

第1回アジア経済社会開発問題研究所・訓練所長
地域会議の議事要旨及び資料

OECD開発センター
海外技術協力事業団
国連アジア経済開発計画研修所

共同主催

昭和44年3月

海外技術協力事業団

人
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| 国際協力事業団 | |
| 受入 月日 '84. 3.12 | 100 |
| 登録No. 00157 | 36 |
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は し が き

援助問題を含めひろく開発途上国の社会経済開発問題の研究に取り組んでいるOECD開発センターが主催する第1回アジア经济社会開発問題研究所・訓練所長地域会議が当海外技術協力事業団とバンコクの国連アジア経済開発計画研修所との共催により昭和44年3月10日から14日まで東京の当事業団中央研修センターで開催された。

会議にはOECDおよび国連機関の関係者をはじめアジア11カ国20余の研究・訓練機関の代表者たちが参画し、アジアの経済および社会開発問題、とりわけアジアの地域協力の諸問題と研究・訓練機関の交流協力強化の問題について活発かつ実り多い意見交換が行なわれた。また、別途、技術協力についての討議を行なう機会も有つた。ここに、会議の議事概要を参考文献も含めて取りまとめ、関係者の参考と利用に供するものである。

この度の会議開催にあたっては、パリでOECD開発センターが参加者を選定し連絡を行なうと共に、東京では海外技術協力事業団総務部および国内事業部が会場の設営、その他の受入準備を行なつたが、外務省、アジア経済研究所、日本経済研究センターも随時協力することを惜しまなかつた。この会議が極めて有意義な成果を挙げたことについて、関係者に対し改めて感謝の意を表するものである。

昭和44年3月

海外技術協力事業団専務理事

油 谷 精 夫

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第 Ⅱ 部

技術協力についての自由討議

第一回アジア開発問題研究所・ 訓練所長地域会議の討議結果要旨

1. 背景

OECD（経済協力開発機構）開発センター主催による第一回アジア開発問題研究所・訓練所長会議がバンコクの国連アジア経済開発計画研修所と日本の海外技術協力事業団との共催により3月10日から14日まで、東京の海外技術協力事業団中央研修センターで開かれた。

OECD開発センターはこれまで発展途上国の社会、経済開発問題研究所長および訓練所長会議を毎年ヨーロッパで開いてきたが、このほどアジア、ラテン・アメリカ、アフリカの地域別の会議を二年毎に開催することになり、今度のアジア地域会議はその第一回目のものである。本会議には日本を含むアジアの11カ国、24研究・訓練機関の代表者たちが参加した。会議の主な出席者は次の通り。

A. フィリッパOECD開発センター所長（仏、元蔵相）、M. ユーデルマン同センター副所長、P. S. N. プラサド国連アジア経済開発計画訓練所々長、S. O. アデポー国連訓練調査研究所（UNITAR）所長、F. カーナートOECD開発センター調査研究部長、G. ブータリンガム国民応用経済研究所（インド）所長、A. キンタナル・フィリピン大学経済開発研究所々長、A. アーメッド行政問題国民研究所（パキスタン）所長など。そのほかセイロン、インド、インドネシア、イラン、韓国、パキスタン、シンガポール、台湾、タイ等の主要な訓練研究機関の代表者たちが参加した。日本側は海外技術協力事業団から渋沢信一理事長のほか、油谷、大戸両理事、外務省森治樹外務審議官、アジア経済研究所の東畑精一会長、日本経済研究センターの大来佐武郎理事長、中山伊知郎教授などが出席した。

この五日間の討議はアジア諸国の経済および社会開発の分野での調査研

究と研修訓練の諸問題について広範な意見の交換が行なわれ、今後当該地域の研究所や訓練所間で有機的な地域協力がつくりだされることに重点がおかれたが、とりわけ、アジア地域の経済技術協力と地域的経済統合について、その諸条件と可能性および問題点が指摘され、討論の一つの重要なポイントであつた。このほか日本側関係者と出席者との間で技術協力の問題について意見交換がなされた。なお、開会日を除く4日間の討議はそれぞれ午前・午後の各セッションで基調報告がなされ、それにもとづき討論が行なわれるという形ですすめられた。以下会議のプログラム順に極く簡単に単に報告・討論の要旨を追いつながら、この会議の結論と成果を概観してみよう。

2. 経済社会開発のための共通戦略を生み出す努力の重要性

第一日目の開会式においてまず外務審議官森氏および海外技術協力事業団理事長 洪沢氏よりそれぞれ、アジア開発における地域協力の重要性とこの種問題へのアプローチにとつて「知識・経験」の交流がもたらす有意義性などが強調されたあとで、OECD開発センター所長フィリップ氏は本会議の開催に喜びと希望を表明するとともに、DACの援助活動を支持する開発センターの諸活動・経験を広く紹介引用しながら会議の主要テーマである地域協力促進の重要性とそのための共通努力の緊要性を強く指摘した。具体的には、開発センターが恒常的活動の一つとして行なっている情報サービスを取りあげ、まず発展途上国への効果的な情報配分の必要性を強調した。また同センターが取組んでいる研究課題として、アジアにおける中小規模企業開発のニードの問題や発展途上国の教育制度と経済的需要との間の矛盾の問題に触れ、さらに調査研究分野でのつぎのメジャー・スタディが農業労働力との関連での失業問題であることなどに言及しながら、発展途上国の研究諸機関がいつそう共同研究作業をすすめる必要があることを指摘した。そして調査研究は一方に偏向した理論研究ではなく現実に生きた実際的研究でなければならないとし、開発問題におけるドグマテイ

ズムは危険である旨示唆し、世界のすべての関係者が今日、経済および社会開発の共通課題のための共通的戦略を生み出す努力をすることが必要不可欠であることを強調した。

つぎに、困連アジア経済開発訓練所長・ブラサド氏もこれら開発問題の解決のための協力の重要性を指摘し、アジアの場合、諸々の可能性の中の一例としてまず情報とスタッフの交換をあげ、また地域協力の具体的機会増進のためには政治的指導に加え、情報伝播が非常に重要であることも指摘した。

3. 開発途上国間における経済統合の問題点と可能性

上記テーマに関し、OECD開発センターカーナート氏はその基調報告で次のような指摘を行なった。

一般的に経済統合を定義すれば、加盟国家間の財およびサービスの流れ、国家間の生産要素の移動および生産要素が作用する一般的経済政策関係に影響を与える、国境による差別を撤廃する過程として促えられる。こうした定義の下に現在開発途上諸国には五つの統合体、すなわち、UDEAC、中米共同市場、東アフリカ共同市場、マダレブ、L A F T Aが存在している。しかしながら、これらの開発途上国間経済統合体は小規模であり、短期的には成果をあげていない。その理由としては統合理論の多くはEECの経験によつて強い影響を受けているが、この経験と理論を開発途上国にそのままでは適応しえず、例えば、後進各国の農業生産に適した技術はまちまちであり、かつ技術の進歩が早いいため統合の農業部門に及ぼす影響が予測できない。また、各低開発国で生産要素の競合および全般的な外貨準備の不足がみられるが、これらの問題が統合の一般理論に組み入れられていない。生産諸要素が補完的でないため、自動的に加盟国相互間に生産のスペシャリゼーションは行なわれがたく、他方、スペシャリゼーションを実現するためには加盟国相互に計画を樹立し、補償制度を確立せねばならない。こうした困難を乗り越えて統合を成功させるには、まず統合前経済の

競争力の差異および運輸通信制度がもたらす障害という二つの大きな困難を乗り越え、その上で効果的な投資政策調整機構および統合による財政補償制度を確立することが必須条件となる。以上をふまえながらも、統合の成功を作り出すためには、何よりもまず加盟国が統合のための政治的意思決定を行ない各国の政策決定の自主権を制限することが必要だが未だ流動的な政治構造をもつアジアやアフリカではこの点が重要な鍵となる。

従つてこの地域では、一般的経済統合を早急に目指すべきではなく、それ以前の協力強化の方法として共通のプロジェクト、多数国間のプロジェクトを具体的にとり上げ実用主義的に始めることが先決である。例えば域内諸国で技術教育、高等教育をプールし、適性規模の質の高い教育、研究機関を作り、教育投資の合理化を図ることができる。

なお、この点に関し、ブラサド氏は現在アジアで進められているメコン開発計画等も示しながら、統合の全体的計画は現在存在しないが、このような計画の進展によるより大規模な協力計画への発展の可能性を指摘した。また、フィリップ氏はヨーロッパの経験から、統合成功条件として政治的決意が共同市場という経済問題に先行する事実を喚起した。さらにニューデルマン氏は、L A F T A の農業統合の研究に基づいて、農業統合政策が無ければ共同市場は存在しえないと指摘した。

4. 東南アジアにおける地域統合と地域協力の諸問題

この問題について海外技術協力事業国大戸理事は次の通り基調報告をした。

アジアにおいても、アジア・ハイウェイ計画、メコン・プロジェクト、アジア開発銀行、R C D、A S E A N 等地域協力の具体的抬頭が現実に見られることを指摘し、また地域統合条件の一つとして非経済部門における同質性と経済部門における異質性とがともに必要であるとし、この点で統合には「東南アジア」は必ずしも有利な状況にない。

この地域における統合および協力促進のためには、世界市場への農産物

輸出を促進する共同プロジェクトの推進、メイズのような新製品の共同開発、農業の開発計画の相互調整が必要で加工を中心とした工業製品の域内貿易は比重が極めて低く、今後、重工業が開発されると域内のスペシャリゼーションが必要となろうし、運輸通信について地域統合は重要である。これら部門別の地域協力から域内の全般的統合を達成する迄には長い年月が必要である。

日経センター大来氏はアジア地域の問題については、例えば食糧生産性の増大、運輸部門における地域協力、ベトナム戦後の経済開発といった、問題に対する具体的現実的アプローチが効果的であり、またこの地域での規模の経済 (economy of scale) をすすめるためにもいつその政府間協力と国際機構の確立を必要とし、とりわけアジアの工業化を促進するうえで民間企業活動のダイナミズムが果たす役割を強調した。また、ブラサド氏は明瞭に具体化された地域概念が存在しない以上、グループ化するメンバーは実用主義的見地から決定されるべきだと示唆した。

フィリピンのキンタナル氏はこの地域の“協力”が必ずしも成功していないとして E O A F E や O E C D が支援を継続する必要があるとし、一方、一定の商品ベースによるアプローチも成功していない、そして地域市場開発の必要な具体例として、ココナツツ市場を指摘した。また一つの援助型態として一定商品市場の安定確保を助ける貿易特惠の重要性を指摘し、さらに U N E S C O の下での地域的教育開発のようにすでに一定の進歩をもたらしているものもあるが、政治的・文化的差異という壁もあつて、全般的に地域協力の利益は未だ現実のものとはなつていない。従つて地域協力の前にまず、ある一定の国内開発がなされるべきであると強調した。

ブラサド氏は協力および統合においてとくに外国援助の果たす大きな役割を指摘した。

さらにインドのパランジャベ氏は連邦国であるインドの国内開発を例に引きながら、結局地域協力の実現を妨げる主因は適切な開発に関する情報

の欠如であり、目標や独自の計画やコンサルティング機関の欠如にあることを指摘した。

5. 東南アジアの経済社会開発分野における「研修と調査研究」協力の問題

開発センター フィリップ氏は本題に関し、地域問題へのアプローチを調整する目的で定期的会合を伴う訓練調査研究機関の地域的アソシエーションを確立することの必要性を強調した。

ブラサド氏は彼の国連アジア経済開発計画訓練所の五カ年の活動を紹介し、その機能が現在主にアジア諸国の開発政策企画立案担当行政官を訓練するための開発担当職員の大学となつていると指摘しながら、訓練および調査について若干の問題点をつぎのように提起した。すなわち、問題の一つは、開発に対するアプローチと考え方が非常に異つている諸国に対して開発計画の分野で訓練コースを準備する問題である。第二はほぼ均等な能力と教育経歴と実務経験をもつた研究員を得ることが、非常に困難であるということである。これは諸国の発展レベルの相違により一層顕著となる。そこで第三の問題としては、研修員を選考する適切な方法を案出することである。さらに問題なのは開発活動に関する最新の統計や情報の収集である。この点に関連してブラサド氏はこの地域の研究所間の継続的交流の必要を示唆するとともに、そのために小委員会設置を提案した。

UNITARのアデボ氏はこのアジア地域諸研究所間の情報交換など交流の組織化というブラサド氏の提案を支持するとともに、訓練については研修指導者の訓練も同様に経済行政発展のために重要なステップであることを指摘した。そのほか多くの参加者がこの提案を積極的に支持した。また海外技術協力事業団の油谷氏は訓練計画の背後にあるアジアの特徴的問題として、肉体労働 (manual labour) に対する侮べつと西欧教育に対する偏見の二つを指摘し、アジア人固有の国民教育と訓練の必要性を強調した。

つぎに、パキスタンのアーメッド氏は東南アジアの経済社会開発におけ

る研修の問題について、まず近年政府の果たす機能と役割が極めて大きくなつたという前提で、政府が新しい状況変化に対処していくため、新しい知識や制度の役割が増大し、その結果新しい研修訓練が緊要の課題となつてゐることを強調した。そしてこの線に沿つて経済社会開発は(i)合理的な社会経済上の開発プログラムを採用し、(ii)新組織を含め行政機構を改善し、(iii)適切な訓練を施すことにより、公務員に対し必要な知識、技術、心構えをつける、という三点をとくに必要とすることが指摘された。またアーメツド氏、油谷氏、インドのマルガフカール氏等により計画におけるジネネラリストとスペシアリストの役割や活用およびそれぞれの訓練の問題が討議された。

他方、インドのブータリンガム氏はその基調報告「調査研究に関する優先順位の設定について」の中で、リサーチ・プライオリティを一定尺度をもつて東南アジア諸国すべてに有効な形で測定することは、困難であり、個々の国がそれぞれ独自のプライオリティ・システムを開発すべきことを示唆しながら、現在開発途上国が基礎的理論研究よりも経験的応用研究を必要としていること、経済開発の研究は経済学のみならず社会学、社会心理学、その他総合された社会科学的研究であるべきこと、研究促進のため国家的組織が必要であること、開発研究課題は個々の国の要求に結びついたものでなければならないこと。さらに大まかな研究分野としては、(1)農業開発、(2)都市および地方からの資本動員、(3)輸出促進、(4)年次計画の短期予測、(5)計画の評価等であること、などの諸点を指摘した。

6. 討議の結論・勧告要旨

五日間に亘る討議の結果、要旨 つぎのような結論と勧告が採択された。

(1) 経済協力

(i) アジアはまだ政治・経済・社会・文化等の面で問題が多く一般的経済統合には時期尚早である。当初はプロジェクト・ベース、商品ベース、あるいは小地域集団ベースで協力を積み上げるべきである。

(ii) アジアの地域協力はメコン河開発や教育開発のようなプロジェクトである程度成功したが、他のケースでは政治的決意が欠如し基礎的知識に欠けていたため、ほとんど見るべき進歩はなかつた。そこで、研究所は協力促進の政治的ドライブを創り出すため、協力の可能性および利益に関する研究を今後一層すすめるべきではない。

(iii) メコン河開発計画で示されたように外国援助は有効である。とくに技術援助がプロジェクト発掘のために緊要とされている。

(2) 調査研究協力

(i) アジア諸国研究所間の意見交換は有益であり、今後も定期的に会合がもたれるべきである。このためアジア地域開発研究に関する情報交換のための小委員会が設置された。

(ii) また、情報交換を盛んにし、共同研究プロジェクトを開発し、研究を組織化しなければならない。

(3) 訓練問題

(i) 訓練分野では、つぎの三つの問題が指摘された。

(a)正しい訓練生の選択、(b)適切なカリキュラムの開発、(c)最適訓練方法の選択。

(ii) 訓練生の選択問題については、的確な選定方法の把握は相当難しい。なお、開発問題の訓練は様々の公務員（スペシャリストであれ、ジェネラリストであれ）に対し強力に専門的に施されるべきである。他方カリキュラムに関しては弾力性と適応性が必要であり、訓練方法の選定問題については、それは訓練目的と訓練計画のレベルに沿って適用されなければならない。

第 II 部

技術協力についての自由討議

技術協力についての自由討議

日 時； 昭和44年3月12日 午後2時～5時半
場 所； 中央研修センター
議 長； 海外技術協力事業団理事長 渋 沢 信 一

冒頭、議長よりOTCAの技術協力の概要説明があつた。その中で、渋沢理事長は政府ベースによる技術協力の約70%はアジア諸国に向けられて居り、又、業種別には農業が主要な協力部門ではあるが、産業、医療、社会開発などその協力分野は広汎多岐に亘つていると述べた。

つぎに、外務省経済協力局沢木次長は、日本の経済協力を資金援助と技術協力とに分類し、政府、民間による融資、借款などの実例を挙げ、又、技術協力の種々の形態を挙げて説明を行なつた。

沢木次長は、これらの経済協力は未だ不十分であり、援助額の増大は必要であるとしながらも、日本の経済援助を受益国でより効果的に活用するためにもなんらかの調整が必要であると述べた。

OTCA井口課長は東南アジア漁業開発センターの設置、アジア開発銀行への技術協力、メコン開発およびアジア・ハイウェイの調査団派遣、コロンボ計画などへの協力の例を挙げ、日本のバイラテラルな技術協力をアジアの地域協力を結びつけることにより、その効果を最大限に発現できるよう、その方策を考えている旨述べた。

OECD開発センターのフィリップ所長は、フランスの主としてアフリカに対する技術援助の経験からuntied aid giftsの重要性を強調し、又、フランスの技術協力の実施は多くの政府機関に分れており、もつと調整する必要があること、訓練はなるべく現地でその国情に適応した形で行なわれることが望ましいと述べた。又、青年協力隊のケースについて、フランスでは徴兵の代わりに平和部隊の隊員として奉仕する機会を与えて成果を挙げている

ると述べた。

開発センター研究部長カーナート氏は、O T C A が援助受入国で技術協力に基づいて行なう試験研究業務を第三国乃至国際機関の研究所に委託出来ないかという質問があり、これに対して、井口課長は、日本の技術援助は完全な紐つきグラントであり、日本の専門家の役務および日本製の器材の供与に限定されており、第三国研修又は第三国専門家への援助は未だ行なっていない旨回答した。

日本の専門家乃至行政官が国際機関に余り採用されていない点につき質問があつたのに対し、渋沢理事長は国際機関で活躍できる専門家を日本国内で見出すことは、身分保障、語学などのため仲々難しい問題があると述べた。これに関連して、カーナート氏は、日本は他国の機関に業務を委託して、日本人のみならず、広汎に第三国の人材を求めて後進国援助を考えるべきだと述べた。

沢木経済協力局次長は、日本国内の世論は日本の援助を日本の専門家役務、器材製品に拘束させない形での untied aid にするには未だ難かしいが、そのための努力はなされていると述べた。

渋沢理事長も、援助の量および質の改善のため、援助資金を常に tied にすべきかは問題であると述べた。

UNITAR のアデボ所長はつぎのように述べた。日本の技術援助は、アジアのみならず、その他の地域にも広く普及されるべきである。又、UNITAR に於ても頭脳流出 (brain drain) は問題となつて居り、研修生が研修終了後母国に帰り経済社会開発に貢献するよう勧告している。援助方式については、バイラテラルな援助は非常に重要ではあるが、マルチラテラル方式の方がより効果的である。tied aid については、援助国間の調整によつて解決できると思う。また、もつと多くの日本人専門家が国際機関で働けるよう日本側がより一層の考慮を払うべきであると述べた。

インドのバランジャビ氏は援助と、援助受入国の経済社会開発計画との間

に緊密な調整が必要であることを指摘した。そのため、開発計画策定に対する援助も、援助の形としては重要である。又、バイラテラル方式の援助には種々困難が生じるので、マルティラテラル方式の方が望ましいと述べた。

オブザーバーとして、パキスタンのラーマン氏（43年度国家行政コース研修生）はつぎのように述べた。

OTCAの国家行政コースは研修生にとつても、又、講師陣にとつても非常に有益であり、帰国后参加研修員各国の開発計画に効果ある貢献が出来るものと思うと述べた。

試験研究事業の財政問題について、開発センターのユーデルマン副所長はCanadian International Development Centreが、untied aidで資金援助を行なう計画があることを披露した。技術援助について、ユーデルマン氏は、援助プロジェクトを成功させるためには、長期的な予算措置と継続的な努力が必要であることを強調した。

OTCA大戸理事は、日本人専門家の国際機関への派遣問題を取り上げ、日本に於ける終身雇用制度が妨げとなつて居り、現状では2～3カ年が限度であると述べた。

これに関連して、フィリップ所長より、一つの解決策として、日本の企業、大学或は政府機関が専門家のプールを作り、技術協力のために海外に派遣できる体制を作つてはどうかとの提案があつた。

渋沢理事長は、バイラテラルおよびマルティラテラル双方に長所、短所があることを述べ、更に、日本は従来主としてバイラテラルな援助を行なつて来たが、マルティラテラルな援助も増やしていると述べた。又、日本人専門家の国際機関への派遣について、渋沢理事長も、日本の雇用制度から由来する困難性を説明した。最後に、日本の技術援助が、援助受入国の貿易収支改善に役立つようその希望を述べた。

油谷専務は、技術援助のエバリエーションについて特に発言をし、資金援助よりも技術援助のエバリエーションは方法論的には非常に難しいが、

技術協力のエバリネーションの方式をさぐり出す必要があると述べ、O.T.C.Aの本問題に対する関心を表明した。又、油谷専務はO.T.C.Aの研修事業の規模は年々拡大し、特に経営関係は重要であり、行政関係の研修も拡充されるべきであると述べた。

最後に、渋沢理事長は、本会議に出席した研究所は技術協力のエバリネーションの方法をさぐり出してゆくにはもつとも適した立場にあり、今後の協力を要請し、それに対して、ユーデルマン副所長はO.E.C.D開発センターに於て、技術協力のエバリネーションを現在検討中であると述べた。

Discussions on Japanese Technical Cooperation

Mr. Shibusawa began the afternoon session discussion with an explanation of OTCA's various projects. He cited the training given in Japan, the Japanese experts sent abroad, the training centers begun abroad for the local governments, the survey teams, and the technical "Peace Corps" as the Agency's main activities. Noting that these are all government efforts, he pointed out that seventy percent of the Agency's budget was extended to Asian nations. While he said that most of these efforts were concerned with agricultural development, he added that some of them deal with industrial, social, medical, and other fields as well.

Mr. Sawaki first divided Japanese aid into capital aid and technical cooperation. As capital aid examples, he touched upon some of the various government and private loans, grants, credits, and so forth. Listing some of the technical cooperation forms, he included trainees accepted, professional and volunteer experts dispatched, equipment, surveys, technical cooperation centers, and natural resource exploitation projects. However, he noted, these efforts are often felt to be insufficient. In this respect, he remarked on some of the problems to increased aid but said that more efforts would be made in coordinating various types of assistance, in regional extension of technical cooperation, and in other ways to make Japanese assistance more effectively adapted to the needs of the recipient nation.

Mr. Iguchi added to the preceding two presentations by explaining such concrete Japanese projects for the promotion of regional cooperation as the establishment of the Southeast Asian Fisheries Development Center, participation in the Asian Development Bank's technical assistance, contributions to the Mekong Basin and Asian Highway projects, and cooperation with ASPAC and the Colombo Plan. In this way, he explained, Japan seeks to maximize the effectiveness of technical aid by integrating bilateral assistance into regional cooperation.

Mr. Philip, citing the extensive French aid experience, stressed the importance of untied aid gifts. He noted thought that this global aid, half of which is technical

assistance, could be improved by reorganization and coordination of the diverse government sources. He said that trainee programs are good, but that the many problems suggest that it is better for teachers and training programs to be sent to the recipient countries. Even so, he stressed that teams of experts should adapt their suggestions and should educate to fit the culture and technology of the developing nation. He suggested that the use of the military too might be a productive way to initiate assistance technical assistance among the people. Finally, he stressed again that such technical cooperation is of mutual benefit to both, or all, nations participating.

Mr. Shibusawa said that he hopes the recent Japanese efforts at technical and educational cooperation are useful in helping other nations follow the long Japanese experience of adapting the techniques of more advanced nations.

In reply to Mr. Krisanamis's question on the procedure for requesting a specialist, Mr. Ohto said the application might be made through the Colombo Plan.

Mr. Ahmed said that the complexity of the problems involved required an analysis of the contents and objectives of the various programs. He said that closer associations among the experts of the developing nations might be one additional way to achieve their common interests, but stressed the need for a total effort with the emphasis on practical training if the local minds are to be challenged and the problems overcome.

Mr. Kahnert asked if the OTCA couldn't commission some research institutes to carry out specific tasks which the Agency might have trouble doing itself in the recipient nations.

Mr. Iguchi replied that Japanese aid is entirely tied grant and it is tied to the supply of services of Japanese experts or donation of equipments made in Japan. The Japanese Government has not yet taken any step to assist the third country training program nor to pay for the services of third country experts. With regard to the problem of lack of number of Japanese people working in international organizations, Mr. Shibusawa explained the difficulties surrounding their position and job after returning from Japan and the

language problem.

With this lack of experts in mind, Mr. Kahnert repeated his suggestion that the Japanese Government might commission institutes and experts of third countries to do studies and assistance for developing countries.

Mr. Sawaki said that present public opinion does not allow the untying of Japanese aid, though efforts are being made to change this.

Mr. Shibusawa said that, in increasing the amount and improving the quality of assistance, it might be necessary that the aid funds should not be always tied to the donor country.

Chief Adebo, noting that the location of training centers depends upon the situations, expressed the hope that Japan would spread its technical assistance even beyond Asia to assist the underdeveloped peoples everywhere. He said that UNITAR was concerned with the brain drain and it is necessary to send trainees back to assist their home countries. As to the sources of aid, he said that multilateral was preferred to bilateral aid by most countries, though the latter was still very useful. On tied aid, he suggested that cooperation among developed nations would be able to meet the problems without the restrictions that aid must be tied to the donor. Finally, paying tribute to the value of Japanese experience, he requested that more Japanese be made available to international organizations.

Mr. Paranjape noted the need for closer coordination of various aid projects with the overall development of the recipient nations and the diverse qualifications of the donor nations. Consequently, he noted that assistance in formulating development plans is also a most valuable kind of aid. He too favored multilateral over bilateral aid because of the many difficulties involved in bilateral projects.

Mr. Rahman, an observer, said that he had found his public administration training course very useful so far, for both teachers and trainees, and that he expected it would help him carry out his country's development plans effectively.

On the financing of research, Mr. Yudelman outlined the new Canadian international development center's plan to support institutes both within and without Canada in an united way. On technical assistance, he emphasized the need for long-term budgets and sustained efforts if programs are to be successful.

Mr. Ohto indicated that the Japanese system of life-time employment made it very difficult to obtain experts for more than two or three years, though some new arrangements are made to improve the present situations.

Mr. Philip suggested that one solution might be for the various industries, universities, and government agencies to employ a surplus of experts so that there could always be a pool that could rotate in technical cooperation abroad.

Mr. Shibusawa, noting the merits and demerits of both bilateral and multilateral assistance, indicated that Japan, primarily bilateral in the past, is now increasingly working through multilateral aid patterns. On personnel recruitment, he explained the difficulties presented by the Japanese employment system. Lastly, he expressed the hope that Japanese technical aid could be useful in helping the recipient nations rectify their balance of payments.

Mr. Aburatani pointed out the need for a common methodology of evaluating technical assistance, which he admitted was harder to evaluate than financial assistance. He also mentioned the possibility of expanding management training programs to include training of public administration.

Mr. Shibusawa noted that the research institutes represented here might be in a position to find some commonly acceptable methodology of evaluation, to which Mr. Yudelman replied that just such a project is being contemplated by the Development Centre.

STATEMENT OF MR. SAWAKI

- Economic Cooperation Bureau,
Ministry of Foreign Affairs -

Thank you Mr. Chairman;

It is my great pleasure and honor for me to be able to participate in valuable discussions on technical cooperation.

Japanese economic cooperation with developing countries in 1967 totaled \$855 million, corresponding to 0.93% of her national income of the same year. If compared with the gross national production, it is 0.74%.

Japanese aid to the developing countries are divided into two categories, namely capital aid and technical cooperation.

Capital aid consists of bilateral grant aid amounting to \$138 million including reparations and economic cooperation agreements with Korea, Burma, Thailand, Malaysia and Singapore. Development loans extended by the Overseas Economic Cooperation Fund and the Export-Import Bank of Japan which are both fully capitalized by the Japanese Government amounted to \$207 million including refinancing of the repayment by some countries.

Japanese contribution to the international organizations for development assistance amounted to \$44 millions.

In all and all capital aid by the direct government fund amounted to \$390.

Capital aid through the private source including supplier's credits and private capital investment amounted to \$464, making the total Japanese capital assistance \$855.

In the field of technical cooperation, we are extending various forms of cooperations.

First, we are accepting trainees and students to be trained and educated in Japan. We accepted 1,072 persons in 1967 making the accumulated total 9,492 persons.

Secondly, we are sending out many experts abroad. We dispatched 442 experts in 1967 making the accumulated total to 1,407 persons.

In both these cases, cooperation with Asian countries takes about 80% and cooperation in the field of agriculture and fisheries is taking the biggest share.

Thirdly, we are extending grant aid of equipment in connection with the dispatches of experts and acceptance of trainees. This type of cooperation started rather belatedly and we are trying to increase our contribution in this field as one of the most welcomed formula of cooperation.

Fourthly, we are extending assistance for development surveys or pre-investment surveys by dispatching team of experts. We dispatched 21 teams in 1967.

Fifthly, we are sending out cooperation volunteers abroad. At the moment we have 348 persons of Japanese youth at the end of last year, cooperating in 9 countries. We do not call them "Peace Corps," because our system is to dispatch specialists in the field of cooperation as requested by the recipient country and not to despatch ordinarians.

Sixthly we have project type of cooperation in the field of agriculture and medicine. This is rather new venture for Japan and one of the most promising field of cooperation.

Seventhly we are running technical cooperation centers abroad. We supply experts and equipment and host government provides houses and place of training. We have established 26 centers already.

One of the special center is the Southeast Asian Fisheries Development Centre established at Singapore and Bangkok. This Center was established by the Southeast Asian Ministerial Conference and one of the forms of regional cooperation in Asia.

Lastly we are also extending assistance for the exploration of the primary products in developing countries, cultivating demand for more export of such products. We have despatched many survey teams in this regard.

Private companies and organizations are also active in cooperating with various countries. They accept trainees and despatch experts by their own fund.

One of the criticisms given by the Development Assistance Committee of OECD last year against Japanese aid effort was that the volume our technical cooperation was too small in its proportion to her total volume of aid, compared with other donor countries. Japanese technical assistance amounted to only 3.2% of her total assistance in 1967, whereas the average figure of the DAC members amounted to 21.4%.

We are bound to increase our effort in technical cooperation. But in order to do so we are faced with various problems. We have budgetary limitation.

We have shortage of available experts, especially language barrier constitutes a major problem for us.

In order to maximize the effect of our cooperation, coherent policy to relate one type of assistance with other type of assistance is also important. In case of project type assistance for model farm, capital aid must follow the technical assistance for the land reclamation or irrigation system. We are seriously considering such links between the capital assistance and technical cooperation.

In the field of agriculture, technical cooperation in farming techniques such as seeding or application of fertilizer, collaboration must be extended to area or region from the centre of collaboration. In that sense we necessary have to step in the problem of society or social structural problem of the country which are alien to us.

Regional cooperation is another matter of concern for us. We embarked on this venture through the establishment of Southeast Asian Fisheries Development Centre at Singapore and Bangkok. If such regional technical centre can operate successfully, it cultivates the new field for us for further regional cooperation.

With regard to these problems, the pamphlet we have distributed to you has some reference.

I believe that the effect of technical cooperation is very far-reaching and grave in a sense that, if techniques which are not suitable or not best suited to the country are taught, it is not only inefficient for the country but also harmful to that country.

Therefore, the quality of the cooperation is most important. It is our policy to extend assistance in its best quality most suited to that country rather than increase hastily the volume of our technical assistance and give inferior cooperation.

I sincerely wish that Japanese technical cooperation will contribute to the development of the recipient countries in every field of her cooperation.

TRAINING PROBLEMS OF JAPAN

- S. Aburatani, OTCA -

12 March, 1969

Afternoon Session

1. General Position of Training in Japan

For a long time, Japan enjoyed world fame for its high level of education as well as extremely low illiteracy.

In recent years, there is a growing recognition in Japan of the importance of vocational training, on-the-job training and training of higher cadres. Increasing number of training institutes have been established by government ministries, public and local authorities and private firms. It has become a popular practice to organize affiliated training institutes in private firms. Also, there is an important development in the training for world trade. On one hand, World Trade Centre of Japan Inc. was established by Japanese business circle and OTCA's participants for trade course, including 7 participants from GATT/UNCTAD, were trained here. On the other hand, Institute for International Studies and Training was lagely inaugurated, supported by both government and private firms, and it intends to train both government officials and staffs of private firms to become first-rate personnel in the field of international trade business.

