the cultural activities and programmes of inter-group and international understanding promoted by UNESCO might gain focus and additional meaning and effectiveness if more directly related through education to the problem of an intelligent, constructive use of growing leisure-time opportunities.

- (viii) In spite of the impressive modern machinery for mass communication and exchange of information, progress in international communication and exchange has not kept up with need and demand. In the present age countries should be able to learn more about each other's scientific and technological advances — and learn it more rapidly — than now is the case; they should be able to achieve a better understanding of each other. This is — in part — a problem of communication. In part it is a political problem. Since communication and exchange among peoples is a major purpose of inter-

national organizations, the modes and effectiveness of international action in this field might well be given further attention.

- (ix) Reference was made in the exposition of contemporary needs to the fact that, as a result of migration from the land, the cities of under-developed countries are growing at a violent rate, causing numerous difficulties in a number of ways. Urban population has grown faster than have industry and employment opportunity. The disruption of family and community life that has resulted from massive migration to the cities has brought in its train a host of social problems, including problems of juvenile delinquency. In more highly developed countries the renewal of cities has become a problem of the first magnitude. The recognition of these needs was a reason for the establishment of a concerted interagency programme in the field of low-cost housing and related community facilities. This was a step forward but is, of course, only a partial response to pressing needs. A much broader approach is needed to urbanization with its complex of interacting economic and social factors, of agricultural and industrial development, of changing social institutions and services. This, certainly, is one area which calls for concerted action at the international level, since so many of the current or contemplated programmes of the United Nations and the specialized agencies have a bearing on urbanization. It is encouraging that such a programme of concerted action is at present being examined. However, the problems involved would appear more urgent than the halting pace at which they are now being approached by governments and intergovernmental organizations alike.
- (x) In the above discussion of major shifts of emphasis, special reference was made to the need for institutional development and the building up of administration. These needs are particularly evident in many of the countries just emerging into statehood. In response to their needs, it would appear desirable to increase the efforts aimed at the training of administrative personnel and other forms of assistance including the provision of operational and executive personnel (OPEX). Such programmes would appear to call for more intensive consultations among the interested organizations, and possibly the development of a programme of concerted action.

351. This listing and discussion of ten problem areas is illustrative rather than exhaustive. No mention has been made of other problem areas such as commodities, for example, or transport and communications as part of economic development, where progress has been slow although projected programmes hold the promise of future achievement. In almost all cases, explicitly or by implication, problems of priorities and co-ordination, of budget and personnel, are raised. In so far as these problems have a direct bearing on present and future programmes and their effective execution, their consideration clearly falls within the scope of this report.

1. *Streamlining*

352. Activities, programmes and priorities must be kept under constant review to eliminate work of lesser importance or no longer justified. In United Nations parlance this is called "streamlining". It may mean the complete elimination of one line of work and the substitution of another. Or it may mean a shifting of emphasis, in terms of time, money and manpower, within a particular field of work when the stage has been reached at which governments are able to carry forward activities initiated by international organizations, or when the problems themselves have become less acute. Streamlining, finally, involves a review of methods and procedures best designed to achieve results.

353. The separate appraisals are largely silent on the subject of streamlining. Only that of UNESCO, referring to the planned phasing out of arid zone studies, mentions the complete replacement of a large programme. FAO points out that the research and over-all planning phases of its Mediterranean Project have been completed, and also that the responsibility for preparing national food balance sheets is being shifted from the organization to national governments. ILO is making a continuing effort to eliminate meetings or to space them more widely. All organizations appear to be concerned with the improvement of documentation. The United Nations appraisal urges that the process of streamlining by the Council on the basis of proposals made annually by the Secretary-General should be continued.

354. These rather meagre gleanings from the appraisals do not do justice to the substantial streamlining efforts of the various organizations in recent years, although the results may be, and indeed are, too limited to be adequate. Force of habit and vested interests in particular activities are dangers to be guarded against in international organizations as in national governments.

355. There is no single answer to the problem. Improvements, however, might be sought along three lines:

- (i) As suggested earlier, streamlining should be made an annual exercise. This calls for the submission, each year, by the executive head of each organization, of a succinct statement setting forth his streamlining proposals and asking, as necessary, for appropriate action by the competent governing body of the organization.
- (ii) More attention might be given to the question of the adequacy and effectiveness of the methods used in the implementation of programmes, particularly the ways of rendering assistance in development. Several of the problem areas discussed immediately above in section B revealed the need for care and selectiveness in the choice of methods and approach if sound and substantial results are to be attained. Continuing attention should be given to the scope and nature of documentation and publications and to the problem of ensuring that they have effective distribution.

- (iii) It would be useful for organizations to re-examine periodically the conditions and assumptions under which particular programmes and instrumentalities have been developed, and to find out whether they continue to be well adapted to changing conditions. Unless this is done, the number of meetings and reports each year may become an undue burden on the international secretariats and the governments concerned, and an unjustified charge on limited financial resources.

## 2. Problems of co-ordination

356. The basic division of functions and responsibilities among the United Nations and the agencies in the economic and social fields is on the whole reasonable, and probably could not be greatly improved if it were now revised. Nevertheless, it must be acknowledged that the economic and social problems of the world do not always break down according to categories of responsibility set up by the Charter of the United Nations and the Constitutions of the specialized agencies. Problems have multiple aspects, and often sit astride the agencies. Topics merge constantly into other topics. Co-ordination is accordingly an extremely complex and difficult task, and it is encouraging that it has been effected so well.

