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President : Mr. A. MATSUI (Japan)

Present :

Representatives of the following States, members of the Council: Algeria, Argentina, Austria, Canada, Chile, Czechoslovakia, Ecuador, France, Gabon, Iraq, Japan, Luxembourg, Pakistan, Peru, Romania, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

Representatives of the following States, additional members of the sessional committees: Denmark, Ghana, India, Iran, Madagascar, Mexico, United Arab Republic, United Republic of Tanzania.

Observers for the following Member States: Australia, Brazil, Central African Republic, China, Greece, Italy, Norway, Philippines, Sweden, Venezuela, Zambia.

Observers for the following non-member States: Federal Republic of Germany, Holy See.

Representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, International Bank for Reconstruction and Development, International Monetary Fund, World Health Organization, Universal Postal Union, International Telecommunication Union, World Meteorological Organization, Inter-Governmental Maritime Consultative Organization.

The representative of the International Atomic Energy Agency.

AGENDA ITEMS 2, 3, 4, 5 AND 35

**United Nations Development Decade
(E/4033, E/4068, E/4071 and Corr.1)**

World economic trends (E/4046 and Corr.1 and Add.1 and 2, Add.3 and Corr.1, Add.4-6, E/4047 and Add.1-3, E/4059; E/ECE/572; E/L.1076, E/L.1079/Rev.1)

General review of the development, co-ordination and concentration of the economic, social and human rights programmes and activities of the United Nations, the specialized agencies and the International Atomic Energy Agency as a whole (E/3991, E/4022, E/4027, E/4029, E/4030, E/4034, E/4035, E/4036 and Corr.1, E/4037 and Add.1, E/4039, E/4041 and Add.1, E/4044 and Add.1 and 2, E/4050, E/4062 and Corr.1 and Add.1, E/4976)

Review and reappraisal of the Council's role and functions (E/4040, E/4052 and Add.1-3)

Work programme of the United Nations in the economic, social and human rights fields (E/4070)

GENERAL DEBATE (*continued*)

1. The PRESIDENT invited the Minister of Overseas Development of the United Kingdom to address the Council.

2. Mrs. CASTLE (United Kingdom) said that as a member of Parliament for the past twenty years she had taken an active part in promoting the evolution of many United Kingdom territories into independent members of the Commonwealth. But she had always known that political independence was not enough: it had to be buttressed by economic growth if it was not to become meaningless. As Minister of Overseas Development, she now held the responsibility for administering the United Kingdom share of the resources being devoted to world development — a challenging task.

3. There was no longer any doubt about the size and nature of the problem. In the less developed countries the rate of progress of the 1950's appeared to have declined in the 1960's. Commodity prices generally were lower than they had been in the mid-fifties, and many of them had recently been falling. Agricultural output seemed to be failing to expand fast enough to keep ahead of population growth. Shortages of foreign exchange — the means of obtaining the capital goods which were the life blood of development — had become more acute. Net financial transfers to the developing countries had levelled off, and the problem of shortage of qualified manpower persisted.

4. The picture was a gloomy one, but it was important to get the psychological balance right. Most people responded better to a call for hope than to a diatribe of despair; it was necessary to look for the achievements as well as the failures and to set goals that were attainable and realistic.

5. The achievements were undeniable: the United Nations Development Decade had stimulated development. Even though an average rate of growth of 4 per cent was disappointing when the minimum of 5 per cent was so urgently needed, it had been shown that concerted purposive effort could achieve growth. The whole problem of development was being studied in depth as it never had been before, and was at last being treated as a subject for research on which the best minds of the world should be concentrated. There was proof on every side of the massive effort being made by the United Nations family, and of its fruits. What was therefore necessary was to consider where the effort was falling short, and why.

6. As was well known, her Government had been faced on taking office with many economic difficulties, difficulties which had meant a setback for many of the Government's hopes of satisfying the rising expectations of its own people and which had provided a discouraging framework for her task, as Minister of Overseas Development, of improving the United Kingdom's contribution to the development of countries which so badly needed its help. But her Ministry had accepted that as a challenge to use available resources more intelligently and to better effect, and as a result there were already achievements to its credit on which it would be possible to build as circumstances permitted.

7. The first purpose of creating the new Ministry had been to enable her country to plan its aid. To do that it had been necessary to centralize responsibility for all the United Kingdom's aid activities - bilateral and multi-lateral, capital aid and technical assistance - in the hands of one Minister. Her Ministry was responsible for overseas development policy, the economic aid programme as a whole and in detail, the size and nature of the programme for each country, the management of financial aid and technical assistance, relations with international aid organizations, the United Kingdom interest in United Nations aid programmes, and relations with the many voluntary bodies which reflected the will of the British people to do more to achieve the goal of an equal and prosperous world.

8. One way of adapting aid more effectively to the needs of the developing countries was to help them draw up good development plans. To that end an economic planning staff had been created; and its advice was readily available to the countries with which the United Kingdom co-operated in development and to which it sent economic missions on request to help in working out planning programmes on the spot.

9. Planning, the importance of which was no longer disputed, was a field in which the United Nations had long given a lead, and one of the really concrete achievements of the Decade was that it had heightened awareness of the concept of planning for development and had led to a considerable improvement in the techniques of such

planning. Her Ministry was grateful to the United Nations for the statistical material it had produced, and wished to maintain the closest contact with the branches of the Secretariat engaged in that important work.

10. Another way in which better use could be made of United Kingdom aid was by co-ordinating it more closely with that of other donor countries, United Nations organizations and IBRD, thus avoiding overlapping and waste. The creation of her new Ministry had enabled her Government to plan its aid programme ahead. It was drawing up a plan to strengthen the United Kingdom's economy, and in that planned long-term expansion of national resources the needs of the developing countries were not being overlooked; that was why the Minister of Overseas Development had been given a seat in the Cabinet. In the same way, developing countries needed to know what help they could rely on receiving from the United Kingdom in drawing up their own long-term plans, and one of her Government's aims was to make such forward planning possible.