However, all these training institutes except for the World Trade Centre mentioned above are established with the objective of training the Japanese nationals and we have no organizations which was designed primarily to train foreign trainees. These institutes will accept foreign trainees if they have some additional space, staff and budget to conduct extra-training. OTCA is making serious efforts to enable all the government institutes to accept trainees from developing countries and we are getting growing sympathy to our training programme from some industrial firms who are developing closer relations with developing countries.

2. Training Needs of Developing Countries

Realizing increasing varieties of training needs and their changing patterns, it is not practicable to establish industry-wise training facilities in full set for trainees abroad. Common as well as urgent needs in the region should be given top priority in considering new training establishments to meet the demand of emerging countries. From our experience more emphasis should be placed on the training of management not only of private industries but also of public and semi-public bodies and independent or self-supporting organizations, e.g. the Development Banks, Industrial Consultant services, Vocational Training Centres, various public utilities such as communications. OTCA has organized with Japan Productivity Centre several seminars on management of small-scale industries. Dr. Prasad's Institute has made remarkable contribution for training the government officials. Our Agency also organized several group courses on national as well as local administration and on development planning. Such training of management could be extended from private enterprises to the management and administration of other public and semi-public organizations.

3. Importance of Practical Training

There is a peculiar feature in some Asian countries not to respect manual labour and prefer non-productive desk work to practical productive labour. Many promising trainees received in OTCA's agricultural course were once reluctant to go into the muddy, paddy field. It is an accepted method of effective training that a trainee must absorb knowledge and technique through actual on-the-job operation. On-the-job training includes training on simple and tiresome ticket punching at the railway training institute and also labour in front of hot steel furnace. Only after the field training of such kind, the promising cadre could become more responsible in dealing with more sophisticated work. Many stories are told here how the founders of the modern industries in this country trained themselves in workshops of American and European factories a century ago.

4. Improvement of National Training

Another point for consideration is giving more incentive and reward for national training. In some parts of Asia, there remain some privileges for the people who received the European or American education compared with the nationals who were purely educated in domestic institutes. The governments in Asia should reconsider this traditional prejudice and should make efforts to improve the quality of national and local institutes and to prevent brain drain to the developed countries. This leads us to consider the importance of regional cooperation in advancing the level of regional and national training. OFCA is looking forward to play more positive role in assisting the improvement of regional and domestic training of Asian countries. In this connection, it should be pointed out that experts sent to train local people face lack of cooperation on the recipient side in some instance, when they are provided with insufficient counterpart fund and personnel which are indispensable for effective training.

5. Self-Help Efforts

It may rightly be said that the technical assistance, including that of training, envisages the self-supporting development of recipient countries and hopes to end aid as early as possible. The objective of manpower training is realized when counterparts are trained to such level that they could extend and continue training of local people by themselves. It is a source of great pity that some trained personnel are transferred to take other jobs which might be more remunerative but do not require their trained experiences and acquired skill and knowledge.

6. Training Arranged by OFCA

(1) Present System of OFCA Training

One of the most important work of Overseas Technical Cooperation Agency is to organize training courses to receive technicians, research staff, government officials, etc. of middle level or higher from developing countries.

Some high officials of the rank of vice-minister or bureau director are also accepted under our training program to promote their understanding of Japan's present economic and social conditions so that they could learn from the experience of Japan in promoting economic and technological development of their own country.

In 1968, the number of trainees accepted from abroad during the period of 14 years has reached the figure of 10,000.

The area from which training participants are recruited covers Asia, the Near and Middle East and Africa, Central and South America, and in the case of atomic energy, it extends to some European countries.

Subjects of training cover extensive fields, ranging from primary industries-agriculture and fishery are most prominent, secondary industries such as mining and manufacturing, to tertiary industries such as transportation and telecommunications. Agriculture, fishery and stock-raising are the fields where a large number of trainees study and this shows the acuteness of the food shortage problem in developing countries.

There are two different types of training, i.e. group training and individual training. Group training is given according to training programs which are pre-arranged for respective fields and each group is composed of 10 to 12 trainees of different nationalities. In 1968, we had 72 group training courses. In 1969, we are intending to increase the number of group training courses to 80. On the other hand, individual training is provided according to training needs and qualifications of each trainee but sometimes several of the trainees coming from the same country with similar backgrounds are grouped together to receive individual training. Proportion between the trainees of group and individual training in 1968 was 6 to 4.

The training of OTCA is performed at OTCA Training Centres, experimental and research institutes of various government agencies and local authorities, research institutes of universities, semi-public institutes such as

that of the Japan Broadcasting Corporation (NHK) and training facilities of private enterprises.

Training centers of OTCA are the Tokyo International Centre, the Osaka International Training Centre, the Nagoya International Training Centre, the Ibaragi International Agricultural Training Centre and the Misaki International Fishery Training Centre. These training centres provide facilities for training and lodging. The Ibaragi International Agricultural Training Centre has an experimental paddy field as well as laboratories, tractors and agricultural implements including threshing machines. The Misaki International Fishery Training Centre is equipped with a demonstration workshop and a display room, and two small fishing vessels to provide overall training in coastal fishery.

The form of training is classified into short-period inspection tour of economic activities and industrial facilities, seminar of one to two months in such important fields as national administration and economic planning, practical training of four months to one year for acquiring techniques and skill, and high level study of two to three years of Master and Doctor courses at universities. On the average, the period of training is about five months.

(2) Problems of OTCA Training

A. Quantitative problems

The budget for trainees increases considerably every year. In 1968, we have accepted approximately 1300 trainees but we cannot yet satisfy the increasing demand addressed by developing countries to Japan.

Since Japan places emphasis on her technical co-operation toward the Asian region, the number of accepted participants from countries in the Middle East, Africa and Latin America has been extremely small.

It is also necessary to increase the training of so-called "counterpart personnel" who work with

Japanese experts abroad and take part in Japan's technical co-operation projects in their own countries.

It is also important to promote visits to Japan of high-level officials, who hold key posts in the governments concerned, so as to enhance their countries' understanding of Japan's ability to contribute to the economic and technical progress of their countries.

B. Qualitative problems

(i) Problems of Individual and Group Training Courses

It is necessary to expand the individual training system because the participants can study in accordance with their precise needs and in a manner conforming with the stage of development of their regions, as well as their own technical levels.

However, on account of insufficiency of training facilities for foreign trainees and the great care and expenditure needed for such individual training, it is impossible to arrange it for all participants.

A merit of group training is that it would afford opportunity for participants to get to know each other and to stimulate competition.

For the successful operation of group training, certain basic conditions have to be fulfilled. First of all, the objectives and contents of each group course should be clearly defined and accurately transmitted to the governments who are selecting participants for the group course offered. Secondly, participants of the same course should have a similar level of knowledge and technique, conforming with the level and contents of the training course. In addition, participants should have good command of English.

Our experience tells that those who have attended the group training course did not always meet the above conditions.

It is therefore necessary for us when establishing group training courses to meet the basic demand of developing countries with different backgrounds and to be adaptable to the stages of their economic and social development.

We are increasingly feeling the necessity to give more detail attention to differences in the level of development and we are exploring the possibility to sub-divide group courses so that countries with similar development stage and background will be only grouped together. We are considering to organize one group course for more developed developing countries and another course for less developed developing countries. Also, there is a suggestion to organize separate courses for Asia, Middle East, Africa and Latin America, respectively.

(ii) Selection of Trainees

Selection of trainees should be based on objective criteria and priority of needs and should not be based on personal favoritism or seniority. Coordinating agency of aid-receiving country should have strong power to select the right person against pressures and also the view of donors should be respected.

It is necessary for Japan to examine more positively the personal qualifications of candidates and question the recommendations of the governments if there is ambiguity. We wish to explore ways and means to carry out pre-screening at Japanese embassies and OTCA offices abroad.

(iii) Length of Training

There are conflicting views regarding the length of training. Many participants who seek

acquisition of technique and skill consider the training period as being too short, while those who take part in seminars, introductory lectures and inspection tours consider that the course could be shortened. Also, high officials cannot attend a lengthy course.

(iv) Training Institutions

We have a limited number of training institutions which accommodate the participants of developing countries. Except for the Training Centres operated by OTCA, none of those institutions accepting overseas trainees are established for the overseas technical co-operation. They are organized for the training of the Japanese people.

Accordingly, their instructors and staff are engaged mainly in technical training of the Japanese and their knowledge of the developing countries is much limited.

In order to solve these problems, it is necessary to establish special facilities for the exclusive use of participants from developing countries and maintenance of full-time instructors who have knowledge and experience of developing countries.

As it would involve large expenditures to establish these special institute, we must solve them by gradual stages. We are at this moment making efforts for establishing training facilities for small-scale industries, a field in which demand for training in Japan is strong.

(v) After-care for Returned Trainees

It is necessary not to end the training in Japan, but to keep up and improve the level of returned trainees. OTCA provides follow-up services of supplying publications and equipment. We are sending more equipment for these returnees.

We are now studying the possibility of re-training to certain participants, so as to enable them to brush up their knowledge and technique.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for transparency and accountability, particularly in financial matters. The text notes that without clear documentation, it becomes difficult to track expenses and revenues, which can lead to misunderstandings and disputes.

2. The second section focuses on the role of technology in modern record-keeping. It highlights how digital tools and software solutions have revolutionized the way data is stored and accessed. These technologies not only streamline the process but also reduce the risk of human error and data loss. The document suggests that organizations should invest in reliable digital systems to ensure their records are secure and easily retrievable.

3. The third part of the document addresses the legal and regulatory requirements surrounding record-keeping. It outlines various laws and standards that govern how records must be maintained, stored, and disposed of. Compliance with these regulations is crucial to avoid legal penalties and ensure the integrity of the organization's data. The text provides a brief overview of key regulatory frameworks and offers guidance on how to stay up-to-date with changing requirements.

4. The final section discusses the importance of regular audits and reviews of records. It explains that periodic audits help identify any discrepancies or areas where records may be incomplete or inaccurate. This process is vital for maintaining the overall health and reliability of the organization's information systems. The document recommends establishing a clear schedule for audits and involving relevant stakeholders in the process to ensure thoroughness and transparency.

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I 会議のプログラム

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT

Tokyo, 10th-14th March 1969

P R O G R A M M E

This meeting is organized by
the O.E.C.D. Development Centre (Paris)

with the co-sponsorships of
the United Nations Asian Institute
for Economic Development and Planning (Bangkok)

and
the Overseas Technical Co-operation Agency
(Tokyo)

I

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES IN ASIA
IN THE FIELD OF SOCIAL AND ECONOMIC DEVELOPMENT

P R O G R A M M E

Monday 10th March 1969

Morning

10.00 to 11.30 a.m. Registration of participants

Afternoon

2.00 to 5.30 p.m. OPENING SESSION

Chairman: Mr. Seifu Aburatani
Managing Director
O.T.C.A.
Tokyo

- Welcome Addresses:

by His Excellency Haruki Mori
Deputy Vice-Minister
for Foreign Affairs
Government of Japan

by Mr. Shin-ichi Shibusawa
Director-General
Overseas Technical
Cooperation Agency
Tokyo

- Opening Speeches:

by Mr. André Philip
President
O.E.C.D. Development Centre
Paris

by Mr. P. S. N. Prasad
Director
U.N. Asian Institute for Economic
Development and Planning
Bangkok

6.30 p.m.

Reception given by Mr. André Philip
President of the O.E.C.D.
Development
(at Kayu-Kaikan)

Tuesday 11th March 1969

Chairman: Mr. P.S.N. Prasad
Director-General
U.N. Asian Institute
for Economic Development
and Planning
Bangkok

Morning

9.30 to 12.00 a.m.

- Problems and possibilities of general
economic integration in less developed
countries: an overview

by Mr. Friedrich Kahnert
Head of the Research Division
O.E.C.D. Development Centre
Paris

- Discussion

Afternoon

2.00 to 5.30 p.m.

- General schemes for regional
integration within South-East Asia

by Mr. Motonaga Ohto
Director
O.T.C.A.
Tokyo

- Discussion

6.00 p.m.

Reception given by Mr. Haruki Mori,
Deputy Vice Minister for Foreign Affairs
(at Hotel New Otani)

Wednesday 12th March 1969

Chairman: Chief S.O. Adebo
Executive-Director
U.N. Institute for Training
and Research
(UNITAR)
New York

Morning

9.30 to 12.00 a.m. - New forms of regional cooperation
in South-East Asia

by Mr. A. Kintanar
Director
Institute of Economic Development
and Research
University of the Philippines
Quezon City

- Discussion

Afternoon

2.00 to 5.30 p.m. - Free discussion on technical coopera-
tion (Mr. M. Sawaki, Deputy Director-
General of Economic Cooperation
Bureau, Ministry of Foreign Affairs
and other officials of the Ministry
and OTCA will join the discussion
meeting)

7.00 to 11.00 p.m. - Sight-seeing in Tokyo

Thursday 13th March 1969

Chairman: Mr. André Philip
President
O.E.C.D. Development Centre
Paris

Morning

9.30 to 12.00 a.m.

- Prospects for closer cooperation between Training and Research Institute in South-East Asia: some suggestions and proposals

by Mr. P.S.N. Prasad
Director-General
U.N. Asian Institute for Economic
Development and Planning
Bangkok

- Discussion

Afternoon

2.00 to 5.30 p.m.

- Training needs and problems in the field of social and economic development in South-East Asia

by Mr. Anisuddin Ahmed
Director
National Institute of Public
Administration
Dacca

- Discussion

7.00 p.m.

Reception given by Dr. Seiichi Tobata,
Chairman of the Institute of Develop-
ing Economics
(at Green-Kaikan)

Friday 14th March 1969

Morning

Chairman: Mr. Montague Yudelman
Vice-President
O.E.C.D. Development Centre
Paris

9.30 to 12.00 a.m. - Determination of research priorities
by Mr. G. Bhoothalingam
Director
National Council of Applied
Economic Research
New-Delhi

- Discussion

Afternoon

2.00 to 4.00 p.m. CLOSING SESSION

Chairman: Mr. Seifu Aburatani
Managing Director
O.T.C.A.
Tokyo

- Conclusions and Recommendations

- Closing Speech

by Mr. André Philip
President
O.E.C.D. Development Centre
Paris

7.00 p.m.

Reception given by Mr. Sohei Nakayama,
President of the Overseas Technical
Cooperation Agency
(at International House of Japan)

Saturday 15th March 1969

Morning

Free

Afternoon

2.00 to 5.00 p.m. - Sight-seeing in Tokyo

Sunday 16th March 1969

10.20 a.m. Leave T.I.C.
11.00 a.m. Leave Tokyo for Osaka by New Tokaido Line
2.10 p.m. Arrive Shin-Osaka
2.20 to 5.00 p.m. Sight-seeing in Osaka City
6.00 p.m. Arrive Osaka International Training Center (O.I.T.C.)

Monday 17th March 1969

9.00 a.m. Leave O.I.T.C.
10.00 to 12.00 a.m. Visit Katsura Detached Palace and Nijojo Castle
0.30 to 1.30 Lunch at Nanzenji Temple
1.30 to 4.00 p.m. Visit Kinkakuji Temple and Nishijin Silkhall
4.30 p.m. Return to O.I.T.C.
5.00 p.m. Leave O.I.T.C.
6.00 p.m. Reception given by Mr. Sinobu Ichikawa, President of Osaka Chamber of Commerce and Industry (Kokusai Hotel)
9.00 p.m. Return to O.I.T.C.

Tuesday 18th March 1969

8.30 a.m. Leave O.I.T.C.
Observation at Sakai Plant of Kubota Iron Works, Ltd.
3.20 p.m. Leave Shin-Osaka
6.30 p.m. Arrive Tokyo
7.30 p.m. Return to T.I.C.

II. 出席者リスト

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT

TOKYO, 10th-14th March 1969

LIST OF PARTICIPANTS

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES IN ASIA
IN THE FIELD OF SOCIAL AND ECONOMIC DEVELOPMENT

Tokyo, 10th - 14th March 1969

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- Mr. P.N. Dhar
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Institute of Economic Growth
University Enclave
NEW DELHI 7
- Mr. H.K. Paranjabe
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- Mr. P.D. Malgavkar
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- Mr. P.N. Mathur
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- Mr. Saleh Afiff
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Institute of Economic and Social Research
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- Mr. Harsja W. Bachtiar
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- Mr. Saburo Okita
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- Mr. Seiichi Tobata
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KOREA

- Mr. Hyung Yoon Byun
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PAKISTAN

- Mr. Anis-Ud-Din Ahmed, (*) (Rapporteur)
Secretary
Planning Department
East Pakistan Secretariat
DACCA

(*) At the time of the preparation of the Conference, Mr. Ahmed was Director of the National Institute of Public Administration in Dacca. Since the beginning of this year, he has been appointed Secretary of the Planning Department at the East Pakistan Secretariat, Dacca. He is, however, still lecturing at the National Institute of Public Administration.

The PHILIPPINES

- Mr. A. Kintanar (Rapporteur)
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O. E. C. D. DEVELOPMENT CENTRE

- Mr. André Philip
President

- Mr. Montague Yudelman
Vice-President

- Mr. Friedrich Kahnert
Head of the Research Division

- Mrs. Valerie Di Giacomo
Assistant

Ⅲ 会議の結論・勧告

CONCLUSIONS AND RECOMMENDATIONS OF THE FIRST MEETING OF DIRECTORS OF RESEARCH AND TRAINING INSTITUTES IN ASIA

(Tokyo, 11th-14th March, 1969)

1. The first Regional Meeting of Directors of Research and Training Institutes in Asia took place from the 11th to 14th of March, 1969, in Tokyo, thanks to the generous hospitality of the Overseas Technical Co-operation Agency. The meeting was held under the co-sponsorship of this Organization together with the Asian Institute for Economic Development and Planning of the United Nations and the O.E.C.D. Development Centre. The main business of the meeting consisted of a discussion of experiences with and prospects for economic co-operation in Asia and of a review of prospects for closer research co-operation and of training problems of Asian institutes. In addition, there was an opportunity for an exchange of views on problems of technical co-operation

Economic co-operation

2. The participants in the meeting agreed that in the Asia context, it was premature to aim at general economic integration in the near future. The political mood for organized co-operation between Asian countries has still to be developed and many countries have still to make further progress in internal political, social, cultural and economic integration before embarking on overall integration schemes. It seemed, therefore, wise to concentrate efforts initially on limited areas of co-operation, either on a project, commodity or sub-regional basis. Countries should be grouped pragmatically and membership should be determined in the light of the objectives of the co-operative effort.

3. Even co-operation on specific problems had not, in the past, come up to expectations. While the meeting recognized that there had been progress in such projects as the development of the Mekong River Basin and the development of a regional educational policy, in other cases lack of political determination and lack of basic knowledge about the problem on hand had contributed to disappointingly slow progress. It was, therefore, imperative that research institutes should strive to clarify in their work the potential areas of international co-operation and the benefits that could be obtained from such efforts, thus contributing to create the political drive for co-operation. Appropriate foreign aid policies could also contribute substantially, as was exemplified by the acceleration in the Mekong River Scheme subsequent to the offers of aid by several donor countries for Southeast Asian development schemes. More concretely, foreign technical assistance was urgently required in project identification and formulation.

Research co-operation

4. The meeting agreed that an exchange of views among Directors of Asian Institutes was particularly valuable and should be put on a regular basis. The Asian Institute for Economic Development and Planning is willing to provide initial administrative and secretarial help. While it might be premature to think right now of an institutionalized association of Asian institutes, this should be the objective. A small group with one representative for each interested country was set up to encourage progress in this direction.
5. In the meantime opportunities for co-operative research projects should be explored. Prospects for economic co-operation between countries could be the first subject of such an effort. Finally, the meeting felt that there was a need for improving the mutual exchange of information on their work among the Institutes. The above-mentioned group will try to make arrangements on both these subjects.

Training problems

6. The meeting felt that the three main problem areas in training were:
 - (a) Choice of the right trainees;
 - (b) Development of appropriate curricula;
 - (c) Choice of the best training method.

7. Concerning the first of these questions, an important point was that imparting training was possible only on the basis of improved personnel systems and especially career planning. Professionalized training in development problems for different types of civil servants - generalists as well as specialists - required much more emphasis than it receives at present. No generally valid recipe can be evolved for the choice of participants among possible candidates and this is likely to remain a difficult area in training activities at all levels. A major gap in present training activities seemed to be training of the political leadership with a view to reducing the preponderance of short-term political considerations in governmental policy-making.

8. Concerning curriculum development, the need for flexibility and adaptability was stressed. Two main problem areas emerged from the discussion. At present, training has to be backed up by research aimed at formulating elements of a relevant development theory on the basis of the actual development situation. The second problem concerned training of the teachers. It was stressed that efforts should be made to acquaint teachers more intimately with the country problems, so that they could move away further from transferring textbook knowledge. There was also some feeling that in addition to the Asian Institute for Economic Development and Planning of the U.N., there was room for regional institutes of a much more specialized character like a possible Southeast Asian Urban Development Centre.

9. The choice of the best training method had to be adapted to the objectives and to the level of the training programme. For top level training, the meeting expressed a preference for country courses as this made it easier for the right people to attend. Opinions were divided on whether such courses should be short and intensive or somewhat longer and part-time. Both methods had advantages and drawbacks.

3月10日 ~ 3月14日

IV 各セッションの議事概要

(1) WELCOME ADDRESS

BY

Mr. Shinichi Shibusawa

Director-General of the Overseas Technical Co-operation Agency

Mr. Chairman, President Philip, Dr. Prasad, Chief Adebo,
distinguished participants and Gentlemen,

On behalf of the host agency, I wish to express our sincere welcome to all participants who have come all the way to attend the first Regional Meeting of Directors of Training and Research Institutes in Asia in the field of social and economic development.

In the short history of the Overseas Technical Co-operation Agency, we have hosted or organized on a number of occasions seminars and courses dealing with problems of development but we have not so far had the privilege of hosting an international meeting of this magnitude, assembling brains of Asia and co-sponsoring with such world-reputed organizations as the Development Centre of OECD and United Nations Asian Institute for Economic Development and Planning. We consider this occasion as affording encouragement as well as honour to our Agency.

I wish to stress that the staff of my Agency including myself take great pride in working for the economic and social development of Asia and we are most happy to assist the work of OECD and United Nations in promoting closer relationship between training and research institutes in Asia.

Needless to say, a meeting of this nature is by itself conducive to the furtherance of harmonious regional co-opera-

tion which is a leading issue of our time. We must admit that Asia, under the yoke of "divide and rule policy" in the past, has not yet fully realized the immense benefit which the Asias could obtain through closer regional co-operation. Since my Agency is entrusted by the Japanese Government with the task of carrying out technical training to the people of the developing countries, we have gained valuable insights into the problem of development assistance to Asia. We are increasingly feeling that there is a keen need for closer coordination between bilateral co-operation and regional integration schemes. During last year, our Agency has made some efforts to promote regional co-operation through such measures as dispatching of Japanese experts to various survey missions of Asian Development Bank and sending of preinvestment survey teams for the Mekong Development Project and for Asian Highway Project. You must believe me when I say that our meeting with this fine array of brilliant scholars and experienced administrators could provide a unique forum for evolving a new constructive approach to the problems of Asian regional co-operation.

I am certain that, under the guidance of prominent and able chairmen, such as Mr. Philip, the discussions starting from tomorrow will be most enlightening and fruitful.

With my firm belief that the meeting will arrive at most successful conclusions and recommendations, I take this opportunity to extend my best wishes for your deliberations.

(2) W E L C O M E A D D R E S S

BY

Mr. Haruki Mori,

Deputy Vice-Minister for Foreign Affairs
Government of Japan

Mr. Chairman, distinguished participants, ladies and gentlemen,

I wish to extend my cordial welcome on behalf of the Government of Japan to the participants of the First Regional Meeting of Directors of Training and Research Institutes in Asia in the field of Social and Economic Development.

This meeting has been organized by the Development Centre of the O.E.C.D. under the capable and inspiring leadership of Dr. Andre Philip. As one who had the privilege of serving as the first Japanese Ambassador to the O.E.C.D., I have always held in high esteem the valuable contributions the Development Centre has been making in meeting the wishes of those developing countries who aspire to benefit from the experiences of developed countries as well as other developing countries. Now in this meeting are assembled the directors of 28 training and research institutes in Asia and the representatives of other international and private organizations, all of which are renowned for their knowledge and experiences in the field of social and economic development. Through discussions at the meeting on problems and possibilities of regional co-operation in this field in Asia, I am confident that the importance of regional co-operation for development efforts will be reaffirmed. Through exchange and transfer of knowledge and experiences among those institutions which participate in this meeting, I hope that search for the best methods to initiate and insure a steady rate development can be further pursued.

In conclusion, I would like to extend my words of congratulations to all of those who worked together for the successful organization of this historic meeting.

(3) OPENING SPEECH

BY

MR. ANDRÉ PHILIP

PRESIDENT OF O.E.C.D. DEVELOPMENT CENTRE, PARIS

Mr. President, Mr. Minister Mori, Mr. Shibusawa, Dr. Prasad, Chief Adebo, dear friends,

First I must apologize that I have not been able, to arrive with a written speech which could be distributed. It happened that I had a car accident quite recently and was ill in bed last week so I didn't have time, unfortunately, to dictate a paper. So with your permission I shall make an oral presentation of a certain number of observations on the problems we have to face and the work we have to do this week. May I say first that it is a very great joy for me to have the first regular meeting of the research and training institutes of the Asian countries here in Tokyo. It was my idea, soon after I took my present position, as the Head of the Development Centre to organize such a meeting. The first time I came to Tokyo, more than a year ago, I spoke of it to a certain number of friends here and I am very glad to see that my hope has been fulfilled and that we are now in the process of realizing it.

If you will allow me, I will first recapitulate what the Development Centre has been doing and what it is expected to do at the present time in its work. You know that the Development Centre is an autonomous body inside of the O.E.C.D. This organization was created under the Marshall Plan and was used as a means of distributing American aid to the European countries; our experience was such that we found that by getting together and discussing our needs and our policies we could make the best use of the American aid we received at that time.

After the Marshall Plan was finished, the O.E.C.D. became enlarged, with the United States and Canada becoming members, then Japan entering it, and some other countries and, quite recently Finland became a member, Yugoslavia is an associate

member and is negotiating at the present time to become a member also; the type of work of the O.E.C.D., as you know, is made by a certain number of studies and by a regular discussion of all aspects of the economic, monetary, agricultural, trade, social, and so on policies of the member countries.

The different offices of the O.E.C.D. study a specific problem, prepare an analysis of the policy of the member country, discuss it with the experts of these countries, and finally publishes a certain number of reports which make an expert appraisal of the policy which is under review. Since 1960, the habit has begun of discussing not only the policy of the member countries generally but also to have a special study and special discussion of their aid policies; so a special committee was created, within the O.E.C.D.: The Development Assistance Committee (D.A.C.).

In 1962 the Centre was created as an autonomous body, its purpose is to prepare, in a certain way, the work of the DAC, to make special in-depth and long-term research and to realize also, directly, a transfer to the developing countries of experiences which have been successful in developed countries. At the present time, the activity of the Development Centre is two-fold, one part of it is the transfer of experience, the other part is the research. And in both of these activities we work in close co-operation with the research institutes, both in the developed and developing countries.

If I look at our transfer of experience work, I find quite a lot of different activities, some of which are permanent and some others are changing every year according to the needs and to the demands of the interested countries.

One of our permanent chief activities, is our Question-and-Answer Service, by which the planning department and technical departments of a developing country can ask us information on a given problem. If we have the information we give it; if not, we say indicate where the information can be obtained. For this purpose we now have a network of nearly a hundred public and private bodies which are working with us so that for every question we receive we know where to go in order to get the answer. And I think that this is very important, because one of the failures of our policy, when we try to help developing countries, is very often the

absence of a good circulation of information. And very often, because of that, the same studies are made twice or three times without realizing that the study has been made already or that there is a study very similar to the need of the developing country which simply has to be adapted to its particular need. There is a waste of effort and a waste of money because the existing information does not circulate enough throughout the world. I may say that after three years of working of our Question-and-Answer Service, we have been meeting a very serious difficulty. It is that in the different organizations the same documentation is not classified with the same method and has not the same index, so that quite a lot of time and energy, here again, is wasted in order to find where the related information is. And recently, with the help of the International Labor Office, of FAO, and three or four other public and private organizations, we have been succeeding in efforts to elaborate a common descriptive list, a documentation esperanto, in which the different ways of classifying documents can be conciliated. After one and a half years of experiments and transformation a new descriptor list is ready now and is going to be adopted officially next week in a special meeting in Rome, so that I think that we will be able to give better service in the future.

The fact is that at the present time in order to do this in a real efficient way, one does need to use computers. We are beginning this but we felt that at the present time there is need not only for the problems of the developing countries but also for the whole of the international community to create, I believe, a new special United Nations agency with very important financial resources in order to create a system of computerized generalized informatic, which is a new science and which has to develop. We have initiated something and we have been progressing. I may say that we have reached the limit where it is going to be rather difficult for us to go on progressing forever and where we should like to find a new, large United Nations agency to which we could transfer this job which is every year becoming more important, more complicated, and exacting, needing, more money.

This Question-and-Answer Service is one of the important activities of our Transfer of Experience Division. Apart from that, we deal with a range of different problems, changing from one time to another. We have been working in the realm of productivity. We have had in Paris a one-week meeting on the

problems of relations between economic planning and productivity. And we have been glad enough to send here last year to Tokyo one of our consultants to work with your Asian Productivity Organization in the elaboration of the five-year plan of the development of productivity in the different productivity institutes existing in Asia. We had, also, last year a week-long meeting of representatives of what we call small- and medium-sized industries. And we have discovered in relation with this week long study that some of our European small- and medium-sized enterprises representatives which have a rather difficult time in the face of the new industrial revolution, which is evolving in our countries, are exactly the type of men which are needed to help the creation and the development of small industries in developing countries. We have been in contact in Asia and Latin America chiefly with the different organizations which are promoting cottage industries and small- and medium-sized industries. And here again, through a transfer and exchange of experience, we think that we have been able to be useful.

At the present time, we have two new demands which we are beginning to answer. One is what is called the mobilization of human resources, the coordination between economic planning and the planning of the educational system in order to try to create an adaptation between the two, adaptation which is needed not only in the developing countries but also in developed countries. All of us have some difficulties with our students; these come sometimes from the needs of modernization and transformation of our school and university system, but also from the fact that there is a discrepancy between what we prepare in the schools and what is needed by the economy of the country; because of this discrepancy very often we are just turning out future unemployed people, since the training given does not correspond to economic and social necessity.

We are doing quite a lot of study in our research work on these points and we are developing more and more in our transfer of experience this method of mobilization of human resources which has been elaborated by the O.E.C.D. and on which we have been making already a certain number of studies, chiefly in Latin America, in Peru and in Argentina; we are at the present time engaged in a very important work in the United Arab Republic in close relation with the Institute of

Statistics and the Planning Department and the Bank of Egypt. And quite recently we have been asked to begin to do the same thing on scientific research and technological classes.

Now I have presented some ideas of what we are doing in the realm of transfer of experience. We have got some permanent activities, and we have got some other activities which we begin, and then, after that we transfer to some other organization when it has been developed; thereafter we begin some other ones, because the function of the Development Centre is to be an innovator, a catalyzer; it is to begin what does not exist yet, to launch an enterprise, and when the enterprise can go on its own feet to let it go; when it can be taken by a larger organization having bigger financial resources than we have, we transfer it and, with our money, we begin something new in order to be able always to innovate and to do something which can be useful.

Our second activity is, essentially, devoted to research. And here we have regularly a main program and, besides the main program, a certain number of lesser and more specialized activities. In the last three years, under the direction of my predecessor as President, my friend Robert Buron and the Vice-President Mr. Little, a very important study has been made on the problem of industrialization in developing countries, centering essentially on this question: Should industry be created in order to take the place of imports or should it be created in order to develop exports? You know that among the theoreticians there is a very important discussion on this problem. We have been trying to study it from the point of view of actual experience, and we are now finishing six studies (India, Pakistan, Taiwan, Philippines, Mexico, Brazil); we are going to publish six volumes on these experiences, and we are finishing now, after quite a lot of discussions amongst us, the final volume, taking the conclusions coming out of these six country studies and trying to give some opinions on the different options and to define what a policy could be. This was the main study of the last three years.

