

UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
GENERAL

A/7248
1 October 1968

ORIGINAL: ENGLISH

Twenty-third session
Agenda item 49

WORLD SOCIAL SITUATION

Report of the Secretary-General

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INTRODUCTION

1. This report, containing conclusions and suggestions relating to the "Report on the World Social Situation, 1967"^{1/} has been prepared in accordance with paragraph 5 of General Assembly resolution 2293 (XXII) which requests the Secretary-General to "submit his next report on the world social situation at its twenty-third session, together with a separate report consisting of conclusions and suggestions directed towards the realization of substantial progress in the implementation of the programmes in the social field". The report has been prepared in the Social Development Division in co-operation with the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the Population Division and the Centre for Housing, Building and Planning of the United Nations. The comments of the Commission for Social Development and the Economic and Social Council^{2/} on the 1967 Report have been taken into account in its preparation.
2. The organization of this report follows the sectoral presentation of the Report on the World Social Situation, 1967. Since there is no clear-cut line of demarcation between social sectors, conclusions and suggestions relating to these sectors should also be considered as interrelated components of the total system - the world social situation. While certain differences in the organization of chapters - the treatment of conclusions and suggestions under separate headings in some cases and under a single heading in others - could not be resolved by consultations among contributors because of the time factor, it is anticipated that these can easily be resolved in any future endeavour of this type.

^{1/} E/CN.5/417.

^{2/} E/4467, pp. 22-26.

I. WORLD POPULATION TRENDS

Conclusions

3. The "Report on the World Social Situation, 1967" brings into focus four major problems in the field of population. These are:

(a) The total size of world population in relation to world natural resources and its distribution between developing and developed countries.

(b) The high rate of population growth in developing countries. While the rate of growth differs among developing countries, in general, it is far higher than the growth rate in developed countries;

(c) A structure of population which is marked by the following characteristics:

(i) a higher proportion of those under fifteen in developing countries,
and

(ii) a higher proportion of those over sixty in developed countries.

(d) Population movement. Rural-urban and internal migration are aspects of a world-wide population problem. Considering the already high proportion of population in urban areas and its consequent high growth potential, the rural-urban movement adds a further population problem unique to the urban areas.

4. The Report further indicates that there is a growing world-wide social consciousness of the relationship between demographic, economic and social change. Consequently, countries are taking steps to devise and put into practice national policies expressed in terms of programme objectives in one or more of the following areas:

(a) Moderation of population growth to a rate compatible with economic growth. Population policies have been devised in a number of countries in relation to their national economic plans. Family planning has been an implicit or explicit feature of most of these policies.

(b) Accommodation to the present and future structure of population. Social welfare programmes within the framework of health, education and labour policies have been developed to cope with the problems of the aged and of young people under fifteen years of age.

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(c) Accommodation to and regulation of the rural-urban flow. Despite an acute world-wide awareness of the problems created by rural-urban movement, progress has been slow in providing social and economic incentives that might curb the flow or in creating urban facilities that would accommodate substantially the present level of the flow.

Suggestions

5. The immensity and diversity of population problems makes it very difficult to determine priorities for short-term or long-term programme objectives in the field of population. Thus, a primary aim of the United Nations is to provide aid to Governments in improving knowledge of population size, structure and trends through demographic research and technical studies, so that decisions for planning in the fields of economic and social development may be based on reliable information. Decisions and resolutions pertaining to the work of ILO, FAO, UNICEF, UNESCO and WHO are referred to in the report submitted by the Secretary-General to the Population Commission at its fourteenth session (E/CN.9/206 and E/CN.9/206/Add.1).
6. Many forms of international technical co-operation are available in the field of population through the following programmes:

(a) Training, research, information and advisory services in the fields of fertility, mortality and morbidity, internal migration and urbanization and demographic aspects of economic and social development, in accordance with Economic and Social Council resolution 1084 (XXXIX) of 30 July 1965 and General Assembly resolution 2211 (XXI) of 17 December 1966. The collaboration of the World Health Organization in these activities has been provided for in its resolutions WHA 18.49 of May 1965, WHA 19.43 of May 1966, WHA 20.41 of May 1967, and WHA 21.43 of May 1968.

(b) FAO has undertaken to co-ordinate its efforts to fill Government requests for information and advisory services in the broad field of family life planning which joins together at the family level the efforts of family planning, on the one hand, and human, physical, and economic resources planning, on the other. Families will be helped to realize the economic and social benefits that may accrue from planning the various aspects of family life, including family size. Attention

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will be given to strengthening the economic basis of family life, including increased food production. Special attention to further developing those aspects of the work in the population field which are of direct benefit to the developing countries, especially advice and technical assistance requested by Governments in action programmes in the population field within the context of economic, social and health policies;

(c) Assessment of the role of population growth and of its possible implications for achievement of goals in the economic, social and other fields, which may be set for the second Development Decade;

(d) Intensification of co-ordination of and collaboration in the activities of the United Nations, the specialized agencies concerned and the United Nations Children's Fund in the field of population at the global, regional and country levels.

II. HEALTH CONDITIONS

Conclusions and suggestions

The general state of health

7. There are many countries where progress can be noted in the decline of the general and specific mortality rates, reduction in the incidence of certain communicable diseases, improvement in the doctor-population ratio and the rates of hospital bed provision, and in an increase in the proportion of the national income allocated to health services. These various facts are most easily demonstrated for developed countries where the collection of statistical data is well organized, but they are increasingly available for developing countries also. These data help in forming a picture of the world-wide health situation; they provide a preview of future developments and are essential for formulating plans for economic and social development, including development of the health services. In reviewing the health problems and health achievements of recent years, it appears that the standard of health of the peoples is rising. The record of improvement may not be absolutely continuous in some instances, for interruptions and setbacks undoubtedly occur, but the over-all result is clear.
8. It has become axiomatic that improvement of the people's health contributes to the progress in practically every sector of the socio-economic development, as much as advances in these other sectors can bring important benefits to health. Health standards of families, communities and nations have a profound effect on their social advancement and economic progress, particularly in the developing areas of the world.
9. Although the general health picture is certainly encouraging, it must be remembered that health progress has been disappointingly slow in many areas of the world and that the supreme challenge continues to be the widening gap separating the developing countries from the technologically and economically more developed.