11. Given the limited resources of the United Kingdom, it was necessary to decide which were the most urgent needs to be met. The first was clearly the need for skilled manpower, without which financial aid could not be put to the best use. The highest priority was accordingly being given to the improvement of the United Kingdom's technical assistance programme, which already formed an important part of its aid. Over 10,000 United Kingdom nationals were at present working overseas under the Overseas Service Aid Scheme alone. Despite the shortage of teachers for the United Kingdom's own schools, efforts were being intensified to recruit more of them for teaching overseas. Her Government planned to increase the recruitment of a wide range of experts for countries overseas, because it was aware that their services — which were also in great demand in the United Kingdom — had to be shared. Her Government was also making it possible for more volunteers to go overseas; they were recruited through voluntary organizations, but her Ministry helped to meet the cost. The number of young people serving overseas would rise to 1,800 by 1966.

12. The second most urgent need of the developing countries was to receive their financial aid in forms which they could assimilate. Her Government well understood the problems created for developing countries by the provision of aid in forms which were tied; despite her country's foreign exchange difficulties, special arrangements had been made in certain cases to help countries to meet the local costs of projects where that was necessary to make the loan concerned effective.

13. The terms of aid were a great stumbling block for the developing countries. The valuable analytical work done in the United Nations and elsewhere had focussed attention on the debt burden and the over-all repayment capacity of the developing countries. A substantial amount of her country's aid had always been provided in the form of grants, and since 1958 maturity periods had been extended and longer grace periods provided for the repayment of capital. The United Kingdom Government had now decided to make interest-free loans

to certain developing countries, a step which, combined with appropriate arrangements for the repayment of capital, would make it possible to lighten the burden of debt service in the middle and later years of the loans. Her country could not afford to extend those terms to all developing countries; but when their circumstances warranted it, countries which did not receive interest-free loans might be granted waivers of interest for the initial years of the loan.

14. The United Kingdom also recognized fully the advantages of administering aid through international organizations and wished to direct an increasing proportion of its aid through multilateral channels. One of the first steps she had taken as Minister had been to increase the United Kingdom's contribution to the United Nations Special Fund and EPTA for 1965. Her Government was anxious to see the work of the United Nations family strengthened, and would be ready to support new initiatives where United Nations action would help to fill a gap. For instance, it was ready to support a considerable increase in the resources which the United Nations devoted to the increasingly important problems of industrialization, and would be very interested in the Secretary-General's detailed proposals relating to the substantial additional funds he had urged would be needed for the Centre for Industrial Development — which should also be expanded and strengthened with additional funds from the regular budget. Her Government had gone further; it had suggested the creation of a voluntary fund to meet the demand for new activity in the field of industrial development (1369th meeting). More attention, for example, ought to be paid to the methods of transferring modern technologies to the developing countries and adapting them to practical use. Her Government had no cut and dried proposals to put forward at the present session, but it wished to discuss the subject in detail with the Secretary-General and other delegations.

15. An important sector in which United Nations action was particularly appropriate was that of the population explosion which threatened all efforts to raise standards of living. If the average growth rate of national income was about 4 per cent and the rate of population growth was 2.5 per cent to 3 per cent, the increase of per capita income would be only 1 per cent to 1.5 per cent. The prospect of survival at birth and of a longer life was being given to many, but that was worthless unless more was done to open up the prospects of a fuller life in terms of freedom from hunger, freedom from disease and the self-respect of productive labour. The best way of tackling those complex and delicate problems was by discussion and leadership through the United Nations. The United Kingdom was prepared to give special priority to any requests for help in the matter that it was qualified to give but, whereas it had some special knowledge of the medical problems involved, it could not claim the same knowledge of the social problems of the countries concerned. Plans should therefore be made in close consultation with the countries seeking aid, and, particularly, in close co-operation with the United Nations itself.

16. The more international organizations were strengthened and the more their work expanded, the more important it became to make that work effective. Mem-

bers of the United Nations would always be striving to do more than their resources permitted, and they must learn to set themselves practical and realistic goals. The most impressive studies would be wasted unless they were matched by a collective capacity to apply their results in the field. In its efforts to achieve development, the international community would be judged, not by the nobility of its concepts, but by results. Members must therefore always be ready to re-evaluate the structure, administration and programmes of international organizations, and the Social Commission had set a welcome example in that respect by proposing that it should carry out a reappraisal of its role in the United Nations (see E/4061, chap. IX, draft resolution VI).

17. The essence of all good planning was co-ordination and in any system as complex as that of the United Nations, the welding together of activities and the maintenance of a common direction were enormously difficult. The task was further complicated by the fact that large-scale bilateral programmes existed side by side with the United Nations effort, and that direction had to be maintained at a variety of levels, from United Nations headquarters down to individual countries. At headquarters, the Secretariat could build up a picture in which the needs of the developing countries could be compared with what the various agencies, bilateral and multilateral, could be expected to provide; but that picture also had to be prepared for individual countries, so as to ascertain whether the balance of assistance from different sources was appropriate. The best authorities on whether such a balance was being maintained were the governments of the countries concerned and the resident representatives of the Special Fund and EPTA. The United Kingdom recommended using the regional representatives as local co-ordinators of all multilateral aid, and considered that they should play a leading part in the co-ordination of aid from all sources. Her delegation intended to submit a draft resolution to that effect.¹

18. It should be borne in mind that twenty years ago there had been no forum where representatives of all countries could discuss the economic and social problems of mankind as they did in the Council. Twenty years ago, there had been no real understanding of the concept of development, and still less of its techniques. Twenty years ago the great international aid effort had barely begun, and where aid had been given, it had too often been provided for the wrong motives and in the wrong forms. All countries were impatient to advance more quickly, and chafed at the frustrations and obstacles that stood in their way. But not all those obstacles came from outside; some of them originated in the imperfection of the actions of the countries concerned themselves. The Council should concentrate in the first place on the tasks that the United Nations could achieve, and not least on the improvement of international and national organizations and machinery. That was what the United Kingdom had tried to do in establishing the new Ministry of Overseas Development; in its name and in the name of the United Kingdom Government, she pledged that her country would seek to play a fuller and more effective part in the

¹ Subsequently circulated as document E/AC.24/L.259.

work of the United Nations, on which so many hopes were based.

