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*President:* Mr. PÉREZ GUERRERO (Venezuela).

## AGENDA ITEM 2

General discussion of international economic and social policy (E/4454, E/4467/Rev.1, E/4486/Add.1, E/4488 and Add.1-5, E/4496, E/4511 (Summary), E/4515, E/4525, E/4551; E/CN.5/417 and Corr.1 and Add.1 and Add.1/Corr.1 and Add.2 and Summary; E/CN.11/825; E/CN.12/806, E/CN.12/808 and Add.1; E/CN.14/409; E/ECE/703) (*continued*)

1. The PRESIDENT, stressing the value of the Secretary-General's opening statement at the previous meeting, said that delegations would have relatively wide scope in speaking in the general discussion; he hoped in particular that they would comment on the question of the second United Nations Development Decade, as an agreed central issue for the work at the current session.

2. Mr. BOERMA (Director-General, Food and Agriculture Organization of the United Nations) recalled that when he had spoken as Executive Director of the World Food Programme to the General Assembly at its twenty-second session, he had stressed the need for unity within the United Nations family. That need had become even more apparent since he had become Director-General of FAO.

3. The conditions governing such unity were clarity and order. Progress had been achieved in that direction in the significant area of agricultural education and training when the Directors-General of the ILO, UNESCO and FAO had signed an aide-mémoire on that subject which marked a genuine alliance between the three agencies.

4. He hoped for a similar development in relations between FAO and the regional economic commissions. For some years, the regional commissions had had joint agriculture divisions, staffed partly by the United Nations and partly by FAO. To improve co-ordination even further, he had proposed to the Secretary-General that the executive secretaries of the regional economic commissions should also act as regional representatives of FAO. On agricultural matters, the executive secretaries would of course receive instructions from the Director-General of FAO. He considered that such a procedure

would facilitate the work of the secretariats of the regional commissions and of FAO. The Secretary-General had spoken favourably of that proposal in his opening statement. The FAO *Ad Hoc* Committee on Organization, which had studied it carefully, considered that the Governments of the various regions concerned should be consulted before a final decision was taken. FAO contemplated carrying out such consultations at the next session of its Council and at the regional conferences to be held later in the year. He hoped that the system would be tried out, as an experiment, in one region at least.

5. The need for close collaboration with UNIDO was also apparent, especially since it was well known that the industrialization of the developing countries was based mainly on "agro-industries": fertilizers, agricultural machinery, industrial processing of agricultural, fisheries and forestry products. In February 1968 he had reached an agreement with the Executive Director of UNIDO on certain provisional arrangements to be finalized in a formal agreement by the end of the year. The task had been relatively easy for those sectors in which the two organizations were clearly called upon to play complementary roles; on the other hand, practical difficulties had emerged in industries in which the agricultural, processing and marketing phases were highly integrated such as the dairy, fisheries and forestry industries. When such difficulties appeared there should not be over-hasty action; however, co-ordination should be established as soon as possible if the recipient Governments were not to receive conflicting advice from UNIDO and FAO. He hoped therefore that an over-all agreement would be concluded on that matter by the end of the year.

6. FAO had closer links with UNDP than with any other organization and was spending twice as much on UNDP-financed activities as on its regular programme. In turn, UNDP was allocating twice as much money to FAO as to any other organization. FAO was therefore vitally interested in the study of the capacity of the United Nations system at present being carried out under the auspices of the UNDP Governing Council—an objective evaluation of the programme requirements and of the conditions in which United Nations bodies were providing development assistance through UNDP. It was an important study which rounded off the analysis at present being conducted by the Enlarged Committee for Programme and Co-ordination. The two studies would make for good co-operation between FAO and UNDP in the 1970s.

7. He would like to mention one or two other instances of progress achieved in the co-ordination of FAO activities with other organizations. FAO and UNCTAD were to intensify the work undertaken jointly in response to certain requests made at the second session of UNCTAD at New Delhi. Again, IBRD was giving increased attention to agriculture, and he had spoken with the President

of the Bank in order to make practical arrangements designed to step up the FAO-IBRD Co-operative Programme. FAO was giving increased support to the FAO-IAEA Joint Division and to the Protein Advisory Group sponsored jointly by FAO, WHO and UNICEF. Furthermore, he had assured the new Executive Director of the World Food Programme that FAO would give him every possible assistance. Finally, FAO had collaborated closely with the United Nations itself in the preparation of the report on multilateral food aid (E/4538) that was now before the Council.