Strengthening of basic health services

10. As in most developing countries which are faced with vast problems and have limited resources, public health and medical care needs of the population necessarily compete with other equally pressing and important needs, hence

efforts have to be concentrated on a certain number of carefully selected major health priorities. The first of these priorities doubtless is a basic health services structure so organized as to be within easy reach of the population for meeting its elementary requirements in curative care and preventive medicine.

11. It is clear that any improvement in the health of the people depends on well organized networks of health services. Basic health services should be established, adequately organized, promoted and extended to provide the essential health services needed by the total population of any given country. The existence at the national, regional and local level of an adequate infra-structure both of health installations and health personnel is an essential prerequisite for the implementation of any health programme. With such a provision of staff and facilities it should be possible in the majority of areas to give a minimum coverage of preventive and curative services, and wherever feasible to integrate them so that the whole population, even in rural areas, can benefit.

12. Experience has demonstrated that long-term plans and accelerated programmes for eliminating the causes of suffering and ill-health, for controlling and ultimately eradicating parasitic, bacterial and virus diseases, for reducing morbidity and mortality and for checking an increasing number of man-made health hazards have no lasting effect unless they are supported by effective nation-wide basic health services. When adequately established as a permanent feature, these services can undertake the burden of supporting and absorbing specialized disease programmes as well as other specific health activities (for example, family planning). Therefore, basic health services should not be developed as subsidiaries to specialized campaigns for the control or eradication of specific diseases. This would be detrimental to the proper planning, orderly development and extension of the basic health service programmes.

13. The establishment of basic health services is of great importance not only for the starting of action appropriate to special health priorities, but also for the maintenance of gains already achieved in the improvement of the health situation. It is gratifying to note that an increasing number of national health authorities have, in recent years, given strong emphasis to the orderly development of basic health services on a nation-wide basis. The development of such services will however be a long and slow process in most of the developing countries. Progress is considerably hampered by technical and administrative difficulties.

Planning

14. The national health services can best be developed effectively and economically within the framework of a comprehensive health plan. Experience has shown that over-all planning on a long-term, phased basis is an essential prerequisite, if health services are to be developed in an orderly way and if technical and material resources are to be used to the best advantage.

15. The formulation of plans for over-all socio-economic development has become accepted government practice in most countries. It is gratifying to note that the concept of comprehensive health planning is making steady headway and that an increasing number of countries are including health as an integral part of their over-all planning for social and economic improvement. There is no doubt that the current interest in planning is one of the most promising developments in the evolution of world health. It bears witness of a new outlook and a more courageous attitude among the authorities responsible for public health. Planning requires the combination of creativeness and a mature approach to needs and to ways of meeting them. Above all, it calls for the ability to discern the order of urgency and to recognize immediate possibilities which will show lasting results.

Communicable disease control and eradication

16. There have been significant changes in the prevalence and occurrence of communicable diseases. Preventable diseases, especially communicable diseases, are decreasing. However, some communicable diseases which have been considered to be either quiescent or well under control are reappearing, e.g. cholera is spreading to more countries in a new form; smallpox is being imported from endemic areas into other areas free of the disease. With the decline in infectious diseases, other threats to health are assuming increasing importance. The diseases of aging, especially cancer and cardiovascular diseases, are more difficult to cope with, and become prominent in an increasing number of countries. Accidents and mental illness are on the increase everywhere, thus contributing to the changing pattern of the health situation in the world.

17. Although the possibilities and resources now exist for eradicating most of the communicable diseases or at least for controlling them so that they no longer represent major public health problems, the incidence of epidemic diseases is still

high in a great number of countries. It has been amply demonstrated that concentrated efforts and community-wide activities can lead to the practical eradication of communicable diseases, through organized and sustained mass campaigns, thus interrupting the circle of disease, low productivity and poverty. 18. Gradually, it became apparent that communicable disease control programmes could never be completely successful unless they were part of a strong health structure. A special mass campaign may reduce the prevalence of a certain disease to a point nearing its eradication, but further progress can rarely be made without an adequate general health coverage of the population through basic health services. The trend today is to integrate eradication programmes into the machinery of each country's national health services which have an essential role to play in all phases of the campaigns, but particularly in the consolidation and maintenance phases. The mass campaigns are expensive; they require large investments of money and human efforts; if they are not absorbed and supported as an integral part of continuing health services, their impact may only be temporary. Governments are advised to give high priority to the strengthening of national health services and to follow an integrated approach when embarking on eradication programmes.

Education and training

19. The lack of adequately trained medical and paramedical staff and their auxiliaries still constitutes a major obstacle to the sound development of health services and to the organization of priority health programmes which continue to be slow and difficult in developing countries. Surveys and studies carried out in recent years have identified the shortage of adequately trained health personnel as one of the greatest reasons inhibiting the establishment or expansion of a proper health programme. It is well known that national health services can be neither built up nor strengthened, unless sufficient numbers of qualified personnel of every category are available. In order to improve the health situation in all countries, it is necessary to place the greatest possible emphasis on the development of national health manpower and on the utilization of available human resources. Both national and international endeavour must go in this direction.

20. The immense need for professional and auxiliary health manpower makes it essential for developing countries to establish new national or inter-country institutions for the training of such staff and to extend already existing ones. It is equally important that education and training of health staff at various levels and in different categories be adapted to the national needs and local conditions. The quantitative and qualitative improvement of education and training for health personnel must receive the highest priority, particularly in emerging countries which are organizing and developing their medical and public health services. Education and training of health manpower should be correlated with health planning and its implementation.

Environmental health

21. Together with the fight against communicable diseases, environmental deficiencies remain in the very front of the problems facing many developing countries. Environmental conditions are being continuously and rapidly changed by man. Urbanization, industrialization, migration, increase in population growth and tourism, all create problems of water supply, waste disposal, housing, pollution and radiation. Most countries are confronted with these problems in one way or another, but they also affect the developing countries which have difficulties in finding solutions. The environmental deficiencies seriously endanger the health of the people and affect their social well-being. It is well known that hundreds of millions are still without elementary sanitation and safe water. Water and filth-borne diseases (cholera, typhoid and paratyphoid fever, dysentery, etc.) still account for a tremendous amount of ill health and deaths.