19. Mr. PACHACHI (Iraq) said that the present debate was taking place at a time of crucial importance for the United Nations. The year 1965 did not merely mark the mid-point of the Development Decade; it had witnessed the paralysis of the General Assembly, an event which had shaken world confidence in the United Nations. The crisis had led to renewed discussion about the kind of organization into which the United Nations should develop, and the future of humanity might well depend on the results of that debate.

20. It was perhaps symbolic that at a time when the other major organs of the United Nations had lost some of their effectiveness, the Council was eagerly tackling its tasks. It was surely a legitimate source of satisfaction that despite the crisis the work of the United Nations in the economic and social sphere was continuing at an accelerated pace, thus demonstrating the resiliency of the Organization. His delegation conceived the Council as essentially a policy-making body which determined the direction of United Nations efforts in economic and social affairs: it considered the Council to be an initiating as well as a co-ordinating body. The main tasks of the Council as an initiating body were to identify problems, to ascertain the reasons for slow progress during the first half of the Decade and to recommend action in certain well-defined areas.

21. When the Development Decade had been launched, expectations had been great. Three years ago the Secretary General had submitted to the Council proposals for intensified United Nations action in economic and social matters to further the objectives of the Decade.² It was not without significance that the Secretary-General in his statements at the current session (1369th and 1373rd meetings) had made it clear that the problems to which he had then referred still required urgent action by the United Nations. The main difference related to the subject of international trade, where an important change had been made by the establishment of the United Nations Conference on Trade and Development. But even there, the Trade and Development Board had made it clear that the way ahead was long and arduous. The position of the developing countries was serious: the gap in per capita incomes was widening, mainly owing to the slow growth in agricultural production and the fall in commodity prices. The flow of capital had slackened, and some developed countries were themselves experiencing economic difficulties. Moreover, the rise in population was stultifying the efforts of the developing countries and slowing down the rate of growth. But there was no reason for despair. The brightest aspect of the situation was the determination of the developing countries to improve their conditions and to escape from the vicious circle of poverty and hopelessness. They had responded to the challenge of the Development Decade; nearly all of them had adopted planning as a necessary technique. That determination was perhaps one of the most decisive

developments of the age. Yet, although the ideals of the Development Decade had been accepted by all, there remained the problem of how to translate them into positive action. That was the Council's main task.

22. In his appraisal of the Decade at mid-point (E/4071 and Corr.1) the Secretary-General had drawn attention to the main spheres in which action was urgently required, namely, trade, the application of science and technology to development, the flow of capital and assistance, industrial development, population growth and the related problem of urbanization and planning. So far as trade was concerned, the Council could do little at the present session; it would have to await the results of the work of the Trade and Development Board and its various committees later in the year. In the other spheres the Council was called upon to prepare a programme defining the fields in which urgent action was required, so that the General Assembly would be in a position to take substantive decisions at its twentieth session.

23. It was unnecessary to discuss the problems in detail, more particularly as the developing countries, members of the Council or of the sessional committees, would be formulating specific proposals in the committees of the Council. He proposed merely to outline the kind of action that the Council might contemplate.

24. So far as concerned industrial development, it was clear that the resources now available were insufficient. The Secretary-General had stated that he intended to increase them substantially in the following year, and it had been encouraging to learn that the United Kingdom would contribute generously to any special fund set up to finance industrial development. The developing countries had long advocated the creation of a specialized agency for industrial development, and the time had come to put that idea into effect. As to population growth, the United Nations should come to a decision as soon as possible to provide extensive assistance to the developing countries on the question of family planning. A significant beginning had been made by the United Nations on the related problems of urbanization and housing; much more was required, however, and he hoped that specific proposals would shortly be placed before the Council.

25. The difficulties arising out of the co-ordinating function of the Council had not been fully resolved. For instance, each year the Director-General of each specialized agency made a statement before the Council, and the matter then appeared to be dropped; it was but rarely that there was any discussion of a substantive nature in the Council on their reports. The fault lay with both sides: Member States lacked the necessary preparation to discuss the specialized agencies' reports in detail, but the form and method of presentation of those reports were also partly responsible. It would be useful if the specialized agencies were in future to prepare in addition reports setting forth concisely the main points which they wished to be considered by the Council. It would also be helpful if the specialized agencies themselves were to make proposals concerning the action which the Council should take.

² See *United Nations Development Decade, Proposals for action*: report of the Secretary-General (United Nations publication, Sales No.: 62.B.II.2).

26. Two bodies were at present responsible for co-ordination: the Administrative Committee on Co-ordination (ACC), which was under the Secretary-General, and the Special Committee on Co-ordination elected from among the members of the Council. One body consisted wholly of the representatives of governments, and the other wholly of international civil servants. It was true that a decision had been made in 1964 that the officers of the Council should meet the ACC. Those meetings had proved very useful, and it would be helpful if similar meetings could be held during the forthcoming session of the General Assembly. It would be still better, however, if the two existing bodies could in some way be combined in a new instrument of co-ordination, the members of which would be the heads of all the specialized agencies, the officers of the Council, and three or four elected members of the Council. In that way a good balance would be achieved, relations between the Council and the specialized agencies would be improved, and the Council would be able to discharge its co-ordinating functions more satisfactorily.

27. Lastly, there was the problem of the Council's role and functions. The Council was one of the principal organs of the United Nations, and it had certain specific functions under the Charter. From 1966 it would at long last more faithfully reflect the membership of the United Nations. The developing countries had a great opportunity to ensure that the Council was used as extensively as possible and that its role was strengthened.

28. There were undoubtedly good grounds for trying to improve the Council's methods of work. At the present session the problem of the delay in the provision of documentation had arisen, and the Secretary's proposals at the 1364th meeting in that connexion should be taken up in the appropriate committees. The Council had to deal with too many unimportant matters, and it was overwhelmed by a mass of documents. As a policy-making body it should not be so burdened; it should consider only those questions which needed broad policy decisions. It should be a forum not merely for the exchange of views but for action. It could only carry out its task effectively if it was well informed of the issues, of the targets to be achieved, and of the types of decision it should take. That aim could be attained if each session was better prepared. One solution would be for the spring session to be devoted solely to the task of preparation; thus the Council itself, acting as a preparatory committee, would decide what matters should be taken up at the summer session. The spring session might as a result be longer, but that would be justified by the end.