357. Co-ordination within the United Nations system is co-ordination by consent. It takes the form of consultations between the Secretariat of the United Nations and the secretariats of the related agencies. The consultations between the agencies are on a day-to-day basis; by way of correspondence, *ad hoc* meetings, working parties, and joint committees; and through the Administrative Committee on Co-ordination. On the governmental level, the United Nations Charter gave the Council the primary responsibility for co-ordinating the economic and social activities of the various United Nations organizations through consultations and recommendations.<sup>1</sup>

358. The early preoccupation was with the duplication of activities, and resulting waste. While there is relatively little outright duplication left, there are certain grey areas where the delimitation of activities as between two or more agencies requires further consultation and agreement. Some of these areas are technical training, research, and development programming and planning. Questions regarding training—which arise partly because of difficulties in drawing a dividing line between UNESCO's interest in education and the interests of other organizations in the training of personnel in their fields of competence—are beginning to be resolved through mutual understandings and agreements. In research, where there is a similar overlapping

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<sup>1</sup> The responsibility for examining and making recommendations on the administrative budgets of the specialized agencies rests with the General Assembly. To assist the Assembly in the discharge of this function, as well as to aid it in the consideration of the budget of the United Nations, the Assembly established the Advisory Committee on Administrative and Budgetary Questions. There has been a more recent development of interest in regard to the Expanded Programme of Technical Assistance: by invitation of the agencies concerned and at their headquarters, the Advisory Committee has undertaken special studies on matters relating to administrative and budgetary co-ordination between those organizations and the United Nations, with special reference to the operation of the Expanded Programme.

of interests, the picture is not quite so clear, particularly in view of the increase of activity in the field of research anticipated by several organizations (UNESCO, WHO, WMO, IAEA in the natural sciences, pure and applied; and the United Nations, UNESCO, ILO and FAO in the social sciences). A major effort for a clearer delimitation of the fields of research to be promoted and the closer co-ordination of studies to be undertaken would seem indicated. There would appear to be at present a certain amount of overlapping in the preparation of surveys and the collection of information on the development problems and possibilities of individual countries, owing to the lack of adequate exchange or clearing-house activities. In development planning and programming, problems arise from the fact that while the United Nations has over-all responsibility, each of the other organizations is concerned with development planning and programming in its own field and yet cannot wisely isolate its work from the rest of economic and social development. In this area, no major project should be decided upon by any one organization without full prior consultation with the United Nations and the other interested agencies. This is necessary not only to avoid duplication of effort, but also to assure needed co-operation on the part of all concerned.

359. While duplication of activities appears to a large extent eliminated within the United Nations system of organizations, the same is not necessarily true in the case of overlaps with bilateral aid programmes, particularly in technical assistance and sometimes in the field of research. During the consultations in the course of the preparation of this report, the observation was repeatedly made that the present situation was uneven. As the result of informal contacts and co-operation, the duplication of effort by multilateral and certain major bilateral governmental programmes has been reduced to a minimum. In other cases, including the important work of some non-governmental groups and foundations, consultations and contacts appear not to be adequate and overlaps and duplication of effort therefore are unduly frequent. It would be beyond the scope of this report to recommend specific remedies. It might be suggested, however, that since "country planning" is at the basis of most programmes of technical assistance, the governments of recipient countries are in a strategic position to press for more fully co-ordinated activities within their territories. Furthermore, it would appear to be in the interest of the contributing countries to avoid any possible waste of resources by viewing multilateral and bilateral programmes as but two different approaches to the same end, and therefore to make sure by way of appropriate consultations that there is close co-ordination.

360. Beyond the preventive approach—the avoidance of overlaps and conflicts—the need is increasing for joint future planning of programmes, ever closer co-operation on all levels, and programmes of concerted action. This emerges with great force from the appraisals. They reveal a large number of fields in which the various organizations have a common interest, which lend themselves to intensified co-operation, and where, indeed, such co-operation is imperative. Two recent factors accentuate this need:

- (i) The growing recognition of the interrelationship of economic and social factors and of the need for balanced or complementary eco-

conomic and social development which calls for a co-ordination of programmes and activities in breadth and in depth. As never before, co-operation is required of economists and social experts, of doctors and engineers, of experts in agriculture and industry and others, if such balanced development is to be achieved.

- (ii) The rapid emergence of new States, particularly in Africa, which need assistance of many types, including assistance in development planning and in the formulation of requests for assistance; this makes it imperative that there should be close co-operation and co-ordination rather than competition among the intergovernmental organizations as they make their resources available to these countries.

361. In view of these developments, some observations are appropriate on the instrumentalities of co-ordination, both at the secretariat and the governmental level. In this connexion, it should be clearly understood that intensified co-ordination must not be at the expense of efficiency, by requiring that the heavy apparatus of interagency co-ordination be put into operation every time something needs to be done. As a matter of fact, some of the existing co-ordination procedures and practices might well be simplified. For example, the organizations might review the question and practice of reciprocal representation at each other's meetings, with a view to reducing ceremonial presences and ensuring more active participation at each other's meetings where issues of common interest are under consideration.

362. Lately the Administrative Committee on Co-ordination has been reviewing its machinery and procedures with a view to making them more effective. A report on this subject will be submitted to the thirtieth session of the Council. It would therefore not be appropriate to comment at this point on these matters. Suffice it to say that ACC is an essential link in the chain of co-ordination, and its increasing preoccupation with policies and programmes, rather than with administrative issues, is encouraging. It derives its strength from the fact that it is composed of the chief executives of the United Nations, the specialized agencies and the IAEA; and that in many essentials co-ordination comes from the attitudes and actions of the executives rather than from legislators and legislation. By the same token, this means that ACC cannot escape responsibility if there are serious flaws or deficiencies in co-ordination.

363. Governments must be expected to exercise their co-ordinating function within their own administration on the national level, in the representative policy and action bodies of the intergovernmental organizations, and, specifically, in the Economic and Social Council. For a variety of reasons, the situation cannot be considered fully satisfactory on any of these levels.