22. With the introduction of safe water supplies and efficient disposal of human and other wastes, health conditions are bound to improve greatly. Improved sanitation resulting from the provision of safe and adequate water supplies is the best known measure for controlling a number of communicable diseases. It constitutes not only an important measure for the protection and improvement of health, but is also indispensable to economic and social development. Governments are increasingly aware of this and increasingly request assistance to meet the two fundamental and related sanitation needs: the provision of adequate and safe water supplies and the proper disposal of all kinds of waste.

23. Despite some substantial achievements realized in recent years, progress is still too slow to make a significant impact on the vast problems of environmental health, particularly in developing countries. The development of proper sanitation services is hampered in many countries by the lack of qualified personnel. Training programmes for the requisite personnel have thus become of great importance.

III. FOOD AND NUTRITION

Conclusions

24. The developing countries have not overcome the barriers to the provision of adequate food and nutrition nor are they likely to do so in the next decade. International action on a broad front and on an increasing scale is essential and the general lines of the assistance needed have become increasingly clear during the first Development Decade. There are still technical problems to be solved, but the major ones now are those of balanced planning and effort at national and international levels, development of appropriate institutional frameworks, and adequate and appropriate education and training to provide the manpower. The basically agricultural nature of the economy of most developing countries plus slow growth rates and massive technical and capital requirements of industrial development result necessarily in a heavy reliance on the agricultural sector for surpluses to feed and finance other sectors of the economy and their development. Many developing countries are seeking to finance their development from agriculture. At the same time the productive efficiency of the agricultural sector of the developed countries continues to increase.

Suggestions

25. For about two years FAO has been engaged in the preparation of its Indicative World Plan for Agricultural Development, which will serve as a framework and a guide for the developing countries' agricultural development programmes, for FAO in its future programmes of assistance to member nations, as well as other aid-giving nations and agencies concerned with agriculture, forestry, and fisheries. It has fundamental importance in the efforts of the United Nations family to elaborate a long-range development strategy. The aim of the Plan, as explained by the Director-General of FAO before the Economic and Social Council on 9 July 1968, is to

"advance realistic goals for agricultural production, consumption and trade for 1975 and 1985. It will also suggest a range of policies which Governments should follow if these objectives are to be achieved. It consists essentially of a series of regional studies, each of which is based on a detailed analysis of the situation in selected countries of the respective regions. We shall be issuing our regional reports in the course of 1968, while our world report will be circulated in provisional form next year for consideration... by the FAO Conference."

26. The Indicative World Plan is not a final plan but a blueprint for progress to be modified as circumstances change and as sources of information improve. The data will be interpolated for 1970 and 1980 to coincide with the second Development Decade and assure that there is close co-ordination of the agriculture, forest and fisheries sectors with all economic and social sectors in an over-all development framework.

27. The solution of major problems of food and agriculture requires concentrated attention and action in the following five special areas: (a) development and promotion of high-yielding cereal varieties, (b) closing the "protein gap", (c) war on waste, (d) mobilization of human resources and (e) promotion of foreign exchange earning crops.

High-yielding varieties

28. With the breakthrough in sight on high-yielding cereals, continued and intensive work in plant breeding, irrigation, fertilizers, extension services, agricultural education and training and other aspects is required. Efforts to find a similar breakthrough in the high-protein food crops will be intensified.

Closing the "protein gap"

29. While protein supplies are generally adequate in most (but not all) countries and regions, there are great inequalities in distribution and a lack of quality in most developing countries. Efforts need to be directed towards: (1) an increase in protein foods (50 per cent by 1975); (2) policies to improve distribution especially to vulnerable groups; (3) provision of adequate food supplies as a whole; (4) improvements in income and levels of living (low income is a major factor in protein malnutrition); and (5) more adequate, cheap and acceptable methods of processing, preserving and preparing available protein supplies. A great deal more data are needed on the nutritional situation of various groups and segments of the population in the developing countries, especially in regard to consumption of proteins. Experimentation and research is required in the development of sources of low-cost proteins. Promotion and education are also needed at all levels, (particularly through extension, health and community programmes), to encourage people to make better use of available sources, and to produce more for their own

consumption. An increase in research and public acceptability trials of non-familiar forms of protein would be helpful and agricultural development planners need to be trained to consider the quality as well as the quantity of food production.

War on waste

30. One of the most striking forms of waste is through the depredations of birds, rats, insects and other pests. There are also other forms. The misuse of land is frequently serious and damage may be permanent. Improper or inadequate harvesting, storage and processing after harvest may result in large amounts of waste either in directly consumable food or in by-products that can be utilized or transformed into utilizable animal or human food, fertilizer and other uses.

31. The technology for reducing storage losses is readily available and simple, though sometimes costly, to apply. Thus, the major requirement is for direct action through projects and for the preparation of instructional materials. Assistance is often required by member countries in establishing complete marketing systems, based on careful pre-investment studies.

32. The development of industries for the utilization of by-products usually requires careful technical and economic studies. Such programmes require adequate surveys to determine the nature and supply of all possible inputs and potential demand. Frequently, technical studies and experimentation are required. Also, it should be noted that the economy and practicability of measures to reduce losses and waste are not independent of the stage of socio-economic development and the state of technology. Financing is usually a problem, but may not be as great as in heavy industry and even other consumer goods industries. In addition, such agriculturally based industries have the potential to increase opportunities in rural areas (and, hence, diminish the pressures for urban migration) and to build the technical know-how on which to base other more complicated industries and development.

33. Loss of land and water resources through improper husbandry, wasteful exploitation and neglect is an established fact in many areas and a serious threat in many others. Abuse and over-utilization of marginal grazing lands may irreversibly destroy their usefulness. Erosion may destroy soils that have taken centuries to build up. Uncontrolled exploitation of underground waters

may destroy their economic usefulness. Improper irrigation and inadequate drainage may ruin the land on which it is used. Reduction of the fallow period in shifting cultivation due to pressure of larger populations or decreasing land areas threatens both the soils on which it is practised and the lands in the lower catchment areas.

34. To change these destructive practices, surveys and applied research on new systems of utilization may be needed. Knowledge of deterrents and incentives for change is inadequate and the economics of the various alternative systems often need careful study. Appropriate informational, educational and extension systems will need to be set up and public policies developed. Remedial measures require collaboration among a wide range of national and international agencies which possess the agricultural, community development and educational expertise required.