29. Mr. STEVENSON (United States of America) said that the world community should be neither cynical nor despondent about the gap which existed between such brave titles as "International Co-operation Year" and "Development Decade" and the fact that at the moment co-operation was minimal and development extremely lop-sided. The titles indicated the aspirations of the world and served to incite nations and peoples to better effort. The Development Decade had been launched because it had been realized that, although the wealth of the world was growing, its distribution had become

increasingly unbalanced. Through the chances of history and geography the developed nations, which contained about a quarter of the world's population but accounted for three-quarters of world trade, production and investment, were largely to be found north of the Tropic of Cancer. In the past five years the contrasts between the developed north and the under-developed south had grown even more vivid: the per capita gross national product had grown by not less than 3 per cent a year in countries with per capita incomes of about \$700 a year, that of a small group of countries with per capita incomes of \$200 to \$700 had grown by 5 per cent to 6 per cent a year, but at the bottom of the scale over a hundred countries comprising over two-thirds of humanity had in many instances registered a per capita growth of less than 2.3 per cent, the average figure for the developing countries as a whole. Those statistics were bare and uninformative. They gave no idea of the child mortality rate or of the situation of homeless migrants living without water or shelter on the fringes of Asian or Latin American cities, and conveyed no feeling of the dull ache of hunger or debility that came from diets lacking in protein or vitamins. The Council debates dealt in fact with the pain, grief, hunger and despair, and the lot of more than half of the human race.

30. And yet there was another phenomenon to be considered: the extraordinary increase in the resources available to human society. Under steady and responsible economic management there needed to be no end to that expansion. The research connected with weaponry, outer space and the wide range of needs of the civilian economy was leading to new methods, new products and new sources of food, energy and medical relief which further increased capacity to reproduce wealth. The nations and peoples must begin to grasp and digest the new and astonishing liberation of the world's resources, for only with such understanding could they hope to act on the scale and with the audacity that the profound problems of poverty, hopelessness and obstruction demanded.

31. It was essential to face the fact that world poverty was far from being conquered. Neither weak nor strong, poor nor rich, new nor old nations had yet taken seriously enough the contrast between the abundance of opportunities and the scarcity of action to grasp them. It was good that the rich were getting richer, but it was bad that the poor were still poor and were progressing more slowly than modern society could tolerate. There were tasks for all countries to do, and the poor nations would not be helped by debates in which countries blamed the state of the world on each other. Every member of the Council should contribute proposals relating to action which his nation could take and intended to take. In that spirit, he would outline what the wealthier countries could do to help the developing nations, and how the United Nations family could do more about development and do it better.

32. The aim of the industrialized nations should be to ensure that more of the wealth and purchasing power of the expanding world economy was used to stimulate economic growth in the developing countries. That aim could be accomplished only by the co-ordinated use of a variety of methods: by the direct transfer of resources

through effective aid programmes; by assuring the developing countries greater access to world markets; by working to reduce fluctuations in the export earnings of those countries; by more specific research on ways to help the developing countries to create more wealth faster; and by helping to slow down the vertiginous growth of the numbers of people whom the fragile developing economies had to support. Those five elements of a convergent strategy had been discussed repeatedly; what had been lacking was adequate urgency of purpose and determination to face the full costs.

33. Developed countries could afford whatever direct transfer of resources that could be put to effective use. The healthy economies of the advanced countries ran no risk of harm from maximized efforts to promote international development. The problem now lay in intensifying the pre-investment work which still set a ceiling on direct investment public and private, in the economic growth of most developing countries. Improved trading opportunities for those countries involved all the issues at stake in the Conference on Trade and Development and GATT, problems which all nations must face together. Primary commodity prices were unstable and had shown a downward trend in the past ten years; the tariff structures of the industrialized countries hit harder at processed and manufactured goods than at raw materials; internal taxes discouraged the consumption of tropical products; and there was need for greater effort to improve production and efficiency in the export industries of the developing countries. Some measures had already been taken to provide compensatory finance and balance of payments support, but much remained to be done to provide resources effectively related to fluctuations in their export trade. In speaking of the need for a concerted attack against those obstacles, he did not mean a debate in which the attack was concerted against the governments of the wealthier countries. Complaints about other countries' policies had their place in international politics, but what was needed was not a debate on the general principles of trade, but concrete proposals, direct negotiations and specific confrontations concerning ways in which the developing countries could increase their exports.

34. Another vital contribution the industrialized nations could make to development was to expand their research into the causes and cures of poverty. The world was witnessing exciting developments in nutrition, farming, water utilization, meteorology and energy. He wished in that connexion to commend the report of the Advisory Committee on the Application of Science and Technology to Development (E/4026); it was a clear, precise and professional document, and all members of the Committee, together with the experts from the specialized agencies who had contributed to its work and the members of the Secretariat concerned were to be congratulated. The background of the report had been the United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas, held early in 1963. Superficial observers had criticize the Conference on the grounds that it had been too large, too discursive and too vague; while there might be some foundation for those criticisms, the main

point was that a start had been made and that the momentum generated at the Conference had been maintained. A few months later, the Council had established an expert committee to carry on the work and to sort out what was important from what was merely useful. That body, the Advisory Committee, had worked systematically to select out of thousands of desirable measures a few dozen which were urgent and indispensable. It had resisted dreams of to-morrow's science and had thought hard about to-day's technology; it had refrained from proposing the establishment of yet another agency, but had come to grips with existing agencies and with what more they could do. Thus, what had seemed to be an unmanageable project had been mastered and transformed into a list of specific proposals of priority value. That great accomplishment was indeed heartening for the work of the Council and of the whole United Nations system.