364. Considerable efforts have been made by the General Assembly and by the Council, in the form of recommendations and resolutions, to highlight the importance of co-ordination on the national level. The results have not been very encouraging. In many instances governments continue to speak with different voices in the different organizations and thus demon-

strate a lack of national co-ordination. Their representatives may plead for bigger and better budgets in the autonomous policy-making body of one agency, while voting a recommendation in the General Assembly that budgets throughout the United Nations system should be stabilized or levelled off. They may support a host of new and unrelated programmes, big and small, in some of the specialized agencies, while complaining in the Council about the proliferation of programmes and urging greater concentration of effort.

365. There is little that international bodies such as the Council can do to remedy this situation without running the risk of being accused of interference with the prerogatives of sovereign States. It might be noted, however, that lack of co-ordination on the national level may at times be due to a breakdown of communications between the intergovernmental organizations and the governments, and within the governments. It would appear that debates and secretariat documentation covering important economic and social issues and frequently raising problems of co-ordination, often do not penetrate to those persons in national administrations who would most benefit from them. To some extent this may be due to the fact that too many documents are issued, that they are too cumbersome, and that the distribution services and public information facilities of the intergovernmental organizations are not adequate. Should this be true, then governments and intergovernmental organizations must find ways to improve this situation.

366. The difficulties of achieving common policies and co-ordination through the budgetary and policy-making bodies of separate and autonomous agencies are compounded by one circumstance which is frequently overlooked. Intergovernmental organizations in specialized fields are unique in that their programmes and budgets are determined by public bodies consisting in large measure of individuals who are not only government representatives (or, at least, appointed or proposed by governments), but who are also primarily experts and practitioners in the specialized fields in question. Even where they are instructed by their governments, which is not always the case, they may draw their inspiration and guidance from their own background and experience or the advice of bodies dedicated to special fields and interests, such as the National Commissions of UNESCO, or national health groups. The positive side of this situation deserves full recognition. It frequently results, in addition to expertness in the formulation of programmes, in a remarkable spirit of dedication, and hence a strong drive and will to succeed. In so far as this situation may cause difficulties of co-ordination with the policies and activities of other intergovernmental organizations, remedies should not be sought by imposing narrow governmental restrictions and controls. However, it is to be hoped—and there are indications of progress—that as habits of co-operation between the various organizations become more firmly established, there will grow up a greater awareness in the policy-making bodies of the interrelationships of needs and programmes and activities throughout the family of United Nations organizations. Here again national governments can serve their own interests and those of the international community by persistent efforts within their own countries to achieve a consensus of views among sectional

interests. A further difficulty arises from the fact that the international organizations develop their respective programmes and budgets separately: there is thus a risk that co-operative action in a given area may be impeded by lack of resources on the part of one or more of the agencies concerned. To ensure effective co-ordinated action, full attention should be given by all agencies to their respective responsibilities in an area calling for their participation, so as to avoid a lack of balance in the combined effort.

367. Co-ordination through the Council leaves much to be desired. The Council was highly effective in the early days of the United Nations in setting up or encouraging the establishment of co-ordination machinery such as the ACC. It deserves substantial credit for the progress that has been made—from the elimination of duplication, the establishment of priorities and the concentration of efforts, to concerted action where possible. It has made a significant contribution in clarifying co-ordination processes and procedures and in having firmly established co-ordination on a basis of voluntary co-operation and consent.

368. In recent years, however, the Council and its Co-ordination Committee have found it increasingly difficult to do full justice to their co-ordination responsibilities because of the multiplicity of organizations, policies and programmes to be considered and their complicated interrelationships. The volume of documentation reaching the Council from the secretariats of the different organizations, from ACC, and from other sources, has grown beyond the ability of many delegations to read and to master. Yet much of this documentation is necessary for an understanding of the manifold programmes and activities to be co-ordinated and, as a matter of fact, it is in most cases prepared in response to the Council's own requests. As a consequence of this situation, governments have found it difficult to brief their representatives adequately, and the limited number of meetings which the Council is able to set aside each summer for co-ordination purposes is evidently insufficient without more adequate preparation for these meetings. This is a serious matter, since failure on the part of the Council in this respect means that the proper and essential role of governments in the field of co-ordination is not being maintained. The Council needs to be freed from an excess of detail and thus enabled to devote its time to larger questions of policy and programme co-ordination.

369. It is not for the authors of this report but for the Council itself to find ways and means to this end. It can be stated, however, that unless the situation is substantially improved, the present report and the efforts which have gone into its preparation will at best be only of limited use.

#### D. — BUDGETARY ISSUES AND GROWTH POTENTIAL

##### 1. *Budgetary trends*

370. The separate appraisals do not permit any over-all estimates of the magnitude of likely changes in budgetary requirements. They do not give comparable data. The estimates range from very cautious statements that more money will be needed to anticipated annual percentage increases in regular agency budgets from 5.5 per cent to 11 per cent. The highest rate

of proposed increase appears in the report of the FAO which estimates that for that portion of its budget relating to its technical and economic work the annual rate of increase may be of the order of 20 per cent. The FAO anticipates a more rapid rise in its budget curve for the next few years on the grounds of the magnitude and importance of its anticipated programmes and the fact that the FAO budget grew rather slowly in the early years. The United Nations has estimated that by 1964 it may require from its assessed budget an additional \$2.5 to \$3.5 million for its activities in the economic, social and related fields.<sup>1</sup> The problem is complicated by the fact that some agencies include in their broad estimates not only funds to be derived from their assessed budgets, but also funds from such sources as EPTA, Special Fund, UNICEF, and various other voluntary funds and accounts. Other appraisals are largely silent on such extrabudgetary funds. Vague as most of the estimates are, it must be added that, almost without exception, various inter-governmental bodies which considered the appraisals as prepared by their secretariats, reserved their position on the financial estimates. Under these circumstances, it is considered that an indication of trends based on past experience might be more useful. Table VI gives the relevant expenditures for each organization since 1946, with a proportionate allocation from the total United Nations budget for economic and social activities. Charts I-III illustrate the trend as derived from the differences in the annual expenditure totals.