And now for this year and the next two years, with, the Vice-President, Professor Yudelman, we have decided to give a different orientation and to center our interests on the problem of employment; because it appears already, now, and it will be worse in the years to come, that the most important

problem of the developing countries will be the problem of unemployment. The concentration of the population in the cities, and the fact that the progress of agriculture which is has been going at a tremendous speed in the last two years may result in liberating manpower from the land and in creating unemployment if at the same time there is not, in the rural areas if possible, the creation of small- and medium-sized industries with a large employment of labor in order to give to the farmer what he needs for his work, what he needs to increase his standard of life, in order to give him some real impetus to accept the complete cultural transformation which is linked with the progress of agriculture. We are going to concentrate our studies on the problems of employment, on the problem of the industrial techniques, with the problem of the transformation of agriculture and its social consequences and the problems arising from it.

Now apart from this big study on which we will concentrate most of our resources, we have also some other lines of study, which change as I said from one year to another. First, we have a permanent activity which is the study of national accounts of developing countries which is made regularly by Mr. Marczewski. We have just been finishing a study on the problem of regional integration, and my friend Mr. Kahnert will speak to you of our conclusions tomorrow. We are going to begin, at the request of the DAC, a study on the problems of private investment in developing countries, what they can bring, what they give as a real positive help; and at the same time the social problems which come out from the importance of the private investment inside of the country, and how one manages to integrate such international private investment within the general planning of the interested country. We are finishing at the present time a study on the techniques and methods of aid of the U.S.S.R., and we may have a meeting of international economists to compare the different methods of aid according to the different social and economic systems. We have at the present time a study going on, which is linked with our transfer of experience, on the status of Algerian workers in Europe in order to see, for the country which receives imported migrants from the developing country, how their presence could be used to achieve a transfer of technical experience through vocational training in order to enable them to come back to their country as skilled workers prepared for the economic development of their country.

I have mentioned a certain number of examples elaborating, what we are doing at the present time, both in research and in transfer of experience. Our method in both cases is to work in close relationship with the research institutes, both in developing and developed countries. In our study on industrialization, we had the precious help of a certain number of Indian and Pakistani economists, the same thing in Brazil, and Mexico, and we intend to do the same in our present research and to work both with research institutes in developing and developed countries.

You know that, since the beginning, we have been trying to act as a helper, an intermediary, for exchange of experience between the different institutes existing in the world, both in developing and developed countries. This was begun in 1960, created by the O.E.C.D. itself, in order to establish some contract between development research and training institutes of developed countries. In 1963 it was taken over by the Development Centre and extended to developing countries, and now we are in contact with two-hundred and fifty institutes in sixty countries. It is no use for me to speak of the service we are trying to give to you. You know the catalogues, which we are publishing every other year, i.e. the Catalogue of the Training Institutes, and the Catalogue of Research Institutes and Programs; you know our Liaison Bulletin, between development institutes, which is issued every three months; and we have been organizing every year an annual meeting of the directors of development institutes; the last one, (that was my first job as soon as I was appointed as President of the Centre,) was held at Montpellier (France), and we had more than seventy institute representatives there. It was at Montpellier that we realized that there was a problem. The number of representatives was increasing regularly every year, and it appeared that sixty or seventy, (the number we had had at Montpellier) was really the maximum possible for effective work during a week if we wanted, at the same time, to create an exchange experiences between the directors of the institutes, and to keep enough time free for special meetings, discussions and private conversations and also to have a real study and discussion of a given problem taken as the topic for the meeting.

So it appeared that it became necessary, not to cancel the international meetings which still are useful, but to have them only every second or third year, and in the meantime to hold regional meetings corresponding to the special problems and needs of every region, where we will be less numerous and then more able to do real effective and concentrated work. It is how we decided to have three regional meetings, out of which this one is the first one. The second one will be in Latin America next fall, and we are negotiating, without any decision taken yet, for the organization of the African one, perhaps in Uganda. I can already advise you that in 1970, next year, will have the regular international meeting in Canada. The Canadian Government is making a very big effort at the present time to give more money and more men and to devote them to the problem of international aid, and the agency, it is creating for this has let us know, just recently, that they are ready to organize in Ottawa, and to contribute very generously, to the organization of our international meeting sometime next year, spring or fall.

Now I am very glad that we have our first regional meeting here, because we have got this very able and well-organized group which is receiving us today, and I am very grateful to Mr. Shibusewa and all those who worked with him to organize the reception of the whole of our crowd and to have been taking a very important part in the preparation of the our country.

I am not going to enter now into an analysis of the problems which we are going to study in the days to come; the problem of economic integration, the problem of the training needs, the problem of the priority in the research; all of this we are going to discuss in the following days. I will simply say that from the study made on economic integration we realize the big usefulness of regional integration for the developing countries, but also the difficulties which are encountered and which are still much more important, that is the one we meet when promoting regional integration inside the developing countries. You know that we are progressing in the economic integration of Europe. We are progressing and I think we are going to progress still more. But we are progressing not step by step, but jump by jump, from one crisis to another crisis, and each time we have a crisis, sometimes an economic one, sometimes a political one, the crisis compels

us to make a new re-evaluation of the problem; then we make a jump and we progress until the next crisis, which stops everything and compels us to make again a new jump. So it is not a very peaceful evolution; it is always through contrast, contradiction, that we feel the need for progressing, and we feel the need for progressing because there is no other way out. And so even those who are hesitant, even those who are critical, finally have to come on line, because there is nothing else to do.

But also we realize that when we do progress, in every one of our countries there is invariably a development pole. Many of our people speak of the lotharingic Europe, of the Rhine-Rhône and North-of-Italy axis, which is developing quickly, leaving aside in every one of our countries the outer regions. In France we have got at the present time a very big difficulty with the situation of Brittany, which is so far away from the Rhine-Rhône axis, that we need to spend a lot of money to compensate the development of the pole with some spending of money in the far-away provinces in order to avoid a growing discrepancy between them. It is the same problem in the developing countries. But the developing country doesn't have the money to make the compensatory expenses and the compensatory investment in the parts which are away from the pole of development, so that it appears quite clearly that when one does study the necessity of economic integration one does realize that the priority has to be established not so much for the creation of a free-trade area or a customs union, but for the real coordination of investments, with some compensatory investments in the other areas which can be given only by external aid; so a certain link must be established between the tentatives of economic regional integration and a certain orientation on the international aid.

For the problems on the priorities of research, I think that, from the papers which have been submitted, something comes out, which is also the result of all our study. It is that apart from some specialized, technical studies, which are always necessary, we need to have some large, interdisciplinary, practical studies. There has been sometime, in the developed countries, but also in some developing ones, a fashion to have important, theoretical, econometrical, mathematical studies on the general problems of development.

I think this is very useful, but we had the experience in my country, in France, of a training institute which gave to students and civil servants of developing countries such theoretical studies that what they did study was of no use whatsoever practically when they came back in their countries. So that it is very good to have the theoretical study. But what is essential at the present time is a lot of practical studies on-the-spot, country by country, studies made through interdisciplinary methods, because if you have got people from one discipline only, sometimes one can get into very serious difficulties. I don't know if here, in Japan, it is the same thing as in France, but in my country we are tired of sociologists at the present time because they are at the origin of the whole of the student unrest who have been taught psychology and sociology while remaining economically illiterate. I must say on the other side that I realize very often that, many of my very good economist colleagues were also psychological and sociological illiterates, and it is as dangerous in this case as in the other, if everyone tries to remain in his own speciality, to build up his own special language so that nobody but the specialist can understand him; the result is that there is no contact with the population, there is no possibility of transferring and translating very good ideas into practical results; so we have to try to give to our research an interdisciplinary-type orientation; certainly we must have the purely scientifically oriented research, but we also need a practical analysis, in order to be able to arrive at conclusions which can be useful on the spot, because when we speak of development we are not speaking only of economic growth.

Economic growth is a necessary part of development, but development is related to man, the important problem is to help men to change, men to realize themselves, to invent, to create, to use their past traditions to get further, and to receive from the developing countries what they think can be useful for the own synthesis which they have to make. Our experience shows that the dogmatists in the problems of development are very dangerous. We have the dogmatists coming from a country which was a triumphant success through private capital and private enterprise and goes everywhere in the world and says, "Private enterprise is the solution for everything," there are also those who had some success in their own country through collective action and authoritarian

planning and go and say "I succeeded, so the only way for you to succeed is to do the same thing."

Experience shows that it is not good to make a transfer from one type of structure, either private or collectivist, without changing it. Experience shows that even the techniques can not be transferred without being adapted and changed, and that it is to the developing countries to make themselves their research, to make their choice, taking in their past, taking in the experience of the West, taking in the experience of the East, everyone finding what is necessary for itself in the geographical and historical situation which is its own at the present time.

Now, we are getting through a period in which it appears that the problems get more and more serious. Our aid is absolutely insufficient, and will appear more and more insufficient. We are not realizing the one percent of the national product which has been asked by the New Delhi Conference, and of this less than one percent a big part, as a result of the present difficult monetary situation, is tied, which means that one-third of it is really helping the exporters of the donor countries more than giving real aid to the receiving countries. And there is not enough coordination between the aid-giving and sometimes the aid-receiving countries. Here again, as for information, there is waste, waste of money, waste of the energy of men, because we have not yet been trying to think of a real strategy of development. I think that this is what appears absolutely necessary now.

Taking at the same time the problem of technical aid, the problem of technical assistance, the problem of coordination of markets, organization of markets, industrial preferences, and so on, we hope that from the study made at the present time by Mr. Pearson will lead to the definition of a real strategy of development, and that, very soon, we will not speak of aid, we will not speak of assistance, even technical but we will speak of a common policy of world development, a common policy in which every one of us will take his part and make his work according to his possibilities, according to his resources. This will be without the feeling that there is a donor and a recipient, but that all of us,

all mankind are at present in the same boat, facing the same problems, facing the same dangers, and we have, all of us together, to try to elaborate a common strategy for the common problem of economic, social, and human development.

(4) 開 会 の 辞 (訳文)

アンドレ・フィリップ氏

OECD開発センター所長

議長、森審議官、渋沢理事長、各位
ブラサド博士、アデポー氏

最初に私は皆様に今日の私の挨拶を事前に書面にして配布できなかつたことをお詫びしなければなりません。と申しますのは、来日直前の交通事故のため先週いつばい病床に伏していたため事前に書面にし得なかつたからです。

そこで私は皆様の御了承を得て、今週のこの会議で私達がなすべきことと、私達が直面している問題について、観察したところを申し述べさせていただきます。その前にまず、私は東京においてアジアの開発研究訓練所長の第一回の例会が開かれたことをうれしく思います。このような会議を開催することは、私が開発センターの所長に就任した直後に考えたものです。

1年以上前に私が初めて東京を訪問した際、ここにいる友人の多くに、これについて語つたことがあります。私の希望が満され、それが今こうして実現したことは無上の喜びであります。

まず、開発センターが何をしつつあるか、又その仕事の中で現在期待されているものは何かということについて要約いたしましょう。

ご存知のように開発センターはOECDの中にある独立した機関です。OECDはマーシャルプランのもとに作られ、ヨーロッパ各国に対する米国援助の分配の方法を研究するものでした。私達のやつてきたことは、当時の米国の援助に対する要望や、それを最も有効に使用することについて、共同して討議するものであります。

マーシャルプランが終了した後、米国、カナダ、日本等がOECDに加盟し、最近ではフィンランドも加盟し、ユーゴスラビアも協力国として、現在はまた加盟国になるべく交渉を続けています。

OECDの業務の内容は、加盟国の政策を経済、金融、農業、貿易等の各

面から研究および定例の討議を通じて検討することなどです。

OECDの各事務所はこれらの国々の専門家をまじえて、特定な問題を研究し、加盟国の政策分析をし、それを検討するのです。そして最後に審査を経た政策に対し、専門家の評価をほどこし、報告書として発行します。

1960年以来、慣例として加盟諸国の政策について一般的に討議するのみでなく、援助政策についての特別な研究、討論も開始されるようになりました。その結果、特別委員会(DAC=開発援助委員会)がOECDの中に設置されました。

1962年、本センターは自主的機関として設立され、その目的はDACの業務を立案することであり、特別に深化した、長期的な研究をなすことであり、又、開発途上国に、先進国の成功した経験を実際に移植することです。

現在、開発センターの活動は二重なもので、その一つは、経験の移植であり、他の一つは研究であります。そして、これら両方の活動において、私達は先進国および開発途上国の研究所間との密接な協力のもとに行なっております。

私達の経験をトランスファーする業務を概観しますと、そこに多くの活動の違いがあります。その中のあるものは長期にわたるものですが、あるものは国の要請等に基づいて毎年変わるものです。

長期活動の一つには質疑応答業務があり、そこを通して開発途上国の計画部門および訓練部門は開発の問題点について問うことができます。もし私達から情報を与えられるなら与えますし、与えられなければその情報を得られるよう御案内いたします。

この目的のために、私達は現在私達と協力している100に近い公共的又は私的な機関と連絡をとっております。したがって、私達が受けた質問がどこで解答し得るのかがわかります。これは非常に重要なことと思います。というのは、開発途上国に対する協力を試みる際の私達の欠陥の一つは、情報の不備です。このようなために、しばしば、すでに実施された研究か或はあ

る開発途上国の、その問題に共通するような研究がすでにあるにもかかわらず、同じ研究を二度、三度くり返すことがあります。そこに既存の情報を世界に広く十分に頒布しなかつたが故の費用や労力の浪費があります。この質疑応答事業の3年間の活動を経験した今、私達は非常に深刻な問題に逢着しつつあります。

それは、同じ情報が異つた機関で異つて分類され、異つた索引がつけられていることで、その結果、関連した情報を探すために、時間と労力を浪費することとなります。

最近、ILO、FAO、その他3~4の公共機関、私機関の協力を得て、共通する資料、リストの作成に努力しつつあります。その中では、異つた方法で分類した情報も一致できるようになっております。1年~1年半の実験の後、今や新しいリストは出来上り、次週のローマにおける特別会議において正式に採用されることになっており、私達はこれにより今後、一層サービスを改善できるようになりましょう。事実、現在これを効果的に実施するためには、コンピューターを用いなくてはなりません。私達はこれを始めておりますが、今、考えておりますことは開発途上国の問題ばかりでなく、国際社会全体のためにも、新しい科学である情報を一般化するコンピューターシステムを作るための財政上の裏づけのある新しい特別な国連機関を作る必要があることです。私達は前進を開始しておりますが、これ以上進むことが困難となるほど限界に達しており、今後ますます重要となり、複雑となり、正確になり、費用のかかるこの業務を移行する新しい、大きな国連機関を求めております。

この質疑応答業務は私達Transfer of Experience Divisionの重要な活動の一つです。このほか、次から次へと異つた問題を扱っております。私達は生産性の分野でも活動しておりますが、パリで先週経済計画と生産性の間の問題について会談しました。私達はまた昨年、東京アジア生産性機構に1人のコンサルタントを送り、アジアのいろいろな生産性機関で生産性の発展の

5カ年計画の作成に協力したことは喜びにたえません。また昨年1週間にわたって、いわゆる中小工業の代表者会議を開催しました。この1週間の研究において、新たな工業革命に直面し、困難な時期にあるヨーロッパの中小工業の代表者の一部は開発途上国の小工業の発展と建設を援助するのに必要な人材であることが分りました。

私達は主にアジア、ラテンアメリカの村落工業や中小工業を発展させるための各種機関と接触しつつあります。経験の交換や移植が役立つものであることを、ここで再度強調したいと思います。

現在、答えが出始めた2つの新しい要求があります。一つは、いわゆる人的資源の動員で、つまり、経済計画と教育制度計画間の適応を作り出すためのその両者の調整であります。この両者の適応は開発途上国のみでなく、先進国にとつて必要です。私達は今、学生問題で多くの困難をかかえておりますが、これらは学校、大学制度が近代化と変革を必要としておりますことを示しています。しかし、事実は学校で計画していることと、国の経済が求めていることとのギャップがあり、このギャップのため、しばしば私達は将来の失業者を生み出しております。また従来から与えられている教育が経済社会の必要性と相通じないことも、その一因としてあります。

これらの点について、私達は多くの研究をやつており、今や、OECDによつて進められている人的資源動員の方法を、その経験の移植の中で発展させつつあります。これに関してOECDは主として、ラテン・アメリカ、(ペルー、アルゼンチン)について多くの研究を実施しておりますし、現在は、エジプト銀行の計画部、および統計研究所との密接な協力の下にアラブ連合についてその研究をおこなつております。つい最近はまた、科学研究、技術の段階でも同様なことをなすようにと依頼されています。

現在、私達が経験の移植の分野でおこなつていることについて少し考えを述べてみます。その中には永続的なものもありますが、つい最近はじめたものもあります。そして、あるものが開発された時には、他の機関に移します。

その後、又別のものを始めます。と申しますのは、開発センターの機能は開発者であり、触媒であり、はじめてのものを開始したり、ある事業を離陸させ、その企業が自身で独立できた時、あるいは私達より財政的に豊なる機関に引渡すことが出来る時には、私達は費用とともに今までのものをそこにわたします。私達は常に開発あるいは役立つ事業が実施され得るように新しいことを開始いたしております。

私達の第2の活動は研究です。それは通常、主研究と若干の多かれ少なかれ特別な意味をもつ研究に分かれております。この3年間、私の前任者であるローベルトブラン (Robert Buron) 氏と副所長のリットル (Little) 氏の指導の下に開発途上国の工業化の問題について、重要な研究がなされております。とくに、それは開発途上国においては輸入代替物生産のための工業を建設すべきか、または輸出振興のためのものを生産する工業をつくるべきかというような事に集中しております。この問題は理論家の間では大変重要な討議テーマです。私達は実際の経験に照らしてこの問題にとりくみつつあります。そして、現在6カ国 (インド、パキスタン、台湾、フィリピン、メキシコ、ブラジル) についてはこれを終つております。多くの議論を重ねて、その結果ファイナルな報告書ができ、結論と意見、さらに今後とるべき政策について報告しております。

本年から2年にわたつてはユーデルマン副所長が中心となつて、就業問題について研究することに決定しております。今や、失業問題は年々悪化し、開発途上国の重要な問題となつており、都市への人口集中、あるいはこの23年来の農業の進展は人口を農村から離脱させ、失業問題を起しております。

一方、農村地帯における中小工業の振興は失業農民の救済、人々の生活水準向上のための必需品生産のために、または農業の進歩の一環としての文化改革を受入れる素地を与えるために必要であります。その他工業技術の問題、農業改革、社会問題等に集中して研究していく予定です。これらの主要な研究の他にさきにも述べた1年毎に変わる研究があります。その第1は、マルツェ

ウイスキー(Marczewoki)氏の開発途上国の国家収支の研究という長期研究があります。また、最近完了した統合の問題があります。これは明日カーナート氏が、その結果について報告します。さらに最近はD A Cの要請によつて開発途上国の民間投資が可能か、どのような積極的な援助をするのか、その国において民間投資によつて引き起される社会問題、その国の一般計画の中で、国際的な民間投資をどう統合し管理するのかの問題等がそれです。

現在、私達はソ連の援助技術等についての研究を終えたところです。異つた社会経済制度の国の異つた援助を比較するために国際経済会議が開かれます。その他経験の移植の一環として現在、ヨーロッパにいるアルジェリア労働者の現状について帰国後その国の経済開発に役立ち得るようにするために現在の彼等に職業教育を通じて技術移植するにはどうすべきかを研究しています。

以上が、私達の現在の研究と訓練の活動であります。いずれも開発途上国と先進国の両方の各研究所の協力によつておこなわれるべきものです。

工業化の研究では、インド、パキスタンの経済学者の貴重な援助を得ました。同じようなことはブラジルとメキシコについてもいえます。現在の研究においても同じように先進国と開発途上国の研究所と協力していきたいと思えます。

O E C D設立当初からO E C Dは先進国と開発途上国の双方にわたる世界中の研究所の交流の軸線をしてきましたが、具体的には1960年先進国の開発訓練所間の協定を作るためO E C Dによつて始められたものでした。1963年、これが開発センターに移されて、開発途上国に拡大されました。今や、それは60カ国2500研究所にわたります。

出版関係でも隔年に発行しているカタログがあります。例えば訓練所のカタログ、研究所と研究計画のカタログ、また3カ月毎に開発研究所間の地域フリテン(Liason Bulletin)を出しております。その他毎年このような開発センター所長会議も開催しております。昨年はモントバリー(フランス)

で開き、70以上の研究所長が参加しました。そこで、私は問題のあることを感じました。たしかに、代表者の数は年々増加し、昨年のように60～70の代表が集り、最大の効果があがりました。同時に研究所長間の経験の交流、特別会議、私的交流のための十分な自由な時間もありました。また会議に出された問題点についても討議されました。もちろん、国際会議を否定するものではありませんが、2年に一度か3年に一度、その地域の問題や必要なことを話し合うため地域会議を開く必要が生まれました。そうすれば、さらに実効が上ると思います。そこで3地域で地域会議を持つことにしました。今回のはその最初です。次回はラテン・アメリカで開く予定です。その他アフリカ、多分ウガンダになるでしょうが、でやることも交渉中です。1970年には例会がカナダで開催されますが、現在カナダ政府は国際援助に費用と人員の多くをさいております。このための機関もできつつあります。最近の情報では、会議はオタワで開くよう準備しています。

私は第1回の地域会議が立派な人々を集めて、ここで開催されたことを喜び、渋沢氏はじめ皆様に感謝いたしております。

今回の会議では、経済統合、研修の必要性、研究の優先順位について討議はいたしますが、深い分析はいたしません。簡単にいえば、経済統合の研究から開発途上国の経済統合の重要性を強く認識いたします。もちろん、そこには困難もありますが、それだけ重要性もあります。ヨーロッパでも経済統合を進めておりますが、今後ますます進むでしょうがそれは一歩一歩というより、ジャンプしていくようなものです。つまり、一つの危機から次の危機へと飛びこえていくのです。そして、たえず危機におそわれます。それは私達にとって時には経済的なものであり、時には政治的なものです。それらの危機はまた新しい問題をつきつけます。それをのりこえて次の危機まで進み、そこでまた飛びこえます。それは決して平和な進化ではありません。私達が進歩の必要性を感じたり、他に方法がないから進歩の必要性を感じるのは常に対照と矛盾の中からです。躊躇している人達も、いずれ入ってくることに

なるでしょう。私達が前進している際でも私達の各国にも発展した極が存在します。よく知られているのが、ロサ・ライン地方、北イタリア等です。それに対して取り残された外の地方があります。フランスにもブリタニ地方に大きな困難があり、そこは、ライン地方から離れております。そこで、私達はこの地域的な格差拡大をさけるために遠く離れた地域に金をかけており、極の発展をつぐなうためにこうして多くの金を使っております。開発途上国でも同様であります。そこには先進地域から離れた後進地域に投入する金がないのです。その結果、経済統合の必要性を研究すると、その優先順位の第1は自由貿易地帯の確立や関税同盟でなく、投資の調整であることがはつきりします。その中のあるものは他の地域、つまり海外援助によつてのみ与えられ得るものです。そこで経済上の地域統合仮説と国際援助の方向との間の関連性が確立されなければなりません。研究の優先順位についての問題は配布したペーパーにも述べられており、ある結果が出ておりますが、これはまた私達の研究の全てでもあります。ある種の特殊な技術的な研究は常に必要ではあります。これを除くと大規模な訓練的な実地研究が必要であります。時には先進国まだはある種の開発途上国においては開発の一般的問題に關して重要な理論的、経済的、数学的研究を行う気風がありますが、これは確かに有用です。しかし、私の国フランスにおいて開発途上国の学生、あるいは行政官に理論的研究をさせている研修所の経験では彼等の研修したことは、帰国後何ら実際に役立つものではありませんでした。その結果、理論的研究はよいのですが、現状において基本的なのは、ただ多くの国々のその時点における実際研究であります。それらの研究はその中において研修するという方法をとるものですが、もし一種の研修だけをするなら、往々にして、深刻な困難に出合います。日本においては、どうでありましょうか。不明ですが、フランスと同様なことでしょう。私達の国では現在、社会学者にはあきっております。何故なら、彼らが経済的に無能で、唯、心理学と社会学を教育された不安定な学生の根源となつているからであります。一方、私はまた

私の多くの立派な経済学者の仲間達が心理学的にも社会学的にも無能で、この場合の危険は前者の場合の危険と同じであります。つまり、各人がその専門の中にのみ置かれるなら彼自身の特別な言葉をつくり、専門家以外は誰も彼を理解できず、その結果、一般大衆との接触がなくなり、良い考えも実際的な効果をもたらす可能性を失うことがしばしばです。そこで私達は自分達の研究に内部研修式の開発を導入しなければなりません。たしかに、私達は純粋に科学的に開発された研究もしなくてはなりません。実際の分析も、その時々の問題について、有効な結論に達するためには、必要であります。なぜなら、開発について述べる時、経済の成長のみについていうのではないからです。経済成長は開発の必要な一部ですが、開発は人間に関連するものであり、重要な問題は開発途上国がその中において、人間の変革を、人間の目覚めを、発明することを、創造することを、過去の自身の伝統をいつそう役立てることを、そして、自身の総合化にとつて有用であり得ると考えていることを引き出すのを援助することです。私達の経験から、開発問題に対する独善は危険であることを示しております。私的資本や私企業によつて、成功を勝ち得た諸国から出た独善が世界中にまかり通つており、「私企業こそは一切を解決する」と主張しております。また、一方、集中化や官僚独裁主義の計画化によつて、成功した諸国は「われわれは成功した。諸君も同様にすれば成功する」と述べています。しかし、経験からいえますことは、それが、資本主義的私企業中心であろうと、社会主義的集中化中心であろうと、そのどちらかの一つの経済構造から移植することは好しくないということです。過去の経験はまた、技術でさえ、適応性を考え、変えられなければ移植できないものであり、そして、それを開発途上国は自身で研究すべきであり、選択すべきであり、自身の過去を汲み上げるべきであり、東・西の経験を取り入れるべきであり、そして、さらに各人が現在の置かれた歴史的、地理的状況から必要なものをそれぞれ発見すべきであることを示しております。

今や私達は、そのかかえる諸問題が益々深刻化している時代に入りつつあ

ります。私達の援助は絶対的に不足し、今後いつそう不足するでしょう。それは、さきのニューデリー会議の国民総生産の1%も実現していないし、国際金融情勢の現在の困難さの下では、大部分の国にとって、1%以下でさえ、酷しいのです。そして、援助の半分は実際に受益国をうるおすというより、供与国の輸出を助けるものです。時には、援助の供与国と受益国との間の調整さえも十分ではありません。ここに再度、情報に関する無駄があり、金、人力の無駄があります。というのは、私達はまだ、開発の実際の戦略について、考慮しようとしていません。これは、今、絶対に必要と考えます。同時に技術援助とその問題点、市場調整の問題、市場の組織化の問題、工業上の優先順位の問題、等についてとりあげることで、私達は現在、パーソン(Person)氏によつてなされている研究から、開発の実際の戦略を決定するものを期待しております。また、近々、私達は技術援助も含めて、援助については言及いたすことはありませんが、世界の発展に共通する政策、それはまた、その中で私達1人1人がその能力、資力にもとづいて、果すべき役割について、述べます。これは、供与国、受益国を問わず、同じ船に乗っている人類全体が直而している同じ問題であり、危険であります。私達全員が力を合せて、共に経済上、社会上、人間開発上共通する問題に対する共通する戦略を作り出すよう試みなくてはなりません。

(5) OPENING DAY'S STATEMENT BY DR. P.S.N. PRASAD, DIRECTOR OF
THE U.N. ASIAN INSTITUTE FOR ECONOMIC DEVELOPMENT AND PLANNING
AT THE MEETING OF DIRECTORS OF TRAINING AND RESEARCH
INSTITUTES FROM VARIOUS ASIAN COUNTRIES

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I have great pleasure in associating myself with President Philip and representative of the Government of Japan in extending to you a very warm welcome to this meeting on behalf of the U.N. Asian Institute for Economic Development and Planning. I think it is a very rare occasion when all of us so intensely interested in training professional men and officials in tasks related to the promotion of economic development are getting together. While each of us has responsibilities in relation to our specific geographical areas, we have also, no doubt, interests of a wider character, and meetings like this should certainly help promote those interests. Our experience with problems of training and research vary considerably and we surely have a great deal to learn from each other. In the field of research also, although the basic problems in Asia bear a general resemblance, there are differences in each country and several of the sub-regions which are significant and which it is important for everyone else to understand and appreciate. Here again by cooperation, by an exchange of information and staff, we may stand to gain a great deal, and there might even be the possibility of arranging some kind of a division of labour in the study of many of the problems in the fields of social and economic research, particularly those bearing on problems of development.

Lastly, in terms of regional cooperation, it is my feeling that Asia still lags behind the other Continents in exploiting to the full opportunities which exist for such cooperation. Leadership at the political level is there and it is very necessary. But in addition, institutes like ours have both an opportunity and a duty to disseminate ideas on regional cooperation and give a lead in concrete terms as to the possible avenues of cooperation. For any movement in cooperation to be successful, apart from political leadership there must be in the countries and amongst wide groups of people a clear appreciation of the benefits of such cooperation.

If movements of cooperation are to catch on and become successful, such cooperation cannot be organized without a wide-based popular understanding and enthusiasm for such cooperation. This requires the scholar and researcher to provide appropriate and practical ideas in the field of regional cooperation, and this is where again the research institutions in Asia could find opportunities for mutual cooperation in making suitable designs for this.

I do hope that in our forthcoming meetings we will be able to discuss these problems and find constructive ways of establishing cooperation between our various institutions.

Before concluding, I wish to congratulate the O.E.C.D. on their initiative in calling this meeting, and the Government of Japan for cooperating with all of us, for its hospitality, and for the many elaborate preparations they have made to ensure the success of this conference. I am also happy to see here my old friend and colleague, Chief S.O. Adebo, Executive Director of the United Nations Institute of Training and Research, whose presence lends the authority of the United Nations to the meeting. This is very useful, I am sure, for the future of the Conference, which I hope will become one that will meet periodically to promote our individual and collective interests in the fields of research and training.

(6) CLOSING REMARK

BY

MR. S. SHIBUSAWA, OTCA

Mr. Chairman, Mr. Philip, Mr. Prasad and distinguished participants,

I wish to reciprocate to the warm words expressed by Mr. Philip that OTCA was most pleased to have hosted this meeting. The conclusions and recommendations are indeed instructive and enlightening and I am quite certain that OTCA as well as other participants and observers from the Japanese side learned a great deal from the discussions. OTCA, as an overall implementation agency of technical cooperation, has gathered and accumulated invaluable experiences in assisting the economic and social development of developing countries. We are now considering the possibility of systematic analysis of our experts reports and training experiences to feed them back to developing countries. We are not a research institute as such but we are also intending to strengthen our research activities in order to utilize research results for policy-making and implementation. We have made an extensive study last year on medium and small-scale industries of Asian countries with the cooperation of research institutes in Japan. In the near future, we would like to explore the possibility of conducting a joint study on the evaluation of technical assistance with the Institute of Developing Economies as well as with some other organizations. We would appreciate very much if OECD Development Centre and UN Asian Institute for Economic Development and Planning could offer some help and advice to OTCA in the future.

I should add that OTCA has organized in the past some training courses with UN special agencies, and next autumn, we will organize a statistics course jointly with UN Asian Statistics Institute. I believe that in the future such a joint training or research course could be organized by OTCA with Mr. Prasad's Institute.

Thank you for coming to our meeting and please come back again one of these days.

(7) Records of the sessions

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT

Tokyo, 10th-14th March, 1969

Record of the First Day

10, March, 1969

Record of the First Day -- 10 March, 1969

Chairman Aburatani opened the session and thanked the many participants for their attendance.

Mr. Mori welcomed the participants by stressing the importance of regional cooperation and expressing the hope that the exchange and transfer of knowledge and experiences will further the search for the best methods of initiating and insuring a steady rate of development.

Mr. Shibusawa, noting the past history of Asian regional development, emphasized the keen need for closer coordination between bilateral cooperation and regional integration. Briefly mentioning the OTCA's efforts in this important area, he welcomed the participants to this promising meeting.

Mr. Philip began by explaining that the OECD Development Centre developed out of the Marshall Plan which extended aid to European nations. After the Marshall Plan, the Centre expanded its activities to include other countries. The work of the organization is carried out through permanent and changing activities regarding aid to deadlocked and developing countries. As one permanent activity, he cited the Centre's information service. Emphasizing the need for effective distribution of information to developing countries, he expressed support for the creation of a new U.N. agency to handle this matter. As non-permanent activities, he cited the Centre's stress on the need for the development of small- and medium-sized businesses in Asia and its interest in eliminating the discrepancy between the education systems and economic needs of the developing countries, a discrepancy which hinders their human resource mobilization. Mr. Philip emphasized that the purpose of the Centre is to act as an inovator of new projects, to create that which does not yet exist. In the area of research, he mentioned that a study of six nations has been made over the past three years on whether industry should be developed to replace imports or to develop exports. He went on to say that the next major study will be on the problems of unemployment as related to the agricultural work force being liberated from the land and relocated in cities, since this social transfer causes problems unless the change includes cultural transformation.