35. The Advisory Committee focussed on science and technology but research was also needed on the social problems confronting the world. One vital example was the increasing crisis of accelerated and uncontrolled urbanization in the developing countries. People were streaming into the great cities from the monotony and often the misery of rural life, long before the agricultural sector could afford to lose their labour and before the cities were prepared to put them to work and to accommodate them properly. The resultant rootless, hopeless, workless urban poverty was the greatest single cause of misery in the world, but the nations of the world had not seriously sought to formulate adequate policies to deal with it. Some countries had recognized that the answer to the problem was not less urbanization but more urban areas; and some were experimenting with regional development programmes in an effort to create new urban centres which would not only deflect migration but also improve rural living in a wide area around the new cities. Nevertheless, the process of decentralization was difficult and complex. The Social Commission's decision to recommend a research training programme in regional development was therefore welcome (E/4061, chap. IX, draft resolution IV).

36. In the same context of science applied to explosive social and human problems, the countries of the world were faced with the task of launching a new attack on "the multiplying problems of our multiplying people". The rate at which the world population was growing had perhaps only been fully realized in the past five years; since 1960, censuses had been held under United Nations auspices in many countries and had all revealed the fact that population was increasing more rapidly than had previously been imagined and that accelerating growth was eating into the pitiful margins needed to give bread and hope to those already born. Social, moral and physical measures of control must be found. More knowledge and more co-operative effort were required.

37. At a time when one of the central political organs of the United Nations was hung up on a hook, it was worth reflecting on the success and the growth of the specialized agencies and of the central funds which provided a growing share of resources for development. The work of the specialized agencies showed that international

politics was not a game in which an inch gained by one player must mean an inch lost by another. The reality was that international agreements could be reached, that international organizations could be formed, that international common law could be elaborated on the subjects which drew nations together. The functional organizations took the world as it was, and took the necessary measures to remedy the evils they found. They tackled jobs that could be done through imperfect institutions by fallible men and women; omniscience was not a prerequisite; the peace of the world did not stand or fall by the success of any one organization, and mistakes need not be fatal. Moreover, the specialized agencies by-passed the obstacle of sovereignty, for national independence was not infringed when a country voluntarily accepted in its own interests the restraints imposed by co-operation with others. Those special characteristics of the functional agencies constituted the essence of their survival value and growth potential. A striking example of those characteristics was offered by the regional development of the Lower Mekong basin, where the governments concerned were working in harmony despite the military, political and diplomatic turmoil of South-East Asia.

38. Nevertheless, the shadow of political controversy hung over the affairs of the technical agencies. The difference between subjects appropriate content for general debate in the General Assembly and for debates on international labour or world health or world literacy did not need much elaboration: it would be generally recognized that the problems of surviving colonialism had practically nothing to do with health problems; and organizational arrangements existed for dealing with both. Yet there was a disturbing tendency to inject ideological disputes into the proceedings of the technical agencies, and thus to steal time, energy and resources needed to help the developing countries and to divert them to extraneous issues calculated to stir emotions without raising per capita income. That wasteful exercise limited the value, inhibited the growth, harmed the prestige and cut down the resources of the technical agencies. It was to be hoped that those diversionary tactics would fade from international forums, so that the agencies could proceed with the many practical tasks which lay before them.

39. A great advance in useful activity by the technical agencies had come about through the good sense of Member States, expressed in action by the Council and the General Assembly, which had led to provision of new resources to break down the main obstacles to development. Nearly \$1,000 million had already been provided through EPTA and the Special Fund to help the developing countries to organize the use of knowledge and to make effective use of capital investment. It was at present proposed to merge the two programmes into a United Nations Development Programme, for which a target of \$150 million a year was now for the first time being reached. The United States, for its part, would be glad to see the target set substantially higher. It also felt that the use for development of non-commercial food exports from surplus-producing countries had been promising, and considered that the World Food Programme should be continued, with a target for the next

three-year period almost triple that of the three-year experimental period now coming to an end. The United States was also pleased with the progress in industrial development marked by the establishment and expansion of the Centre for Industrial Development, and found much promise in the suggestions on the subject of the Centre made by the United Kingdom delegation. While additional resources must be secured for the promotion of industrialization, his delegation considered that those resources could best be made available by special arrangements within the United Nations Development Programme, rather than by setting up yet another special voluntary fund.

40. The United States delegation believed that every government should assign high priority to what might be called truly international development programmes. So far, there had been a tendency to consider that development encompassed only the elements of an individual country's economic growth and social progress; but programmes and projects were now emerging in which the operating agency would not be a government or a private company, or even a small group of governments in a region, but a member of the United Nations family of world-wide organizations. A good example was the World Weather Watch now being planned by WMO. It was proposed to probe into the atmosphere from satellites in orbit, to establish ground stations to read out what the satellites had to say and to process and communicate weather information throughout continental regions, to establish floating weather stations to give more coverage of vast oceanic areas, particularly in the southern hemisphere; and possibly even to launch balloons from international sites which would travel around the world at a constant level making weather observations as they went. While the major elements of the project must continue to be the national facilities, operated primarily for national purposes, some of the additional facilities might need to be internationally operated and perhaps internationally owned; and that might be very costly, even at the start. Funds would have to be raised on a voluntary basis and placed in the hands of an international agency. His delegation would suggest that the future Development Programme should begin to consider that type of programme and to present to its own board, and to the Council, an analysis of the problems of meeting the costs of such a global international operation.