371. A few general observations are in order:

- (i) Any arbitrary stabilization of budgets at present levels is not desirable. Additional funds are undoubtedly needed for the programmes and activities as described. The appraisals in general offer ample justification for additional revenue. More programme funds could and should be usefully employed without greatly increasing administrative overhead. The need for increase is particularly evident in the case of such operational programmes as those assisted by EPTA and the Special Fund.

As regards EPTA, while the resources have increased gradually year by year, they remain far below the level required to cope with the technical assistance needs of the less developed countries, taking into account the emergence of new States, particularly in Africa. The same evidently holds true of the Special Fund although it has been in existence only one year. It would not be unreasonable to think in terms of an early increase in the financial resources of the two programmes to a level of at least \$100 million a year, as contemplated by the General Assembly. The consequences of such an increase on the effectiveness of the assistance which can be provided through international channels would be out of all proportion to the sum involved. It would not only enable the programmes to meet the mounting needs for technical assistance

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<sup>1</sup> In the introduction to its revised appraisal (E/3260/Rev. 1) of December 1959, it is stated by the United Nations that "the evidence of the months that have intervened points to a considerably more rapid expansion of international action in certain major fields than was assumed when the appraisal was drafted."

of the newly independent countries, and countries at a similar level of economic development, but would also give much-needed flexibility to the whole range of their operations. Similar observations could be made with regard to other operating programmes.

- (ii) By and large, the very tentative nature of the estimates and the size of increases contemplated indicate a conservative attitude on the part of most of the participating organizations and their secretariats. They are evidently thinking in terms not only of need for additional funds but also of availability.
- (iii) This emerges clearly from the observation made in several appraisals that programmes and budget developments will have to be reviewed if and when governments are able and willing — for example as a result of savings from disarmament — substantially to increase their contributions. The revised United Nations appraisal puts it thus: “It should moreover be clearly understood that if certain much-hoped for developments occur, for example, a significant measure of world-wide disarmament, the whole picture presented in the appraisal may need to be radically revised. The estimate would in that case deal not with an expansion of activities limited by the current scale of the United Nations’ budget, as the figure of \$3.5 million did, but with the organization of United Nations activities on an entirely new scale.”<sup>1</sup>
- (iv) The role played by voluntary funds in the operation of the programmes and activities of the United Nations and the related agencies is markedly increasing. In the case of some agencies, the resources derived from EPTA and the Special Fund are larger than their regular budgets based on assessment of their members. If the resources of the Special Fund should increase substantially, as anticipated, most if not all of the organizations will find themselves in this position. These funds are evidently needed and most welcome. Without them large programmes, particularly in the technical assistance field, could not long survive.

However, difficulties arise both for the managements of the voluntary funds and for the agencies with which or through which they operate. The agencies are confronted with two problems. First, they face the prospect that more and more of the operational programmes for the execution of which they become responsible under EPTA and may become responsible under the Special Fund, or for which they are expected to provide technical advice and services (UNICEF operations), are determined not by their governing bodies but by other bodies, such as the Governing Council of the Special Fund or the UNICEF Executive Board. This not only tends to limit the programming function of the governing bodies of the agencies <sup>2</sup> but may unsettle any balance they are

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<sup>1</sup> E/3260/Rev. 1, para. 11.

<sup>2</sup> In the case of EPTA the Secretariat of the United Nations and the related specialized agencies participate in programming through their membership on the Technical Assistance Board (TAB).

TABLE

Economic and social activities. Expenditure estimates 1946-1960 for the special-  
(Amounts in thou-

	1946	1947	1948	1949	1950
<i>FAO</i>					
Regular Budget . . . . .	—	5,173 <sup>a</sup>	4,174	4,655	4,505
Extra-budgetary Funds:					
FAO/UNICEF Joint Programme . . .	—	—	—	—	—
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Special Fund . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	—
TOTAL	—	5,173 <sup>a</sup>	4,174	4,655	4,505
<i>ILO</i>					
Regular Budget . . . . .	2,711	3,721	4,204	5,034	5,267
Extra-budgetary Funds:					
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Special Fund . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	—
TOTAL	2,711	3,721	4,204	5,034	5,267
<i>UNESCO</i>					
Regular Budget . . . . .	1,052	6,213	6,697	7,780	7,163
Extra-budgetary Funds:					
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Special Fund . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	—
TOTAL	1,052	6,213	6,697	7,780	7,163
<i>WHO</i>					
Regular Budget . . . . .	—	—	4,443	4,777	6,108
Extra-budgetary Funds:					
Community Water Supply Programme . . . . .	—	—	—	—	—
Malaria Eradication Programme . . . . .	—	—	—	—	—
Medical Research Programme . . . . .	—	—	—	—	—
WHO/UNICEF Joint Programme . . . . .	—	—	—	—	259
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	259
TOTAL	—	—	4,443	4,777	6,367
<i>WMO</i>					
Regular Budget . . . . .	—	—	—	—	—
Extra-budgetary Funds:					
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Special Fund . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	—
TOTAL	—	—	—	—	—
<i>Specialized agencies</i>					
Regular Budgets . . . . .	3,763	15,107	19,518	22,246	23,043
Extra-budgetary Funds . . . . .	—	—	—	—	259
TOTAL	3,763	15,107	19,518	22,246	23,302

## VI

ized agencies, the International Atomic Energy Agency and the United Nations  
sands of U.S. dollars)