35. The war on waste must be waged primarily at the country level. Task forces recruited from out-posted officers, possibly also some Headquarters staff, bilateral and other aid and technical assistance agencies and voluntary groups, could assess projects' possibilities, advise on implementation, and evaluate progress. Supplementary developments in transport, communications and marketing will also be required. Isolated pilot demonstration projects are not adequate and such efforts should be carried out in the framework of wider and continuing action.

Mobilization of human resources for rural development

36. Successful agricultural and rural development depends, in the final analysis, on the people themselves. The application of adequate principles and practices for involvement of farm families and their communities has been effectively demonstrated in several developing countries. It should be emphasized, however, that human resources mobilization does not occur in an economic and technological vacuum, but only makes a development impact when coupled with appropriate new technology and economic resources. The application of science and technology to agriculture, and the improvement of agrarian structures are so closely interrelated with other sectors of the economy that they have to be, particularly at the community level, part of a comprehensive rural development programme. Factors affecting rural development in each community will have to be identified and clarified through inter-disciplinary studies, exchange of ideas at the community level and local planning. Such planning must come within the framework of

national plans, but adequate organization and activities must be provided to assess accurately the needs of farm families, make them aware of possibilities for improvement, provide the necessary incentives for their efforts and provide the necessary means for increased production, income and levels of living.

37. Rural development projects should be based on a realistic socio-economic community or a potential one. Where a market economy is present, rural development centres might be developed to provide a mechanism for consultation and co-operation between various agencies of government and the local community, and particularly the means for local participation in planning to meet local needs and participate in national development efforts.

Foreign exchange earning crops

38. The problems in the field of agricultural crops for export and foreign exchange earnings are complex and difficult, primarily because so many of the developing countries are competing with each other in markets that are easily oversupplied (with the possible exception of forest products). Studies of possible new programme approaches have not yet proceeded far enough to determine what may be proposed. One obvious direction of development which would benefit producing countries greatly is to speed up the transfer of initial and intermediate processing from developed countries. Such programmes are likely to involve other agencies dealing with trade, finance and industrial processing.

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IV. HOUSING, BUILDING AND PLANNING

Conclusions

39. Achievements in the vitally important housing, building and planning sector have fallen far short of the goals established for the United Nations Development Decade. During the last two years the Economic and Social Council has passed no less than twelve resolutions directly concerned with the various aspects of housing, building and planning, culminating in resolution 1300 (XLIV): Campaign to focus world attention on housing.
40. Specific problems of highest priority in the field of housing, building and planning are: uncontrolled settlement and the related problems of urban land development and control of land values; inadequate physical planning and lack of land-use control combined with a lack of comprehensive economic and social planning; deficiencies in financial resources, public and private, for investment in low-cost housing, as well as the absence of suitable financial instrumentalities, especially in developing countries; lack of adequate housing policies and ineffective integration of the housing sector in national development planning.
41. There is an absence of national housing and urban development agencies which could establish priorities, plan housing programmes and co-ordinate them with other development activities. Housing standards and dwelling designs are unrealistic and inadequate from the point of view of cultural norms and climatic conditions. Services related to housing management, tenant education and community organization which are necessary to ensure that investments in housing will yield maximum economic and social returns are ineffective and inadequate.
42. With regard to the building industry, the cost of supply of construction materials, especially those imported by developing countries, is high and irregular. The lack of long-range housing construction programmes further adds to the cost of construction materials. Furthermore, the technical knowledge and organization in the field of construction and development of building materials is inadequate.
43. Most of the major problems indicated above are, to some extent, a consequence of inadequate training and lack of technical and scientific knowledge, especially in developing countries.

Suggestions

44. In order to realize substantial progress in the general field of housing, building and planning, it is necessary to bring about a change in the general attitude toward this sector. It is suggested, therefore, that the following priority measures be considered:

(a) The approval of a world-wide campaign of action, as envisaged in Economic and Social Council resolutions 1223 (XLII) and 1300 (XLIV), in order to mobilize "resources of the nations" for a successful solution of the problems in this field, as recognized by the General Assembly in its resolution 2036 (XX).

(b) Introduction of all feasible measures designed to assist Governments in the integration of the housing, building and planning sector in their national development plans, and to that end, in the redefinition of the significance of this sector in economic, social and technological progress.

(c) Designation of housing, building and planning as a priority sector for action in the second Development Decade.

45. In the field of urbanization and physical planning, it is suggested that legal measures should be adopted and institutional facilities should be provided to establish title to the land and promote ownership of dwellings in planned urban settlements, and for land-use control.

46. Institutional facilities should be created to assist in the development of planned urban settlements. (This assistance may be in the form of layout plans and house designs prepared in advance by authorities and establishment of co-operatives to provide assistance for construction, etc.)

47. Physical planning should be combined with economic and social planning, taking into consideration the cultural, economic and social characteristics of the population; the role of comprehensive regional and urban planning in over-all national development should be recognized.

48. In relation to housing, developing countries should devote a larger share of national income to the housing sector by providing incentives for private investment, as well as by increasing public investment in the infra-structure required for this sector. This would call for an effective integration of the housing sector in the economic and social planning of national development.

49. Consideration should be given to more effective means of marshalling financial resources for housing on a national and international basis, and to stimulate the efforts of non-governmental organizations concerned with encouraging savings and credit for housing, including co-operative and other non-profit housing associations.
50. There is also need for a system of priorities for investment in the housing sector by countries at different levels of economic development. This would be useful also as a guide to the United Nations Development Programme.
51. An effective administrative structure should be developed at the national and local levels for developing and executing over-all policies and programmes in this sector and for co-ordinating them with other development activities. This, in some developing countries, would mean long-term United Nations assistance until national agencies for housing and urban development are firmly established.
52. In order to provide an environment consonant with the dignity of man, conducive to a meaningful life, and at the same time to maximize the returns on investments in the housing sector, there is need for development of realistic housing standards, adequate dwelling designs, efficient management practices and community organization techniques appropriate for given social, economic and physical conditions.
53. In view of the fact that a majority of the world population (particularly in the developing countries) still lives in rural areas, special attention should be given to rural housing and village improvement programmes which should be an integral part of the national development process.
54. In the field of building, it is suggested that policies should be adopted to stimulate development and use of local building materials, and labour intensive traditional methods of construction should be improved.
55. Increased attention should be given to the transfer and application of scientific and technological advances from one country to the other, especially regarding building materials, methods and designs.
56. Research institutions at the regional, sub-regional or national levels should be established to seek solutions to the problems in this sector within national development plans, and research efforts in developing and developed countries as well as among developing countries themselves should be linked together.