41. The United States believed in the strengthening of international development institutions to enable them to meet the challenge of the requirements and aspirations of the developing countries. In addition, however, the policies and actions of the institutions in question needed to be harmonized, for the various aspects and problems of economic and social development had become so closely inter-related that interlocking measures and programmes were essential. He wished to stress a few points in connexion with the review and reappraisal of the role and functions of the Council. The General Assembly and the Council were the two main inter-governmental organs having over-all responsibility for United Nations policies and activities in the economic and social fields and for the orderly development and effective implementation of

those policies and activities. It was obvious that the Council faced increasing difficulties in the discharge of its functions, owing to the constantly widening scope of the United Nations and the multiplication of machinery. To make the Council fully representative of the total enlarged membership of the United Nations, its size would soon be increased through the necessary ratifications of the Charter amendment. The role of the Council as a preparatory body for the General Assembly, acting under its authority, needed to be clarified and strengthened: the Council should contribute to the Assembly's work by drawing attention to major issues confronting the world economy, by formulating proposals for action, by providing supporting documentation and by preparing and reviewing programmes with a sense of financial responsibility. In stressing the co-ordinating function of the Council, care should be taken to encourage rather than hinder the work of functional and regional economic and social organs and the activities of the specialized agencies. The review and reappraisal proposed by the Secretary-General was a difficult task, for which adequate time must be allowed. The United States hoped that the necessary arrangements would be made to permit full study of the constructive suggestions that the Secretary-General had made at the 1373rd meeting. The review would undoubtedly go through several stages, including consideration by the Council and the Assembly; the Council would have to undertake thorough preparatory work to enable the Assembly to reach informed conclusions and to take the necessary action. Finally, the review would require close co-operation between all members of the Council, representing the developed and the developing countries; whatever conclusions were reached, the Council would fail in its purposes unless there was a will on the part of all members to make it succeed.

42. The need for joint action in the wide field of development was obvious. Joint action represented the ultimate significance of all international efforts. But the world was still being held back by old parochial nationalisms. It was still beset by dark prejudices. It was still divided by angry conflicting ideologies. But science, technologies, mutual interests and indeed the deepest aspirations of the nations drew them more and more closely into a single neighbourhood. The thinking of nations and peoples must be placed in the context of human interdependence in the face of the vast new dimensions of science and discovery. Just as Europe could never ainga be a closed community after the voyages of Columbus, the world could never again be a squabbling band of nations before the awful majesty of outer space. All men travelled together, passengers on a little spaceship, dependent on its vulnerable reserve of air and soil; all committed for safety to its security and peace; preserved from annihilation only by the care, the work, the love given to that fragile craft. It could not be maintained half fortunate, half miserable, half confident, half despairing, half enslaved - to the ancient enemies of man - half free, in a liberation of resources undreamt of until to-day. No craft, no crew could travel safely with such vast contradictions. On the resolution of such contradictions depended the survival of all mankind.

43. Mr. MAHEU (Director-General, United Nations Educational, Scientific and Cultural Organization) said he hoped that members of the Council would see in the report of his organization's activities in 1964 (E/4044 and Add.1 and 2) many signs of its vitality and of the progress it had made both from the point of view of efficiency and from the point of view of the confidence its member States had in it. He also hoped that the report illustrated UNESCO's willingness to co-operate closely with the other organizations in the United Nations family and to take into account, in deciding and directing its own activities, the priorities established and the recommendations made by the Council. It was not sufficient to say that UNESCO, by the scope and diversity of its field of competence, was the organization which had the greatest number of points of contact and common interest, and hence of areas for co-operation, with all the other organizations of the United Nations family. What had to be stressed was that UNESCO's character was synthetic by virtue of its main concern, which was Man in the fullness of his spiritual reality. UNESCO could only be itself by striving to attain objectives bound up with the general equilibrium of the working of the spirit in society and in history; and its work acquired full impact and full meaning only within a context which measured up to the totality of human society and history. It was for the Council to define that context in terms of broad over-all directives, based on the variety of existing situations and taking into account the specific nature of the various disciplines. When it came to consider ways and means of fulfilling the role of co-ordinator vested in it under the Charter, the Council could count on the loyalty and co-operation of UNESCO.

44. Members of the Council were aware of the eagerness with which UNESCO had been working for development since 1960. That work not only now absorbed some two-thirds of its budgetary and extra-budgetary resources, but had brought about a mutation in the organization itself, if not in spirit and ultimate aims, at least in methods and in immediate priorities. Today's UNESCO was very different from the UNESCO of earlier years, which had been essentially an institution for intellectual co-operation. The time had come, after the first five years of the Development Decade, to examine the results and implications of the change, to see what contribution UNESCO had made to the work of the United Nations family, and to determine what efforts and resources would be required from the members of the United Nations family to continue the work in the interests of member States.

45. While he did not believe that science and technology were any less important to development than education, he did not intend to dwell on them, since they had been dealt with at length in the Secretary-General's progress report on the Development Decade (E/4033) and in the report of the Council's Advisory Committee on the Application of Science and Technology to Development (E/4026). He would limit himself to saying that UNESCO had noted with great satisfaction the Advisory Committee's conclusion that the establishment of a programme of international co-operation for the application of science and technology to development, including what

was already attempted, but nevertheless a new programme in terms of its magnitude, its coverage and its effectiveness, was not only possible but highly desirable. UNESCO was prepared to participate fully in such a programme, particularly since the General Conference, at its last (thirteenth) session, had decided to give the same priority to science and technology as it had given to education in 1960. All developing countries which wished to be masters of their own future, to be truly independent and to end their reliance on borrowed foreign technologies must develop their own science. UNESCO agreed with the Advisory Committee that a programme of world-wide scope could only be constructed gradually, and that it should be based on a progressive assessment of unfulfilled needs. That was essential if efforts were not to be dispersed and wasted. However, if such a programme of international co-operation was to be feasible the foundations for it must be laid immediately; and that was where the project touched on the existing needs of countries and, consequently, on UNESCO's present and future priorities.

46. It was now universally recognized that education was one of the essential factors in development. In comparing 1965 with 1960, perhaps the greatest new fact to be noted was the importance which training had acquired in the development ideas and strategies of the international organizations. Education and training should be the main axis of their efforts in the second half of the Development Decade.

47. UNESCO welcomed the preponderant place given to training in EPTA and Special Fund activities, and the help being provided in that connexion by IBRD. He wished to pay public tribute to the vision and wisdom of the executive heads of those bodies, who had played such important personal roles in that new trend and had helped to ensure that the vital importance of education for development was reflected at the fundamental levels of pre-investment and investment.