1951	1952	1953	1954	1955	1956	1957	1958	1959 estimates	1960 estimates
4,581	4,830	5,064	5,500	5,974	6,398	7,006	7,868	9,260	9,512
—	—	—	12	30	11	—	1	76	—
2,013	6,356	6,047	4,726	7,144	8,018	8,623	8,352	8,225	8,526
—	—	—	—	—	—	—	—	—	3,265
2,013	6,356	6,047	4,738	7,174	8,029	8,623	8,353	8,301	11,791
6,594	11,186	11,111	10,238	13,148	14,427	15,629	16,221	17,561	21,303
5,835	6,390	6,510	6,575	7,041	7,291	7,706	8,023	8,660	9,117
336	1,876	2,264	1,990	2,643	3,056	3,209	3,423	3,441	3,393
—	—	—	—	—	—	—	—	—	1,448
336	1,876	2,264	1,990	2,643	3,056	3,209	3,423	3,441	4,841
6,171	8,266	8,774	8,565	9,684	10,347	10,915	11,446	12,101	13,958
7,989	8,726	7,973	9,019	9,151	11,437	10,613	11,810	12,900	13,273
1,075	3,534	2,727	2,310	3,082	3,793	4,152	5,448	4,795	4,860
—	—	—	—	—	—	—	—	—	2,160
1,075	3,534	2,727	2,310	3,082	3,793	4,152	5,448	4,795	7,020
9,064	12,260	10,700	11,329	12,233	15,230	14,765	17,258	17,695	20,293
6,259	7,939	8,113	8,135	9,275	9,983	12,091	13,236	14,758	16,195
—	—	—	—	—	—	—	—	—	362
—	—	—	—	—	—	28	3,027	4,238	6,117
—	—	—	—	—	—	—	55	245	1,257
128	842	448	539	451	113	37	27	10	—
1,333	4,354	4,179	3,755	4,400	5,185	5,205	5,602	5,456	5,495
1,461	5,196	4,627	4,294	4,851	5,298	5,270	8,711	9,949	13,231
7,720	13,135	12,740	12,429	14,126	15,281	17,361	21,947	24,707	29,426
186	179	272	327	395	371	418	441	540	655
b	b	b	b	b	298	300	380	399	412
—	—	—	—	—	—	—	—	—	316
—	—	—	—	—	298	300	380	399	728
186	179	272	327	395	669	718	821	939	1,383
24,850	28,064	27,932	29,556	31,836	35,480	37,834	41,378	46,118	48,752
4,885	16,962	15,665	13,332	17,750	20,474	21,554	26,315	26,885	37,790
29,735	45,026	43,597	42,888	49,586	44,954	59,388	67,693	73,003	86,542

Table VI

	1946	1947	1948	1949	1950
<i>International Atomic Energy Agency</i>					
Regular Budget . . . . .	—	—	—	—	—
Extra-budgetary Funds:					
General Fund . . . . .	—	—	—	—	—
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	—
TOTAL	—	—	—	—	—
<i>United Nations <sup>d</sup></i>					
Regular Budget:					
Economic and Social activities . . . . .	—	5,104	8,397	10,657	11,805
Office of the High Commissioner for Refugees <sup>e</sup> . . . . .	—	—	—	—	—
Sub-total	—	5,104	8,397	10,657	11,805
Extra-budgetary Funds:					
UN Expanded Programme of Technical Assistance . . . . .	—	—	—	—	—
Special Fund . . . . .	—	—	—	—	—
Technical Assistance Board . . . . .	—	—	—	—	—
United Nations Refugee Fund . . . . .	—	—	—	—	—
Sub-total	—	—	—	—	—
TOTAL	—	5,104	8,397	10,657	11,805
United Nations Children's Fund <sup>f</sup> . . . . .	—	815	31,454	46,665	35,674
TOTAL	—	5,919	39,851	57,322	47,479
<i>Resumé</i>					
Regular Budgets:					
Specialized Agencies . . . . .	3,763	15,107	19,518	22,246	23,043
International Atomic Energy Agency . . . . .	—	—	—	—	—
United Nations . . . . .	—	5,104	8,397	10,657	11,805
TOTAL	3,763	20,211	27,915	32,903	34,848
Extra-budgetary Funds:					
Specialized Agencies . . . . .	—	—	—	—	259
International Atomic Energy Agency . . . . .	—	—	—	—	—
United Nations . . . . .	—	—	—	—	—
United Nations Children's Fund . . . . .	—	815	31,454	46,665	35,674
TOTAL	—	815	31,454	46,665	35,933
GRAND TOTAL	3,763	21,026	59,369	79,568	70,781

*Note :*

## Special Fund

<sup>a</sup> The Governing Council has approved projects totalling \$31,260,590. Estimated obligations by year are as follows: 1960: \$11,663,406; 1961: \$9,284,850; 1962: \$6,102,936; 1963: \$2,742,902; 1964: \$1,051,406; 1965: \$415,450.

<sup>a</sup> This figure represents expenditure during FAO's first financial year, from 1 July 1946 to 31 December 1947.

<sup>b</sup> The allocations from the Expanded Programme of Technical Assistance to WMO and ITU for the years 1951 to 1955 are included in the figures shown for the United Nations Technical Assistance Administration.

<sup>c</sup> Includes the United States contribution of \$600,000 for a laboratory.

<sup>d</sup> The United Nations figures for economic and social activities include an amount for conference services costs, but nothing for administration or general expenses.

(continued)