The Centre is also involved in research activities which change from year to year, such as studies of national accounts and the problems of private investment in developing countries. There are studies now being made on the methods of aid in the U.S.S.R. and on the technological training of immigrant Algerian workers who will return to aid in the development of their own country. He stated that it is necessary for research institutions of the developing countries to work together in their studies, and that the Centre is acting as an intermediary between some 250 of these institutions in 60 countries. Mr. Philip said that some of this intermediary work was also being done through meetings, both for all nations and for special regions. In its development, the organization must progress from crisis to crisis, and keep an even balance of growth. It must continue to provide interdisciplinary and practical studies rather than theoretical studies of one-sided specialization. Dogmatism, whether for private enterprise or collectivism, must be avoided because every area has its own special problems and must adopt the solutions of others. He closed by stressing that aid efforts must be increased and must be coordinated into a unified policy for world development.

Mr. Prasad began by contrasting the national with the international, but reiterated the importance of cooperation in promoting those interests and solving those problems. He cited the exchange of information and staff as one of the many possibilities in this area. He then went on to note the importance not only of political leadership but also of information dissemination to exploiting the opportunities for regional cooperation. He further remarked on the need for wide-based popular understanding and enthusiasm if regional cooperation is to achieve its potential for development. In conclusion, he congratulated all participants, hosts and guests alike, for their initiative in connection with this meeting.

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT

Tokyo, 10th-14th March, 1969

Record of the Second Day

11, March, 1969

Morning Session

Record of the Second Day -- 11 March, 1969

Mr. Prasad opened the morning session of the second day by suggesting that the three major papers of the conference be considered as a whole, and by stressing the difference between cooperation and integration. The European and Central American common market developments have been the most methodical, and East African nations even though they have gained their independence recently, are ahead of Asia in developing regional cooperation. While other areas have been concerned with separate plans for the region, Asia, because of its size, will have to divide into perhaps six cooperative regions. Asia has had no outstanding leaders for promoting integration, and the European common market can not be a model for us. Since development of regional cooperation is largely the responsibility of authorities it should be the responsibility of economic institutions and groups such as this to make studies and research in depth in order to form plans for development and present them to our governments to act upon.

Mr. Prasad then asked Mr. Kahnert to present his paper. Both from what the existing economic cooperation schemes have achieved, and from potential benefits we can conclude that the outlook is not bright. The increment began with the European Common Market, but this experience can not be applied universally. Since Asian countries have large agricultural sections much of what we have learned so far has little relevance because the experience and literature focus on industrial problems. As factor complementarity is an exception in developing countries, an investment plan should be agreed upon, something which has thus far not been accomplished in any existing integration scheme. Factor mobility is a problem related to factor complementarity, and factor movements and particularly capital movements are very often unrealized because of political problems. The influence of integration on factor availability is uncertain private savings may be due to higher income but may also be reduced due to consumer prices and the net outcome is uncertain. Foreign aid may also drop as a result of integration as some examples show. There is an area of confidence in private investment, but cooperative controls must be established. Pooling of higher education may also produce advantages.

There are many factors which affect the success of inte-

gration the main items being a relative balance in development of member countries, transportation and communication levels and balance of payments and exchange rate problems. Two crucial areas of regional integration are that there must be a fully endorsed regional investment policy and there must be a compensation scheme for weaker partners. The problem with compensation is that there is at present no way of defining the benefits of integration, and one of the reasons for frequent problems is that all member countries feel they are not receiving as much as they should. Generally the main problems are that there have been disappointing performances of existing schemes, short and medium term benefits can not be expected to be large, and there are difficulties in keeping a system going. Schemes should be less ambitious and more concrete in order to move forward.

Mr. Prasad in reply to Mr. Kahnert's paper outlined some of the programs which have been undertaken in Asia. Although there is no overall design, there are programs in effect now which have possibility of becoming part of a larger cooperative plan.

Following was a discussion on Mr. Kahnert's paper.

Mr. Hsing did not agree that most developing nations suffer from a lack of capital, and Mr. Prasad added that economically developed countries could engage labor of the developing country using their own skills and capital as in Taiwan, but Mr. Kahnert argued that this possibility was an exception.

Mr. Dhar and Mr. Kahnert discussed the aspects of complementarity, competitiveness and balance.

Mr. Martin made the point that whether different or similar factors of production are present working schemes for integration are tailored to specific problems.

Mr. Philip, through experience in Europe, noted that there must be a political will, not just economic progress, if integration is to succeed. In the European countries, two concepts were in opposition, one which saw the effort as a common market inside a larger free trade structure, and the other, that wanted to create a new European structure with policy coordination. The problems arose because the Common Market aspect

was realised ahead of schedule while a coordinated economic policy is behind. The problem in Europe of developing a common agricultural program is now leading to differences of opinion in farmers groups and to political struggles. There are, therefore, two points that must be noted. We can not make progress in integration without a political will, and we can not rely merely on the present economical structure, but must link integration with developing new structures.

Mr. Malgavkar noted that nationalism is very strong, but not financially rewarding. He also mentioned problems of agricultural resource development and difficulties in implementing growth centers. Mr. Mathur, concerned with the growth of standard of living, noted that it is desirable that all nations reach the same level developing all commodities instead of 1 or 2 industries only.

Mr. Yudelman then summarized his study of agricultural integration in LAFTA. The area concerned is relatively small but lies in several climatic areas and could be self-sufficient in food. He listed the possible advantages of the association as free regional trade resulting from specialized production. With a concentration on increased production there could be additional employment, in several commodities they could improve their negotiating position in world trade, the present inter-regional trade could be larger, and with industrial inputs agriculture would realize additional gains. The reasons why intra-regional trade is low are the lack of cheap transportation internal terms of trade between agriculture and industry, and currency problems. He then mentioned the conditions for free trade and particularly without a harmonization of these policies in agriculture. Without an integrated agricultural policy the common market can not exist.

Mr. Prasad closed the morning session noting that policy measures will succeed only if there is a will to succeed.

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IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT

Tokyo, 10th-14th March, 1969

Record of the Second Day

11, March, 1969

Afternoon Session

Mr. Ohto, instead of reading his pre-distributed paper, made a supplementary presentation in the form of questions and answers about regional development. He first asked why discussion of integration was limited to Southeast Asia instead of including the entire ECAFE region. In his view, the ECAFE area was too big for practical integration. He further asked what sub-regional divisions were practical and how the suitability for integration was determined. He pointed out in reply the need for homogeneity in non-economic and heterogeneity in economic fields, and noted that in this respect South Asia was more suitable than Southeast Asia. Taking up the economics of agriculture, he noted that Southeast Asian agriculture produces both products especially for export outside of the region and rice for domestic consumption and intra-regional trade. He then suggested that such agricultural cooperation and specialization might develop into the chain reaction of cooperation extending also into non-agricultural areas. Heavy industry, such as steel, could also be a catalyst to integration of the area. However, he asked what form of institutional arrangement might be most suitable for the planning and integration of the Southeast Asian area. With that question, and with an emphasis on the many years of hard work necessary for such integration, Mr. Ohto closed his presentation.

Mr. Prasad inquired why South Korea had not been included in the listing of Southeast Asian countries, and Mr. Ohto explained that he had excluded both South Korea and Taiwan because of their geographic locations.

Mr. Okita, in his supplementary remarks noted that there was a need to move away from purely theoretical studies to a realistic approach to the problems of the area. As examples, he cited the suggested study on the effect which the increase in food productivity and the end of the Vietnam war will have on the economics of the area, the regional cooperation in transportation such as supersonic aviation and the Asian sea-way and the trend of labor-intensive industries to move from Japan to Korea and Taiwan. He noted the need for governmental cooperation and perhaps the setting-up of international corporations to further the economies of scale and standardization, suggesting that one possible inducement to integration might be for regional development banks such as ADB to give loan priorities to investment projects of a regional character. However, he also noted the danger of expecting too much from

integration where the individual economies are too weak and where it may be necessary to devote the efforts first to developing the national economy.

Mr. Prasad suggested that there is as yet no clearly crystalized concept of regionality, the membership of groupings being determined pragmatically in response to whatever problem they were set up to deal with.

Mr. Bhoothalingam, while suggesting that the various groupings change because they need and interest of the nations concerned also change, asked if there is any institutional initiative possible for discovering the possibilities and directions of integration beforehand.

Mr. Okita stressed the dynamism of private enterprise's profit motive in furthering Asian industrial specialization and said that, rather than any new institution, he favored increased coordination and cooperation between the existing research institutes to improve knowledge of integration trends and deepen economic foresight.

Mr. Yudelman said he felt that some institution was necessary to coordinate the regional approach to agriculture and industrial specialization. He said that banks too might contribute to this by considering loans in terms of their value and profitability within the entire region, thus promoting specialization and cooperation in these areas.

Mr. Kintanar observed that it is often well to keep business joint-ventures in the private realm because of the official complications which government involvement may entail.

Mr. Prasad said that cooperation arises out of a feeling of necessity on the side of participants' be it for cheaper production or expanded markets or for managing projects which are too large for my single country. It may also be because of membership in an ethnic or any other cultural group, but the feeling of necessity has to arise spontaneously. As such, he explained, the groups' memberships change and there is a fluidity and overlapping conducive to the economic development of the region as a whole.

Mr. Malgavkar expressed doubts about spontaneous cooperation

in that many of the newly industrializing nations sometimes are not aware of the possibilities and opportunities for cooperation in economic development. He said that some institutional arrangement is needed to redress the imbalances caused by much ignorance within the nations and within the region.

Mr. Prasad concurred with the need for a popularization of the new ideas and knowledge about cooperatively coping with the problems of economic development.

Mr. Ohto, in response to Mr. Krisanamis's request for more information on the Special Fund in the Asian Bank, explained that it had been established at the 1966 meeting of the Ministerial Conference for the Economic Development of Southeast Asia that the Southeast Asian region was to receive priority consideration in lending.

Mr. Prasad elaborated that this fund, providing the soft-term loans so necessary to development, had been initiated with the hope of substantial funding from the United States, though this funding has not yet materialized. Further, in reply to Mr. Afiff's indication that contrary to JDA practice the funds were tied to purchases from the financing nations, he noted that it might be possible to eliminate this restriction in the future. Finally, responding to Mr. Yudelma's question whether the Mekong Development Project had any projects in the trade agreements attached to it, Mr. Prasad said that closer coordination of policies of riparian countries will only become necessary when bigger projects such as Pamong and Sambor are taken up.

Answering Mr. Bhoothalingam's question about how electricity is priced in the Mekong Project, Mr. Ohto said that there is no standard on domestic prices but that they are considered in deciding the construction loan.

Mr. Prasad added that there was some understanding about a price-range in the international sale of electricity to Thailand.

Mr. Ohto, replying to Mr. Kahmert's request for clarification, explained that, for example maize being a new crop to Southeast Asia with a growing demand outside the region, Thailand and other possible producing countries could cooperate in crop development and export policies.

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Tokyo, 10th-14th March, 1969

Record of the Third Day

12, March, 1969

Morning Session

Chief Adebo opened by stating that although he has no direct connection with any of the represented institutes at the meeting, his United Nations Institute for Training and Research is concerned with the problems facing this group. The two areas on which UNITAR centres its activities are; training, largely diplomatic training, both for developing countries and for countries which are more developed but need further training for multilateral diplomacy; and research activities which serve the U. N. in the same way national universities serve countries. This organization can assist scholars from all over the world, and institutions as represented here can help UNITAR with questions of a world-wide nature.

Going on to experiences gained in Africa and the ways in which such experiences can aid Asia, he stressed that a nation can be involved in more than one cooperative venture at a time and involvement at national, regional, and international levels is possible and desirable. What is important is that every country should keep in mind the effects of its policy on other countries and should avoid falling into the trap of a "begger my neighbor" policy. At any rate, programs such as the Great Society Program in the U.S. do not appear viable or even beneficial in the long run, unless inserted into an international context with the same objectives. In regional activities it is difficult to progress, but the benefits of closer cooperation can be visualized. In the Organization of African Unity there was the same cleavage as in the EEC between those who wanted to start with economic cooperation and those who wanted to decide everything from an immediate political union. What developed was that the two groups have worked against each other and not enough progress has been realized, though there has been some. He reiterated Mr. Philip's point that cooperation can not exist unless one has the political will, and added that regional organizations must be outward looking.

Mr. Kintanar spoke briefly on the subject of his paper. He said it would be inaccurate to say that cooperation is moving smoothly and we must look at our failures. Groups such as ECAFE and OECD must continue their backing if we are to make headway. A limited commodity-to-commodity approach does not work, and programs should have larger scope. He pointed to the copra market as an example of the need for developing regional markets. He spoke of the threat to copra of increasing customs duty in the EEC for example, and trade preferences are needed, he said, as a form of aid to help in securing markets for

certain commodities. Generally we know the direction to take in regional cooperation, but the benefits will not be realized for a long time. We have made some progress in regional educational development under such organizations as UNESCO and SEATO, and our engineering colleagues are also ahead of us economists. The problems of economic integration and cooperation seem to be blocked by political and cultural differences in our region. He closed by pointing out that some national development must be realized before there can be regional cooperation.

Mr. Kahnert asked why the coconut community had not been successful.

Mr. Kintanar replied that the industry is facing many substitutes now. The countries involved should at least get together, and negotiate for some preferential treatment from Europe.

Chief Adebo asked if it would not be better to form a world coconut community.

Mr. Kintanar replied that there would be no objection to this, but that most coconuts come from his region.

Mr. Kahnert, remarked that the mere existence of coconut substitutes is no reason for the Coconut Community's not acting.

Mr. Kintanar said that the question of substitutes was not the only reason. He said political and cultural problems are another reason why the coconut community has not advanced.

Mr. Prasad said there must be cooperation between producers and consumers, and it must be world-wide. This is the reason why the coconut community has had problems.

Mr. Kahnert asked if anybody had any ideas on the type of foreign aid which would be of most benefit to regional cooperation.

Mr. Kintanar said there are not enough bankable projects available because of the low technical level of project formulation, and that there must be technical assistance from Japan and Europe.

Chief Adebo noted, as Mr. Kahnert had pointed out in his paper, that foreign trade expectations may not materialize. He added that there must be clarity of purpose in regional integration to overcome the problem of private investment which might benefit one country but be detrimental to the region.

Mr. Kahnert said that in regional integration, no matter how sound the agreement between members, the private investor may still have reasons to prefer one member country over the others and upset the carefully worked out regional plan.

Mr. Yudelman asked if it makes a difference if there is a large consumer like Japan in the region.

Mr. Kintanar replied that he hopes this increased demand will help the situation, but that, nevertheless greater efforts must be made to increase the intra-regional demand.

In reply to a question by Mr. Yudelman, Mr. Kintanar said he had not examined the problem of tariff levels for coconuts in the Southeast Asia region, but thought it was rather slight.

Mr. Prasad pointed out that properly offered and designed foreign aid could be a great help in cooperation and integration. Foreign aid programs could in fact promote regional cooperation, as was shown when President Johnson pledged funds for Southeast Asian development, which resulted in greatly increased progress in the Mekong Project.

Mr. Ahmed expressed his ideas about clarifying integration and cooperation. He asked if it would not be possible to clarify and typify the various kinds of integration and cooperation.

Mr. Ohto noted that available foreign aid loans have increased in the region as witnessed by the establishment of Asia Development Bank, but that there should be more technical cooperation for processing of loans applications and for feasibility studies to make it easier to obtain these loans, such as the case of Japan's technical assistance grant to the Asian Development Bank.

Mr. Paranjape reiterated the idea that there are problems in integration in that the various members feel they are

not being treated fairly. Because India is a federation of states, it can serve as an example for developing regional theory. Each area must be involved in the activity which most suits it, and other activities should not be brought in if they could be done more efficiently elsewhere in the region. Sugar production in India could illustrate this point. He said such problems could only be overcome if the source of finance imposed rational allocations and he added that the reasons why there are so many problems in realizing regional cooperation are lack of information on the proper type of development for each area, and lack of objective and independent design and consulting agencies.

Chief Adebo pointed out there is a problem with lobbies in developing areas because every region wants something immediately. For this problem, independent consulting agencies would facilitate the assigning of projects to the proper areas.

Mr. Mathur pointed out that, as regards commodity groupings, there should be multi-commodity groupings before any concrete results can be reached as in single commodity different parts of the world are likely to have divergent interests.

Chief Adebo noted that if you are dealing with a commodity that has a monopoly in the area, cooperation on a world-wide scale will make it possible to agree on prices, and multi-commodity groups are not feasible in this case except for general guidelines.

Mr. Prasad said that if there is a problem in a certain commodity area, cooperation between producers is not enough. One must look to international groups to settle prices.

Mr. Bachtiar pointed out that Indonesia has to integrate economically, but also socially, politically, and culturally on the national level. He likened the emergence of the Indonesian federation to the gathering of underground members in Europe after World War II in order to form a unified European community. But the Indonesian state hasn't become integrated enough to involve itself in regional integration. Alluding to Chief Adebo's statement about the possibility of joining more than one club, he pointed out that Indonesia could not now meet even the minimal obligations of membership

in a regional integration group. Where other countries have neglected the social aspects and have had difficulty in keeping their countries together, Indonesia is attempting to avoid this problem by being more careful in internal integration.

Chief Adebo then closed the morning session.

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Record of the Fourth Day

13, March, 1969

Morning Session

Mr. Philip reviewed his earlier outline of the Development Centre's research and transfer of experience activities and reiterated the need for establishing a regional association of training and research institutes with regular meetings to coordinate approaches to regional problems. Commenting first on Mr. Prasad's paper to be presented in the morning, he noted the great need for mobile teaching teams to visit training institutes in various countries to meet the problems peculiar to each country. On these, he said that the Development Centre has come to prefer shorter, concentrated sessions, but stressed that thorough preparation and organization is a prerequisite to the success of any such training program. Turning to Mr. Ahmed's afternoon presentation, he noted that the elaboration and use of statistics is the first problem in planning, and a problem which needs more attention. He also stressed the need to adapt the techniques of public administration to economic functions, as, for example, the need to disperse the centralized European power structure. In this respect, he reiterated the need for new system of training for local civil servants and a humanistic understanding of the specialist's information if each nation is to build its own model for economic development based upon its own needs and conditions.

Mr. Prasad outlined the history leading to his institute's concern with training economic administrators. He said that the original plans had been somewhat modified so that they now had long- and short-term resident courses and short-term country and occasional courses dealing with specific problems of interest to the participants, all of which train senior officials. However, he noted, there are still problems. First, the Asian Institute would like to consult regularly with national institutes for reevaluation and modification of its curriculum. Secondly, the diversity of ability of trainees provided a problem and it is aggravated by different levels of development of countries and therefore, there must be a methodical way to process the selection of trainees to obtain a similar level of highly qualified persons. The different orientations between free-enterprise and collectivism, while providing cross-checking and stimulation, are a problem too. He said the Asian Institute would also like to cooperate more with the local institutes in the collection and circulation of information, in giving different training to different levels of officials, in planning country courses to reflect the needs of that country, and in evaluating how usefully the

trainees are employed by the governments after their return. In these respects too, he suggested continuing correspondence and regular meetings between the research institutes of the region and advised the establishment of a small committee to look after such work during the interim periods.

Chief Adebo spoke to lend his support to Mr. Prasad's proposal for regular meetings of the Asian research institute directors to consult on their common problems. On training too, he supported Mr. Prasad's stress on having the best men receive the training, and said that even government ministers can be trained if the program is carried out properly. Training trainers, he said, is also an important primary step in developing economic administration.

Mr. Wanasinghe also expressed support for an organization linking the Asian Institute and the region's research institute directors to consult on their common problems. He cited the trend in many nations, including his own, to work increasingly to fulfil their needs rather than simply respond to training offers. In this respect, he endorsed the country courses as the most useful of the Asian Institute's many valuable programs.

Mr. Martin said that the discrepancy between theory and practice is deeper than it looks at first and can be dangerous if the real depth is not realized. He pointed out that the "theory" is often the irrelevant theory of Western economic development. The problem is, he said, to generalize the accumulated experiences into realistic insights and new approaches rather than to try to formulate narrowly "practical" formulae for use. While sure that the Asian Institute is fully aware of this problem, he asked that it not be forgotten.

Mr. Aburatani pointed out two Asian peculiarities which he said hindered training programs. The first is that manual labor, which is the necessary base for economic leadership, meets with. He also cited the Asian bias in favor of Western education, and asked the institutes to improve their own national education and training. Finally he emphasized the need for exploring interdisciplinary methods of economic research.

Mr. Dhar also expressed his positive support for the proposals for cooperation among institutes on research and

exchange of information.

Mr. Tobata, saying that the proposals by Mr. Prasad were both timely and deserving of study, said that his institute has extended its past research cooperation with other nations by establishing a special section for such studies. He also reminded the delegates of the U.N. Statistics Training Centre to be started soon in Japan.

Mr. Prasad reminded the participants of the language barrier to common communication, and asked that as much information be translated into English as possible if it is to receive full circulation and use.

Mr. Yeh suggested that while cooperation with the Asian Institute is important collaboration among national institutes in research and training too has great potential. However, he said that joint projects and meetings should limit their objectives to specific areas, such as urban development, if they are to be concretely productive.

Mr. You inquired about the training of Asian Institute trainers, saying that they should be people who, through experience, have gained relevant insights. He said that they should also be knowledgeable about the recipient country, and suggested that longer part-time country courses would be most beneficial to both trainees and trainers alike. Finally, he stressed the need for institutes to join together in training backed by research, and cited the Organization of Demographic Associates as one example of such banding together.

Mr. Mathur said that parliamentarians should be the first target of ministerial training programs, that some arrangements should be made to obtain necessary documents and books more easily, and that it would be very worthwhile to form a nuclear group to prepare for joint studies by the region's research institutes.

Promising more time for discussion in the afternoon, the acting-Chairman adjourned the morning session.

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13, March, 1969

Afternoon Session

Mr. Philip opened the afternoon session.

Mr. Prasad answered some questions from the morning session. He said that if there is a demand and if there are resources available other regional institution should be formed. Regarding classes by instructor sent by an institute, they could be cut in the number of hours spent each day giving the instructor a chance to have closer contact with the locality. There should be organization in the supplying of data, statistics and materials between institutions. He felt that it would be a good idea for this group met once every other year.

Mr. Philip was glad to see cooperation resulting from this meeting, and suggested a committee be formed to work out the logistics for following meetings.

Then, Mr. Ahmed presented his report. He based his paper on the assumptions that the role and function of government has expanded, the role of national knowledge has increased, and in order for government to meet the problems of the present era they need new training. Government development plans have to adopt rational socio-economic programmes, reorganize administration machinery and provide knowledge to its personnel through training. He pointed out the seven categories of governmental socio-economic development appearing in his paper. He then covered the points made under macro planning emphasizing the points regarding input and output planning to enable activation of programmes and regarding political and administrative structure about decentralizing matters of implementation under a general framework by the central government allowing for a connection of the two. The regional knowledge of macro-planning personnel was outlined as in his paper. In sectoral planning planners must gain knowledge in the field they are planning especially knowledge of the impact of science and technology on the activities of the sector. In programme formulation the full programme must be seen for there may be benefits or adverse effects from other sectors. After stating that all trades are required in governments he categorized the various types of government personnel. Following this he went on to a discussion of generalists and specialists. The elitist system, which had been the system in Great Britain and China, is now giving way to increased specialization. However, the need for generalists is increasing rather than decreasing for as we have specialists in every field there must be generalists to act as coordinators for

the specialists making decisions regarding socio-economic development. Moving to the subject of development administration the point was made that you must not just rely on finances for development but must mobilize people thereby stretching your available finances. A final point was made that training institutes must act as mentors for development programs, and have a higher status than government personnel.

Mr. Philip made three points in observing Mr. Ahmeds presentation. The plans must not be too long range keeping current values in mind besides having economic and sociological cooperation. The role of publicity is a very important because if it is not carefully controlled and coordinated it can be damaging. His third point was further emphasis of the need for generalists to coordinate and explain the work of the specialists.

Mr. Hsing wanted to know which was better a limited general plan for development or a more detailed comprehensive plan.

Mr. Ahmed said that if it is the governments responsibility to raise the standard of living in a short time, policy can not always be made from old patterns but there must be new programs to meet the situation.

Mr. Yudelman stated that the benefits of comprehensive and minimal programs could be debated, but the reason for the plan must be kept in mind.

Mr. Philip pointed out from his experience in Africa that when a country engages in planning the first or second plan may fail, but if psychology is used in presenting the plan it can be useful if only to create a better outlook on life.

Mr. Krisamamis felt that Mr. Ahmed had left out the points of determination of capacity absorption rate and effects of investment on the GNP and balance of payments out of his section on macro-planning.

Mr. Ahmed replied he left he had included them in other points though had not included them separately.

Mr. Malgavkar asked if there is a uniform way of effective-

ly using generalists and specialists in a program.

Mr. Ahmed proposed that professional generalists be trained in liberal arts to give them the general knowledge they will need in service.

Mr. Aburatani mentioned that Japan had followed the Chinese and British generalist ideas in training before World War II and after the war incorporated American specialization, but now there is more demand for generalists. As most of the points mentioned in his paper were covered in this morning session Mr. Aburatani mentioned the important points. Except for the World Trade Center there are no training institutes designed for foreign trainees. There definitely is a need for training institutes for developing countries not only for private industry but also for public and semi-public bodies. After persons have been trained it is a pity that they prefer to move to the other better paying jobs in which they do not use their acquired skills. He pointed out that both group training and individual training is used by the institutes, and that his organization is involved in training at its centres as well as at various other institutes and enterprises.

Mr. Dhar thought that governing could not be done merely in terms of economics. He also pointed out that specialists should not be in top government posts, but be made available when needed.

Mr. Wanasinghe wondered how to really evaluate the performance of training programs, and he also pointed out that training must be given in areas where it is needed.

Mr. You said that a generalist is needed not only to interpret the specialist, but to advise which specialist to see and when. He pointed out that in regards to planning a bad plan is better than no plan, and that if we have good leaders to motivate the people the plan can perhaps become secondary. He also pointed out that manpower development plans should be coordinated with an economic development plan.

Mr. Paramjape suggested that if people are trained in one area they can later be shifted to a generalist area, and that training must be combined with reorganization of the civil service system in government training. He also made the points that universities should be used for more specific training,

and that top or rear top people be trained in the available techniques to better use their training. We also need more worthwhile training material, perhaps from government studies if they are made available.

Mr. Philip outlined the civil service training in France. While the National School of Administration accepts those who have recently graduated it also accepts those who desire re-training. After completion of the course they are rotated to several departments before they take their actual post in order to understand the total system. He made two other points; that an underdeveloped country must have a myth for development, and that all national institutes must train in what the present needs are.

Mr. Ahmed in answering questions much the points that a generalist pool is needed and that amateur generalists are not good we need instead professional generalists. He further pointed out that there is a need for foreign aid, but that it is not be the only answer. Without human motivation there will be no progress.

Mr. Philip closed the meeting by inviting those who were interested in forming a small committee for continuing these meetings to a short meeting in the morning.

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Record of the Fifth Day

14, March, 1969

Morning Session

Mr. Yudelman opened the fifth day of the conference by outlining the research projects of OECD. There are three major headings of purpose. Under the heading of sustained research the centre concentrates on studies of national account. Under DAC the centre meets some requests which come to them, evaluates technical assistance and studies the situation of private foreign investment. Under longer term structural problems they are concerned with population explosion problems, and especially with ways in which the population explosion affects employment. The centre is involved in other problems which include fiscal problems as related to full employment, commodity factors, technical changes in agriculture, food surplus problems and intermediate technology. They have a sociologist at the centre examining socio-cultural determinants of success factors and a population unit which coordinates information on and examines demographic problems. The staff was briefly described, and he explained that the centre accepts trainees and also invites high level consultants to work on research.

Mr. Aburatani offered the assistance of his organization in the evaluation of technical assistance.

Mr. Bhoothalingam suggested that participants read his paper regarding research priorities for his ideas on the subject, and he went on to mention problems of actually deciding priorities. He said the word priority is often confused with importance, and because priorities are a matter of choice they can not be the same for all of us. Each country has to develop its own priority system. Those which he has pointed out are relevant to India. He pointed out the necessity of fundamental research and of coordinating the results so they may be used more effectively by others with similar problems. He went on to explain what was being done by his institute in the way of projects. One of the most important areas is determining the future developments in agriculture. Another problem they are working with is that of surplus manpower especially in relation to agricultural projects. He went on to say that there are areas in which all of the represented groups can collaborate, most notably in the area of assessing foreign technology. He closed by mentioning his institutes, quarterly journal, and invited others to submit articles to them for more effective dissemination of information. He also suggested that participants correspond regularly with one another.

Mr. Aburatani mentioned two aspects for change. There is the revolutionist aspect from within, and there is the adaptation-

ist aspect which transfers technical knowledge to underdeveloped countries from those which are more developed. Then he pointed out the need for sociological research to be combined with economic research. He was interested in knowing if any of the represented groups was also concerned with sociological research.

Mr. Yudelman then asked each of the participants to give a brief description of the work they are doing in their respective institutions.

Mr. Yeh said his institute was an autonomous organization operating within a university with funds initially obtained from a foundation grant. They are mainly interested in research on trade patterns and tariff structure, national account, population and manpower, and have a survey research unit. Their institute works as a catalyst for finding areas in which data are needed and as a liaison between other research organizations.

Mr. Wanasinghe's institute analyzes projects of governmental departments. They are concerned with the urgent and motivational factors in programs. Research is done by teams from both universities and private sectors.

Mr. Paranjape's organization is concerned with putting out descriptive material on how to form public administration bureaus, with studying the particular aspects of developing and planning administrations, and with making case studies of government to aid in developing new administrations. He said their main handicap was that there is little information on the actual methods of operation.

Mr. Mathur said that he would send the annual report of his institute to each of the participants in May for details of their work. They are interested in developing a comprehensive accounting system, surveying the capacity of India's industry, and placement of industry. They are also interested in research on programs related to agriculture. His organization is concerned primarily in western India.

Mr. Malgavkar said his institute was primarily interested in the possibilities of small industries in India. They are studying in areas in which modern technology, industrial co-operation, entrepreneur development, and management development will have on small industries.

Mr. Krisanamis' institute offers courses leading to the M. A. degree in economics. They engage in research projects usually related to agriculture. He noted the problem of a "brain drain" from the public sector to the private sector.

Mr. Kintanar's institute offers training for thirty officials each year. He listed the studies in which they are engaged, and mentioned that they are also involved in several research projects with government institutes. They hope to soon put out a book on their studies.

Mr. Hsing listed the areas of research his institute is involved in. He said they were undertaking several new projects on the economic developments in Taiwan, and since Taiwan's situation is unique, the results may be of interest to this group. They publish economic papers, and offer a Ph. D. program at Taiwan University in economics.

Mr. Dhar said his institute is autonomous, but has university representation. In the past they have primarily been interested in research, but are now offering a course for those entering the economic service, as well as offering a refresher course for government employees. Research is divided into small sections and is usually connected with problems of economic growth.

Mr. Buyn's institute is connected with Seoul University as a research institute. They are studying Korean inflation, the infra-structure of Korea and the economy of Viet Nam. Most of their work is published in the organ of the institute.

Mr. Afiff briefly listed the projects of his institute, mentioning that they are mostly concerned with industrial development and regional planning within Indonesia, but are also interested in the trade of Indonesia with Singapore and Malaysia.

Mr. Bachtiar mentioned that LEKNAS has had many highly qualified academicians affiliated with it, but because of the political change, more and more of them were lost to government service. They do have a permanent research staff, and operate with the financial help of the Ford Foundation.

Mr. Yudelman closed the morning session.

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Record of the Fifth Day

14, March, 1969

Afternoon Session

Mr. Aburatani opened the afternoon session by saying that he most appreciated the importance of a cultural approach to economic research, that he welcomed information exchange on economic and social problems, and that he thought the great need for training generalists very meaningful. He said he was glad of the OECD Development Centre's priority on research on an evaluation methodology for technical assistance. In this connection, he distributed a pamphlet compiled by his agency and mentioned that they were considering the establishment of a centre for further research on this problem, but added that the OTCA stood ready to help the Asian Institute and/or the Development Centre in their work as well.

Discussion then moved to the Conclusions and Recommendations, a suggested draft for which had been distributed by the Secretariat. After some modification of the draft, it was adopted by unanimous consent.

Mr. Kehnert reported on the luncheon meeting for a regional association that steps were agreed upon for the full exchange of information between the research institutes of the region, including both copies of all publications available in English and information on other publications, data, annotated bibliographies, and current research. The members of the small committee which had met had agreed to work for the participation of other relevant institutions in their countries, with the qualifications for participation to be at the discretion of the nation's representative. The Asian Institute's offer to try to find financing for the translation into English of information now available only in Japanese, Chinese, Indonesian, and Thai was gratefully accepted. In addition, two organizational arrangements were made by asking Mr. Bhoothalingam to explore the possibilities of joint research and forming a four-member committee to attempt to evolve guidelines for establishing and financing a regional association. Finally, he reported that Mr. Prasad had accepted for the Asian Institute the role of stimulator to regional cooperation and that the OECD Development Centre had agreed to join in the exchange of information with institutes in the region.