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57. Efforts should be made to forecast and plan for training needs at all levels, i.e., at the level of management and research as well as at the level of skilled foremen and non-professionals. The studies of the ILO in this field as well as the guidance of the United Nations Centre for Housing, Building and Planning should be employed in this field. Furthermore, the establishment of a United Nations International Institute for Documentation in Housing, Building and Planning to serve as a centre of a network for preparation and compilation of documents and dissemination of information should be expedited.

V. EDUCATION

Conclusions

58. There is still a considerable gap between the requirements arising from the needed expansion of education and the resources available to meet them. The main problem, therefore, remains that of increasing domestic and foreign resources; however, it is equally important to make maximum use of existing resources.

59. The maximum use of resources raises the problems of productivity and utility, namely, the results of education. In many countries, productivity is catastrophically low owing to tremendously high drop-out and failure rates; and utility, in other words, the effect of education in the various economic, social and cultural spheres from the point of view both of the individual and of society, is quite inadequate. Education programmes have often fallen far short of their targets for the following reasons:

(a) Technological aids available, ranging from the textbook to the teaching machine, are insufficiently used;

(b) Teaching methods are still out of date, and a whole range of modern methods (programmed instruction, learning by doing, teamwork, class associations, theme-centred teaching, etc.) are either not used at all or are used too unsystematically and cautiously;

(c) Curricula frequently lack cohesion and are, therefore, more difficult to co-ordinate; those parts which provide for general education are separated from the parts providing for specialized training, thus preventing integration of education and training in the direction of a common goal;

(d) Insufficient attention is paid to the need for continuity of education from the beginning of primary education to the end of higher education, and the adaptation of education to employment requirements and to national conditions and development priorities.

60. There is also increasingly urgent need for effective guidance and selection to ensure that those having the greatest aptitude for a particular type of work pursue such studies as will lead to work of that kind. In too many cases, the children who continue their education are those who have the means to do so, and the choice of careers is decided more by the social standing of the parents than by the abilities of the child.

61. Co-ordination between the various levels of education is frequently inadequate. Lack of co-ordination between primary and secondary education, on the one hand, and the various non-school or adult education activities, on the other hand, is even more serious and general. There is increasing need for integration of all means and types of education, and for a process of continuous education in which the school would represent but one stage.
62. There is need for improvement in the teaching staff and, consequently, of teacher training. No less important, however, is the training of educational administration staff. There is also need for better communication between the planners and the administrators. Administrative planners should be responsible not solely for dealing with day-to-day matters as in the past, but for managing an expanding and changing educational system within a context of over-all socio-economic development.
63. Finally, educators have recently had to turn their attention to the powerful social and psychological barriers which have often prevented the introduction of innovations regarded as essential. Particular attention should therefore be given to this problem, and the co-operation of society as a whole, beginning with teachers and students, should be enlisted in the task of expanding education.

Suggestions

64. The efforts under way to increase the share of the national income earmarked for education should be followed through; more systematic work should be done to improve non-financial resources, and means should be studied for ensuring the general mobilization of society's educational potential. The campaign for educational aid to the developing countries should be stepped up and the various types of external aid should be co-ordinated with the national education plan.
65. Theoretical and practical studies of the productivity and utility of education should be continued so that each country can form a clear idea of the returns of its educational system, and can take the necessary steps to improve them.
66. Systematic experiments should be carried out with the various innovations which might improve the results of education. They should be conducted under realistic conditions; experiments should not be limited to one type of innovation but should cover complementary innovations (for example, technological innovations and

innovations of a purely pedagogical nature). Experiments should be objectively evaluated and the results obtained in each country should be compared so that any divergences noted may be assessed and their causes determined.

67. More attention should be given to the problem of curricula; inter-disciplinary research (economics, sociology, educational psychology and various branches of science and technology) should be carried out in an effort to draw up more coherent and continuous curricula better adapted to the conditions and development needs of each country. Adequate funds and highly qualified staff should be provided for this type of research; groups of countries could perhaps co-operate in this type of research on the basis of bilateral, regional or international agreements.

68. Research on educational development should be improved, with greater emphasis placed on practical work; purely pedagogical research should be more closely co-ordinated with research on planning. National, regional and international research co-ordination systems should be set up with a view to exchanges of information, the allocation of tasks, and comparisons of results.

69. A system should be organized to provide continuous guidance for children and young people from the beginning of primary education through university. To that end, curricula which might themselves serve as instruments of guidance should be developed; selection should never be separated from guidance, and pupils who would be unable to succeed in one branch of education should be offered another kind of education adapted to their abilities.

70. Education plans should include such non-school activities as out-of-school vocational training, youth movements, cultural activities and the use of mass media for educational purposes. Governments and competent organizations should make systematic efforts to link and harmonize school and university activities with those of non-school educational bodies.

71. Literacy campaigns should be planned within the context of educational development, intensified and linked to development programmes in various spheres (agriculture, industry, handicrafts, health, rural and urban development). Literacy programmes should be co-ordinated with vocational training programmes so as to achieve really functional literacy. Research should be continued on the economic and social problems raised by the use of the mother tongue, the national language and foreign languages, on the content of literacy programmes designed for the various occupational groups, on the role and use of mass communications media, etc.

72. Consideration should be given to means of applying the concept of continuous education. The following problems, inter alia, might be studied: education of young people beyond the school entrance age, compensatory education for young people and young adults who have left school before the end of the compulsory education period, liaison between compensatory and formal education, access of young workers to the university, retraining of workers threatened with unemployment and further training courses for specialists such as doctors and engineers.
73. Particular attention should be given to the problems of leisure time in both developed and developing societies. Due account should be taken of the differences in the meaning, content and type of leisure existing in different types of society and resulting from different forms of economic and social development.
74. Top priority should continue to be given to teacher training; due account should be taken in such training of the real problems of education, such as the drop-out problem, duplication and the link between education and general development. In view of the natural conservation of education and the rate of change of modern society, consideration should be given to measures aimed at providing continuous education for teaching staff at all levels - primary, secondary and higher.
75. The training of educational administrative personnel is of particular importance. Estimates should be made of long-term manpower requirements in this field and training plans should be drawn up on the basis of these; a study should be made of requirements for new training institutions or for the expansion and improvement of existing institutions.
76. Society as a whole should be made more aware of the problems of education and educational planning. Provision should be made in the plan for the financial resources needed to inform and enlist the advice of the public, particularly teachers, students, professional organizations, trade unions and parents. Educational and other measures should be taken to ensure that full use is made of mass communications media for that purpose.