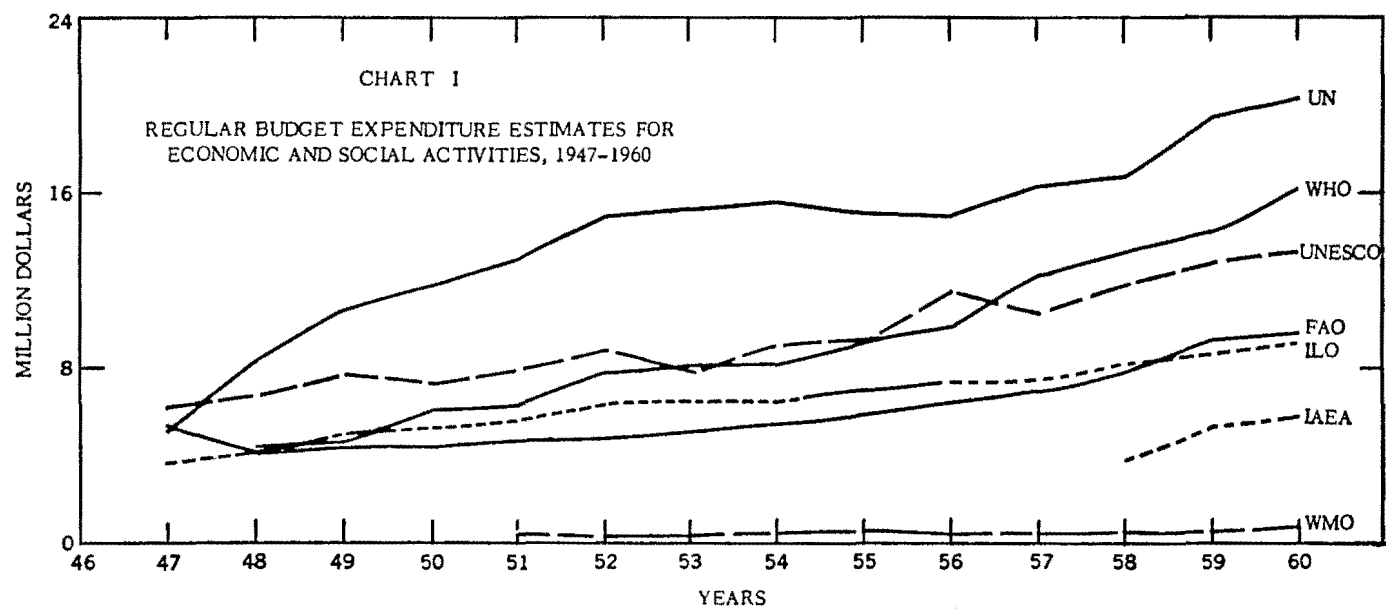
1951	1952	1953	1954	1955	1956	1957	1958	1959 estimates	1960 estimates
—	—	—	—	—	—	—	3,868	5,225	5,843
—	—	—	—	—	—	—	125	2,100 <sup>c</sup>	1,500
—	—	—	—	—	—	—	—	200	639
—	—	—	—	—	—	—	125	2,300	2,139
—	—	—	—	—	—	—	3,993	7,525	7,982
12,709	14,052	14,428	14,792	14,407	14,155	15,123	15,836	18,148	19,012
250	803	749	749	744	829	1,034	1,026	1,131	1,140
12,959	14,855	15,177	15,541	15,151	14,984	16,157	16,862	19,279	20,152
1,197 <sup>b</sup>	5,432 <sup>b</sup>	5,279 <sup>b</sup>	4,653 <sup>b</sup>	5,753 <sup>b</sup>	7,122	6,659	7,017	6,987	7,160
—	—	—	—	—	—	—	—	—	2,976
179	476	1,300	1,277	1,356	1,564	1,781	1,955	1,992	2,071
—	—	848	401	1,129	1,241	3,460	5,480	3,668	4,700
1,376	5,908	7,427	6,331	8,238	9,927	11,900	14,452	12,674	16,907
14,335	20,763	22,604	21,872	23,389	24,911	28,057	31,314	31,926	37,059
22,443	12,685	12,059	13,923	13,680	17,881	21,312	22,408	23,614	24,700
36,778	33,448	34,663	35,795	37,069	42,792	49,369	53,722	55,540	61,759
24,850	28,064	27,932	29,556	31,836	35,480	37,834	41,378	46,118	48,752
—	—	—	—	—	—	—	3,868	5,225	5,843
12,959	14,855	15,177	15,541	15,151	14,984	16,157	16,862	19,279	20,152
37,809	42,919	43,109	45,097	46,987	50,464	53,991	62,108	70,622	74,747
4,885	16,962	15,665	13,332	17,750	20,474	21,554	26,315	26,885	37,611
—	—	—	—	—	—	—	125	2,300	2,139
1,376	5,908	7,427	6,331	8,238	9,927	11,900	14,452	12,647	16,907
22,443	12,685	12,059	13,923	13,680	17,881	21,312	22,408	23,614	24,700
28,704	35,555	35,151	33,586	39,668	48,282	54,766	63,300	65,446	81,357
66,513	78,474	78,260	78,683	86,655	98,746	108,757	125,408	136,068	156,104

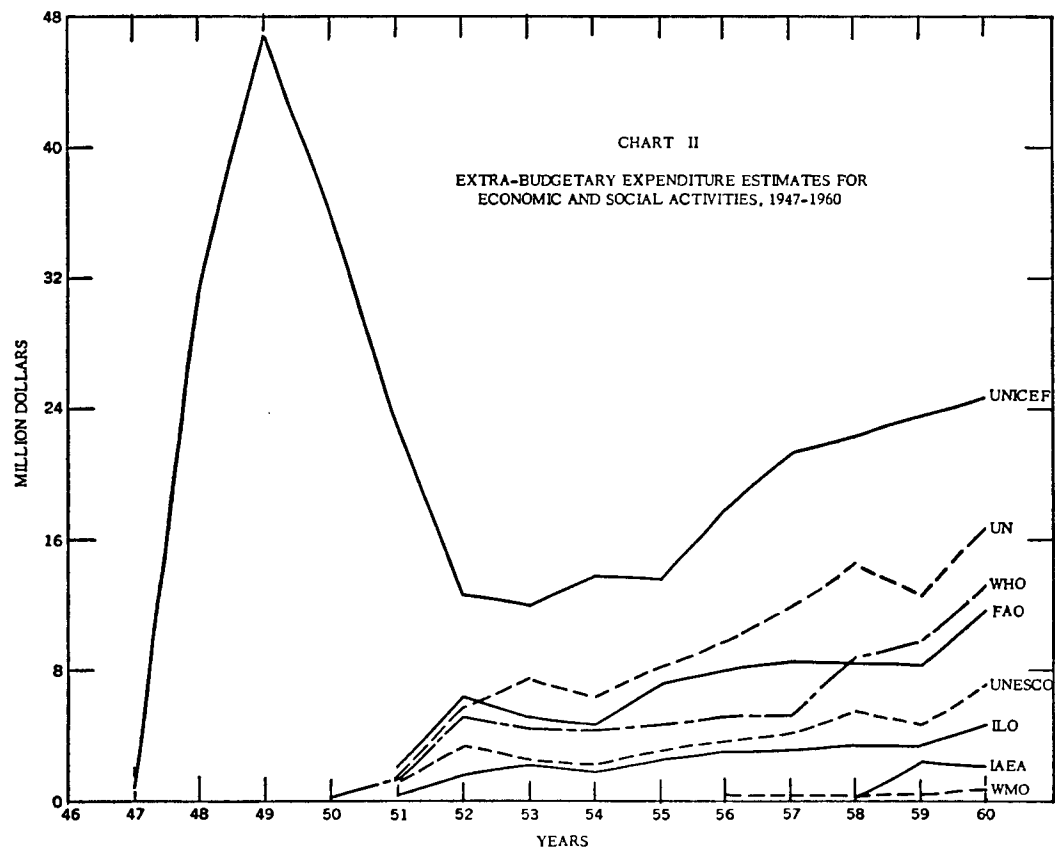
<sup>b</sup> Estimated obligations for 1960 by organization are as follows: UN: \$2,975,729; FAO: \$3,264,685; ILO: \$1,448,419; UNESCO: \$2,338,534; WMO: \$316,061; IBRD: \$1,319,978.