Mr. Prasad, noting that both Mr. Bhoothalingam and the four-man committee would be working in continuous consultation with, and wanting the advice and views of, all participants, asked for their cooperation so that the work could be finished

and the conclusions circulated well before the next regional meeting of research institutes in 1971.

Mr. Philip began his closing address by expressing his gratification at the success of this meeting. It appears, he said, that regional meetings offer more possibilities for closer contacts and deeper and more serious discussion than do international meetings. He expressed his particular thanks for the thorough organization which had made the conference so productive. In addition, he thanked the many others who helped to organize and lead the meeting to its successful conclusion. As some of the lessons of this meeting, he pointed out the need for political will and a specific coordinating institution if regional integration is to be effective, and the necessity for adapting the training to the needs of each country, whether that need be for functional specialists or inter-disciplinary generalists. He said he was glad that the Development Centre was going to begin work on developing a methodology for evaluating technical assistance, and very satisfied that a start had been made here on the important work of establishment of permanent and close co-operation between the institutes of the region in information exchange and research. Finally, he said he was glad for these ties of friendship which will enable all to work together better to serve those engaged in the difficult task of development.

Mr. Prasad, echoing Mr. Philip's thanks to both organizers and participants alike for their valuable cooperation, said that research cooperation between the institutes is imperative if they are to enlarge their collective contribution and provide a suitable background for development training. He closed his remarks with the hope that the ideas which have come out of this meeting will continue to be supported by everyone with the enthusiasm so evident today.

Mr. Shibusawa expressed gratitude for the honor of hosting the meeting and appreciation for everyone's participation. He said that the meeting had provided valuable direction for future OTCA activities and expressed the hope that the contacts here established will not here end. While the OTCA is not a research institute, he said, it has done some studies and hopes to strengthen its research activities. In addition, he added, the OTCA will continue to try to cooperate with other institutes on common training programs.

Mr. Bhoothalingam, on behalf of the participants, expressed his appreciation to the conference's organizers for their warm and efficient hospitality. The conference has, he said, marked the first steps toward fruitful cooperation in the use of their various resources.

The Chairman then, once more thanking all for their cooperative participation, closed the regional meeting of directors of training and research institutes in Asia.

第 IV 部

各セッション報告者による基調報告書（和，英文）

- I F・カーナート「開発途上国における経済統合の問題点と可能性に関する概観」
- II 大戸元長「東南アジアにおける地域統合の一般的しくみ」
- III A・キンタナール「東南アジアの地域協力の問題点」
- IV P・S・W・プラサド「東南アジアにおける研修と調査研究の協力体制について」
- V A・アーメッド「東南アジアの経済社会開発における研修の必要性と問題点」
- VI G・プータリンガム「調査研究に関する優先順位決定について」

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I 開発途上国における経済統合の問題点と 可能性に関する概観

(3. 11. Morning Session)

OECD 開発センター(パリ)フリ
ードリツヒ・カーナートによる一考察

序 論

本論文は、開発途上国間の一般的経済統合から期待されうる主な利益を極く一般的に考察し、潜在的可能性に対する既存の統合体をテストとすることを企図するものである。また統合のための努力が成功するために満たされなければならない主要条件にも注意が向けられるであろう。

統合とは、ここでは、加盟国の経済経験に影響を与える、国境による差別を撤廃する過程として理解されている。この差別は、国家間の財およびサービスの流れ、国家間の生産要素の移動および生産要素が作用する一般的経済政策関係に影響を与える。言葉というものは、本論文で過程と考えられているものの最終的狀態を叙述するために用いられ、あるいは二者択一的に例えば多国間投資プロジェクトの設立の如き特定のプロジェクトに関する協力を適用されるので、「統合」という言葉のこの定義の特性を先ず強調することが必要である。われわれの統合の定義が与えられたものとするならば、次の諸段階が考えられる。

- (a) 量的制限および関税の撤廃を含む自由貿易圏。
- (b) 域内諸国の関税率が第三国に対して統一される関税同盟。
- (c) 域内の生産要素移動に対する全ての制限が撤廃される共同市場。
- (d) 経済、金融、財政、社会、反景気政策が調和される経済同盟。
- (e) 個々の国家が上に述べた諸政策に対する権限を放棄し、決定権を超国家機関に委ねる超国家同盟。

既存制度とその重要性

この定義の下に、上述のカテゴリーに分類するには、いささか異論もあるが、現在開発途上諸国には5つの統合体が存在している。これらは、極く一般的に云つて下の第一表のとおりである。

第1表 既存の一般的統合体の規模

| 制 度 | 国 数 | G D P 合計(1) 10億ドル (1965~66) | 人 口 合 計 100万人 (1967) |
|---------------|-----|-----------------------------------|----------------------------|
| U D E A C (2) | 5 | 1.4 | 12 |
| 中米共同市場 | 5 | 4.0 | 14 |
| 東アフリカ 共同市場 | 3 | 2.4 | 30 |
| マ グ レ プ | 4 | 7.3 | 33 |
| L A F T A | 11 | 90.8 | 219 |

(1) 現地通貨は、公式交換レートにより米ドルに換算。

(2) 1968年4月現在。

同様の目的を有する他の統合体は、例えばアラブ共同市場の如く實際上進展を見ていないか、カリブ海自由貿易連合あるいはLAFFTA内の諸国のアンデス・グループの如く最近結成されたばかりであり、まだ全く評価できない。

第一表によつて分かる如く、顕著な特徴は、この表の5つの統合体のうち4つは、そこに含まれる地理的範囲は、かなり大きなものであるが、経済諸量は小さいものである。このうちの2つ、すなわち東アフリカ共同市場とLAFFTAについては、拡張の努力が行なわれている。しかしながら、その交渉はまだ緒についたばかりであり、その潜在的成果についてはなんら具体的

なことは云えない。これら統合体のほとんどが小規模なことは、短期間あるいは中期間では、統合努力の著しい成果を期待すべきではないということを示している。

如何にしたら成果が挙げられるか

しかしながら、既存の統合体には比較的失望すべき他の理由がある。それを把握するためには、統合努力から期待できる利益を見つめ、なぜこのうちには実現しないものがあり、あるいは開発途上国との特定の関連で、長い間かかってやつと発足するものがあるのかを研究することが好都合である。

統合理論の多くは、開発途上国の事情、特にヨーロッパ共同市場の経験によつて強い影響を受けている。この理論を開発途上国に対して相当程度まで、適応不能にする全ての側面を考察することは本論文の範囲を越えるが、一般的ラインについては若干述べる事が出来る。第一に、農業の重要性は、工業に比較して一般に無視されている。農業生産における技術は国によりあるいはその国内でもかなり異なるので、統合の農業面の結果につき一般的に述べることは、事実大変困難である。さらに、農業における技術進歩は、天候、土質等の天然資源の相違の実際上の重要性を減じている。これらの事情の下では、ほとんど全ての開発途上国において非常に重要な部門である農業部門に対して統合が与える影響について、かなりの確信をもつて述べる事が非常に難しくなつて来る。

開発途上国の間で一般的に云われている生産要素の競争力を一般的統合理論の中に組み入れることはここでは出来ないし、開発途上国の成長を妨げるものの1つ、すなわち外貨不足も同様にエクスプリシットに取上げられてはいない。既存の著作のほとんどが焦点をあてている成長妨害要因は、開発途上国にとつてたいして関係ある要因ではないという結論に達する。

この結論は、統合から期待でき、統合努力を支持する主要議論として多くの著者によつて挙げられている利益を一層詳細に吟味することによつて支持される。例えば統合は統合地域における生産要素の効率に対し、点効果を持

つと考えられている。より大きい市場は統合以前には存在しなかつた産業投資のための基盤を与えるものと仮定されている。さらにまたこの市場における競争増大を通ずる利益も与える。ついに、統合地域における規模の経済、設備のより良い使用および生産の専門化をもたらすであろう。必ずしも自覚されていないのは、この利益の中には、同時に生ずることが期待できないものもあるということである。一例を挙げると、共同市場が、以前には何らの経済基盤のなかつたあるプラントの建設の可能性を開くと、競争は、新しい市場の規模が1つのプラントの技術的最適条件の倍数でない限り、その特定の産業部門に利益を与えるとは考えられないのである。同様に、既存のプラントに生ずると期待されうる規模の経済の中には、部分的にしる全体的にしる、効果的な管理が行なわれないう限り、独占状態の効果により相殺されるものもある。最後に、ある生産面での専門化が、統合のパートナーの生産要素の所有が競争的であるよりもむしろ補完的でありさえすれば、自動的に生ずるのである。大部分の開発途上国において資本、経営者および熟練労働が不足し、未熟練労働が豊富であり、かつほとんどの場合土地も豊富であると仮定するならば、生産要素が補完的であるということは、開発途上諸国においては、實際上例外的である。専門化は、パートナー間の補完のための満足すべき取極めによる計画ベースで行なわれてのみ、はじめて可能となる。

生産要素の移動から期待される利益についても同様に考えることができる。ここでもまた生産要素が相互に補完的であることは、その移動から大規模な利益を得る前提条件となる。しかしながら多くの地域において、生産要素移動の効果は、有名な産業開発の集合効果は他の地域を害して統合地域の成長点への資本、経営者および熟練労働の流出となる恐れがあるという点で、不利であるかもしれない。生産要素は域内の成長点でより能率的であるが、参加国が各々同様に魅力的な点を持っていない限り、その成長点への移動を許すことは政治的に困難であるという仮定がある。しかしながらこれが事実であるとしても、統合がどのようにして特定の地域で実際上追加利益を与え

るかを理解することは難しい。さらに多くの開発途上国では、造出される投下資本の多くは民間部門から来るものであり、政府部門資本の移動は統合しつつある地域の生産要素全体の能率とは別のクライテリアに従うものである。従つて生産要素の移動は極くわずかな利益しか生み出さないか、潜在的にはその利益が大きいとしても政治的に不可能であるのかも知れない。

最後に、統合が生産要素の利用可能性に与える効果に注意することが重要である。本題についての記述の多くは、この投資が実際に行なわれるには十分な投資機会があると仮定している。これは勿論一般的には資本の不足、とりわけ外貨不足を無視している。従つて生産要素の利用可能性に対する統合の効果は非常に重要である。幸いにも、統合の結果としてあらかじめ予見できることは、それが統合のパートナーにとって利用可能な現地通貨および外貨の双方に相矛盾する影響を与えるということである。現地民間貯蓄は、一方ではより高い消費者物価水準により、他方ではより大きな所得造出による影響を受けるであろう。同様に、政府収入は輸入税収入の低下および経済活動増大による内国税増加の影響を受けるであろう。この相殺傾向の実際の結果は事実上は予想できない。

外貨についても同様に考えられる。グループ全体にとつて、外部からの輸入が減少すれば、ある程度外貨事情を改善するであろうが、また輸出活動からそれと反対の効果をもつ輸入代替活動への現地資源の転換が起る可能性もある。また統合体参加の個々の国の間には大きな経験の相違がある。外国援助も、統合体加盟後その外国援助受取が減少したという例もあるので、同様にかなり予想は出来ない。プラスの効果がかなり確実でありうる唯一の分野は民間投資である。しかしこれは、参加国の政策は、民間外国投資家に対するその地域の興味増大は事実上同国に対する資本流入増加に翻訳できるかどうかを決定するのに致命的であるので、その他の複雑な問題を生ずる。

最後に、統合地域内における技能教育および高等教育のブール化から若干の改善が期待できるであろう。現在、開発途上国の高等教育施設の多くは、

その規模においてもまた質においても場所を選ぶものであるので、資源のプール化は教育の単位コストの低減および全体的な質の向上をもたらすであろう。

統合制度成功の事実と条件

パートナーに大きな利益を与える統合を条件づける要因は種々ある。ここで述べる要因のいくつかは、要因すべてを詳細に考察する本論文の範囲外にある。その中には、例えば少なくとも工業部門においてまたある程度は競争的農業諸部門において、既得利権が特定分野においてその適用に反する点で、統合努力にとっては不利益となろう統合前経済の競争力がある。反対に、統合体のすべての国における工業部門がかなり小さい場合には、これは新工業の域内投資計画を可能にするので利益となろう。関税率が大幅に異なる場合には、地域内の競争に対する障害を撤廃する妨げとなる相手国の工業部門の競争力におけるかなりの相違を示すので、不利益とならう。

運輸通信制度もまた非常に重要な点である。開発途上国の多くの運輸制度は依然として輸出市場とかみ合っており、統合パートナーと十分に結びついていない。このことは、関税あるいは量的規制よりはるかに重要であるパートナーとの間の貿易・競争の障害を造出するかもしれない。

東アフリカ共同市場拡張の議論は、その地域の運輸通信が改善されない限りほとんど実際上の効果はないように思える。

同様に潜在的パートナーの為替相場が多少とも過小評価されていたりまたは過大評価されていたりすると、その間の貿易自由化から生ずるインバランスの増加となるので、問題を生ずるのであろう。これと関連して、統合の成功の良き指標として貿易量に多くの著者が依存していることは、相手国が相互主義に固執する結果となる。換言すれば、各国が域内貿易量によつて極く大きつばに損失または利益を測定し、輸入しただけ輸出せねばならないと主張することとなる。貿易量は一般的に云つてこの特定の例においてのみの極く大きくつばな尺度であり、相互主義が厳格に守られるならば、相手国との間の外

賃増加から期待される利益の多くを事実上駄目にしてしまふであろう。

統合の過程は、加盟国政府がその経済社会政策に関する権限を次から次へと放棄する意思を有することが要求されることも簡単に言及する必要がある。そうする政治的意思がすべての加盟国になければ、統合過程は、終には逆戻りしてしまふようになますます悪い不均衡をもたらすであろう。

しかしながら、いかなる統合の努力にも死活的な重要性をもつて現われてくる2つの面は、投資政策の調整と統合により少くとも平均的な利益を得ないパートナーを補償する機構であろう。投資政策の調整が重要なことは實際上強調しすぎることはいけないが、経済活動のある分野への特化から得られる利益および規模の経済から得られる利益が実現されるならば、それは極めて重要なものとなるであろう。調整された政策は、財政的補償の必要を最小限に減じ、例えば高等教育施設等の場所的考慮にそれほど依存しないような投資によつて経済的にそれほど興味のない場所に代償を与えるため、出来る限り包括的なものであることが必要であろう。そのような政策は統合の全ての加盟国政府の支持を受けるようなものでなければならず、実際の投資が計画の中で選拓された場所で行なわれるよう十分な強制手段を自由に用いることができるものでなければならぬ。要するに、統合地域におけるこの種の効果的投資政策は、成功のための必要条件であり、かつまた成功のための確実な信号でもあるのである。

検討してきた統合体のどれも事実上効果的な総合的域内投資政策をもたないものはない。投資政策は、中央アフリカ機構、中米共同市場においても企てられてきた。しかしどれも実用主義的かつアド・ホックなアプローチの域を出ているものはない。そのようなアプローチから生ずる問題は、各プロジェクトに基づき決定が行なわれるならばギブ・アンド・テイクの原則が確立しているということである。実際この実用主義にもとづき、中米共同市場各国における精油所の建設に示される顕著な失敗や中央アフリカ共同市場が、実際には実現しなかつた種々の工業プロジェクトの設置場所についた合意し

たような失敗が見られた。

投資政策は他の重要な点すなわち補償制度と密接に結びついている。補償措置に関する基本原理は、統合の参加国が加盟しない場合よりも不利になつてはならないということである。すでに指摘したように、地域全体に関する統一ありかつ効果的な投資政策は、財政的補償の必要性を最小限にとどめることができるということである。しかしながら補償は残存地域においても必要なものであり、これは5つの理由から生ずる。第1に、新しい貿易形態から生ずる国際収支の不均衡を補償する必要がある。第2に、統合のパートナーに購入先を転換した結果卸売物価水準が上昇する国もあろうし、たとえこれが補償されなくても、物価高騰国の消費者による近隣諸国の工業化に対して融資する結果となろう。さらに、域内の競争の結果としての経済活動と雇用の水準とに与える効果もあろう。第4に、一区域内関税が撤廃され、域外からの輸入を減少される点まで輸入代替が進むと、輸入税収入の低下の結果、歳入がきびしい影響を受けよう。最後に、将来の工業化の見通しは、生産要素の流動性が統合に仕組まれると、特に弱いものとなろう。

財政的補償は、特に統合の利害を評価することが困難なので、効果的に行なうには極度に複雑であることは疑いない、しかしまた損失がはつきりしたからといって、統合体の強者が弱者に資金を融資するほどには強くないであろう。このことは補償協定を発効させるために外国援助が用いられる地域においてもそうである。

ここで検討してきた統合の中には、補償方式が活着しているものが2つ（両方とも小サハラアフリカにある）ある。中央アフリカ機構ばかりでなく東アフリカにおいても絶えず生ずる困難は、この方式のどれも十分にすべての加盟国を満足させてはいないということを示しているようだ。

今述べた主たる問題は、統合の利害を決定するものである。東アフリカ機構の場合、統合を通じて加盟国の得る利害がどんなものであるかにつき、かなりの分析が行なわれている。しかしながら確固たる結論を得るには至つて

おらず、これは統合の実際経験と統合が存在しなかつたら得失であろう、仮定の状態との比較が容易でないということでも十分説明される。

統合の功罪を評価する通常の方法の1つは統合前後のGDPの成長率の比較であるが、この方法の一番の欠点は、開発途上国の成長率が域外輸出によつて決定される限り、総合的成長率の増加を統合と結びつけることが難しいということである。第2に、この比較はかなり長期に亘つて行なう必要があるが、東アフリカ共同体を除き、他の統合体はいずれも十分な評価が出来るほど古くはないのである。

統合成功のもう1つの代表となるものは、域内貿易の発展である。これは種々の国家経済の間の相互依存の発展を示すが、われわれは実際は貿易にそれほど基本的な興味を持っていないが、この貿易の重要性には興味をもっているのである。これを評価するデータとしては十分満足の行くものは得られない。統合結成に特別の関係をもつ投資プロジェクトを分離させようとする、同様な問題が生ずる。そのような工業をいかに決定するかについてはかなりの争いの余地があつたし、ここでもまた基礎的データが不十分であることが主たる欠点となつてくる。この結論は、統合の相手国の相対的なパフォーマンスを評価し、あるいは統合が存在しなかつたらどうなつたかということに較べて、統合全体のパフォーマンスを評価する適切な基準がまだないということである。

結 論

以上で述べられた所論は、開発途上国間の一般的経済統合結成から得られる短・中期の利益についてわれわれは十分警戒しなければならないことを教える。われわれが見て来たように、既存の統合体はどんな基準をもつても小さく、そのどれも成功の前提条件となろう特徴をもっていない。またこの統合全体の大部分がその名の意味する統合過程の段階にまだ到達していないことに注意せねばならない。例えば、LAFETAは本当の意味の自由貿易地域からはまだまだ全く程遠い状態にあり、その統合への最後の段階は1974年

本当に現われてくる段階であることは経験と常識の示すところである。

また、いかなる統合においても、統合成功のチャンスを作り出すためには、政策的措置を取り決定権を放棄するという潜在的加盟国の政治的決定が極めて必要である。すくなくともアフリカやアジアにおいては国境紛争が依然として頻繁に起り、人種問題がこれに加わり、多くの国々が互いにあからさまの衝突に隣りあつている例が多いということのを思い起すならば、この政治的決定が現在十分強いということは疑問であろう。これら2つの大陸は一般に植民地時代から立上つた政治構造が依然として分裂と再編成過程にあるという段階であるといつても言い過ぎではないであろう。

従つて、本報告書でも分析したような一般的経済統合を目指すべきではなく、国際協力のための共通のプロジェクトに基づいて、もつと実用主義的なスタートを切ることを目標とすべきであろう。アジアの名誉となつている業績を持つアジアにおける一つの経験、すなわちバキスタン、イランおよびトルコの間「開発のための地域協力」がこのアプローチを採つているということと言及したい。またアジアの他の地域でも、現在研究中、計画中さらには実施中の多国間共通プロジェクトが数多くあり、これは一般的統合的経済統合を目標とする以前の協力強化の方法と言えよう。

Ⅱ 東南アジアにおける地域統合の一般的しくみ

(3. 11. Afternoon Session)

海外技術協力事業団

理事 大 戸 元 長

ここで述べる東南アジアは、南アジアと極東の間に位置する9カ国、即ちビルマ、タイ、ラオス、カンボディア、ウイエトナム、マレーシアおよびインドネシアである。この地域は、一つの地域と考えられうるが、またアジアおよび極東のもつ広汎な地域をも含んでいることもある。多種多様な地域協力計画が、アジアおよび極東の全地域をカバーしているE C A F Eにより調査されているので、本書の最初の部分は、東南アジアで主に取扱っているものの紹介としてその地域における諸プロジェクトを簡単に記してある。

1 アジアおよび極東における地域統合への動き

アジアおよび極東の特定の諸国により、このような動きの措置が講ぜられたけれども、諸国の地域統合への一致した努力が形となつたのは1960年が初めてであつた。

同年、地域諸国は、E C A F Eの年次会議で地域統合のための方法を研究するよう事務局長に要請する決議を採択した。地域統合へのアジア諸国の関心は、他の地域における動き、特に西欧および同年L A F T Aが設置された中南米における動きにより刺激されたことは明らかであつた。

E C A F E事務局長は、「3人委員会」を構成している地域のトップレベルの経済学者の援助を受け、E C A F E地域内の一般的事情をその他の地域の事情と比較分析し、且つ、本地域における経済統合のために考えられうる手段を研究した。

上記研究を基礎として次回のE C A F E年次会議およびその他の会議に

において地域統合の諸問題が討議された。

これら研究および討議を通じて E E C の如き高度な統合への試みは、この地域では実行しうるにはやはり遠いものであることは E C A F E 諸国の共通の感情となつた。その代り、部分的且つ小地域取極のもつと実際的方法が有利となつた。このような取極の集積が、より広範な地域での統合という最終目的へ徐々に導くものと考えられた。

域内貿易促進のため、E C A F E は、域内貿易会議の形式で場を作り、屢々開催して、政府間交渉および取極を容易にした。このような会議の結果、致々のバイラテラルな取極が締結され、域内の貿易は増大し、また通商関係が改善された。

地域諸国間の協力も運輸および通信面で準備中で、1960年にアジア・ハイウェイ計画がスタートした。その実施特にアジア・ハイウェイ系統に入っている国道の建設と修理によりかなりの開発が行われた。

規模の経済を利用する目的で、鉄鋼、肥料のような生産工業への専門化への計画は、現在探究中である。

アジア開発銀行の設置は、これまでのところ E C A F E 諸国の研究および討議による最も顕著な産物であり、必ずや地域の経済統合促進に大いに貢献するであろう。同銀行は、その主たる機能として開発借款を供与するのみならず、借款に関連する国家計画をも調整している。

E C A F E が奨励したこれら部分的協力とは別に、小地域統合が、アジア西部に存在している。即ち、イラン、パキスタンおよびトルコで構成している地域協力開発 (R C D) である。

R C D は、最近 (1964 年) 設置されたものであるが、3 国間の経済協力は、バクダット条約の枠内において 1955 年から始まつている。テヘランに常設事務局があり、事務局は、3 国の外務大臣で構成する閣僚協議会に対し責任を負う。

共同工業プロジェクトの一覧表は作成済で、そのうちのいくつかは現在

実施中である。たとえば、イランにあるアルミニウム工場は、協力国が融資した。

貿易および銀行の分野においては、R C Dのために商業銀行を設立し、また多数国支払勘定を設ける決定が既に行われている。

共通のサーブイスのため共通の国際航空路および海路を設けるための取極が締結された。

II 東南アジア諸国間協力

経済における経済社会的同質性および多様性が、地域統合のために有利な条件と一般的に考えられている一方、西アジアにおけるR C Dの場合のように、東南アジアの環境は、この点多少都合が悪い。更に政治的不和および緊張が、この地域のある諸国間に存在している。

それにも拘らず、この地域には、いくつかの地域的又は小地域的プロジェクトが存在し、また一層の協力のためへの熱意が諸国にあることは明らかである。

(1) メコン・プロジェクト

メコン・プロジェクト地域は、ラオス、ヴィエトナム、カンボディアの大半およびタイ東北部をカバーしている。

4つの流域国で構成されている調整委員会は、水力発電、灌漑、航行、洪水対策、その他関連分野の系統的な開発を追求している。

資金および技術援助を、国連、殊にE C A F EおよびU N D P並びに多数の域外諸国から受けている。

地質および水文調査、フィジビリティ調査のような調査経費は、既に47百万ドルに達し、また建設のための投資額は、147百万ドルで、双方とも流域国が支払った現地通貨が含まれている。

先進国のみならず、開発途上国を含む域外諸国23カ国が、このプロジェクトに援助しているという事実は、この国際的協力のユニークな特

色である。

また、地域内の2国が、現在外交関係を断絶しているにも拘らず、本プロジェクトでは一諸に作業していることも励みになる一つの特色である。

(2) A S E A N

旧マラヤ連邦、フィリピンおよびタイが、1961年に3国間の貿易拡大、航路および航空路へ共同運航並びに一次産品市場を安定させるため共同して努力する目的で東南アジア連合(A S A)を形成した。

しかしながら、同連合は、サバ問題に関する紛争により発生したフィリピンとマレーシア間の外交関係断絶のため1963年以来その機能を停止している。

紛争が解決して1年、新しくインドネシアおよびシンガポールの2カ国を加え、更に東南アジアのすべての国が加入できるもつと大規模な小地域的基盤で、1967年にA S Aが再誕生した。新しい連合は、東南アジア諸国連合(A S E A N)と呼ばれている。

同連合の常任委員会は、数回開かれ、加盟諸国は、食料生産および供給、観光、電気通信および運輸、輸出振興、貿易自由化の分野で協力することを決定した。これら分野における協力計画は、各特別委員会で研究、討議された。しかしA S E A Nの活動は、フィリピンとマレーシア間の政治紛争により再び1968年マヒした。

(3) マレーシア連邦

マレーシア連邦は、1963年にマラヤ連邦の12州、サバ、サラワクおよびシンガポールにより構成されたが、シンガポールは、1965年に同連邦から脱退した。同連邦は、諸州間の高度な経済統合を目標としている。

西マレーシア(マラヤ12州)および東マレーシア(サバおよびサラワク)間の経済開発において相当ズレがあることにかんがみ、後者の相

対的後進性を補うため、いろいろな措置が講ぜられ、その結果、過去2～3年間に東マレーシアでは西マレーシアの2倍以上の民間投資が行われた。東西間貿易は、年間50パーセントの割合で増大した。

経済統合を目指す漸次の過程は、かなりの成功を収めている。

(4) 東南アジア経済開発閣僚会議

第1回閣僚会議は、日本の発案により、1966年東京で開催され、第2回、第3回もそれぞれ1967年フィリピン、1968年シンガポールで開催された。

会議の加盟国は、域内インドネシア、ラオス、マレーシア、フィリピン、タイおよびウイエトナム、域外からの日本である。カンボディアは、オブザーバーとして参加した。

会議は、同地域の開発問題に関する政策討議の場となり、共同活動および協力を勧告している。

会議の結果として、東南アジア漁業開発センター設置が、日本からの資金および技術援助により現在進行中である。

地域における農業開発に主として利用されるべき特別基金をアジア開発銀行に設置することも同会議により決まった。日本および域外のいくつかの諸国は、既にこの目的のために資金を拠出したり、約束している。

Ⅲ 東南アジアにおける地域統合の展望

東南アジア諸國中、唯一の例外シンガポールを除き、すべての国では、農業が国家経済において極めて重要性を持っている。特に、これら諸国の輸出品は、主に農産物、たとえばゴム、ココナツおよび米である。これら農産物は、主として直接又はシンガポール経由、およびその他域内の港を通過して域外の市場に輸出されている。米は、域内相互間で相当量の貿易が行われている唯一の農産物である。現在米不足国における米増産計画が進むにつれ、この貿易は徐々に減少するであろう。しかしながら、一方

域内には、域外から相当量の麦を輸入している国もある。もし地域レベルで輸入代替品を奨励するための措置が講ぜられるならば、域内の米輸入に替わるであろう。

農業分野での地域協力は、農産物の世界市場への輸出振興のために、また最近フィリピン、インドネシアおよびインドの間で意見の一致を見たコブラ評議会設立のように同産物の輸出国の競争力を強化するため共同計画が推進される方向に向わなければならない。

地域協力は、また域外からの需要が急速に増加しているトウモロコシ（また多分とうりやんについても同様）のような新しい農産物の開発および輸出のためにも有益である。

域内諸国間の農業計画の調和、調整も有益である。他の域内諸国において経済的に生産できる穀物の生産のため不経済な投資が行われている例もある。

地域における生産工業は、大部分農産物加工業や輸入代替品のための軽工業である。機械工具工業も開発中であるが、それは主に簡単な加工や組立である。それ故、域内の製品貿易は殆んどとるに足らない。

規模の経済を必要とする重工業化への動きに従い、域内では、小地域諸国間の特化は必要となってくる。

この方向への動きに従い、E C A F Eは、1967年に鉄鋼業開発調査団を組織して域内で最も経済的な統合鉄鋼工場の建設による地域協力の可能性を調査した。調査は、フィリピン、インドネシア、シンガポール、マレーシア、タイおよび中華民国の6カ国について行われた。

調査団は、東南アジアにおける潜在的な市場と資源は、この小地域に2～3の統合鉄鋼プロジェクトの建設を十分に正当化できると結論を下し、また6カ国は、調査団の勧告を全会一致で承認し、鉄鋼業の振興と開発に力を合して努力することに答でないことを示した。投資前基礎調査のための調査は、1968年E C A F Eの要請に基づき日本政府により実施された。

これは、地域統合促進の動きである。異つた分野での経済活動が高度に相互依存するものなので、一つの分野における調整の試みは、特に鉄鋼のような重要産業は、必然的に関連分野における努力を刺激し、支払取極や域内特惠関税の如き措置を含むもつと広範な経済統合に導くものである。

その他、域内協力のため重要な部門は、運輸通信である。地域諸国間の海上運賃は、地域外よりも割高であることが屢々あり、また電気通信網も同様で、近隣諸国間よりも域外諸国間の方が整備されていることが多い。

これらの部門における協力が、ともに地域統合の中で行われるには多くの年月を要するであろう。

本報告の結論に述べてあるように、アジア諸国が統合へ歩調をとるべく一致した努力が払われたのは1960年であつた。そしてヨーロッパでさえ、O E E Cの下で10年間の準備を経て1957年にE E Cの形で統合が行われたことを思い起すべきである。

Ⅱ 東南アジアの地域協力の問題点

(3. 12. Morning Session)

A・キンタナール

フィリピン大学経済開発研究所所長

序 論

私に課せられた議題は、些か不明確である。というのは、今日の東南アジアにおける地域協力のいくつかの形態は、アジア自身ではなく、過去数年に世界の他の地域において行われていたものである。それでも、これら地域協力のいくつかの形態は、東南アジアにおいては、未だ目新しいものである。何故ならば、これらの形態は、この地域において真剣に取りあげられなかつたし、また、一、二の形態を取りあげたが、その試みは、不熱心で成功するにはいたらなかつた。絶好の時期、場所にあつても多分同様な古い観念が引き継がれるであろうとの潜在的な気持が依然としてある。

極めて僅かなれ力形態が時期的にみて本当に新しいものである。かくのとおり地域協力は古いものである。また、いろいろな形態が、近年すでに、この地域で試みられた。E C A F E は、ある意味では、アジアおよび極東地域における経済協力のための委員会である。S E A T O は、共同防衛の主目的とは別に、地域協力をも目的としている。私は、過去における地域協力のみについて述べます。相対的に新しい形態の協力について、もし世界のどこにもその考えをすれば、討議の段階において、新形態を強調すべきである。私は、次にいくつかの協力形態について報告します。

更に、招請状には国際協力における特別の試みを記載されておりましたので、私は、その試みが実際に指示された方に進展しているかどうかを調査した。提案された協力地域についての会議資料が膨大(注1)である一方、そ

れにも拘らず、これら議題を良く知っている人がフィリピンに少ないことは極めて落胆すべきことである。実際、それまでの地域協力の形態の前途の評価において全く失望することが少なくない。

(注1) E C A F E およびその他の国連機関は、この分野において活動しており、最近他の機関も本問題を取りあげている。

学究的経済学者の楽観論にかぶされているけれども、私は、東南アジアにおいて地域協力が活動しているとの希望的徴候を本グループのメンバーから聞き、また、フィリピンの特定の地位にある者からも聞いたことのない進展の徴候が実際にあるとの希望をもつて私は、一層本会議に参席することに関心を持つた。私は来日した時より僅かにでも悲観的ではなく、この会議を去れると希望している。