48. UNESCO, in close collaboration with the ILO, had given special attention to the problem of technical and vocational education. UNESCO's General Conference and the International Labour Conference had in 1964 adopted a jointly-prepared Recommendation on standards which would provide useful guidance for the efforts of Member States and international assistance agencies. It might be possible to consider for the future, as had been suggested by the Romanian representative, the convening by the two organizations, in close association with the other agencies, of a large conference on problems of education and technical training at which an attempt would be made to evaluate needs, define problems, investigate means and lay down priorities on a world-wide scale.

49. In that sector, as well as in other sectors of education, UNESCO had already gone beyond the stage of promotion; and indeed, if promotion meant the stimulation of incentive, education no longer required promotion. The need, desire and demand for education had become universal and irresistible, for education was linked with national development, with freedom and with individual dignity. The demand for education, by its size and dynam-

mism, was already creating serious problems in many States, old and new, developed and developing, and those problems were not only technical, economic and financial, but political. The Council should take due account of that fact in deciding on priorities and exercising its functions of co-ordination.

50. Under the pressure of that universal demand, governments were redoubling their efforts, and peoples were willingly and even enthusiastically making great sacrifices. The targets which the developing countries of Africa, Latin America and Asia had set themselves at regional conferences convened by UNESCO since 1960 were well-known, and clearly showed their determination. Certain experts in development had even expressed reservations about those targets, regarding them as too ambitious in the light of available resources or as failing to meet ideal standards of regular, balanced development. But the movement had started; and it was a movement due not only to the needs of development but also, and much more, to men's moral aspirations. Governments were devoting from 15 per cent to 25 per cent of national budgets to education; some even 50 per cent.

51. It was difficult to say what results had been achieved, since educational statistics unfortunately still lacked accuracy, were not comparable and were usually out of date. However, approximate indications, fairly reliable in a general way, were available. Those indications were disturbing, especially when compared with the mounting tide of hope and demand of which he had spoken.

52. Certainly, great progress had been made in school attendance, which for the world as a whole had risen at a rate exceeding the rate of population growth. That was no small success. But behind that facade, analysis revealed less satisfactory realities, some of which gave rise to serious problems. In the first place, the increase in school attendance was mainly at the primary school level. In Africa, for example, while the targets fixed at the Addis Ababa Conference of African States on the Development of Education in Africa in 1961, could be considered achieved for primary education, the targets for secondary education were far from being achieved. Within the primary grades, moreover, there was considerable dropping out during courses. In Latin America, where at first sight the situation seemed to be good, since the school attendance targets set at the Santiago Conference on Education and Development in 1962 were in process of being achieved at the various levels of schooling, only 20 per cent of the pupils registered in scholastic establishments completed the full primary education course.

53. Lastly, too often educational programmes were not adapted to requirements, particularly economic requirements. On completion of their training, students often found that their qualifications were of no use to their community or could not be put to the most profitable use. In both cases, there was wastage and frustration. There was even greater wastage and frustration in the case of all those students who abandoned their studies before completion of training.

54. The effects of that triple deficiency were very serious. In the first place, the number of adult illiterates continued

to increase, since the progress made in primary education was more apparent than real; children of illiterate environment who had attended school for a few years only soon relapsed into illiteracy. Secondly, the failure of the secondary schools to keep pace even with the relative expansion of primary education was a permanent cause of frustration, since it meant that many pupils could not continue their studies at the higher level. In too many cases, therefore, there seemed to be justification for asserting that existing educational systems were not in a position to make the contribution to development expected of them, and, moreover, that their economic and social returns did not fully justify the very considerable investment made in them.

55. What he had just said explained the priorities UNESCO had set in its own activities and the priorities it had suggested for the efforts of its member States. Secondary and technical education must be given priority because it was in that sector that the bottlenecks to the quantitative expansion of education were to be found. Furthermore, that was the level of education which made the most direct contribution to the training of intermediate-level staff, the shortage of which was one of the great handicaps of the developing countries.

56. Within that sector, UNESCO attached major importance to the training of teachers, for the developing countries lacked teachers both in sufficient quantity and of sufficient quality. To obtain the maximum return for the limited resources available to it, UNESCO was concentrating on the training of people to train others. With help from the Special Fund, it had been able to set up teacher-training colleges in a number of countries, particularly in Africa and the Middle East, which were proving very useful.

57. But it was becoming increasingly clear that the problems of extending education would be practically insoluble without a revolution in the very technology of education. The use of audio-visual aids—films, radio, television—and the use of machines in what was known as programmed teaching made such a revolution possible. Of course, that technical revolution must be accompanied by new teaching methods. UNESCO could help its member States in that respect by conducting systematic, controlled experiments to clarify the many aspects of the new technology and the conditions and effects of the new pedagogy, which were still unknown. It would be useful if more funds could be put at its disposal for the purpose.

58. Besides those two sectors, the greatest contribution of UNESCO could be made in the important field of planning. Its campaign for planning in education, carried out at the regional conferences to which he had already referred, had been very successful. Many expert missions had been sent to member States at their request: more than forty during the last three years on the planning of education itself, without mentioning expert missions on the financing of education sent out under the programme jointly undertaken by UNESCO and IBRD. The success of the campaign had led UNESCO to tackle the problem of the training of planning specialists in that new and complex field; and with that end in view it had estab-

lished regional centres at Santiago, Beirut, Delhi and Dakar, and an international institute at Paris, the latter with initial help from IBRD. Those missions, centres and institutions had become a priority sector of UNESCO's work.

59. Those were the main lines of UNESCO's activities, which he was convinced corresponded both with the deepest needs of member States and with the most effective potentialities of an international organization. He believed that by combining efforts on the dual level of instrumentality and planning, UNESCO would be able to remedy progressively the imbalances and deficiencies which were at present so seriously affecting the returns from education and the contribution it was making to development.

60. Such an undertaking was, of course, a long-term one, whose results would only be seen slowly, especially in the economic field. But development could not wait; it was essential to make education available to the vast sectors of the population which had up to now remained on the fringe of education. There were vast reserves of energy, as yet hardly used, which through education could play a decisive part in the struggle for development. UNESCO was launching a triple campaign aimed at bringing education to the illiterate, to women, and to young people. However great were the efforts made by States and international organizations to extend and improve education, they would prove unproductive unless simultaneous efforts were made to open education wide to the active or pre-active population.