8. Turning to a question of basic importance, not only for Governments, but also for members of the United Nations family, namely, the planning of a long-range development strategy, he stated that FAO had been engaged for about two years in the preparation of an Indicative World Plan for Agricultural Development. The purpose of the Plan was to fix realistic targets for agricultural production, consumption and trade in 1975 and 1985, at the same time suggesting the policies which Governments should pursue to reach them. Basically, the Plan involved a series of regional studies based on a detailed analysis of the situation obtaining in selected countries of the various regions. The regional studies would be published in the course of 1968 and followed up by a world report to be distributed in provisional form the following year for consideration in the first instance by the FAO Conference. The Indicative World Plan should not be regarded as a static operation, but something which would be constantly brought up to date in the light of new facts.

9. He had endeavoured to ensure that the drafting of the Plan should be closely geared to the preparation of the second United Nations Development Decade. It would be designed to fit the timetable of the second Decade and be adjusted to take account of over-all growth objectives fixed by the United Nations General Assembly. In that connexion, Mr. Tinbergen, Chairman of the Committee for Development Planning, had some months before carried out a study of the methods and progress of the Indicative World Plan. Generally speaking, he himself thought that an over-all indicative plan, incorporating sectoral plans established by the agencies concerned on the same lines as the FAO one, would give the activities of the various bodies the clarity and order which were vital if the United Nations as a whole was to play the part which Governments were entitled to expect of it.

10. Turning to the world food situation, which came within the particular ambit of FAO, he was glad to announce that progress had been achieved. The harvests had been good in 1967. According to FAO preliminary estimates, food production had risen by about 3 per cent in the world and by nearly 6 per cent in the developing regions, a record level of increase. The use of the high-yielding varieties referred to by the Secretary-General in his opening speech was becoming more and more widespread. Large-scale experiments had been carried out on wheat and rice, in Mexico and the Philippines respectively, and a similar effort was being undertaken for maize, millet and sorghum. The high-yielding varieties

were suitable for vast areas of those tropical and sub-tropical regions where cultivation had been hitherto restricted to indigenous, low-yield varieties. To convey an idea of the success of those measures in eight Asian countries studied in the Indicative World Plan, high-yielding varieties had occupied about 10 per cent of the total area sown with cereals in 1967-1968. Even greater progress would be made if adequate quantities of water, fertilizers and pesticides were available. It would clearly be necessary to solve the problems raised by the resistance of the new strains to disease, storage and transportation and by the risk of over-production. Furthermore, it should be noted that it was in the countries where research and extension services were most highly developed that the experiments had had their greatest success. At all events, it now appeared that the race between population increase and the increase in food production could be won; for that purpose, however, comparable progress would have to be achieved in population planning.

11. The encouraging results which had been achieved were in fact the culmination of twenty years of effort, research, investment and equipment. He therefore considered that, as far as agriculture was concerned, the first Development Decade had not been a failure. Another basic aspect of the fortunate developments to which he had just alluded was the change in the attitudes of the peasant himself, who had abandoned his traditional conservatism and had welcomed the new high-yielding varieties with enthusiasm.

12. However, considerable financial and human investment continued to be necessary. Furthermore, the progress achieved with regard to cereals had not been accompanied by a similar breakthrough in high-protein foods. Complacency with the results already achieved would therefore be a tragic error.

13. It should be added that notable progress had also been accomplished in zones other than the tropical and sub-tropical. He had been impressed by the work of co-operative farms and research stations in Hungary, Bulgaria and Romania. Co-operative farms, stretching normally over several thousand hectares, seemed to be better suited to modern, low-cost agriculture than the small farm holdings of western Europe. The agriculture of eastern Europe therefore seemed to have a promising future.