確かに、フィリピン大学経済開発調査研究所は、もしたとえ経済調査が、最終的実現を促進しなくても水先案内の手助になる意義があるならば、経済協力の場において調査関係に貢献いたしたい。

私の考えでは、A S E A N 加盟諸国が何らかの意義ある方法で経済統合の場を促進させることに能力のないことが、この懐疑論の一番の理由である。A S A も正に同様であつた。これは、専門的背景のある経済学者の価値のない全く敗戦主義的態度であると貴方達の何人かは考えていることを私は知っているが、私は、大いに盛り上っている統合の主唱者の希望をみ、そしてその希望は急速に衰えて行つたのをみた。この時期においては私は、悲観論が現実的なとるべき態度であると信ずる。

2～3年前、A S E A N が楽観論をもつて発足した。同連合の東南アジア諸国は、ついに諸目的のうち経済開発計画が先頭を切つたが、2～3年経つと、高度の希望は絶望的な悲観とは行かないまでも懐疑的になつた。ある加盟諸国は、地域全体として業務を進めることができるように諸国間の相違を解消する際の非妥協的態度を批判した。主権国、特に新しく独立した諸国のある面が危険になつた時にはいやしくも発展が遅れざるを得ないことは政治的現

実である。

最近地域協力のいくつかの試みが行われた。すなわちマレー民族間のマラヤ同盟およびマレーシア、フィリピンおよびインドネシア間で一致をみた所謂マフィリンドである。

私はそれらの試みに私自身参与したことを思い起す。フィリピン大学の小人数の学者は、すぐに消滅した同盟につきフィリピン政府のために資料を準備するために徴用された。それにも拘らず、私達は、再び行方より言われた。1963年マニラでの会合においてマラヤ同盟に続く所謂マフィリンドはマレーシア、フィリピンおよびインドネシア指導者にはつきりと可能性ありとしてその時歓迎された。同じ仕事に携さわっている多くの者にとり、これら進展は予期以上のものであつた。高度な混み入つた外交を取り扱わなかつたフィリピン人学者にとつても本当にすぐ酔える酒で乾杯をあげるような気持であつた。他の新聞同様マニラ通信ですらマフィリンドの創設につき楽観的に報道していた。ところがマフィリンドについてはなんらの成果も出なかつた。マレーシアとインドネシア間の対決政策によりマフィリンドへの希望は即座に消え失せた。

同様にサバ問題についてのフィリピン、マレーシア関係の最近の発展は、当分の間(注2)(私は長期や永遠でないことを希望する)、A S E A Nの将来に暗影を投じた。この大失敗によつて、どんなに限られたものであつても小さな且つ同族グループが、意義のある協力の場を見出しうると推定して経済総合および協力の戦略は、もつと限定された範囲に替つて行くであろう。

(注2) 最近A S E A N加盟国は、閣僚級で再び会合を持つとの情報がある。

このようにして経済協力および計画調整は今や一層限定された方法に規模を縮小している。即ち(1)商品別、(2)プロジェクト別および(3)小地域別である。広範な経済協力による潜在的な利点は本当にあいまいであり、長期目標として残るが、東南アジア諸国は、他の地域のようにさしあたり地味を形態に限

定ずることを実際考慮している。

A S E A N

1968年9月30日より10月3日まで開催された第1回アジア通商および産業代表者会議において次のものを含むいろいろな事業資料が提出された。

アジア支払連合への支払取極。

アジア諸国間の自由貿易地域設置についての協定案

貿易自由化

地域貿易および自由貿易地域並びにA S E A N地域に関係のある一次産品に関する資料

これら資料のうちいくつかのものは、未だ現時点では全く不合理なものを受けとられた広範囲の方法についてのものであつた。しかしながら、この会議での討議は、製品又は工業産品を除く一次産品に限定されていた(工業産品へ討論も含まれていた前のA S Aの会議とは明らかに異つている)。全体として、A S AのA S E A Nへの拡大、また前者のいろいろなプロジェクトの后者による吸収により発展が遅れたものもあるようである。

多分、サバ問題に関するフィリピン、マレーシアの論争の最中に開催されたこの会議において重大な発展を期待するのが無理であつた。

従つてA S E A Nもやはり、さしあたり行き詰まり状態である。

P I C C

1963年にフィリピン、インドネシアココナツツ委員会が、次の目的を持つてフィリピン共和国政府とインドネシア政府間の協定により組織された。

- (1) ココナツツの増産およびココナツツ産品の増加
- (2) 流通および実行価格面での密接なる協議と協力によりココナツツ産品の世界市場安定化促進

フィリピン、インドネシアココナツツ委員会の住所は、最初はマニラにそれから現在同委員会があるジャカルタと交互に置く。

上記協定は商品を基礎とした二国間協力の一つの例である。しかしながら6年後の今日、P I C Oはその存在を示す業績は極めて少ない。フィリピンおよびインドネシアが、ココナツツ産業振興に共通関心を持っていると推定して、委員会が二国間の密接な協力のための一つの道として設立されたけれども、世界市場におけるココナツツ製品の価格安定に何ら寄与することが出来なかつた。フィリピンとインドネシアが、コブラおよびココナツツ油の世界生産高中実質的な部分を占めているとしても、他の油脂で類似の代替品の存在が、ヨーロッパとアメリカの消費国との取引に委員会が本来考えている対等な強い立場を得ることを妨げている。関係者からの屢次の勧告にもかかわらず、委員会は資金不足、その他の理由により本店物の価格安定寄与のためコブラ貯蔵庫建設計画にも着手できなかつた。

A C C

限定されたもう一つの例は、アジアココナツツ共同体の設立である。包括的な協定を目的とせず、ココナツツ生産国は、極めて限られた規模での協力可能性につき討議を続けてきた。E C A F Eの欽奨に基づき、インドネシア、フィリピンに加えセイロン、インド、マレーシアおよびタイを含めて拡大してこれらの討議が行われた。増産のため、またココナツツ製品の世界の価格変動を減少するため長期的目標は依然残るけれども、短期的目標は、地味で、グループが先ず協定の可能地域を調査することである。

15もある目標には、次のようなものがある。

- (1) 生産面においては共通の問題を確認しメンバー諸国の経験、その他の要因を考慮に入れて共通の解決方法を見出すこと。
- (2) ココナツツ製品の幅広い価格変動の因果関係を徹底的に調査し、この変動を最小限にするため価格安定化を含む適当なる手段を研究すること。

(3) 開発途上国の支払均衡およびその他の問題をも十分考慮に入れて、貿易制限を除去するため、逆にココナツツ産業に与える影響する問題を研究し、および手段方法を探究すること。

アジアココナツツ共同体の擁護者は、本機構に控え目ではあるが楽観的である。彼等は E E C の前身となつたヨーロッパ石炭鉄鋼共同体のように本共同体が一層の協力のための核になるのであろうとさえ暗示している。しかしながら前後の結合からみれば、ココナツツ産業の性質と鉄鋼業の性格を比較すれば全く異つた世界である。

ココナツツ生産国にとり現在重要な問題は、E E C がココナツツ油およびコブラ・ケーキに追加輸入税を付課しようとしている動きである。もし本件 A C C の如き強い産業組織が存在すれば、少くとも討議の場でもあれば、そこを通じてココナツツ生産者の関心が一つの声として聞けるのに。

しかし、ココナツツ生産国間に討議の場を設置することはアジアココナツツ共同体にとって極めて地味な目標の一つである。それより、もつと積極的にしなければならぬものがある。さしあたりは、他の一次産品に関する国際協定と同様ココナツツ産品についての国際協定が、すべての関係国に実行しうる暫定協定とならう。これは、小地域協力が実現するまでの暫定的取極にならう。

前にも述べたとおりココナツツ産品に類似の代替品のあることが、国際市場で潜在的に取引力を減退させている。代替品の存在は、消費国において合成品研究を奨励し、又はヨーロッパ市場に近いアフリカ諸国のような地域（それ故東南アジアからのココナツツ産品より輸送費でも有利である）においてココナツツヤパーム油のプランテーションの建設を早める重大な危険すらある。

現在は世界市場において優勢であつても、もし東南アジアの産業の競争的姿勢が結局のところそれ程強くないので、産業の競争的姿勢を改善するためのココナツツの他への利用可能性を探究する調査研究所の設置が必要となる

う。この種調査研究所の設置は、東南アジア諸国が同意できる場所となる（注3）。研究所の当初資金は加盟国又は民間財団からの寄附である。

（注3） 研究所の設置はフィリピンココナツ調査研究所を創設するためフィリピンの提案事項になつていた。1966年11月7日フィリピン、インドネシアココナツ委員会、フィリピン代表団報告。

ココナツ産業における肥料の使用

ココナツを栽培している現面積からの生産高は、化学肥料の使用により大巾に増える。甘蔗や収穫のあがる新種米の如き農産物には大いに使用されている。しかしながら、ココナツ生産に化学肥料を使用することは、他の場所と同様にフィリピンにおいては全く新しいものである。最近フィリピンにある民間肥料会社は、ココナツ栽培に肥料の使用を勧めており、フィリピンのココナツ行政機関も化学肥料の使用を強調している。フィリピン開拓銀行は、そのため信用貸しをしている。おそらく、ココナツ生産者の地域グループは、単位面積当りの生産高を上げるこの方法の実験を行い、それによつて生産費の削減および大豆油、パーム油その他野菜油との競争の脅威に対処できる。

私は、東南アジアの主要な一次産品のうちココナツ産業における協同組合の準備を詳細に取り扱つてきているが、この産業では殆んど活動していない。共同取引所が、先進国におけるココナツ輸入業の独占的利益を簡単に得ているとの一般概念は、問題を余りにも単純に考えているからである。

類似の代替品の存在や、取引所が事実上、代替品について科学的調査を早める危険や、ココナツ産品の立場を他の油脂に較べて弱める如き技術改善は、簡単なことではないが生産国と消費国双方の独占権を確立するに役立つている。

更にまた、輸入者が、事実現存の流通機構の下で独占的利益を得ているかどうか経験上確証しなければならぬ。多分、本会議に参加者のどなたかは、

この点を明らかにすることが出来るであろう。国内の面では、生産国は、生産、集荷、経路およびその他の流通機構において、生産者、仲介人および輸出者間で共同努力して、もつと公平に分配するための改善を計ることといたしたい。

税徴収機関としての取引所

取引所設置は、また税収入の面からも興味がある。フィリピンでは現在のところ輸入税を徴収していない。小地域組織は、砂糖、ココナツおよび輸出木材のような選抜された商品（しかし、新製品および製造産業の産品は特に除外している）に輸出税を課することを早めるだろう。事実、ある諸国では、取引所を税徴収のための機関として利用している。

私は、生産国の利点からだけでなく、本会議に代表者が参加しているヨーロッパ諸国の観点からも、ココナツ産業の共通の問題について本会議の参加者が討議されることを提案したい。

その際地域協力についてのその他の一次産品問題も私がココナツ産業の問題につき先に分析したのと同じ方法で討議することができる。

工業商品における協力

本件については、アジア諸国間で共同プロジェクトを作らんとする諸提案につき述べるのが有益である。これらの諸準備は、機械の供給者とタイアップするため先進国も大いに関連がある。広範な市場へ奉仕する大工場からの規模経済は、勿論経済的にも明らかに理由がある。経済的規模の工場にとつて、国内市場は余りにも小さすぎるので、むしろ共同企業体は市場拡大をしがちである。

第1次原料のある場所により、無水アンモニアやそれに派生する塩素のような化学工業は、東南アジア地域全体の共同プロジェクトとして作られるべきである。

不幸にも、大部分の国は、国内市場が十分に大きいならば、又は現地産業が、高い関税や割当制限によつて保護されるならば、このような化学工場を技術導入と訓練された少数の職員で運営できているように思われる。かくの如き貿易障壁を縮小する交渉が行われている。事実、貿易自由化は、経済統合のための討議において中心の議題である。E C A F E は、龐大な会議資料から判る通り、この目的追求に極めて活動的である。

漁業および牛は、食物産業の間では商業規模で可能な共同企業体といわれている。漁撈技術と同様漁場の配分は、地域協力の明らかな目的である。現存の食品加工工場の利用はフィリピンとインドネシア間の経営と食肉包装における共同企業体の短期的目的の一つである。例えばフィリピンの Delta 工場は、オーストラリアやインドネシアから牛の輸入を出来ないため、現有能力の最低利用でもつて操業している。フィリピンにおける牛豚の国内資源が非常に少なく、Delta の規模の工場の全面操業に必要な原料を供給できない。貿易障壁の縮小は、たとえ検疫法を緩和しなくとも、現存のいくつかの隘路を少なくすることでしょう。民間企業ベースの共同企業体は、東南アジアの食品加工工場に原料を相対的に継続注入を保証できる。

薬品業も協力の可能性あるものと云われている。抗生物質およびその他の医薬品製造は、共同企業体ベースでできる。とりあえずフィリピンの大きな薬品会社が、アジア近隣諸国に供給しうる能力に拡張している。もし計画調整や投資計画を欠いたために地域内の各国が、経済的に正当な理由なくして、自国自身の薬品業を確立することは不適當であろう。医薬品の生産者と現地売人との間の協力を確立するための民間企業ベースでの共同企業体の準備は、この時点では地域計画の調整のために地味な（それ故簡単に出来る）目的である。薬品研究および開発の多額な投資については余りにも、周知のことであり、ここでは報告しない。この費用の分担は、諸国間の共同企業体の負担である。

製薬技術は、明らかに盗んだものでなければ、特許および使用料の詰合に

より借られる。更にこの協力形態の規模経済は、かなり低いので、市場分担についての話が最終から円満に付かなければ、地域の各国に製菓を始めたい誘惑が極めて大きい。この形態の産業では、投資計画および計画調整を行わなければならない。僅かな現地貨外貨が十分に活用されていない投資に使われていないか。

同様に、自動車の如き組立事業や家具産業への投資は、共同で計画されるべきである、さもなくば、これら事業の分裂が、遅れているこれら製品の統合への可能性を妨害することになる。投資が、合理的に計画されなければ、新しい製造産業の産業別統合への可能性が本当に限定されてしまう。もし、開発途上国で新しく作られた産業が、先進国の製品と競争することにならば、その産業は、一国の水準のみならず、できうれば、地域水準で合併し統合しなければならない。しかしながら、社会学的要因が、別に経済学の要因により示された合併統合を妨げている。フィリピンにおける一つの事例である。

共同航路設立

屢々話題になる協力の一つとして、A S A 諸国間の海外航路についての協力である。(A S A で採決されたその後 A S E A N により再評価された)。

(注4) 1967年8月 第4回 A S A 外相会議報告

E C A F E は、龐大な報告で明らかなようにこの議題について何回も会議および協議を実施した。そのような航路を持つことは経済的にも健全であると多くが同意している一方、その創立は、現在の状況下では適当でない。少くとも、この考えはフィリピンの深海を調査したグループが持っている。

先ず、第一にこの地域に船便を提供する国が、即座に商売の分け前をあきらめることはありそうもない。この共同航路がこの地域に設立される前に、船賃割引戦争が多分起るであろう。

第二に、海外航路は通常、すぐには他の国又は非国家航路に拓けることが出来ないので、自国政府より実質的な補助金を受けている。この例としては、低利、政府保証および税免除による貸付である。

第三に、東南アジア地域の造船能力は、日本やその他ヨーロッパ諸国と比較して非常に小さく、共同航路は、時には外国製船舶に依存しなければならない。

第四に、国旗を掲げた船を持ちたいとの国家威信を否定することはできない。多くの国家主義グループには、費用を払う価値はある。以上により航路に関する地域協力が抑制されている。

提案された自由貿易地域

東南アジアにおける経済協力の話の前に太平洋地域における最近の発展につき申し述べなければならない。というのは、それが東南アジア諸国に影響するからである。(注5)

日本、オーストラリア、ニュージーランドの提案についての討議が、学者間だけでなく、事務職員の間でも行なわれている。たとえJANFTAの創設が緊急なものでないとしても、やはり東南アジアの開発途上国は、JANFTAやNEFTA、PAFTA等のように提案されている自由貿易地域創設のありうる効果を考える必要がある。万一、JANFTA又は他の自由貿易地域が作られるならば、東南アジア諸国は、多分自分の商取引の地位を守るだけでも統合しなければならないであろう。

(注5) この一般的地域につき、最近次回会議が開かれた。例えば、
1969年1月8日より11日までホノルルでの第2回太平洋
貿易開発会議

一方、ASEAN諸国間にも特定の商品のための自由貿易地域を作る提案があつた(注6)。このような動きがどんなに経済的に正当な理由があつて

も、政治的考慮により、再び消滅することとなろう。おそらく数カ国間の支払連合創設④がある。しかし、それでも多くの困難を乗り越えなければならぬし、またこの地域の政治情勢が、急激に良い方へ変わらなければ、依然として多分長時間を要するであろう。

(注6) ASEAN会議には自由貿易地域の創立および加盟国間の支払連合についての資料や討議には含まれているが、本提案を実施するために何らの策も施されていない。

A D B

マニラに本部を持つアジア開発銀行の設置は、開発途上国と先進国との間の協力の少ない具体的な例の一つである。比較的遅い発足ではあつたが、今では加盟国に借款が供与されている。このベースについて銀行は、銀行側からみて採算のとれるプロジェクトの欠如を一つの理由にしている。多くの申請を慎重に検討するためのフィージビリティ調査により不適当なプロジェクトを立証される借款要請が多いとも云われている。多分プロジェクト開発における技術援助は、銀行の借款が供与されれば促進するであろう。技術援助計画を持つ先進国および国際機関は、この地域へ大いに援助できる。

東南アジアにおける地域協力の展望

これまで、地域協力の面で多くの企画があつたのにもかかわらず、東南アジアでは、極く限られたものだけしか発展しなかつた。その設置の強い経済的な正当な理由があつても、政治的、文化的の如き他の考慮により、地域協力への企画の進展が妨げられている。地域協力による経済的利益を国家指導者に、もし彼等が変つた人種でなければ、たたき込んで判らせなければならない。大半を国際機関に関係している少数の者、経済統合問題調査に何カ年も携わつている少数の学者および本協力によりもたらされた世界人民のより良き生活を夢みている少数の空想家以外で、国際経済統合は東南アジアの一坡大

衆を除いた知識人個人の心に留まつてしまふ。地域の異民族の生活水準を向上させる目的を持つ国際協力は、これら民族の平均所得を実質的に増やし、彼等が生活する上で統合の意義に感謝しうるようになるまで多分待たねばならないとは逆説的のようである。

最初の事業着手は、国家規模に基づく経済開発であり、経済的に統合された小地域確立が、實際上、国家経済開発に先ず集中することより、この段階で人間啓蒙の気運が、国家主義の強固なる政治力の協力を得て促進されると信じている人々がいる。

それにもかかわらず、不可避の貿易障害が国家間に設けられ、それを除去するのに長期で、しかも難儀な交渉が行われたことは認めざるを得ない。その間、経済学者および社会学者達は、自分の研究を継続して、経済統合の利点と問題点に気付く人間を増やすため自分の意見を広める必要がある。結局経済統合の音頭をとつている空想家は、私達の間にもいるかもしれない。

IV 東南アジアにおける訓練・研究機関の間の協力体制について

— 若干の示唆および提案 —

(3.13: Morning Session)

P. S. N. プラサド
アジア経済開発計画
研究所—バンコック

アジア経済開発計画研究所は、丁度5年間の訓練活動をおえ、現在第6年目の活動に入っている。本研究所はエカフエの指導の下に国連開発計画(U N D P)の資金的協力とエカフエ地域の加盟諸国や域外の若干の政府の拠出金をもつて創設されたものであり、また本研究所はフォード財団をふくむ若干の財団からも少なからず援助をうけている。

本研究所が創設された当時調査機能と勧告機能とを同様に有していたが、現在は主にアジアおよび極東諸国において開発政策や企画を立案し、実施するための官吏たちを訓練するための開発担当職員の大学となつている。基本的なプログラムは居住者(Resident)訓練コースと移動指導チームによる海外コースからなつている。

(Resident)

居住者コース

居住者訓練コースは6カ月の一般コースと5つの併行して行なわれる3カ月の特別コースからなつている。一般コースは政府または民間産業で重要な役割を果す責任ある地位にある上級および中級職員のために設けられている。それはアジアの経済社会開発に影響を及ぼす諸問題と諸政策を広くカバーする6カ月間の研究と討議を内容としている。訓練は主としてセミナー形式で行なわれるが、特定の研究や調査に対してもいろいろ考慮が払われている。カバーしている典型的課題は、開発過程の本質、企画技術及びその諸問題、農業、工業・教育・保健の如き主要経済社会部門の開発などである。全体として訓練の実用的な面が重視されており、研究員たちが本国で執務す

る上で日々直面する問題に直接関連づけられている。

特別コースは、研究所の通常年次計画の中で重要性を増してきている。

5つの3カ月コースは、次のどれか一つの分野の専門家のために行なわれている。すなわち開発財政、プロジェクト分析、企画立案の計量経済学的処理方法、人的資源開発および社会計画、農業開発計画。このリストは将来必要に応じ、一部改訂変更されるであろう。

(Country)

国別コース

居住者訓練計画以外に本研究所は域内の政府の要請に応じ、短期間の国別コースのために移動指導チームを派遣している。かかるコースは1カ月ないし3カ月間行なわれ、当該要請国がかかえている諸問題や条件によつて異なっている。当該政府と協議しその国が直面している開発上の諸問題と関連づけて、例えば特にプロジェクト分析とか計画実施とか農業開発計画とかのある分野に焦点をしばつた指導要領がつけられる。本研究所は毎年3つかかるコースを実施してきており、それを希望している諸国にとつて特に有益と認められるので、この分野の活動を一層重視してゆきたいと考えている。

臨時コースが、通常現行年次計画ではカバーされていない特定の目的をもつたコースを提供する機会を与えるために定期的に開催される。

かかるコースは、かなり一國あるいは一政府機関の援助によつて行なわれる。すなわち本研究の職員や施設が無償で提供される。最近の2つの例は1968年オランダ政府の援助で行なわれた工業開発行政コース(10週間)と、やはり昨年行なわれた保健担当局長たち上級職員のための開発の社会経済的側面に関する短期コース(2週間)である。ハイウェイ輸送計画に関する臨時コースが3月に予定されており、保健担当局長たち上級職員に対する12~14週間コースが11月に開催されるべく準備されている。以上は本研究所の当初5カ年間に行なつてきた訓練計画の概況説明であるが、本研究所は、オーストラリア、ニュージーランド、日本を含み、西はインド、パキスタン、

アフガニスタン、イランにまで及ぶエカフエ地域20カ国からの約800人の上級官吏たちを訓練した。これら官吏たちはこれら異つたアジア諸国で、計画、プロジェクトの政策立案およびその実績に大きな貢献をしている。

1970年中に本研究所は、もし現在数カ国との間ですすめている当該年におけるより多くの奨学金提供要請交渉が成功したならば、さらに約200人（おそらく200人を若干越す）を居住者及び国別コースで訓練できると期待している。

以上本研究所の性格と機能につき簡単な紹介をして、ここで私は本会議で適切に討議されるであろう訓練及び調査についての若干の問題点につき略述したいと考えている。

1. このような研究所が直面しなければならない問題の一つは、開発に対するアプローチと考え方が非常に異なっている諸国に対して、開発計画の分野で訓練コースを準備する問題である。この地域に含まれる若干の諸国は開発を達成する最上の手段として民間企業を重視している。他方外モンゴリアの如く中央集権的経済計画を追求している国もある。中間に我々は経済理論につきいろいろ微妙に違う考え方や混合した考え方もつている。

他方これはまた異つたやり方で開発の遂行および達成について深く研究する機会を与えるという利点があり、長期的には結局これは異つたやり方で成長を促進させる良因と障害する要因を区別することを可能にし、異つたやり方の相対的利点と欠点の比較評価を検討することができる。我々の調査部門で我々は多くの国別研究をはじめ、その資料は近く我々に比較研究を可能とするであろう。

3. 地域コースを準備する係のその他の問題は何時でもほぼ均等な能力と教育経歴と実務経験をもつた研究員たちを得ることが非常に困難であるということである。通常、多くの国々から来る人々は上級の文官勤務の幹部たちであり、その他の若干の国々から比較的若干の官吏を得ているのみである。かかる種類の混合によつてもし訓練の目的が比較的若干の官吏を対象

としているならば優秀な青年たちは若干愛たんし、もし内容がより上級の
人々を対象としたソフィステイクイトなものであれば、青年たちは困惑す
ることになる。他方このような一般グループで上級官吏たちは、彼等自身
の経験からの助言によつてセミナーの指導者たちに内容を追加させようと
する。そして彼等の討議への参加は、本研究所の正規幹部社員たちの参加
による貢献と同様、教える際非常に参考となる。またかかるグループは異
なつた国々からのアジア人官吏たちに彼等自身の国のすぐれた人々以外に
他の諸国の人々とお互いに知り合うことを可能にし、その結果これは地域
訓練の利点となつている。

3. 幸いダカールにおけるアフリカ研究所の如く2カ国語または、3カ国語
での発表に出会わなければならないというような重大な問題ではないが、
意思疎通(Communication)もまた問題となつている。我々の発表は
すべて英語で行なわれ、ラオスやグイェトナムから来た研究員たちでさえ
普通ある程度基礎的な英語の知識をもつている。しかしセミナーへの参加
となると必ずしもすべての国々からのすべての研究員たちが均しく英語で
表現できるというわけにはいかず、これがある程度セミナー参加の効果を
阻害している。英語の知識がそれほど行きわたつていない国々から来た人
々は彼等がお互いに知り合うにつれ、遠慮深さはうちとけ彼等のブローク
ンな英語でも討議に参加することが出来、かなり有益な貢献ができるよう
になるのであるが、とかく内気で遠慮深くなりがちである。
4. もう1つの問題は、研究員を選考する適正な方法を案出することである。
候補者たちは24カ国もの異なつた国々から選考され、特に我々とは毎年
多くの異なつた種々のコースを実施しているので、いちいち1人または集
団の職員による個人面接の方法は非常に困難がある。しかし我々には学歴
とか実務経歴とか候補者に関するかなり多くの情報を求める質問書を作成
した。研究所の幹部会がこれら詳細な情報を相当な注意をもつて検討し、
選考するのである。この選考は主にすぐれたものに実点がおかれるが、あ

る程度すべての国が最小限度に参加ができるよう地理的配分にも考慮が払われている。全体としてこの方法はかなり成功をおさめてきたが、選考に使用される技術に関しては改善の余地があり、これらに関し他の研究所に長からの提案を歓迎する。

5. 本研究所が直面しているもう一つの困難は、異なつた諸国の開発活動に関する最新の経済統計を収集することである。勿論我々は異なつた諸国の出版物や定期刊行物などから入手しうるその他の情報の多くを入手している。しかし政府発表の白書類を組織的に収集することはかなり困難である。研究所は職員の個人的接触とかその他の方法によつて情報を定期的に入手すべく努力はしている。しかし、このようにして作られた経路はある程度時間が経つと更に新たな情報入手のための努力が行なわなければとかく枯渇しがちである。さらにこの点についてある国には非常に熱心に協力してくれるため簡単であるが一方かつる種類の情報を入手するのが非常に困難な国々もある。

6. 本研究所の経験では提供された国別コースは、地域内の多くの小さな国々に非常に好評である。明らかにこの理由は各々の国別コースではコースが実施される国の30人ないし40人もの多くの官吏たちが訓練をうけることができ他方バンコックにおける居住者コースでは各国からの訓練生に限られた席しか提供できないためである。

国別コースはまたより有望な官吏たちを選び出すことが出来、しばしばかかる人選がバンコックにおける居住者コースでより高度な研究に従事するため選考されている。したがつて国別コースはまたある程度居住者コースのために採用される候補者の質の改善にも役立つている。また彼等は研究所にとつてもセミナー討議の課程や課題を作成することを可能にし、それらを特定の国の経済の必要性や問題に関連づけることを可にしている。

7. その他の問題は訓練期間に関する問題である。当初本研究所が創設されたとき期間9カ月の訓練コースが適当な期間であると考えられていた。し

かし特に訓練された人材に乏しい政府にとつて彼等の有能な官更たちを9カ月も手放すことは困難であることがまもなく判明した。このためあとで一般コースの訓練期間は9カ月から6カ月に縮小され、別途追加コースが各々3カ月間設けられた。この6カ月間の一般コースと3カ月間の特別コースとを分けたことはその結果9カ月連続したコースより各政府に好評であることが判明した。'

8. 他の問題は総合開発コースの範囲に含まれるべき課題を選択することである。総合開発開発に関係する課題以外にその他の課題、たとえば社会計画、教育計画、保健計画、栄養計画、青少年問題に関する計画、都市開発及び住宅、地域開発等の如き種々の専門的かつ部分的なものを選択する傾向が常にある。我々がこれ等補助的なものを採用すればするほど全体として基本的開発経済学に充てられる時間が少なくなるると同時に各々の課題に充てる時間も少なくなる。最終的に行なわれた選択は不可避的に若干恣意的となる傾向があり、一つの課題をみる場合ほんのわずかな妥当性しか認められない場合がある。

したがつて別個の専門化したコースはある程度かかる問題を排除し、内容をより有意義なものとするべきであらう。

提供される訓練コースはまた異なつた水準の官更、とりわけ上級官更や比較的若干の官更、さらには高いレベルでの政策立案者の必要性に対応するよう計画されることが重要である。現在かかる明白な区別はされがたく各コースで異なつた水準の間である程度重複がみられる。

多分国立訓練所と地域訓練所との間の相互協力によつて仕事の分担が出来るかも知れない。何人となれば国立訓練所は一般的により若干名の訓練を重視しており、地域訓練所は上級者の訓練を得意としているからである。このことは本会議のような場で有益に討議することの出来る問題である。

もし国立訓練所と地域訓練所との間で双方の努力が最大効果を上げるために如何に調整しうるかについて定期協議を行なうことが出来たならば

各々の努力は一層効果的なものとなろう。また我々は益々研修員へ訓練、すなわち地方官吏の訓練に従事している国立訓練所の幹部たちに対して特に行なわれる訓練コースを実施する地域訓練所の可能性について有益に討議することが出来よう。

9. 地域訓練所につき我々は政府に対し、政府機関職員および民間企業や団体双方から職員を送るよう要請してきている。しかしこれまで受入れた多くの訓練生は圧倒的に官庁勤務者であり、わずかな国が民間部門からも職員を指名してきた。勿論地域内のいくつかの大きな国々では、民間部門の職員たちが経営訓練所に預けられているが、その他の国々では現在訓練する施設を充分もっていない。それで我々は諸政府に対し地域訓練所での訓練に民間部門からより多くの志望者たちを採用するよう説得することを試みてきた。

また地域コースで経済開発や関連分野の大学教師たちと官吏たちを混合させることは、もし大学における指導がより実用的目的をもっているものであるならば非常に有益であろう。我々はこれまでこの考えを諸政府に提示してきたが、また、常に少数の国にだけがかかる訓練に大学教師たちを送つてきたのみであつた。我々はかかるコースに官吏たちと同席するため、より多くの大学教師たちの推せんを受けたい。

10. 若干の国では国立訓練所が特に訓練コースを作るとき地域訓練所との協力に非常に適切な基盤を支えている。国別コースが立案される時、もしこれが地域訓練所と国立訓練所の一つとが共同で行なうならば非常に効果的に行なわれるというのは我々の経験でもある。このように政府部局と協力することは同時に非常にわずかな場合にのみ効果的であつた。勿論この方式は国によつて異なるし、ある場合にはかかる国別コースを政府の援助で行なうことは地域訓練所が行ないよりはるかに多くの関連部門の動員をすることができることもある。ここで私が考えるに我々は各国それぞれの事情を考慮にいれ、当該国の組織上の体制の性格に適合した種類のや

り方を利用しなければならないと考える。

11. 我々が発展させようとしているコースの新しいタイプは、OECDによつて定期的に行なわれているような開発問題につき、関係諸国の最高級官吏を集めて行なう2～3週間程度の「話し会」である。一般的にこのレベルの官吏たちは通常の意味での「訓練」を全く必要としないと考え勝ちである。しかし若干の国々にはかかる種類の話し会を本研究所の上級幹部と当該国の上級官吏の小さなグループで行なうことの希望を表明しており我々は来たるべき年においてこの方法を思いきつて実施する所存である。
12. 多くの官吏がセミナー討議で強調する問題の一つは、官吏がたとえ如何なるものにしる政策建議として提示すると大臣は、それらを政治的必要性によつてという理由で無視する傾向にあり、これは特に民主主義の国々において然りであるが、政治的考慮を優先して経済的基礎を無視する決定が採られる傾向があるということである。官吏によつてもし経済関係へ責任ある選ばれた大臣となんとかして対話をもつことが出来れば有益であらうという提案が行なわれた。我々はこれまでこの線にそつて何んらの準備をもしていないがその可能性につき考えることは魅力がある。
13. 地域研究所に有利な議論の一つは、経済開発の一般原則の内容は地方の問題や特性に関連づけることにより具体的なものに出来るということである。これは当該国または大陸の一地区の社会制度上へ指景を適当な方法で集中的に研究することを求めている。このことはまた一國または関連地域についての特別研究の利用価値を求めている。ここで訓練および調査研究所間の協力は地域研究所に対し多くの支持材料を提供することができる。もしこの会議で我々がそのような研究所間の協力が如何に実現出来るかの方法と手段について討議することが出来るならばそれは、双方のタイプの研究所にとつて地方または地域問題に特に関連した彼等の訓練内容の質および有効性を改善するのに役立つでしょう。