VI. EMPLOYMENT, MANPOWER AND INCOME

Conclusions

77. Projections of the ILO indicate that during the next decade the labour force is expected to grow by about 28 million a year. By far the greater part of the increase will be in the less developed regions: for the period 1970 to 1980, 226 million as compared with 56 million in the more developed regions.
78. The difference between the two types of regions is even more marked if we look at projections of the labour force under age 25: the estimated increase is 64.5 million in the less developed regions compared with only 3.5 millions in the more developed regions.
79. The latter comparison indicates where the world's major employment problems in the next decade are likely to lie. The developing regions are already failing to meet the increasing demand for wage-earning employment coming from their young people leaving the schools and the traditional sector.
80. Although employment objectives are included in the development plans of many developing countries, in most cases they have not, in fact, received as high priority as some other development objectives. Nor have employment targets always been fixed with sufficient regard to the actual size of the problems of unemployment, under-employment and labour force growth which must be solved. The policies and measures needed to increase employment at a desirable pace often remain rather ill-defined and the results achieved are not analysed systematically with a view to drawing the lessons of experience. Yet development without a high level of employment misses its major objective, which is to raise levels of living.
81. The social and political implications of under-employment and unemployment particularly in the contingencies of younger people is such as to warrant large-scale support of the joint national and international effort required for the creation of fuller and more productive employment and the development of the necessary skills.
82. The report emphasizes the continuing general upward trend of consumer prices, shaped to a great extent by the variations of prices of foodstuffs. Although real wages rose during the period 1960-1966 in most countries for which data are available, progress in raising levels of living of wage-earners was slow in most

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developing countries and appears to have been negligible in some. Progress in raising real wages will depend mainly on progress in achieving rapid economic development. Minimum-wage fixing is now very widely used as an instrument for raising the lowest wages and putting upward pressure on the general level of wages. Provided it is carried out with due regard for its implications for economic development, the general increase in the support given to minimum-wage fixing, extension of minimum-wage coverage and widening the criteria for minimum-wage determination, as well as the progress in research at national levels in the field of minimum wages are encouraging symptoms of growing concern for social policy. It is to be hoped that these trends will develop in the near future. The question of minimum wage-fixing machinery and related problems, with special reference to developing countries, has been placed on the agenda of the fifty-third session of the International Labour Conference (1969). The possible adoption of new international standards on this question would make for the development of such trends.

83. Although the ILO Convention on Equal Remuneration for Work of Equal Value has been widely ratified in recent years and in spite of increasing acceptance in the world of the principle of equal pay for men and women, progress in this field is slow. Especially for unskilled work in occupations in which only women are employed, women's wages are in most cases very low, particularly in certain developing countries. More emphasis should be put on this problem in collective agreements as well as in workers' education and general education.

Suggestions

84. For the developed regions, to promote "full, productive and freely chosen employment"^{3/} for 3.5 million additional young people should not raise special difficulties: there is already a very broad base of wage-earning employment, much of it in growing sectors, and supplies of capital, entrepreneurship and education are relatively plentiful. Some of the 64.5 million new jobs needed in the less developed regions will be generated spontaneously but, to judge by present trends the needed growth in the rate of generation of fresh employment opportunities will

^{3/} See article 1 of the Employment Policy Convention, 1964.

only be achieved by purposeful and massive intervention by Governments, with substantial help from the developed countries.^{4/} The difficulties are formidable: a narrow base of wage-earning employment on which to build; undeveloped markets; shortage of capital; and, in some cases, shortage of appropriately qualified personnel and absence of appropriate institutions for developing and implementing employment policy. As was pointed out in the "Report on the World Social Situation, 1967", much of this additional employment will have to be generated in the rural areas.

85. Without a fairer distribution of income resulting from widespread employment, large numbers of people will never share in the fruits of progress. It is clear, therefore, that it should be a major concern of national and international action to correct this situation. This has been stressed, in particular, in the two reports of the Secretary-General on the development and utilization of human resources,^{5/} which emphasize the great importance of a concerted attack on the many different but interrelated problems which must be solved if the developing countries are to make full and effective use of their human resources. Such is the approach of the World Employment Programme, which will be launched by the ILO in 1969. The aim of the Programme is to promote the fuller utilization, in satisfactory and useful employment, of all who are able and willing to work, and it will seek to increase the value of that employment through proper training.

86. The basic components of this Programme are three regional employment programmes - one for Latin America and the Caribbean, one for Asia and one for Africa; consideration will also be given to the kinds of action needed to deal with the employment and manpower problems arising in the industrialized world.

87. Implementation of the Programme is not, however, the concern of the ILO only. The ILO's powers to contribute directly to employment expansion are limited. International action regarding investment, trade, agricultural and industrial production and general education, while of decisive importance to employment and training, are the responsibility of other agencies. Hence, the ILO's desire to associate these agencies as closely as possible in the formulation and the execution of the Programme. Many of these have already responded favourably and

^{4/} Total new jobs required is 226 million for developing countries and 5.6 million for developed countries.

^{5/} E/4353, E/4483.

have expressed their desire to contribute to the success of the Programme by participating in the task ahead.

88. The Programme will be in two phases - distinct in their nature rather than in their timing. During phase I there will be a systematic process of finding out - through studies and projections - what are the prospects and what has to be done to provide needed jobs and skills. On that basis, targets to be achieved by certain specified dates will be proposed for employment creation and skill development. During phase II efforts will be made to see to it that the necessary action is taken. The main responsibility for such action will rest with Governments. The international organizations can provide media for consultations and exchanges of experience; they can carry out projects when asked to do so; and they can help in a systematic appraisal of progress towards the objectives of the Programme, with a view to redirecting and adjusting it as necessary.