14. With regard to the organization of FAO's work for the years to come, five major areas of concentration had for the time being been singled out. The first was the increased use of high-yielding cereal varieties. The second, which would be particularly important for the Council, would be the reduction of the "protein gap", a problem which the Advisory Committee on the Application of Science and Technology to Development had admirably documented the previous year (see E/4343/Rev.1). The third would be the "war on waste"; the damage caused to the harvest each year by rats and insects, etc. was well known. Another equally dangerous source of loss, although indirect, was the misuse of land. The fourth point would be the mobilization of human resources in rural areas—an enormous problem in regard to which FAO intended to make a particular effort to

develop training at all levels and stimulate land reform, land settlement, the establishment of co-operatives and improved rural credit. In the context of those efforts, which should help to slow down the flight to the towns, FAO relied on the collaboration of other organizations, particularly the United Nations and the ILO. The fifth and last area would consist in the promotion of foreign exchange earnings by the developing countries; an effort should be made to take advantage of the large foreign earnings potential afforded by the production of those countries, e.g. the forestry industry. In that respect FAO intended to make a systematic effort in the field of production, marketing, processing, trade and export promotion, in collaboration with UNCTAD and other agencies.

15. Those five areas of concentration had been selected on the grounds that they appeared at the present time to lend themselves to dynamic international action. They constituted a framework within which FAO was preparing the activities to be undertaken at both the regional and the national level. Such action should be carried out not only by FAO but also under bilateral programmes or by financing agencies, non-governmental organizations—particularly those which were taking part in the Freedom from Hunger Campaign—and above all by the Governments of the developing countries themselves.

16. That new trend in FAO's efforts went hand-in-hand with the re-organization of the secretariat set in hand by his predecessor in office. More importance should be attached to geographical focus than to subject-matter. Thus in project formulation, area and local services would assume a large part of the responsibilities vested previously in the technical divisions. Furthermore, the technicians would be relieved of certain office tasks which others could carry out in their place. He expected that that re-organization would become fully effective by the start of the next FAO biennial budget period (1970-1971).

17. In conclusion, he said that if the breakthrough he had just described was to be consolidated, the donor Governments would have to increase the volume of their aid to agriculture; some of them had already taken decisions to that effect, and it was to be hoped that others whose efforts had slackened off somewhat would follow suit. It was encouraging to note that an increasing number of developing countries were considerably increasing their investments in agriculture. On the whole, there was reason to hope that in combining their efforts, donor and recipient Governments and the international organizations would achieve solid results in the years to come. The Council could play a vital role by stimulating, co-ordinating and guiding those joint efforts.

18. Lord CARADON (United Kingdom) said that in the face of the disputes and conflicts which arose in the world, the duty of the United Nations was to seek common grounds for agreement without becoming discouraged. Peace-keeping was indispensable for economic and social progress, but that was only a beginning, the starting-point for a task no less urgent and honourable, namely that of making peace tolerable for the world's great masses. Economic and social progress was, in fact, the best peace-keeping of all. The dangers of poverty, popu-

lation expansion and racial enmity to the world were today so great that national action alone was insufficient to cope with them and international action was required to eliminate them. Yet it was impossible to avoid a sense of dissatisfaction and profound disquiet at the thought of the results which international efforts along those lines had produced—what had been done to translate into practice the high ideals of international initiative; whether the affluent nations were answering the challenge of the poverty of the rest of the world; whether the organizations which had been set up to foster international economic development were truly effective; whether the United Nations organs were really working in co-operation with one another and whether the Council was providing the appropriate leadership or whether its debates were becoming just a series of aimless commentaries on an overcrowded agenda. It was in a spirit of self-criticism, of constructive discontent that the Council should approach its current session. His own comments would cover three points: (a) the source and the scale of the international development effort at the end of the first Development Decade and on the threshold of the second; (b) the progress or lack of progress in regard to human rights and (c) feasible international action to prevent all economic and social initiative from being swept away on a tide of uncontrolled population increase.

19. Although it was true that the Council and its subordinate bodies could assist in planning the second Development Decade and provide useful technical advice, responsibility for the purpose and direction of the economic policy to be applied rested with the Governments of the developing countries, since it was they that had the primary responsibility for increasing the productivity of the natural and human resources of their own peoples and countries. The Council should therefore resist the temptation to set illusory over-all targets and engage in unrealistic generalizations. The second Decade should nevertheless concentrate the efforts of all and express the will of Governments and international organizations alike to press on with development as a joint operation and obligation. The United Nations organs should take comfort from the example of IBRD and UNDP, operating through agencies responsible for executing the programmes they financed. In the light of the experience gained, those instruments of international economic development could be put to much wider use in the future, and UNIDO would be a valuable addition to the team.