61. So far as illiteracy was concerned, the number of illiterates, including young people and adults, had increased during the first half of the Decade by about 20 million. UNESCO, acting in pursuance of General Assembly resolution 1937 (XVIII), had launched an experimental programme which, if successful could serve as a basis for a world campaign. In that connexion, he wished to express his thanks to the Secretary-General for his support for that great undertaking. He was also grateful to the Managing Director of the Special Fund, the Executive Director of TAB and the Director of the World Food Programme for the understanding they had shown; since there was no special fund for illiteracy, it was to them he had to turn for the financing of the projects requested by the member States which were participating in the experimental programme.

62. The world placed great hopes in the UNESCO campaign for the eradication of illiteracy. The Ministers of Education of 120 countries were to meet at a UNESCO conference in Teheran to take stock of illiteracy throughout the world and marshal forces to combat it. It was to be hoped that funds would be forthcoming for at least one project of the experimental programme in each of the principal regions of the world.

63. Equally important was the education of women, who made up more than two-thirds of the world's illiterates; he was convinced that development would be a social and technological impossibility without their education. With the encouragement of the Executive Board, he was

at present studying the possibility of presenting at the next session of the UNESCO General Conference in 1966 a new ten-year programme specially planned for the advancement of women.

64. So far as the education of youth was concerned, it should be borne in mind that young persons between the ages of 15 and 25 years represented nearly one-fourth of the world's population, and 40 per cent of them had had no education. Furthermore, schools had to compete with other influences for the minds of the young, and educational programmes should take account of that fact. Since the last General Conference, UNESCO had been seeking to promote a movement for the expansion and modernization of education.

65. In view of the limited material and technical resources of the developing countries, assistance - or what might more correctly be termed co-operation - should not only be continued but increased. UNESCO estimated that if the countries of Africa, Latin-America and Asia were to attain by 1970 the goals in education which they had set themselves at the beginning of the Development Decade, they must receive outside aid, bilateral or multi-lateral, of some \$8,500 million over the next five years. Large though that figure might seem, it was within the means of the international community, and far smaller than the amounts spent for much less constructive purposes. Whatever proportion of the assistance needed was ultimately supplied through the international organizations, the international community would not be able to plead ignorance and to say that it had not been warned.

66. Mr. ROULLIER (Secretary-General, Inter-Governmental Maritime Consultative Organization) said that in presenting the annual report of his organization (E/4050) he was particularly aware of the significance of the occasion. The year 1965 was International Co-operation Year, and the activities recorded in the report could, he believed, be fairly ascribed to the closest co-operation, not only with other members of the United Nations family, but with many organizations concerned with various aspects of maritime affairs.

67. From the very beginning of its activities, one of IMCO's principal objectives had been the achievement of greater safety at sea. It was perhaps appropriate that the International Convention for the Safety of Life at Sea, which had been signed at London in 1960, should have come into force in 1965.

68. He did not intend to dwell in detail on the substance of the report, which was before the Council; he would merely highlight some of the achievements of IMCO during recent months.

69. In the first place, the recommendations of IMCO to governments on the tonnage measurement of shelter-decked ships had resulted in increasing the safety of that category of vessel without impairing the economics of their operation. That was important, since it was essential that the economics of shipping should be sound. Any imbalance would have immediate and far-reaching effects on the consumer.

70. In the second place, IMCO had been able to consolidate and extend its relationships with other specialized agencies. Arrangements had been made for FAO to provide expert assistance to an IMCO working group codifying stability rules for fishing vessels. He had mentioned in 1964 that IMCO was concerned at the number of fishing vessels lost at sea, probably because of loss of stability (1327th meeting). The working group had already issued brief practical suggestions, and was at present amplifying them. An agreement in principle had already been reached between FAO and IMCO which would enable joint committees to be established in the future. Further, a joint committee composed of experts from ILO and IMCO had at the end of 1964 drawn up a schedule of minimum requirements for navigating officers on matters relating to ship security, such as fire prevention and fire-fighting, and the use of radar and of inflatable life rafts. Again, the Sub-Committee on Oceanography of ACC had been studying the prevention of chemical pollution of the sea and estuaries. IMCO would carry out secretariat duties for that Sub-Committee in 1966 and, in conjunction with FAO, would be responsible for drafting and distributing a questionnaire. In view of its interest in the problem, IMCO would also be responsible for further action on the replies received.

71. Particular mention should be made of the activities of IMCO on the subject of simplifying shipping documentation. The formalities imposed by governments on ships were multitudinous, and they differed from one country to another. Time and money were lost in complying with those requirements: a large number of officers were kept occupied, delay was incurred awaiting authorizations, and often fines were imposed and delays caused through ignorance of a particular regulation. The formalities were of three types: customs, immigration and health. Following the procedure adopted by ICAO and by OAS, IMCO had set up groups of government experts who had drafted a convention and annex for submission to a conference. That conference had been convened by IMCO in London in the spring of the current year. Representatives of sixty-seven countries had attended and its success had been mainly due to the efficient preparatory work done by the experts in the three preceding years. A series of standards and recommended practices had been drawn up, which States were being invited to adopt and implement gradually. The substantive measures were contained in the annex to the convention, which could be amended from year to year by a very simple procedure. As a start, it had been considered that port authorities should be content with the presentation of eight basic documents, instead of the very large number now required. The conference had felt that it was not possible for the time being to produce models of any of those documents, which would be uniform for all countries in the world. That would be a task for the coming years.

72. Another diplomatic conference would be held in London in the spring of 1966. Its purpose would be to bring up to date, in the interests of both shippers and transporters, the old Convention on Load Lines, dating from 1930, which laid down the limits up to which a ship

might be loaded. The nature of the problem had changed considerably during the last 35 years, since ships were no longer of the same size. Any increase in draught would mean that better use could be made of a ship and a larger volume of cargo carried.

73. IMCO believed that it had faithfully carried out its technical tasks, the economic implications of which were known to all.

The meeting rose at 1.10 p.m.