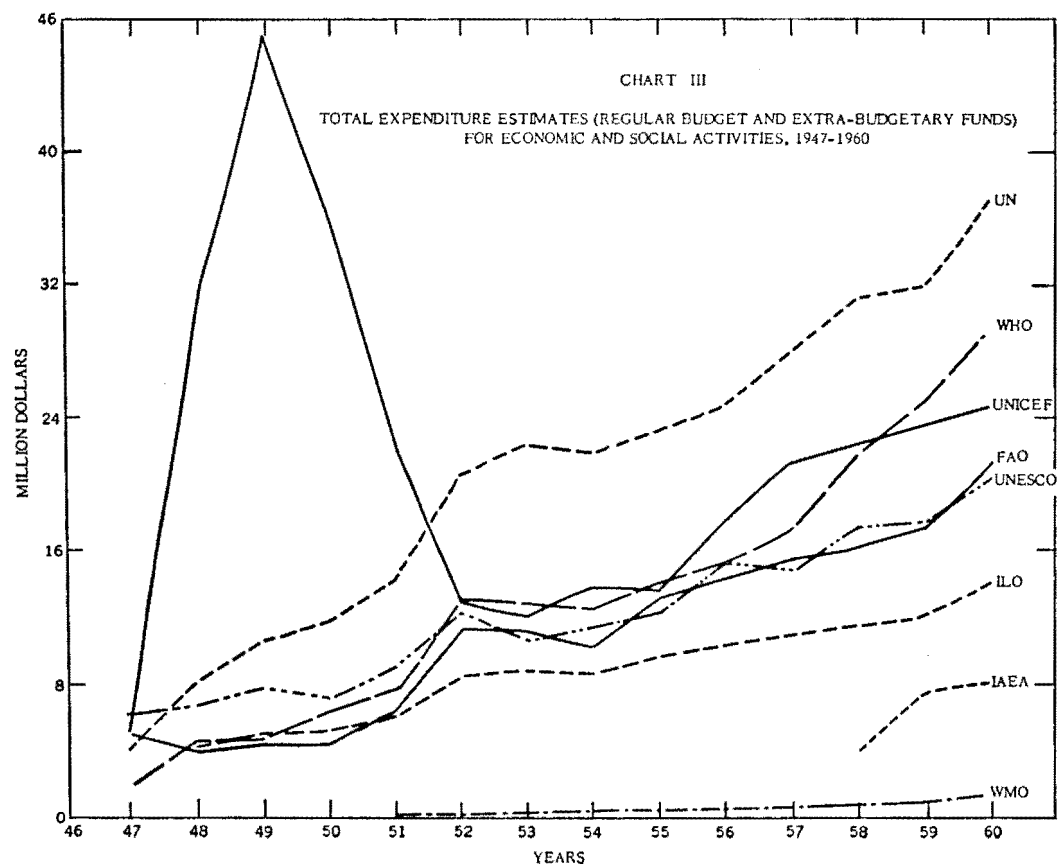
Comparable figures are available only from 1947. The figures are gross figures. The United Nations has a gross budget; the amounts paid for salaries and wages are subject to staff assessment.

<sup>c</sup> A contribution of \$480,000 made each year in 1959 and 1960 for administration expenses is included in the allocation of extra-budgetary funds under the United Nations Refugee Fund.

<sup>f</sup> The budgetary figures for UNICEF exclude the amounts of the WHO and FAO Joint Programmes, which are shown under the respective specialized agencies activities.







seeking to achieve within their programmes. It is also possible that the country programmes under EPTA, and particularly requests for Special Fund assistance formulated by governments, may not always follow the scheme of priorities that such governing bodies may have adopted. To some extent these problems may be met, especially in regard to the operations of the Special Fund, by a long-term approach agreed between the Special Fund and the agencies, based on the consideration of long-term needs and the proper timing of individual projects. There is evidence of a desire for such an approach on the part of the Special Fund.