20. It was now generally recognized, as the Secretary-General, the Administrator of UNDP and the President of IBRD had recently emphasized, that the current financial resources of the Bank and UNDP were inadequate. Countries were increasingly becoming aware of the advantages of multilateral aid; in the past two years seventy-seven countries, including Sweden and other Nordic countries, had increased their contributions to UNDP, but the United Kingdom still remained the second largest contributor. Nevertheless, at the moment, the flow of aid resources to the developing countries was not increasing, largely owing to the balance-of-payments difficulties, in which a number of countries, including the United Kingdom, found themselves. On the other hand, while the quantity of aid granted was diminishing, its



quality had improved, as the Secretary-General had well brought out in his report on the international flow of capital and assistance (E/4495). The United Kingdom attached great importance to improving the conditions of aid; it was important that donor countries should try to adapt aid conditions to the needs of each developing country. The United Kingdom had decided to go even further. Having maintained undiminished its contribution to UNDP, in spite of the economic and financial difficulties it had faced in recent years, it had recently announced that it proposed to make a further contribution of over \$155 million for the period 1968-1970 to help replenish the funds of IDA. Moreover, since 1965 it had decided that most of the development-aid loans it granted would be interest-free. It was to be hoped that the efforts made by Western countries to increase the volume of multilateral development aid would soon be matched by the Communist countries; at the moment, the United Kingdom's contribution alone equalled the total contributions from all those countries put together. The campaign against economic degradation should be international and multilateral, each giving according to his capacity and seeking to help others according to their needs. The idea of international development was still in its infancy but was growing stronger every day. Instead of bemoaning the little progress that had been made at the second session of UNCTAD at New Delhi, it was better to recognize that some results had already been achieved, that development was an international obligation, that the initiative and direction of development had first to come from the new nations themselves, and that only joint international action would enable the world to escape from a disastrous division between rich and poor.

21. The dangers of racial domination or any other form of domination by one people over another were generally recognized, as were the growing dangers of racial tension and conflict. Those dangers, which existed in many countries of the world, and in particular in southern Africa, threatened to inflame the whole world. Consequently, it was perfectly right that they should occupy an increasingly important place in the work of the General Assembly and the Security Council. Nevertheless, the particularly flagrant injustices which existed in certain countries, particularly in southern Africa, should not blind the Economic and Social Council to its special responsibility for protecting human rights throughout the whole world. Yet there was reluctance to take action in the wider sphere: the proposal to create a post of United Nations High Commissioner for Human Rights, for instance, had long been postponed. Discrimination in some form or other and denials of human rights and basic freedoms were encountered not only in Africa but in nearly every country.

22. Another aspect of human rights which the Council was specially charged to consider at its current session was the freedom of parents to decide the size of their families and the freedom of children to have some hope of growing up in human dignity. That was not an isolated problem. How could the problems of hunger, racial conflicts or the revolt of youth be solved without dealing with the population problem? However difficult it might be, those problems had to be tackled together. If the

problem of population were not solved, the United Nations would have failed. The essence of the matter was that parents should be free to decide on the size of their families and Governments to decide on their public policy. The desired improvement in living standards depended on willing co-operation between individuals, Governments and the international agencies. The United Nations and its agencies had for twenty years taken hardly any practical measures to deal with the world population problem, but they had finally begun to act in 1965 and had continued with growing momentum. More than a score of countries had asked for and received technical assistance to deal with population problems and both national and regional plans for such projects were being pursued in Africa, Asia, the Americas and the Middle East. The establishment of the United Nations Trust Fund for Population Activities was welcome and his country had been among the first to contribute to it. In addition, the United Kingdom had been one of the thirty countries which had signed the Declaration on Population issued by Heads of Government (see E/4551, annex I). It could not be emphasized enough how important it was to give a high priority to practical measures to restrict world population expansion, since by 1980 it would be necessary to feed, lodge, and find places in schools for more than 1,000 million new children. The population of India alone was increasing at a rate of a million a month. Nevertheless, it was not enough to limit population increase: efforts should also be made to increase food production, education, international trade, racial understanding and co-operation, and maternity and child welfare, since progress in all those fields had the same purpose: the development of human resources for a fuller, richer and happier life.