私は本会議でこれら諸問題が我々全部で討議することを期待し、例え何

処でその交換が行なわれたとしてもよいのであるが、職員の定期的交換とか地域研究所と国立研究所間の情報交換とかのようなその他の協力の方法と手段についても検討することを希望する。

V 東南アジアの経済社会開発における研修の必要性について

(3. 13. Afternoon Session)

アニス・ウド・デイン・アーメッド

行政問題研究所所長

序 言

近年政府の果たす役割と機能は非常に大きくなってきた。これまでの法秩序の維持や法律の施行、維持さらに租税徴収等の機能に加えて、今日の政府は社会経済上の開発に着手し、指導してこれを促進することを要求されている。このことは低開発国にとつては、一層現実的なものである。これら諸国では複雑な問題が多く、開発の必要性は広範かつ緊急なものであるので、政府のような大きな組織のみが解決しうるものである。しかしこれら諸国の政府はこの分野では適当なる解決方法の用意ができていない。

これら諸国の行政機構はこれまでの古い役割や機能を果たすように作られているので、社会経済上の開発課題を実行したり、急速な社会変化によつて生じる問題を処理するには不利である。したがつて必要な機能、組織を持つた行政機構を整備することが広く認識されるようになってきた。一般的にいつてこの線に沿つたやり方には3つある。第1に(i)合理的な社会経済上の開発プログラムを採用すること。2番目に(ii)新組織をも含めた行政機構の改組。最後に(iii)適切な訓練を実施することにより公務員に対し必要な知識、技能、心構えをつけさせること。このセミナーでは我々は特に訓練の必要性につき討議する。

公共サービス改善のため公務員を訓練することが重要であり今日広く認識されているところである。しかしながらこれに対し疑義を唱える人がいないわけではない。公務員訓練のため世界中にたくさんの研究機関や施設が作られてきた。多くの国の機関や国際的な機関が非常に関心を寄せ訓練施設を作

るために寄与している。これらの活動は公務員訓練の重要性についての世界的な認識を示すものではあるが、多くの訓練プログラムは訓練の必要性についての市広い分析や理解なしに開始せられているようである。

例えば訓練施設が援助の一部として考えられ受入国にとってその必要性が充分感じられていないものもあつた。

更に他の例では、流行を追うためとか、威信を得るためあるいは国民のイメージを良くするとか又国際的な宣伝のため施設が設立されたこともある。プログラム固有の価値によるよりも、旅行のチャンスがあるとかそれに付随した利益があるために多くの訓練プログラムに対し興味が寄せられている。こういうことがあるため、分析とか訓練の実際的必要性を考えないで急に訓練プログラムが作られることもあるし、また訓練プログラムが国の目標とか目的とか関係国の開発問題についての組織的な分析に基づいていないこともある。更には社会経済開発の訓練科目が比較的新らしいため訓練の必要性が良く理解されていないこともある。このようなことを考えると今回OECDにより企画されたこのセミナーは非常に有益なものとなるであろう。このセミナーの討議により我々は相互の経験を交換することもできるし、またそれぞれの国において個々の訓練の必要性につき更に完全な分析をすることもできよう。本書では特にパキスタンに関して訓練の必要性と社会経済開発の問題点を明確にするために先ず最初に必要なことは社会経済開発を行うにあつて政府に求められるものが何であるかを明確にすることである。それゆえ私のとる方法としては先ず何が課題かを明らかにし、ついでその範囲につき説明して、さらに被訓練者の実行能力を増大するような訓練プログラムの内容について検討することになろう。

訓練範囲と内容

社会経済開発についての政府の活動は以下のような機能によつて明確にできる。

- A マクロ計画
- B 部分的計画
- C プログラム公式化
- D プロジェクト準備
- E プロジェクト企画と構成
- F プログラムとプロジェクトの実行
- G 発展の評価

A マクロ計画

マクロ計画を含む活動は以下のように列挙できる。

1. 国民総生産の算出すなわち一定期間内に生産された商品とサービスを通貨に換算したものである。
2. 理論的に生産的なものに転化できる有休及び未使用の人的能力について通貨もしくは他のものに換算して算出すること。
3. 投資のための貯蓄を刺激し流動化させるため政策戦略を展開していくこと。換言すれば財政金融と商業政策の公式化およびクレジット機関の確立。
4. リーダーシップ、組織、インスピレーション、アピール等無形の努力によるか、あるいは一寸した少額の投資により有休あるいは未使用の人的能力を流動化させるため政策戦略を展開していくこと。
5. 国民総生産の割合を合理的に見積ること。これは現在の消費から節約することができるし、また政戦略的に適切であり、一定期間にわたり国民総生産を増加させるため資本を投下することもできる。
- 5.a 適切な条件で投資可能な外国援助と借款の見積り。
6. 政戦略的に適切であつて、国民総生産を流動化あるいは増加させる有休又は未使用の人的能力を合理的に見積ること。
7. 多くの部分的モデルの準備と資本の配分（国民総生産中の貯蓄に流動

化可能な人的能力をプラスしたもの)を活動、プログラム、各部門に対し合理的方法でやれば、国民総生産、貯蓄、そして現在及び将来の社会的な必要性と選好についての満足を最大ならしめることができよう。換言すれば(私的公的部分の如何に拘わらず)協力の範囲と位置設定についての合理的な決定を含むものであり、優先順もまた包含しておりこの優先順に従った資本の配分(流動化可能な人的能力を含む)も含んでいる。

政府の型式、政治的リーダーシップの強さと理論、圧力団体の影響そして最終的には計画者自身の職業的標準に基づいて現在及び将来の選好を決定する政策決定者の能力がこの問題の結果に依存しているので非常に複雑なものとなる。プランナーがこの課題に対し中立的かつ合理的な角度から近づき、納得の行くように選好を計画して一定期間社会的満足を最大にできるとすれば、政治リーダー又は彼らを通じて社会はプランナーの配分及び選好形態を受けとることができよう。これはプランナーの側に社会価値と選好についての社会変化過程および変化の結果についてより一層深い理解を要求することになる。

8. 投下資本(流動化可能な有休の人的能力を含む)の累積的影響を考慮に入れて国民総生産及び貯蓄の量の再見積を行うこと。
9. 計画及び他の関連活動に必要なデータのタイプを決定することとデータ収集方法について考えること。
10. 政治行政機構、開発運動を有効に進めるための公務員に関する政蚕勧告の公式化。これには以下のようなものを含む。(i)開発運動が相互の関傾およびそれぞれの機能により実施されるような一連の政府について考察すること。(機構改革の余地がある場合)(ii)関係政府の行政機構を設計すること。中央集権と分権の程度。権限委任の程度。(iii)開発運動実施のための公務員タイプ、それぞれの身分、給料、昇進の機会、職種間の流動、動機づけ、(iv) 違ったタイプの公務員に対する訓練の必要性、訓練と配置転換のための施設。

ミクロ計画に従事する公務員に必要な知識

- (i) 開発手順の理解
- (ii) 経済データ取扱能力
- (iii) 一般的統計知識
- (iv) 相互訓練的な社会科学知識
- (v) 社会選好の形態と種々の影響による変化に対する知識
- (vi) 財政及び金融政策の知識
- (vii) 人間の行動についての基本的動機
- (viii) 誘導力としての利益
- (ix) 刺激としての地位、報酬、政策任務の利用
- (x) 動機についてのグループ作業の役割
- (xi) 動機についての宣伝と伝達の役割及び宣伝の種々の方法
- (xii) 動機づけのための収入不平等による障害
- (xiii) 作業に対する文化的影響と動機
- (xiv) 気候の型と外国援助の条件
- (xv) 政治経済システムの知識と開発運動実行に必要な公務員についての知識。

B 部分的計画

これは部分的生産性、貯蓄、社会選好の満足と必要性を最大ならしめるような合理的戦略の選択とプログラム形式の明確化を含んでいる。これはまたプログラム公式化のための一般的方向を与えるようなプログラム公式化を含んでいるし、計画期間は利用可能な資本（流動化可能な有休の人的能力を含む）で実行できる合理的なプログラムの選択をも含んでいる。部分的計画はさらにプロジェクト完成についての通常予算の増加や変更の可能性を見積ることも含んでいる。

訓練内容

- (i) 部分的社会的必要性和現在および将来の選好についての知識。
- (ii) プログラムの形式、部分的目的が達成できる政戦略についての知識。
- (iii) 活動と部分プログラムに関する科学および技術の衝撃についての知識。
- (iv) 他の関係諸国の作業部分についての一般的知識。

C プログラム公式化

これは特別の部分においてプログラムを考案することを包含している。この部分に対して部分的配分計画で示したような流動化可能な資本（国民総生産中の貯蓄と流動化された有休資源）が投下されるのであるが、国民総生産、貯蓄、社会選好の満足を最大化する標準を考慮にいれなければならない。先ずプログラム公式化にあたる人は自分の分野での利益の最大化を図らねばならないが、他の部分の利益を最大ならしめる可能性あるいは、全く反対の結果になるかも知れないことを考慮すべきである。プログラム公式化またはプログラム価格の算出、増加した利益、分析的記述、理論的正当化、組織要綱、プログラム実行の方法等をも含むものである。

訓練内容

プログラム公式化に参加しうる人は下記のような型の知識、技能、心構えを持つ必要がある。

- (i) 社会的行為についてのプログラムの効果に対する深い理解。
- (ii) プログラムの技術的社会的可能性についての一般的理解。
- (iii) プログラムの範囲について社会的技術的な衝撃に関する一般的知識と新しいプログラムの可能性あるいは現在のプログラムの修正についての一般的知識。

D プロジェクト準備

これは目的、初期価格、流通価格、価格利益比率、資本源（技術ノーハウを含む有形無形の双方）、計画完成、組織型式、職員採用、物的施設、配置等を省略せずに運ねた特別の活動あるいは企画を明確にすることを含んでいる。これはプログラムの目的の範囲内でなされるべきである。

訓練内容

- (i) プロジェクト設定にあつて必要な投資や要素についての知識。
- (ii) 物的投資の価格推定知識。建設部分については工学的知識が不可欠である。
- (iii) 需要、供給、生産、価格、価格決定、市場（国内、国外の双方）、標準、完成品の仕様書、サービスおよび原料についての知識。
- (iv) 提携プロジェクトの作業経験

E プロジェクト企画と構成

殆んどの開発プロジェクトはビルディング、道路、機械器具の設備等の物的施設の企画と構成を含んでいる。特別の工学的知識が不可欠である。プロジェクトの効率的かつ経済的な完成にはCPM、PERT等のプログラミング技術を建設担当のエンジニアが知っている必要がある。また機材やちよつとした装置を知っていることによつて作業を適切に簡便化したり改善することができよう。

F プログラムとプロジェクトの実行

プログラムまたはプロジェクトが認可された後あるいは物的施設や設備が完了した後は、建う人々により運転されて当初予定していた商品やサービスを生産することになるのである。時には建設が進行すると同時に行われることもある。

プログラムまたはプロジェクトの大きさによつては、管理者のチームと

関連の専門家が実行のため必要となる。チームのメンバーはそれぞれ管理と特別の知識を持つことになる。もしプログラムが有休又は未使用の人的能力の流動化であるなら、訓練の必要性はB(VI)と(X)で示したものとなるだろう。

G 発展の評価

これは発展の観察、調査、実行段階及び実行後の結果の評価を含む。訓練の必要性はプロジェクトからプロジェクトへと変化していくだろう。しかし以下のことは一般的に必要なことである。

- (i) 異つた諸国での同様のプロジェクトについて管理及び操作をよく知っていること。
- (ii) 価格算定及び価格決定の知識。
- (iii) 他の同様な作業についての標準。
- (iv) 棒グラフ、グラフ、表等に発展の様態を示す方法を知っていること。
- (v) 調整を効果的に行うためプロジェクトの範囲にある他のプロジェクトを知っていること。
- (vi) 建設、デザイン、異つた商品及びサービスの生産、市場宣伝、特別商品とサービスの市場における需要と供給等の原則を知っていること。
- (vii) 経理手続を知っていること。

訓練型式とプログラム

社会経済開発を実行することは政府の政治行政機構の全てにかかわりができることになる。またあらゆる種類の職業の職員を雇用しなければならない。

政府に必要でない職業は殆んどないであろう。公務員は通常次のようなカテゴリーにわけられよう。

- A 一般行政官
- B 機能的専門家

- C エンジニア、医者等の職業
 - D 管理者
 - E 技術者
 - F 監督者、職工、書記、速記者、タイピスト、そしてその他の補助サービス。
 - G 熟練及び非熟練工
- A 一般行政官

低開発諸国特にイギリスの習慣を持つ諸国では、行政組織の枢要な地位を占めている行政官の階級層がある。彼らは若くして採用され政府の高官としての道を歩み始める。彼らはある一つの仕事につくということではなく、むしろ転々と配置換される。これら行政官の採用は競争試験と成績により行われる。これら行政官の組織は通常閉鎖的なものである。成績審査により採用されるが、このような組織はエリートだと考えられている。種々の政府の職務に特殊資格が要求された場合にこのようなエリートのサービスについて十分に考えぬかれていないし、政府の上級職務は権限の行使と法律の判断にあるというのがこれまで一般的にいわれてきた。このような権限の行使と判断は力のある行為であるから、能力の優れた者にこのような力が与えられるべきだと考えられていた。

19世紀においては理論的に優れていればかくの如き地位と権力を与えるのに適当だとみなされていた。今日では、これらの考え方に対して批判がおこりつつある。社会の民主化に併つてエリートに対する魅力と人気は失われつつある。事実このようなエリート職務廃止への批判があり、最高の地位はあらゆるタイプの機能的専門家に開かれつつある。一般行政官は人文科学を専攻したものが殆んどであるということについても議論の余地がある。専門化の時代、開発作業については特別の技術的知識が要求される。

それゆゑ一般行政官はもはや官僚制度に不可欠の人物ではない。

しかし慎重に検討してみると近代的政府における一般行政官の必要性はむしろ増加の傾向にあることがわかる。

社会と政府の果たすべき事柄が専門化してきたために他のものとの調整の必要性が相対的に増大してきた。

政府の役割と目的に関連した行政の種々の部門を維持していくことが今日非常に重要になつてきた。更に今日の政府は必要な社会変化と開発を実施して国民の生活条件を良くするための代理人にすぎない。これらの課題に関し政府行政官の職務は権限の行使から合理的算定と問題解決へと徐々に変化してきた。

経済社会開発の分野で意志決定を正しく行うためには、社会科学の組織的かつ相互訓練的な知識が必要である。

これらの決定は一般行政官のみがなしうるところである。しかしこれら行政官の能力は違つたものである必要がある。エリート概念は職業的に有能になるように考えねばならない。今日の課題は如何にして一般行政官を専門的行政官に作りかえるかということである。

一つの方法としては、専門的な行政の大学を設けて、経済、政治科学、社会科学、グループ力学、組織理論、政府の役割と目的の範囲での科学と技術の傾向等を組織的に学習して相互訓練と見通しを考えさせることができよう。

行政の高い地位に進むのはこれらの大学を卒業したものに限定されるべきである。勿論行政大学での教育は仕事の配置転換によつて補促されねばならないだろう。既に仕事に従事している人に対しては中間訓練プログラムが考えられよう。カリキュラムは社会科学の傾向を与えるよう作られるべきである。今日の進歩は合理的アイデアと社会問題及び必要性に対する考え方を如何に適用していくかということに依存している。

このような合理的な思考は組織的に社会科学を学んだもののみが考え出しうるものである。このような人々が行政の高いレベルにいれば社会

発展を促進できようし、また非合理、偏狭、特異性等に対するまもりと社会進行の推進力として行動できよう。しかしながら社会学者が強力な保守グループとなるのを防ぐためには大学の社会科学学部と行政の高いレベルの間において人事交流を図るための組織の確立が必要である。こうすれば大学の研究者や学者にみられるように、行政の問題についての客観性と科学的見地を維持することができようし、さらにまた客員教授が社会学者として、権力を増大できるような政府の目的と問題点について良く知る機会を与えることができる。

しかし政府の目的の異なる時点でこのような行政官のための地位を確保するという困難な問題がある。しかし結果としてはこのような行政官のため用意された地位が開発目的に関する限り重要性がなくなつてしまつたにも拘らずこれらの地位が依然として魅力あるものとして残つている。このことが資格のある行政官を更に必要とする開発についての興味を失わせる結果となつている。それゆゑ一般行政官に用意される地位は適宜修正される必要があり、これらの地位はプランニング、プログラミングおよび関連のあるもののみを含むようにすべきである。パキスタンの市民サービス学校のカリキュラムは社会科学と社会経済開発の方向に徐々に向いてきた。中堅および上級職員に対し包括的なサービス訓練が行われている。

B 機能的専門家

機能的専門家は通常人文科学か自然科学を専攻したものが多い。

彼らは経験を通じて仕事を覚えていく。これら専門家を訓練する必要性は非常に大きい。彼らは政府に入る前に大学で職業教育を受けていないので、問題に対し理論的知識を大して持ちあわせていない。このカテゴリーの例として以下のようなものがある。即ち消費税、租税、関税、経理、所得税、治安等である。これらの人々を訓練する最良の方法は

る時期に特別のコースを作つて訓練することである。政府が唯一の願用者であるためにこれらの分野の殆んどは、大学では訓練できないので、政府が自ら訓練施設を作らねばならない。このような専門家に対するカリキュラムは注意深く企画されねばならない。この訓練は型にはまつた行政官を動的かつ修正的なものにするのが要求される。

C 専 門 職 業

このグループの職員はすでに専門大学を出ている。専門技術知識が与えられる割合は非常に高いので彼らの専門分野の再研修を実施すべきである。社会科学の訓練を受けた専門的行政官により計画された政策の範囲内で政府に対し最も有益な技術サービスを提供できるのは上記の専門家である。エンジニアは特にプロジェクト準備、プログラミング技術および管理についての訓練を受ける必要がある。

彼らには高い地位とサラリーを与えて彼らが専門的行政官よりも無視されたと思わないようにする必要がある。

D 管 理 者

彼らは主としてプロジェクトの完成、プログラムの実行に責任を持っている。彼らは法秩序強制力のある政府に対し公衆よりなされた要求を満足させる責任がある。彼らは関連分野の法律、政策、社会要求、公共関係、人間関係および公共俸仕の指導等につき良き知識をもつていなければならない。

E 技 術 者

政府の技術者に対する要求は非常に増大してきた。開発プログラムを実行するためには技術者を訓練するため特別に作られた研究所で、彼らを完全に訓練しなければならない。

F 監督者と職工

監督者は人間関係、作業簡便化、記録管理について訓練されねばならない。職工はその仕事に加えて心構えと人間関係について訓練されねばならない。書記は通信、草案、ファイリング、記録管理、事務管理等について訓練されねばならない。専門家サービスはO & Mシステム分析のために考案されねばならない。

開発行政概念

開発行政の概念は全ての公務員特に高いレベルの公務員に徹底させる必要がある。開発概念は社会の種々の面から開発可能性を追究することに関連があり、プログラム、政策、プロジェクトを採用することにより、開発理論に浴つた開発手順を促進することができよう。これは又予算不足を克服するための二者択一の方法を常に研究することにも関係がある。この考えはあらゆるタイプの行政即ち食料、道路、レクリエーション、法律、秩序又は社会生活の如何なる面にも適用できる。

例えば、犯罪の割合の減少させるような処置、政策、プログラムを警察官が考えるとすれば彼は開発行政に関与していることになる。何故なら彼は法秩序の分野で改善を促進すべく意識的に慎重に努力しているからである。

これと同様に徴税率向上の為努力している徴税官更は開発行政に関与していることになる。自発的なワクチン業者の参加をえてワクチン接種の向上に努力している厚生官更あるいは一般行政官は開発に寄与していることになる。というのは彼はワクチン医が政府に採用され配置になるのを待つているのではなく、予算や人員の割当なしに自分のできる開発を通じて改善すべく努力しているからである。

これが今までのきまりきつた行政と開発行政との相異である。

予算なしでは何もできないような状況で、開発行政官は目標達成に関し利用可能な手段から最大の結果を得るように方法と戦略を選択しなければなら

ない。

換言すれば、開発行政官は現存手段からより以上のものを得るため常に虎視眈々としているのであり、そして人工、自然を問わずこれまで利用されていない手段を見つけ出して利用する訳である。

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Ⅵ 調査研究に関する優先順位の決定について

(3. 14. Morning Session)

国民応用経済研究所所長ブータリン

ガム氏の要約報告

ニューデリー(インド)

東南アジア諸国全てに有効な形でリサーチ・プライオリティーを厳格な尺度で測定することは不可能である。この地域の発展途上国は同種のグループを形成してはおらず、発展のためさまざまな方法を採用しそれぞれ異なつた発展段階にある。

しかしながら、研究の重要な問題点はこの地域に共通しており、それゆえ経験を相互に交換することは有益なことと思われる。この論文はこれらのうちのいくつかについて概括的に示唆するものであり、また優先されるべき社会科学研究の形式についてのアイデアも与えるものである。

応用研究とこれに対する純粋理論的研究

発展途上国は基礎的理論的な研究よりもむしろ経験的な研究を基本的に必要としている。

名声というものはどちらかといえば経済学説とか標準設計とかに付随しがちなものであるのに対し、一方応用研究はしばしば程度の低いものとして過小評価されてきた。しかしながら、発展途上国にとっては実際上の問題に焦点をしばつた政策研究がより直接的に有用なのである。社会科学に関する基本的知識は先進諸国で実施された研究によりすでに利用可能となつている。従つて限られた人数の教育された研究員を適切に配置することによつて、純粋基礎研究に対し応用研究の方に力を入れることができる。

調整された社会科学研究の必要性

経済開発の過程は社会的および経済的变化の双方を包含しているので、問題点を種々の見地から検討することが必要である。従つて研究は経済学のみ

ならず社会科学、社会学、社会心理学、政治学、公共行政等の全ての重要な方法について促進されかつ調整されなければならない。もし経済面だけを分離して検討するとしたら社会学上の障害がすでに考えついた解決方法を非現実化してしまうであらう。例えば農業の経験が示すところによれば近代的な投資の量的増大のみが突破口とはならなかつたということである。農業経営者の態度や動機は近代的なやり方に対する彼らの疑念を除去するため適当な普及活動を計画することによつて明らかにされなければならない。

アジアのいくつかの国においては経済研究の重要性がますます増大しているが、一方他の社会科学の研究はあまり注意を引いていない。例えばインドでは近年研究機関により社会研究が完成され、資料の利用も可能であるが、大体経済研究計画のすかそこらである。もちろん計画の範囲と重要性については非常に大きなものである。しかしながらその割合は異なつた方法のもとにおいても進歩について何らかのアイデアを与えることはたしかである。

比較的無視された分野としては社会心理学や社会学等がある。

種々の社会科学の研究を促進しあるいは調整するための一方法としてはこの目的のために国家的な組織を持つことである。これがインドでのやり方である。

このような組織は経済研究計画のための社会研究を補足的に用意することができる。国家的組織は研究資金援助を可能にし、研究方法教育のためのセンターを設置することにより研究従事者の組織化を図ることにも役立つのである。

現在では、種々の分野の専門家チームの協力を必要とする問題に関する中間分野研究は殆んど行なわれてい。インド国立応用経済研究協議会は国内各州での技術経済調査を指導して、発展可能を検討するため異なつた地域での物的および人的資源について評価を行なつた。経済学者は技術家や鉱物学者や農業、林業、漁業等の専門家の協力を得た。しかしこれらの研究は態度とか動機についての社会的問題には触れていない。

社会科学的研究のための中央組織は経済的、社会的、心理学的、行政的な種々の面での統合分析を必要とする計画についての相互的方法的研究を促進することができよう。このような場合、これらの分野の専門家はデザイン、質問書の準備、現地調査、データの分析、計画の報告書作成等計画の全ての段階で協力する必要がある。

しかしながらここで指摘しなければならないことは中央組織のアイデアが周囲から圧力を受けてはいけないということである。研究機関は自主性と独立性を保持しなければならない。

優先度の高い地域と開発研究課題

研究課題は個々の国の要求に結びついたものでなければならないし、また計画に先立つて考慮されるべきである。そうすれば研究結果は政策決定のため時宜に適して利用可能となるのであろう。それゆえプライオリティは発展段階に応じて異なってくるであろう。例えばインドでは、計画協議会の研究計画委員会は、第一期計画では、土地改良、協同、農業経営、社会福祉等の問題にプライオリティーを置いている。次期計画では雇用、工業化、運輸、行政、公共組織、社会変化等を含むように拡張された。ここ数年は貯蓄、輸出、資本動員、所得分配の態様等の研究に重点がおかれている。

研究分野は東南アジア諸国全てに共通する興味に応じて大まかに云つて次のように示すことができる。

即ち(1)農業開発、(2)都市及び地方からの資本動員、(3)輸出促進、(4)年次計画の短期予測、(5)計画の評価等である。

E C A F E の調査によりこれらの問題点のいくつかについては概括的な経済報告ができています。アジア開発銀行もまたこの地域の調査を実施することになるだろう。しかし各国についての奥行のある研究計画促進の必要とこの地域における経験の相互交換の必要性が感じられる。

(1) 農業開発の問題点

この地域の開発途上国の国民所得のうち30～50%が農業によるも

のであり、人口の約60%は直接農業に依存している。これら諸国の成長率は基本的に農業生産性の影響を受けている。農業近代化の目ざましい成功をなした韓国、台湾、日本を例外として、その他の国は全て地方に近代的開発方法を普及するという共通の問題に直面している。これら諸国間で相互に交換された方が望ましいものとしては次のようなものがある。即ち(a)新しい種類の開発と新規投資の実際的使用、(b)耕作者に対する近代的方法普及のため採用された方法、(c)小農家援助のための特別計画等である。

(2) 資本動員

課税とか借入の方法は良く知られているが、資金動員のため採用されている種々の方法を比較研究することも有益であろう。これに関連して地方の所得増加傾向についての全面的な標本調査を計画する必要がある。このようなデータは増加資本動員のための方策を明確にするのに役立つであろう。

貯蓄を増進し、資金をより生産的にするような地域制度の調査が必要である。

(3) 輸出促進

これら全ての諸国は輸出増加のための外国市場調査に関心をもっているが、国外の要求に合わせて国内生産の態様を変えるという共通の問題がある。

(4) 短期予測

この地域の諸国では、年間の“実施”計画についての重要性が増大しつつある。

この意味で、短期予測は政策決定を左右するという非常に重要な役割をもっている。このような予測技術は先進国においてはすでに完成されており、OECDはカナダ、フランス、オランダ、スウェーデン、イギリス、アメリカの各国政府が採用している方法についての報告書を出し

ている。これら諸国での経験が役立つのは勿論だが、発展途上国にとつての大きな問題は時宜に適して統計が利用できないということである。それゆえ現象発生とデータの最終処理のタイム・ラグを少なくする必要がある。いくつかのよく知られた方法としては行政上の記録および標本調査の改善である。そうすることにより有用なデータが得られ、また組合員からデータ収集のための同業組合への参加増大促進することができる。

発展途上国にとつてのいくつかの共通問題は総需要の重要な構成要素である。消費支出、民間設備投資、株式投資等の予測に関連している。

(5) プロジェクトの評価

現在予定されているプロジェクトを完成するという問題はこの地域諸国に共通のものである。重要プロジェクトの事後分析は将来に対し有益な教訓を与えてくれる。この種の比較調査を更に増大することが必要であり、またすでに各国で採用された実施方法の経験を相互に交換することも必要である。

プライオリティーに関するこの論文はこの地域の諸国全部にとつて有益な比較研究および既存研究の利用について広範な分野があることを示しただけである。バランスのとれた地域開発という問題もあり、これはある国々にとつては問題点でもある。上記で述べたことはほんの指針にすぎないものである。

各報告者による基調報告書（英文）

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT
TOKYO, 10th-14th March 1969

PROBLEMS AND POSSIBILITIES
OF GENERAL ECONOMIC INTEGRATION
in Less Developed Countries: an Overview
(Summary Report)

by

Friedrich Kahnert
O.E.C.D. Development Centre
Paris

PROBLEMS AND POSSIBILITIES OF GENERAL
ECONOMIC INTEGRATION AMONG DEVELOPING COUNTRIES

An Overview

by

Friedrich Kahnert

O.E.C.D. Development Centre, Paris

INTRODUCTORY REMARKS

This paper attempts to review in very general terms the main benefits that can be expected from general economic integration among developing countries and tests the existing schemes against the potential possibilities. It will also draw attention to the main conditions that will have to be fulfilled if the integration effort is to be successful.

Integration is here understood as the process of removing discriminations due to national boundaries that affect the economic experience of the member countries. These discriminations may affect the flow of goods and services between countries, the flow of factors of production between countries and the general economic policy context under which the factors of production operate. It is necessary to emphasize at the outset the specific nature of this definition of the word "integration", since the word is very often used either to describe the final state of what is considered a process in this paper or alternatively is applied to co-operation on specific projects like for example the setting up of multi-national investment projects. Given our definition of integration, we obtain the following stages:-

- (a) the free trade area which implies the removal of quantitative restrictions and customs tariffs;
- (b) the customs union where the tariff of the countries within the area is unified against outsiders;
- (c) the common market where all restrictions on factor movements within the area are abolished;

- (d) the economic union where economic, monetary, fiscal, social and counter-cyclical policies are harmonised;
- (e) the supra-national union where the respective governments abandon their sovereignty over the policies listed above and invest a supra-national authority with decision-making powers.

THE EXISTING SCHEMES AND THEIR IMPORTANCE

Under this definition there are now five schemes in existence in the developing countries that can lay some claim to falling in the above categories. These are described in very general terms in Table 1 below. Other schemes with

Table 1
The Size of Existing General Integration Schemes

| Scheme | Number of countries | Total GDP(1) billion \$ (1965-66) | Total Population million (1967) |
|-----------------------------------|---------------------|---|------------------------------------|
| UDEAC (2) | 5 | 1.4 | 12 |
| Central American Common Market | 5 | 4.0 | 14 |
| East African Common Market | 3 | 2.4 | 30 |
| Maghreb | 4 | 7.3 | 33 |
| Latin American Free Trade Area | 11 | 90.8 | 219 |

(1) Local currency has been converted into United States Dollars using official exchange rates.

(2) Up to April 1968.

similar objectives have either never made any progress in practice, as for example the Arab Common Market, or have been

created so recently that they cannot as yet be assessed at all, like the Caribbean Free Trade Area or the Andean group of countries inside LAFTA.

The outstanding feature which is highlighted by Table 1 is that four out of the five schemes included in this Table are small in terms of economic variables although most of them are very sizeable in terms of the geographical area covered. Efforts are under way to widen two of them, i.e. the East African Common Market and the Latin American Free Trade Area. However, these negotiations are still in their infancy and nothing concrete can be said about their potential results. The small size of most of the schemes indicates that one should not expect very spectacular results from the integration effort in the short or even medium term.

HOW COULD RESULTS BE ACHIEVED?

There are however other reasons for the relatively disappointing performance of existing schemes. To come to grips with them it is opportune to look at the benefits that can be expected from integration efforts and see why some of these may either not at all be realised or may only become effective after long periods of time in the specific context of developing countries.

Much of the theory on integration is strongly influenced by the situation in developed countries and particularly by the experience of the European Common Market. It would be beyond the scope of this paper to review all the facets that make this theory to a large extent inapplicable to developing countries but some general lines can be mentioned. First of all the importance of agriculture is generally neglected in favour of industry. It is in fact very difficult to generalise on agricultural consequences of integration as the appropriate techniques in agricultural production may vary considerably between countries and even inside a country. In addition, technological advances in agriculture are now progressively reducing the practical importance of differences between natural endowments such as climate, soil quality, etc. Under these conditions it is very difficult to predict with any degree of confidence the effects that integration might have on the agricultural sector, which is the sector of major importance in almost all developing countries.

Writings also fail to integrate the production factor competitiveness which is generally prevalent among developing countries into the general integration theory and one of the major constraints on growth in developing countries, i.e. the foreign exchange shortage, is similarly not explicitly treated. This amounts to saying that those constraints on growth on which most of the existing literature focuses its attention, may not be the most relevant ones for developing countries.