The second problem of the agencies is not only to find the necessary technical field staff, but also to build up and finance supporting units and supervisory personnel at their headquarters. In turn, this raises the question of the extent to which such headquarters personnel can and should be financed from extrabudgetary sources rather than from the regular budgets. The question of such staffing is, of course, equally a matter of vital concern to the managements of the voluntary funds, since in order to avoid duplication of staff they have to rely on the expertness and technical services of the United Nations and the related agencies. As regards UNICEF and EPTA, which have grown slowly over the years, arrangements have been worked out which, by and large, satisfy the interests and needs of both sides, at least as far as present programmes are concerned. By contrast, the new Special Fund has to contend with some difficulties. The programmes which it finances require considerable preparatory, evaluatory and supervisory work, both at headquarters and in the field, in view of the relatively large size and complex nature of the projects undertaken. In many instances, the kinds of personnel required to help formulate, evaluate and supervise Special Fund projects — hydraulic engineers, geological surveyors, etc. — are not ordinarily to be found on the staff of intergovernmental organizations and the Fund is hardly in a position to assume financial responsibility for the recruitment of permanent staff of the executing organizations. This situation tends to delay the consideration and initiation of new projects and their execution.

No easy answer can be found to these questions, although progress is being made in their solution. They have to be raised, however, in the context of this report because the development and scope of future programmes is bound to be affected by them. Whatever difficulties may be encountered, it is beyond question that voluntary multi-purpose funds have a great role to play in assisting economic and social development. They make for a broad perspective in programming and for co-operation between the various technical agencies.

In recent years, there has been a tendency to create, in addition to these multi-purpose funds, other voluntary funds or accounts serving such specific purposes as malaria eradication or assistance to refugees. A good case can be made also for such single-purpose

funds. Care should be taken, however, to avoid a proliferation of these funds in the financing of future programmes, lest there develop a self-defeating competition between them and between the agencies which sponsor them.

## 2. *Manpower internationally available*

372. As just indicated, the growth potential of international organizations is determined not only by their programmes and the funds at their disposal but also by the manpower available for international work. While only obliquely raised here and there in the appraisals, this subject deserves some further comments along the following lines:

- (i) To function efficiently, international secretariats require that a substantial portion of their personnel be highly trained and qualified. A knowledge of more than one language is often necessary and always desirable.
- (ii) Most of the international secretariats were built up in the post-war period or earlier, when the work of the international organizations was considered to be essentially one of research, the establishment of standards and conventions, the servicing of intergovernmental meetings, and clearing house functions. The organization, structure, type and size of staff were generally based on this premise. With the shift to development and operations and the growth of international action programmes, new and different kinds of personnel were required. As an illustration, reference has been made already to the personnel problems encountered in the preparation and execution of projects financed by the Special Fund.

The shift in personnel needs calls for the reassignment or replacement of some of the existing personnel. It requires, in addition to the recruitment of competent technicians, the use of research personnel trained to relate their researches to action programmes. And it means the employment, in increasing numbers, of an *élite* of generalists capable of dealing effectively with governments and government departments, men who will command the respect of both local and international personnel. There is evidence that the problem is recognized and that progress is being made in the gradual integration of the several types of international civil servants within international secretariats, which are thus becoming more nearly adjusted to contemporary needs.

- (iii) However, the international recruitment of individuals of required competence remains difficult. They are scarce in the less developed countries and, if highly qualified, are apt to be desperately needed at home. Recruitment in more highly developed countries may also run into great difficulties because of the competition for certain types of experts and administrators on the part of national governments and private enterprise. Furthermore, the importance of service within intergovernmental organizations is not always recognized, with the result that an individual returning to his

home country may have difficulty in finding a suitable job. Better arrangements need to be made by governments to facilitate the reintegration at appropriate levels in national administrations or elsewhere of individuals returning from an extended period of service with international organizations.

- (iv) To make the best possible use of limited personnel, measures might be taken to assure greater mobility. It should be made easier than it appears to be at present to use such personnel in whatever location their knowledge and background can be put to best advantage.
- (v) Finally, it should not be forgotten that international organizations, even when they do not have at headquarters or in the regional and field offices all the specialists necessary to know all the answers, can still give effective help to governments. Provided there is a competent core of supporting services in the international secretariats and that they retain ultimate responsibility for the execution of their programmes, they can take advantage of the specialized knowledge of professional and technical groups, universities, consultant firms, and non-governmental organizations throughout a multitude of countries. They can thus perform the valuable service of being a broker, not only honest, but independent and with unusually good connexions.

## EPILOGUE

373. "What is past is prologue." It is in this perspective that the present report has to be viewed. There is nothing final about it; no ultimate solutions are offered. The report presents a picture of economic, social and related needs and problems in the contemporary world so basic and deep-seated and of such magnitude as to call for ever greater efforts, national and international. Any thoughtful consideration of these needs and problems makes it clear that much of the future course of mankind depends on their solution.

374. It has become equally clear that the United Nations and its sister organizations have a great contribution to make in the promotion of economic and social progress, of health and education and cultural advance, and of better standards of life in larger freedom. To help achieve these ends they have developed programmes and activities and devised methods and approaches which have proved their worth. They have learned to ask the right questions and to recognize their own limitations. They realize that what has been accomplished to date, while in many cases impressive, is but the beginning. Taken as a whole, their major programmes for the years to come are realistic and hold a promise of increasing impact.

375. The growing strength of these intergovernmental organizations derives, in no small part, from the fact that in their pursuit of economic and social objectives they have become increasingly responsive to the daily needs and the long-range aspirations for a better life of peoples everywhere. Not only governments, but also individuals in many walks of life have been drawn into active participation in their programmes, in agriculture and in industry, in the improvement of health and education, in community development and social welfare. They have penetrated to the grass roots where growth begins. Being multilateral in character, they encourage a spirit of partnership among an ever-increasing number of countries.

376. Among the organizations, a spirit of closer co-operation is gaining ground. This stands revealed in the large number of programmes, present and projected, in which two or more of them are joining forces. The trend is becoming stronger as the interrelationships between the various programmes are more fully realized. It is hoped that this report will contribute to that end. At present it is too early to speak of "the great design", but it emerges clearly from the appraisals that in many broad fields joint or concerted action will increasingly take the place of isolated programmes that are unrelated to the main areas of need and work.

377. For all these reasons there is cause for quiet confidence that this appraisal is but a prologue to a greater future.