23. For the Council's future role he suggested that three tests should be applied to its work: firstly, the Council should devote its attention and resources to the effectiveness of practical work; it should, for example, encourage the work of IBRD and UNDP and follow up the proposals on trade and development made at New Delhi. Secondly, it should get its priorities right. It was for the Council, with the assistance of the Committee for Programme and Co-ordination, to give the lead in that field, and in that connexion the decision to give pride of place in the Council's agenda to the population problem was perfectly sound. Thirdly, the Council should always be ready to welcome new ideas and initiatives, and for that reason the proposals contained in the Secretary-General's constructive speech would certainly be studied by members with respect and attention.

24. With regard to efficiency and co-ordination, the study currently being undertaken by the Enlarged Committee for Programme and Co-ordination should produce useful results. The study on the capacity of the United Nations system to carry out an expanded development programme, which was about to be undertaken on the initiative of UNDP, was also welcome. The two studies were complementary and were essential to ensure that on the threshold of the seventies the United Nations would profit by the lessons of past experience and set the best course for the next Decade.

25. His delegation was interested in the Swedish proposals on the human environment (E/4466/Add.1), as it was in the proposal made by the delegation of Malta, at the twenty-second session of the General Assembly, concerning utilization of the resources of the deep sea bed, a courageous and far-sighted initiative which was of interest to all mankind.

26. With such far-reaching ideas to implement and such desperate needs to be met, the opportunities and responsibilities of the Council were as compelling as they were unlimited.

27. Mr. MORSE (Director-General, International Labour Office) said he would address the Council in the spirit of constructive discontent of which the United Kingdom representative had spoken.

28. In the International Year for Human Rights, and twenty years after the adoption of the Universal Declaration of Human Rights, it was appropriate to mention that fifty years ago the ILO had set forth, in its Constitution, certain principles and objectives of social policy and had established machinery for the elaboration and application of international instruments relating to the rights of workers. The rights for which the ILO had progressively gained recognition in theory, through conventions, and in practice, through the control of their application, could acquire their full value only within a wider framework of civil, political, economic and social rights, which did not fall strictly within its purview. The fifty-second session of the International Labour Conference had decided that the ILO should undertake a more concerted and integrated programme of action in the field of human rights, in close collaboration with the other organizations of the United Nations family.

29. In addition, there were two questions which had a direct bearing on human rights and where a concerted programme of action by organizations of the United Nations family and particularly the United Nations, UNESCO, UNICEF and the ILO was essential. They were, first, the discontent among young people in many countries, which brought to the fore the problem of their adaptation and integration into the form of society which the United Nations family had been trying to build, and secondly, relations between different races, to which the United Kingdom representative had referred. The latter problem had become extremely serious and was creating explosive situations in many parts of the world. The United Nations family urgently needed to intensify its action and to identify and attack the basic causes of man's inability to live at peace with his fellow-men.

30. The joint meetings of the ACC and the Committee for Programme and Co-ordination held at Bucharest recently had moreover confirmed the concern to which those two problems gave rise in the United Nations, UNICEF and UNESCO. However, the International Labour Conference had stressed that the framing and application of legal instruments would be of little avail unless the underlying economic and social problems were solved.

31. The unprecedented growth of population constituted a most serious obstacle to the effective enjoyment of

human rights since it might well negate the efforts made in other fields. Checking population growth through the moderation of fertility was one of the means of achieving a balance between population and the resources needed to sustain adequate living conditions. That, however, was not the only way of tackling the problem, and it was desirable to provide for alternative policies which would make it possible, in case of need, to take into account the various forms the population problem might take in a particular country, as a result of the circumstances and policies adopted at the local level. The essential point was to achieve a balance between population and resources: a study of the consequences of rapid population growth on the training, employment and welfare of workers which the ILO was undertaking in response to a resolution of the International Labour Conference in 1967 covered both aspects of the problem and would provide an objective basis for the consideration of possible action by the ILO in its field. Although moderation of fertility did not come within that field, the ILO could, in several ways, support the action of the responsible organizations; in particular, it could acquaint workers with the serious problems created by population growth and explain how family planning could help to improve living standards. It could also assist in making family planning less burdensome by encouraging Governments to provide adequate benefits for that purpose under their social security schemes; or again, through institutions which it was helping to create in various parts of the world, the ILO could encourage the dissemination of advice on family planning, for instance through medical services at places of employment.