89. Achieving the objectives of fuller and more productive employment will, however, be a long and arduous task. Many problems remain to be solved.

Knowledge of the ways in which employment objectives can be reconciled with other objectives of economic and social development is still imperfect.

Practical programmes remain to be defined and tested in many areas. But unless effective solutions are found rapidly, unemployment and under-employment in developing countries will continue to increase, affecting in particular the growing contingents of young people who, on reaching the age of work, will find their desire to contribute to development through their efforts frustrated by the lack of opportunities.

VII. INCOME SECURITY AND SOCIAL SECURITY IN DEVELOPMENT

Conclusions and suggestions

Problems of income security among rural populations in developing countries

90. The problems of social security, as protection against personal risks, require much further study. In its current and future programme the ILO envisages a study in depth which will consider the special needs for protection in various contingencies, such as sickness, invalidity, old age and death, of persons living and working in rural areas and the existing administrative and financial possibilities. It may devise and examine new approaches to the problems of social security in developing countries with a view to providing much broader groups of the population with some elementary system of protection (such as basic medical care) on an equitable financial basis. It favours the idea of implementing in selected countries integrated income security schemes, such as protection against natural risks to crops and cattle, and social security in connexion with comprehensive rural development programmes.

Problems of income and social security among urbanizing populations in developing countries

91. Social security protection in the urbanizing areas of developing countries is incomplete both in terms of the persons protected and the contingencies covered. This should be remedied as development priorities permit. Efforts to ensure the provision of medical benefits should be intensified by measures to increase the number of medical and paramedical personnel and the hospital and other medical facilities and to ensure their equitable distribution.

92. Developing countries should make use of the technical co-operation services that are available to them so as to improve and expand the social security protection that they afford, particularly in the preparatory work, drafting of the initial legislation and, where desirable, the revision of existing legislation in order to adapt it to social needs and economic realities. The range of persons protected and the contingencies covered by existing social security schemes should be gradually extended.

Social security trends in developed countries

93. Developed countries should make efforts to ensure that the entire population, including not only employees, but also self-employed persons, such as handicraft workers, farmers and members of the liberal professions, is protected when medical care is needed, or in the event of sickness, unemployment, employment injury, maternity, old age, invalidity, death of the breadwinner and responsibility for the maintenance of children.

Social security developments at the international level

94. In developing their social security schemes, countries should be guided by the standards defined in the ILO instruments and should endeavour to ratify the Conventions in this field.

95. Efforts to improve and develop multilateral social security instruments for the social security protection of migrant workers should be continued.

96. Research in various aspects of social security should be carried out, notably with a view to understanding the interrelationships between social security and the national economy and to improving the administrative, financial and actuarial techniques of social security, particularly in developing countries.

VIII. SOCIAL WELFARE SERVICES, COMMUNITY DEVELOPMENT, REHABILITATION
OF THE HANDICAPPED AND CRIME AND DELINQUENCY

SOCIAL WELFARE SERVICES

Conclusions

97. The traditional concept of welfare as remedial services for the more vulnerable groups of citizens is undergoing modification owing to the growing emphasis upon preventive functions that are or ought to be performed by these services. This concept also had to be revised to take into account the magnitude of the problems which the developing countries have to face with very limited resources. In these countries, social welfare functions become closely related to community development and broad social policies in the fields of health, education, housing, employment and social security.

98. The development of a systematic classification of social problems that would lead to a clearer definition of programme objectives for social welfare services needs further study and research. At present, the social welfare programmes usually relate to the following problem areas:

- (a) Disrupted families and changing family patterns;
- (b) Migrants, refugees, or other racial and minority groups who are victims of discrimination;
- (c) Neglected or homeless children;
- (d) Aged people and the disabled or chronically ill;
- (e) Victims of disasters;
- (f) Young people who migrate to cities where employment opportunities are limited.

99. Social welfare programmes are also closely associated with family planning, maternal and child care and urban and rural development.

Suggestions

100. The Conference of Ministers Responsible for Social Welfare which met in September 1968 formulated specific suggestions in this field. Consequently, the following preliminary suggestions may have to be expanded and revised in the light of the Conference's conclusions and decisions:

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(a) The new emphasis on preventive programmes calls for more comprehensive intersectoral programmes;

(b) Social welfare programmes should be integrated within the broader context of national development, with due consideration of the consequences of development such as changing patterns of family living, need for social security, transition from rural to urban living and the problems of restless youth;

(c) Social work methods in the area of community organization have also proven useful in involving community groups in the improvement of their situation. There is need for research and study in the development and adaptation of social work methods to the problems faced by large numbers of impoverished and disadvantaged persons in the less developed regions;

(d) There is need for a more precise definition of the social goals which development is meant to achieve over a specified period of time as well as for an operational definition of social welfare;

(e) Social welfare programmes initiated in various fields, such as family planning, community work in urban areas, and youth organizations should undergo systematic evaluation in order to determine the effectiveness of administrative arrangements and strategies adopted to solve social problems in these fields;

(f) There is also a need for training a larger number of indigenous personnel in the field of social welfare at all levels.

COMMUNITY DEVELOPMENT

Conclusions

101. Among the basic obstacles to social development, three in particular are of special concern to community development, as follows:

- (a) Rigidity of traditional structures and the inadequacy of social institutions in carrying out newly assumed social functions;
- (b) Need for popular participation in creating new institutions or modifying old ones;
- (c) Need for an administrative structure which would
 - (i) Respond effectively to the need for developmental institution-building and popular participation;

- (ii) Provide a channel for the Government to exercise its social development functions and co-ordinate more effectively the developmental activities of private and public institutions.

102. Community development has so far addressed itself to the following social problems:

- (a) Isolation of rural communities from the mainstream of national urban centres;
- (b) Cultural, social and institutional barriers to change in traditional communities;
- (c) Problems connected with the movement of rural populations to urban centres.

Suggestions

103. Greater efforts are required for the more effective application within national planning schemes of community development as an instrument for planning and implementation of national development plans at local and regional levels. This would imply taking the planning process to lower levels and involving people's organizations, through their representatives, in the planning processes at those levels.

104. Reorganization of administrative structures is essential to ensure co-ordination at different levels for implementing development programmes and to facilitate a greater measure of autonomy for such implementation.

105. Adequate public funds should be provided in support of development activities for which local resources for the project have been mobilized. Funds could be allocated from a national development fund, from sectoral budgets for activities connected with those sectors or from a block fund within the ministry responsible for community development. Funds could be allocated to local authorities or administrative officials at lower levels to whom a measure of discretion in their expenditure would be allowed.

106. Suitable procedures and administrative arrangements should be established to enable community development to be utilized as a complementary method in sectoral and other programmes of reform and modernization.

107. Professional and technical support of community endeavours related to development planning, programming and implementation should be provided.

108. Efforts at the national level should be supported by technical assistance, training and financing from regional and international organizations within the framework of an international rural development strategy which would facilitate the identification of priorities for investment in rural development and provide guidelines for co-ordinating international agencies' programmes in community development.

REHABILITATION OF THE HANDICAPPED

Conclusions

109. The growing awareness of and interest in solving problems of rehabilitation have brought into focus the following needs:

(a) The shift of emphasis from voluntary to government involvement has created the need to develop new rehabilitation institutions in connexion with national and social security systems;

(b) The need for legislation to develop services for specific aspects of rehabilitation other than those provided for general welfare;

(c) Need to create national organizations to co-ordinate services of different ministries in a comprehensive programme of rehabilitation;

(d) Development of programmes of national and international research and study of the problems of rehabilitation;

(e) The need for training of professionals and technical rehabilitation personnel following expansion of government programmes in this field.

Suggestions

110. The concept of total rehabilitation demands a high level of scientific and technological knowledge that may be provided mainly through international co-operation. It is, therefore, suggested that appropriate administrative machinery be set up to accelerate co-ordination among international agency programmes and, eventually, to develop wider and more comprehensive inter-agency rehabilitation programmes.

111. Co-ordination is also imperative at the national level. It is, therefore, suggested that the United Nations and its specialized agencies should be prepared to provide assistance at the request of Governments in the development of well co-ordinated national rehabilitation programmes and in the integration of these programmes into national social development policy.

112. In developing countries a great shortage is experienced in trained specialists in rehabilitation. Much time will be needed in many of these countries before the training of such personnel can be locally organized. It is, therefore, suggested that greater attention be devoted to the development of regional facilities for the training of rehabilitation personnel.

113. There are certain groups of the handicapped for whom relevant rehabilitation services are either lacking or inadequate. It is suggested, therefore, that a survey be made in selected countries in order to identify the nature and the extent of rehabilitation programmes required and assess the problems of their adaptation to different social and economic conditions. Such a survey might also provide the means to examine and compare the experience obtained in different countries and the findings would be useful for current and future rehabilitation programmes for all categories of disabled persons.

114. It is further suggested that increasing attention be devoted by the United Nations, its specialized agencies and other United Nations bodies to the rehabilitation of physically and mentally handicapped children to enable them to attend school and, in general, to use their remaining abilities and resources to the fullest extent possible.

115. It is also suggested that the field representatives of the United Nations and the specialized agencies be requested to pay due attention to programmes concerned with the rehabilitation of the disabled, especially handicapped and mentally retarded children, when they advise the Governments in the formulation of requests for technical assistance.

CRIME AND DELINQUENCY

Conclusions

116. The problem of the increasing rate of crime and delinquency is particularly pronounced in some of the developed countries, but is also a threat in the

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developing countries where it seems to be a concomitant of developmental imbalances and of rapid socio-economic change.

117. Within the context of national development the following are some of the major problems:

(a) Difficulties in specifying the nature, the scope and the cost of criminality and the deficiency of tools available to measure the extent, trends and cost of crime and delinquency;

(b) The need for inter-sectoral co-ordination where sectoral imbalances are conducive to higher delinquency rates;

(c) Ineffectiveness of most delinquency preventive programmes when conceived in isolation;

(d) Dissipation of scarce resources on ineffective personnel training programmes unsuited to current and prospective social defence requirements;

(e) Inadequacy of social defence programmes arising from limited resources coupled with public apathy concerning the dimensions of the problem and possible avenues for action;

(f) Transformation of the system of penalties to meet developmental needs for trained manpower.

118. Despite the growing world-wide concern over crime and delinquency, programmes adopted to solve these problems have not achieved substantial results.

Suggestions

119. Criminality should be seen not as an isolated problem but in the context of over-all development activity. A social defence approach should be built into intra- and inter-sectoral activity so as to forestall and neutralize deleterious consequences of imbalances resulting from disparities in rates of growth of different sectors.

120. Social defence policy and programmes in the developmental context should be framed in terms of present and future requirements, based on projections of socio-economic conditions and other quantitative estimates. Social defence programmes should be co-ordinated with relevant development programmes so as to gain additional strength. Public support should be mobilized in the prevention and control of delinquency.

121. The choice of the most viable options for planning and programming social defence activities should be made on the basis of cost-benefit analysis and other quantification techniques.
122. Selection and training of social defence personnel should be conceived in terms of requirements of existing and projected social defence programmes. Training would mean the planning of training in terms of optimal ratios of investment and returns.
123. United Nations activities in the social defence field should be integrally linked with general economic and social planning and work programmes should be closely integrated with United Nations activities in the field of social and economic development as well as those of the specialized agencies and non-governmental organizations.
124. International action in social defence should focus attention on methods and strategies for the prevention and control of crime and delinquency, rather than on specific preventive and rehabilitative programmes. This might include recommendation of minimum standards, as has already been done successfully in the narrower field of treatment of prisoners.
125. Research under the United Nations Social Defence Research Institute should be carried out to establish an empirical basis for the development of guidelines for social defence planning in the context of development, including pilot schemes, demonstration projects and cross-national comparisons.
126. Interregional social defence advisers should be appointed to provide expertise to Governments in this field.
127. Regional social defence institutes should be established in Latin America, the Middle East and Africa and continued support should be given to the Asia and the Far East Social Defence Training Institute.
128. Social defence training materials should be developed by the United Nations Social Defence Research Institute in collaboration with UNESCO and the regional training institutes.
129. The information system for programming should be improved in order to pin-point problems (e.g., increase in unintentional law-breaking, economic offences and offences against property; prison overcrowding; civil commitment for treatment of chronic behaviour problems; effectiveness of penalties in preventing recurrence, etc.).