32. Whatever the policies adopted to deal with the population problem, a basic problem would, however, remain—that of raising levels of productive employment which alone could improve the living standards of the population by enabling it to participate in and benefit from development while being also the essential key to the fuller life on which the enjoyment of human rights rested. International efforts had so far been mainly directed towards economic growth, but the progress achieved, noteworthy though it was, had disappointed the hopes of developing countries because of its limited impact on the daily life of their peoples. That was because economic growth had not provided the jobs which would have attracted the material rewards and the expected sense of participation. Thus lack of education had slowed down progress, but progress had also bypassed the majority of the active population. In response to that challenge, in 1969 the ILO was to launch the World Employment Programme to raise levels of productive employment, to tap a source of economic development which most developing countries had in abundance, namely human resources, and at the same time to obtain a more widespread increase in standards of living. Without neglecting the vital industrial sector, the Programme would, in particular, attempt to raise levels of productive employment in agriculture, in which the majority of the populations of the developing world were engaged. The Programme would also lay emphasis on schemes for the training and employment of youth, and labour-intensive public works schemes.

33. The World Employment Programme would operate essentially at the regional level, in response to the wishes of the ILO's regional bodies for the Americas, Asia and Africa. It would also aim to bring international action for raising the level of employment into closer relationship with national requirements.

34. The regional manpower plans which were in the process of formulation would be the component parts of the World Employment Programme. In each region, a team of experts would have as its main task the setting of fairly precise targets of what it was possible and desirable to achieve in terms of employment creation and training in a given period of time. Those targets would serve both as guide-posts for national policies and action and as a framework for international co-operation in support of such national action.

35. The World Employment Programme would be a joint effort by a number of international organizations with which, it was to be hoped, certain bilateral aid programmes would be associated. Among the interested organizations special mention should be made of FAO and UNESCO, which were participating in the work of the regional team for Latin America. Other organizations such as the Inter-American Development Bank, the Organization of American States, the Economic Commission for Latin America, and the Latin American Institute for Economic and Social Planning were also represented on the team. He hoped that other organizations, particularly UNIDO, would likewise join in. Similar arrangements were being made for the Asian and African regions. Others were being considered for the Middle East, and it was to be hoped that when the ILO's European Regional Conference met in December 1968 it would be possible to see how Europe could be covered by the World Employment Programme.

36. That programme thus constituted the joint response of the ILO and other international organizations to

Council resolution 1274 (XLIII) and the main contribution which the ILO could make in its own field to the achievement of the objectives of the global development strategy being worked out for the second Development Decade. The problem of co-ordination of activities would of course arise, and it was a complex problem. The very dedication to the cause of international co-operation and progress prompted a number of initiatives and decisions by various bodies and organs, all useful in themselves, but none the less creating a certain disorder. What was needed first of all was to be able to collect the data, accurately and completely, as quickly as possible and to ascertain, for instance, what activities were being carried out, which organizations were responsible for them and in which fields they were taking place. The compilation and arrangement of data was an immense task but would greatly advance the cause of co-ordination.

37. In another connexion, he was gratified at the manner in which the thorny problem of agricultural education, science and training had recently been resolved. That was a turning point on co-ordination. The constructive attitude, good will and resolution which the Director-General of FAO and the Director-General of UNESCO had displayed had done more than any directive to find a solution which could be effectively carried out. During the present troubled period it was necessary to set more store by the spirit of economic and social co-operation, to bend one's energies towards solid achievements of an objective nature, and to discipline oneself to humility, good will and mutual assistance. That was the hope of those who had dedicated themselves to international service and of the members of the international community whom they served. It was only in that spirit that the United Nations family could ensure peace and social justice and the material well-being and spiritual development of all human beings in conditions of freedom and dignity.

The meeting rose at 11.50 a.m.