This conclusion is supported by a more detailed examination of the benefits that can be expected from integration and which are being put forward by many writers as the main arguments in favour of integration efforts. For example, integration is expected to have a beneficial effect on factor efficiency in the integrated area. The assumption is that larger markets will provide the basis for industrial investments that did not exist before integration; it will also provide benefits through increased competition within this market; finally it should provide economies of scale, better capacity utilisation and specialisation of production inside the integrated area. What is not always realised is that some of these benefits cannot be expected to occur at the same time. To give only one example, if the combined market opens up the possibility to construct a certain plant for which no economic basis existed before, then competition cannot be expected to provide benefits in that particular branch of industry unless the new market size is a multiple of the technological optimum for one plant. Similarly, some of the economies of scale that can be expected to occur in existing plants, may be partly or wholly compensated for by the effects of monopoly positions unless effective control is applied. Finally, specialisation in certain lines of production will occur automatically only if the factor endowment of the integration partners is complementary rather than competitive. Given that most developing countries suffer from scarcity of capital, entrepreneurs and skilled labour, and have an abundance of unskilled labour and in most cases also of land, factor complementarity is in fact the exception in the developing world. Specialisation could then be obtained only if it were done on a planned basis with satisfactory arrangements for compensation between the partners.

Similar considerations apply to those benefits that may be expected from factor mobility. Here again, factor complementarity would be a pre-condition for getting sizeable benefits

from such mobility. In many areas, however, the effect of factor mobility may be unfavourable in that the well-known clustering effect of industrial development may lead to draining capital, entrepreneurs and skilled labour towards the growth points in the integrated area to the detriment of the other regions. There is a presumption that factors of production are more efficient in the growth points inside the area but it would be politically very difficult to permit mobility towards these growth points unless each of the participating countries has a similarly attractive one. However, if this is the case, then it is hard to see how integration can in fact provide additional benefits in this particular area. Moreover, in many developing countries, much of the investment capital that is being generated comes from the public sector and movement of public sector capital obeys other criteria than the overall factor efficiency in the integrating regions. Factor mobility might therefore either produce only very small benefits, or, if these are potentially large, may not be politically feasible.

Finally, it is important to pay attention to the effects that integration may have on factor availability. Much of the writings on the subject assume that it is sufficient to create an investment opportunity for this investment actually to occur. This of course neglects the scarcity of capital in general and the scarcity of foreign exchange in particular. The effect of integration on factor availability is therefore very important. Unfortunately, the foreseeable consequences of integration produce contradictory influences on both local and foreign capital available to the integration partners. Local private savings may be affected on the one hand by a higher consumer price level, and on the other by larger incomes generated. Similarly, public revenue may be affected by a fall in customs duty revenue from imports and by a rise of internal taxation due to increased economic activity. The actual outcome of these counterveiling tendencies cannot really be predicted.

Similar considerations apply to foreign exchange. For the group as a whole, if there is a fall in imports from the outside, this would improve the foreign exchange situation to some extent but there may also be a switch of local resources out of export activities into import substitution activities which would have the opposite effect. Also there may be vast differences in the experience of individual

countries entering an integration scheme. Foreign aid would similarly be fairly unpredictable since there have been cases where countries have experienced cuts in their foreign aid receipts following their adherence to an integration scheme. The only area where it is possible to be fairly confident of a positive effect is that of foreign private investment. But this raises of course a whole complex of other questions since policies of the participating governments would be crucial in determining whether the increased attractiveness of the area to private foreign investors could in fact be translated into higher flows into the country.

Finally some improvements can possibly be expected from a pooling of technical and higher education inside the integration area. At present many institutes of higher learning in these countries are sub-optimal in size and perhaps also in quality so that pooling of resources should produce both a fall in unit costs for education and an increase in the overall quality.

SOME FACTS AND CONDITIONS AFFECTING THE CHANCE OF SUCCESS OF INTEGRATION SCHEMES

There are a large variety of factors that will condition the chances of an integration scheme to produce sizeable benefits to the partners. Some of these we shall just mention as it is outside the scope of such a general paper to review them all in detail. Among these there is for example the competitiveness of the pre-integration economies which, at least in the industrial sector but to some extent also in the competing agricultural sectors, may be a drawback to the integration effort in that vested interests will oppose its application in their particular fields. Conversely, if the industrial sector in all countries of the scheme is fairly small, then this would be an advantage as it permits regional investment planning of new industries. Large differences in customs duty rates would be a drawback as they would indicate considerable differences in the competitiveness of the industrial sectors of the partner countries which would create obstacles to removing barriers to competition inside the area.

The transport and communications system is also a very important aspect. Many transport systems in developing countries are still geared towards export markets and do not provide adequate links between the integration partners. This

may create barriers to trade and competition between the partners that could be more important even than customs duties or quantitative restrictions. The discussions on expanding the East African Common Market are likely to be of little practical impact until better transport and communications are established in the area. Similarly, if the exchange rates of the potential partner countries are relatively more or less under or overvalued, this will create problems as it will increase the probable imbalances that will arise from freeing trade among them. In this connection the reliance of many writers on the gross trade flows as a good indicator of the success of integration schemes leads to an insistence by partner countries on the principle of reciprocity. In other words, each country measures its losses or gains very crudely by the intra-regional trade flows and insists that it should export as much as it imports. Trade flows are in general a very crude measure but in this particular instance, if the reciprocity principle is strictly applied, then it will in fact frustrate most of the benefits that can be expected from increased exchanges between the partners.

It needs to be mentioned very briefly also that the process of integration requires that the member governments are ready and willing to relinquish progressively more and more of their sovereignty over economic and social policies. Unless the political will to do so is present in all member governments, the integration process will result in progressively worse imbalances which will finally lead to its reversal.

However, the two facets which emerge with crucial importance in any integration effort, would seem to be a co-ordinated investment policy and some mechanism for compensating those partners in the scheme which do not derive at least average benefits from the scheme. The importance of a co-ordinated investment policy cannot really be overemphasized. It is likely to be of vital importance if the benefits that could be derived from specialising in certain lines of economic activity and the benefits to be derived from economies of scale are to be realised. Such a policy would have to be as comprehensive as possible in order to reduce the needs for financial compensation to a minimum and in order to provide quid pro quos for the economically less attractive locations in terms of such investments as may be less dependent on locational considerations like, for example, institutes of

higher learning and so on. Such a policy would have to be seen to be endorsed by all the member governments in the scheme and it would have to dispose of sufficient means of enforcing that the actual investments do take place in the locations that have been chosen in the plan. In summary, an effective investment policy of this kind throughout the integration area is both an essential condition for success and perhaps the surest sign of such success.

None of the schemes which we have considered has in fact an effective overall regional investment policy. Some attempts at such a policy have been made in the Central African Scheme, the East African Scheme and the Central American Common Market. But none has gone beyond a pragmatic and ad hoc approach. The problem which arises with such an approach is of course that if decisions are taken on the basis of one project each, then no give and take is being established. In fact on this pragmatic basis there have been notable failures in these schemes as is evidenced by the construction of a refinery each in the member countries of the Central American Common Market or failure of the Central African Common Market to agree on the location of various industrial projects, which as a result have not been executed.

The investment policy is intimately connected with the other important point, the compensation scheme. The basic principle underlying the compensation arrangement should be that no country in the integration area should be worse off inside than it would be if it remained outside. We have already pointed out that a coherent and effective investment policy over the area as a whole can minimise the requirements for financial compensations. However, compensation may still be needed in residual areas and these could arise on five accounts. First there could be a need to compensate for balance of payments disequilibria resulting from new trade patterns. Secondly, some countries may suffer rises in the retail price level as a result of switching purchases to their integration partners and if this were not compensated for, it would amount to financing the neighbour's industrialisation by the consumers of the country suffering higher prices. There would also be an effect on the level of activity and employment as a result of intra-regional competition and, fourthly, public revenue could be severely affected as a result of lower import duty revenue once internal duties are abolished and import substitution progresses to the point of reducing imports

from outside the area. Finally the prospects for future industrialisation may also be weakened particularly if mobility of factors of production is built into the scheme.

There is no doubt that financial compensation is extremely complex to administer effectively, particularly in the light of difficulties of assessing benefits and losses from the integration scheme, but also because once such losses have been established, it might well be that even the stronger partners in the scheme are not strong enough actually to divert budgetary funds towards the weaker partners. This may well be an area where foreign aid could be used to reinforce compensation agreements.

Among the schemes we have considered, there are two, both in sub-Saharan Africa, that have worked with formulae of compensation. The difficulties continuously arising in East Africa as well as in the Central African Organisation seem to indicate that neither of these formulae is fully satisfactory to all members.

The main problem as just mentioned is the one of determining the benefits and losses from integration. Considerable efforts have been made in the case of the East African Organisation to analyse for each of the member countries what they gain or lose through integration. No firm conclusion has been achieved and this is explained mostly by the difficulty of comparing the actual experience in the scheme with a hypothetical state as it would have obtained if the scheme had not been in existence.

One of the usual ways of assessing the performance of a scheme is a comparison of GDP rates of growth before and after its introduction, but the main drawback of this is that as long as the growth experience of developing countries is critically determined by the performance of their extra-regional exports, it is difficult to link any possible increase in the overall growth rate to integration. Secondly, any comparison on this basis has to be made over fairly long periods of time and, with the exception of the East African Community, none of the schemes has existed long enough for proper assessment.

Another fairly crude proxy for the success of a scheme is the development of intra-regional trade. This does show

the growth of inter-dependence among the various national economies, but we are not really basically interested in trade as such but in the value added by this trade. Data to assess this are not available in sufficient detail. Similar problems arise if one tries to isolate those investment projects that are specifically related to setting up an integration effort. There has been a considerable controversy on how to define such industries and again the main drawback is inadequacy of basic data. The outcome of this is that there is not yet any good criterion to assess the relative performance of partner countries in an integration scheme or to assess the performance of the scheme as a whole compared to what would have happened if it had not existed.

SOME CONCLUSIONS

The expose made above incites us to be very cautious as to the benefits that may be derived in the short and medium run from setting up general economic integration schemes among developing countries. We have seen that some of the existing schemes are very small by any standard and that none of them has those features that would seem to be a pre-condition for success. We should also note that most of these schemes have not yet reached the stage in the integration process that their names imply. For example, LAFTA is still quite far away from a real free trade area and experience and common sense show that the last part of the way is the one where the difficulties really arise.

Also, there is an over-riding need in any integration scheme for the political determination of the potential member governments actually to take the policy measures and relinquish the power of decision-making so as to give the scheme a chance of success. It may be doubted that this political determination is at present strong enough, particularly if one remembers that at least in Africa and Asia boundary disputes are still very frequent, ethnic problems have to be added and a number of countries seem to be frequently close to open conflict with each other. It may not even be going too far to say that these two continents are in general still in a process where political structures that have grown up from and after the colonisation period are still in a process of disintegration and rearrangement.

It might therefore be advisable not to aim for general

economic integration schemes such as were surveyed in this report, but to start much more pragmatically on the basis of common projects for international co-operation. This is the place to mention that the one experience in Asia that has certain achievements to its credit, i.e. the Regional Co-operation for Development, between Pakistan, Iran and Turkey, is taking just this approach. Also in other areas of Asia, there are a number of common multi-national projects that are being explored, planned or even executed and this may be the way to strengthen co-operation before aiming at a general overall economic integration scheme.

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
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TOKYO, 10th-14th March 1969

PROSPECTS FOR CLOSER CO-OPERATION
BETWEEN TRAINING AND RESEARCH
INSTITUTES IN SOUTH-EAST ASIA:
Some Suggestions and Proposals
(Summary Report)

by

P.S.N. Prasad

Asian Institute for Economic Development and Planning
United Nations
Bangkok

PROSPECTS FOR CLOSER COOPERATION BETWEEN TRAINING
AND RESEARCH INSTITUTES IN SOUTH-EAST ASIA:

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P.S.N. Prasad

Asian Institute for Economic Development & Planning, Bangkok

The Asian Institute for Economic Development and Planning has just completed a five-year period of training activity and is now entering on the sixth year of operation. The Institute was established under the leadership of ECAFE and with financial assistance from the UNDF and counterpart contributions by member countries of the ECAFE region, and also a few Governments from outside the region. It also received modest support from some of the foundations including amongst them the Ford Foundation.

Although it was given research and advisory functions as well when it was established, the Institute is primarily a development staff college for training officials concerned with the formulation and implementation of development policies and programmes in countries of Asia and the Far East. The basic programme consists of resident training courses, and courses given abroad by mobile teaching teams.

Resident Courses

The resident training courses comprise the six-month General Course, and five three-month Special Courses which are conducted concurrently. The General Course is designed for senior and middle-level officials holding responsible positions in government or private industry, who play a role in national development. It consists of six months of study and discussion covering a wide range of problems and policies affecting Asian economic and social development. Instruction is given mainly on a seminar basis but opportunities are

provided for individual study and research. Typical subjects covered are: the nature of the development process, planning techniques and problems, development in the main economic and social sectors, such as agriculture, industry, education and health. Throughout, the emphasis is on the practical aspects of training, and related directly to work problems the Fellows encounter in their day-to-day work in their jobs at home.

The Special Courses have been gaining importance among the Institute's regular, annual programmes. Five courses of three months each are given, intended for specialists in one of the following fields: Development Finance, Project Analysis, Econometric Methods in Planning, Human Resources Development and Social Planning, and Agricultural Development Planning. This list May be Modified as required in the future.

Country Courses

In addition to the resident training programme, the Institute also supplies mobile teaching teams for short-term country courses at the request of governments of the region. Such courses, lasting from one to three months, vary with the problems and conditions prevailing in the requesting country. After consultation with the government, a syllabus is produced which is relevant to development problems being faced in that country, and focussing especially on one area, i.e. Project Analysis, or Plan Implementation, or Agricultural Development Planning. The Institute has been making available three of these courses each year, and intends to put increasing emphasis on this aspect of its services, since it appears to be particularly useful to those countries requesting it.

Occasional Courses are given periodically, to meet opportunities to provide courses with specific objectives not normally covered by the present annual programme. These courses depend to a large extent upon sponsorship by a country or an agency; the Institute's staff and facilities are made available at no cost. Two recent instances are a course on Industrial Development Administration (10 weeks) given with the assistance of the Netherlands Government in 1968, and a Short Course (2 weeks) on Social and Economic Aspects of Development for Senior Staff of the Directors of Health Services, also given last year. An Occasional Course on

Highway Transport Programming is scheduled for March, and a 12-14 week course for Senior Staff of the Directorates of Health Services is planned to open in November.

While this is a general picture of the way in which the Institute's training programme operates during the first five years of its existence the Institute has trained some 800 senior officials from about 20 different countries in the ECAFE region, including Australia, New Zealand, Japan, and extending on the western front to India, Pakistan, Afghanistan and Iran. These officials make a solid contribution at the levels of policy making and implementation of plans and projects in these various Asian countries. During 1970 the Institute expects to be able to train approximately another 200 in its resident and country courses, maybe a few more than 200, if certain negotiations now under way with some of the Governments conclude successfully for the placement of some more Fellowships during the year.

With this brief introduction as to the nature and functions of the Institute, I would like to outline here some of the problems of training and research which may appropriately be discussed at this meeting

1. One of the problems that an institute like this has to face is the problem of tailoring a training course in development planning for countries which vary widely in their approach to and philosophy of development. Included in this area are some countries which believe largely in private enterprise as the best means of achieving development. At the other end there are countries like Outer Mongolia which pursue highly centralized economic planning, and in between we have various shades and mixtures of economic philosophy.

On the other hand, this is also an advantage in that this gives us a chance to study in depth the performance and achievements in terms of development under different systems, and this might in fact in the long run enable us to isolate the factors that promote growth and those that hinder it under different systems, and some comparative idea of the relative merits and demerits of different systems might be studied. In our Research Wing we have initiated a number of country studies, the material on which should enable us to attempt a comparison in due course.

2. Another problem in organizing regional courses is that it is almost always difficult to obtain trainees of approximately equal ability, educational background and service experience. Usually people from certain of the countries are of higher civil service cadres. From certain other countries we only get relatively junior civil servants. In a mixture of this kind the brighter boys feel somewhat disappointed if the training aims at the relatively junior officials and the latter tend to feel lost if the presentations are made at a level of sophistication aiming at the more senior people. On the other hand, in a general group like this the senior civil servants tend to supplement the presentations of seminar leaders by contributions from their own experience. And participation in discussions by them is as much a contribution to teaching as that of the regular staff members of the Institute. Also, such a group enables Asian officials from different countries to get to know each other from countries other than their own better, which is an incidental advantage of regional training.

3. Communication also presents problems, though fortunately not as serious a problem as one has to face in bi- or tri-lingual presentations as in the case of the African Institute in Dakar. Our presentations are all made in English and even trainees who come from Laos or Viet Nam are generally conversant with some basic knowledge of English. However, when it comes to participation in seminars, not all trainees from all countries are equally capable of expressing themselves and this hinders to some extent the effectiveness of participation. People from some countries where knowledge of English is not highly developed tend to be shy and reserved, though as they get to know people the reserve tends to melt away and even in their broken English they do intervene and make fairly effective contributions.

4. Another problem has been devising a suitable system of selection of trainees. As candidates are selected from as many as 24 different countries, a system of personal interviews by any one official or group of officials is extremely difficult to organize, especially when we do so many different courses in each year. However, we have devised a questionnaire which seeks a good deal of information about the candidates, their educational background, and their service experience. A staff committee of the Institute pores over these details with considerable care and makes the selection.

The selection is made primarily on grounds of merit, but also allows for a certain amount of geographic distribution to ensure that every country gets at least a minimum of representation. The system on the whole has worked with reasonable success, but there is room for improvement in the techniques adopted for selection, and any suggestions which Directors of other training institutes may give for this are welcome.

5. Another difficulty faced by the Institute is collecting up-to-date economic data on the development activities of different countries. Of course we do obtain most of the publications about different countries, and such other information as can be gleaned from periodicals, etc. But the systematic collection of governmental "blue books" offers considerable difficulty. Efforts are made by the Institute by personal contacts and other means to establish a regular flow of information. But the channels so established tend to dry up over a period of time until again fresh efforts are made to renew the flow of information. In this respect again, some countries are easy to handle as they respond with a certain amount of enthusiasm, but there are other countries from which obtaining information of this kind is proving to be extremely difficult.

6. In the experience of this Institute the country courses offered have proved to be extremely popular with most of the smaller countries in the region. The obvious explanation for this is that in each country course as many as 30 to 40 officials of a given country receive training in each of those courses, while in the resident courses in Bangkok, we are able to offer only a limited number of seats for trainees from each country. The country course also enable us to spot some of the more promising officials and often times these are later selected for the more intensive training in resident courses in Bangkok. The country courses therefore help to some extent also in improving the quality of candidates selected for the resident courses. They also make it possible for the Institute to tailor curriculum and topics for seminar discussion and relate them more closely to the needs and problems of the particular country's economy.

7. Another problem centres on the length of the period of training. Initially when the Institute was established, a training course of nine months duration was envisaged as

offering a reasonable length of time. However, it was soon realized that governments, especially those who are short of trained personnel, would find it hard to spare some of their useful officers for as long as nine months. Because of this, the training period for the general course was later reduced from nine months to six months, and separate additional courses offered for a duration of three months each. This bifurcation between a six-months' general course and three months' special courses has therefore proved popular with governments, more than a continuous nine-months' course.

8. Another problem is that of selecting subjects which should be included in the coverage of a general development course. In addition to the presentation of ideas relating to general economic development, one is constantly tempted to include bits and portions of a variety of other subjects, such as social planning, educational planning, health planning, nutritional planning, planning for the problems of children and youth, urban development and housing, regional planning, and so on. The more we introduce these auxiliaries, the less time is available overall for each one of them, as well as for the basic elements of development economics. The choices made in the end inevitably tend to be somewhat arbitrary and sometimes only the barest of justice can be done to the treatment of any single topic. Separate specialized courses, therefore, to some extent take away this kind of pressure, and enable presentations to be made more meaningfully.

It is also important to design training courses offered so as to conform to the needs of officials at different levels, namely the senior officials, the relatively junior officials and also the policy-makers at the highest levels. At present, such clear distinctions are not easy to make and there is a certain overlapping in each course as between different levels. Perhaps some division of labour could be organized, through cooperation between national training institutes and regional training institutes, for the national institutes generally to take care of training the more junior levels and the regional institutes specializing in training at more senior levels. This is a problem that could be usefully discussed at a meeting like this.

If periodical discussions could be organized between national training institutes and regional training institutes as to how the efforts of the two could be coordinated to the

best advantage their respective efforts may become more effective. One might also discuss usefully the feasibility of the regional training institutes undertaking once in a while the training of trainers, that is, a training course devised especially for staff in national institutes engaged in training local officials.

9. In the regional Institute we have been asking governments to nominate officials both from government services and private business and corporations. Up to date, however, most of the trainees received are predominantly from the civil services, though a few of the countries have nominated officials from the private sector also. Of course in some of the bigger countries of the region, officials from the private sector are taken care of in the Management Training Institutes, but in others there are not enough facilities at present for training. So we have been trying to persuade the governments to select more candidates from the private sector for training at the regional institute.

It would also be useful to have in the regional courses a mixture of university teachers in Economic Development and related disciplines and civil servants, if the teaching in the universities is to be oriented to more practical ends. We have been putting this view to the governments, but again only a very small number of countries have sent university teachers for such training. We would like to receive more nominations from university teachers to sit along with civil servants in such courses.

10. In some countries national institutes provide a very good base for cooperating with the regional institutes, especially in organizing training courses. It has been our experience that when country courses are organized this is done more efficiently if it is done jointly between the regional institute and one of the national institutes. Collaborating with government departments as such has been equally effective only in a few cases. Of course, the pattern varies from country to country and in some cases doing these country courses with the help of the governments has been found more useful because in those countries the government is able to mobilize a much better cross section than the local training institutes have been able to do. Here, I suppose, one has to take into account the situation in each country separately and try the kind of organization suited to the characteristics of

that country's organizational patterns.

11. A slightly novel type of course which we are trying to evolve is a two or three-week "dialogue" with the senior-most officials in countries on development problems, such as are organized periodically by the OECD. There is generally a tendency to assume that senior officials at this level do not really need "training" in the normal sense of the term, but a few countries have expressed a desire to have dialogues of this kind organized with a small group of senior officials in the country and senior officials of the Institute and we are venturing to embark on this process in the coming years.

12. One of the problems which many civil servants highlight at seminar discussions is that no matter what the civil servants may put up by way of policy recommendations, Ministers tend to overrule them, especially in democratic countries, on grounds of political necessity, and tend to take decisions overruling the economic criterion in favour of political considerations. The suggestion has been made by civil servants that it would be useful, if it could possibly be organized, to have dialogues with selected Ministers holding charge of the economic departments. We have not so far been able to organize anything along these lines, but it is tempting to think about its possibilities.

13. One of the arguments in favour of regional institutes is that the presentations of general principles of economic development could be made more concrete by relating them with the regional problems and peculiarities. This calls for an intensive study in appropriate forms of the social and institutional backgrounds of the country or a sub-region in a continent. Such a presentation calls for the availability of special studies made on a country or on the relevant sub-regions. Here coordination between training and research institutes could provide a lot of supporting material to a regional institute. If at meetings of this kind we can discuss ways and means how such coordination between institutes could be organized it would be a help to both types of institutes in improving the quality and effectiveness of their presentations with special reference to local and regional problems.

I hope it will be possible for all of us to discuss these problems at this conference and also consider ways and means

of other forms of collaboration such as periodical exchange of staff, and exchange of information between the regional institutes and national institutes wherever such exchanges could be organized.

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GENERAL SCHEMES FOR REGIONAL
INTEGRATION WITHIN SOUTH-EAST ASIA

(Summary Report)

by

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Tokyo

GENERAL SCHEMES FOR REGIONAL INTEGRATION
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South-east Asia, which is to be dealt with in this paper, situates between the South Asia and the Far East, covering the territories of nine countries, i.e., Burma, Thailand, Laos, Cambodia, Vietnam, Malaysia, Singapore, Philippines and Indonesia. This area can be considered as a region but it may also be included in the wider region of Asia and the Far East. Since various regional cooperation schemes are studies by ECAFE covering the whole area of Asia and the Far East, the first part of this paper will describe briefly the projects in that area as an introduction to the main part dealing with South-east Asia.

I. MOVEMENT TOWARDS REGIONAL INTEGRATION IN ASIA AND THE FAR EAST

Although ad-hoc measures and steps had been taken by a limited number of countries in Asia and Far East, it was not until 1960 that a concerted effort of the countries toward regional integration took a shape.

In that year, the countries in the region adopted a resolution at the Annual Conference of ECAFE requesting the Executive Secretary to study measures for regional integration. Obviously the interests of Asian countries in regional integration was stimulated by the movements in other regions, particularly in Western Europe and also Latin America where LAFTA was set up in that year.

The ECAFE Secretariat, with the help of the top-level

economists in the region constituting the "Three men committee", analysed the conditions prevailing in the ECAFE region in comparison with those in other regions and studied the measures conceivable for the economic integration in the Region.

On the basis of the above study, the problems of the regional integration were discussed at subsequent annual conferences and other meetings of ECAFE.

Through these studies and discussions, it became a common feeling of the ECAFE countries that any attempt for such a high degree of integration as EEC was still far from being practicable in the region. Instead, more practical approach of sectoral and sub-regional arrangements were favoured. The accumulation of such arrangements were favoured. The accumulation of such arrangements were considered to lead gradually to the ultimate purpose of integration on wider regional basis.

For the promotion of intra-regional trade, ECAFE has been providing a machinery in the form of the Intra Regional Trade Talks which are held at frequent intervals to facilitate inter-governmental negotiations and agreements. Such talks have resulted in several bilateral agreements leading to increased trade and improved commercial relations within the region.

Cooperation among the countries in the region is also under way in transportation and communication. The Asian Highway project was started in 1960 and considerable progress has been made in its implementation, especially in the construction and improvement by the governments of the national roads included in the Asian Highway system.

With a view to utilising the economy of scale, plans for specialization in some manufacturing industries such as steel and fertilizers are now being studied.

The establishment of the Asian Development Bank, which is so far the most outstanding outcome of the studies and discussions of ECAFE countries, will undoubtedly contribute a great deal to the promotion of economic integration of the region. The Bank not only performs its main function of providing development loans but also coordinates the national plannings in connection with the loans.

Apart from these sectoral cooperations promoted by ECAFE, a sub-regional integration exists in the western fringe of Asia, i.e., the Regional Cooperation Development (RCD) comprising of Iran, Pakistan and Turkey.

Although the RCD was set up rather recently (1964), the economic collaboration between the three countries dates from 1955 within the framework of the Baghdad Pact. It has a permanent secretariat in Teheran, which is responsible to a Ministerial Council composed of the foreign ministers of the three countries.

A long list of joint industrial projects has been drawn up and some of them are now being implemented. For example, an aluminium plant in Iran is financed by the partner countries.

In the fields of trade and banking, decisions have already been made to establish a commercial bank for RCD as a whole and also to establish a multilateral payments account.

For common services, an agreement has been reached to set up a joint international airline and joint shipping line.

II. COOPERATION AMONG THE COUNTRIES IN SOUTH-EAST ASIA

While socio-economic homogeneity and divergence in economy are generally considered as favourable conditions for regional integration, as is the case of RCD in Western Asia, the situation in South-east Asia is much less favourable in this respect. Moreover, political disagreement and tension exist among certain countries in the region.

Nevertheless, there are several regional or sub-regional projects developing in this area, and willingness of the countries for further cooperation is evident.

(1) The Mekong Project

The Mekong Project area covers most parts of Laos, Vietnam, Cambodia and the North-eastern part of Thailand.

The Coordination Committee, composed of the four riparian countries, pursues the systematic development of hydro-electricity, irrigation, navigation, flood control and other

related fields.

Financial and technical assistances are given from UN, especially ECAFE and UNDP, and a number of countries outside the area.

The expenditures spent for investigation, such as geographical and hydrological surveys and feasibility studies, have already amounted to \$ 47 million, and the investments made for construction totalled \$ 147 million, both including local currencies disbursed by the riparian countries.

The fact that as many as 23 countries outside the area, not only advanced countries but also developing countries, extended assistance to this project is a unique feature of this international cooperation.

It is also an encouraging feature of the project that two countries within the area work together in this project despite the fact that the diplomatic relation between them is presently broken off.

(2) ASEAN

The former Federation of Malaya, the Philippines and Thailand formed in 1961 the Association of South-east Asia (ASA) aiming at, inter alia, expansion of trade among the three countries, joint action to establish shipping and airlines and joint efforts to stabilize primary commodity markets.

The Association, however, ceased to function since 1963 due to the rupture of diplomatic relations between the Philippines and Malaysia caused by the dispute on Saba Problem.

One year after the settlement of the dispute, the ASA re-birthed in 1967 on a larger sub-regional basis by adding two new members, i.e., Indonesia and Singapore, and Making it open for participation to all countries in South-east Asia. The new association was named ASEAN, standing for Association of South East Asian Nations.

The standing committee of the Association met several times and decided that the member countries should cooperate in the fields of food production and supply, tourism telecommunication and transport, promotion of exports, trade

liberalisation. The plans of cooperation in these fields were to be studied and discussed by the respective special committees. But the activities of the ASEAN were again paralyzed in 1968 by the political dispute between the Philippines and Malaysia.

(3) The Federation of Malaysia

The Federation of Malaysia was formed in 1963 comprising twelve States of the Federation of Malaya, Sabah, Sarawak and Singapore which, however, withdrew from the Federation in 1965. The Federation aims at high degree of economic integration among the states.

In view of the considerable discrepancy between West Malaysia (twelve states in Malaya) and East Malaysia (Sabah and Sarawak) in economic development, a number of measures have been taken to compensate for the relative backwardness of the latter. As the result of these measures, private investment during the last few years has been rising more than twice as fast in East Malaysia as in the West. And the trade between East and West has been increasing at the rate of fifty per cent per annum.

The gradual process aiming at the economic integration in being realised with considerable success.

(4) Ministerial Conference for the Economic Development of South-East Asia

The first Ministerial Conference was initiated by Japan and held at Tokyo in 1966. The second and third conferences held in sequence in 1967 and 1968 hosted by the Philippines and Singapore respectively.

The member countries of the Conference are Indonesia, Laos, Malaysia, the Philippines, Thailand and Vietnam within the region and Japan from outside; Cambodia participated as an observer.

The Conference provides the place of policy-level talks on development problems of the region and recommends joint activities and cooperation.

As an outcome of the Conference, the establishment of the

South-East Asia Fishery Development Centre is now under way with financial and technical assistance from Japan.

The establishment of the Special Fund in the Bank, to be used mainly for agricultural development in the region, was also initiated by the Conference. Japan and some other countries outside the region have already contributed or committed funds for this purpose.

III. PROSPECTS OF REGIONAL INTEGRATION IN SOUTH-EAST ASIA

In all countries in South-East with only exception of Singapore, agriculture has vital importance in their national economies. Their exports, especially, are predominantly of agricultural products, e.g., rubber, coconut and rice. These products are exported mostly to the markets outside the region directly or via Singapore and other transit ports in the region. Rice is the only agricultural product which is traded intra-regionally in an appreciable volume. This trade will decrease gradually as the rice production increase programmes in the presently deficit countries progress. On the other hand, however, some countries in the region are importing considerable amounts of wheat from outside regions which could be shifted to the rice import within the region if some measures were taken with a view to promoting import substitution on regional level.

The regional cooperation in the field of agriculture, should be directed towards joint projects for promoting agricultural exports to the world market and strengthening of bargaining power of the countries exporting same products, such as the establishment of Copra Board which was agreed upon recently among the Philippines, Indonesia and India.

Regional cooperation would also be useful for development and export of new agricultural items such as maize (and possibly sorgham) for which demands from the outside the region are rapidly increasing.

The adjustment of harmonization of agricultural planning among the countries in the region would also be useful. There are some instances where uneconomical investment for production of crops which are more economically produced in other countries in the region.

Manufacturing industries in the region are mostly processing of agricultural products and other light industries for import substitution. Machines and tool industries are also developing but they are mainly of simple processing and assemblies. The intra-regional trade of manufactured goods are therefore almost negligible.

As industrialization moves forwards to heavy industry, which requires the economy of scale, specialization among the countries in the region or sub-region becomes necessary.

As a movement to this direction, ECAFE organized in 1967 a survey mission to study possibilities of regional cooperation for the development of iron and steel industry by the establishment of integrated steel plants in most economically feasible sites in the region. The survey covered six countries, i.e., the Philippines, Indonesia, Singapore, Malaysia, Thailand and Taiwan.

The survey mission concluded that the potential market and resources in South-East Asia was sufficient to justify the establishment of a few integrated steel projects in this sub-region, and the six countries indicated their unanimous approval of the recommendations by the mission and their willingness for a united effort in the promotion and development of the iron and steel industry. Further survey for pre-investment feasibility study was made in 1968 by a team which was provided by Japanese Government on request of ECAFE.

This is an encouraging movement toward regional integration. Since economic activity in different sectors are highly interdependent, an attempt at co-ordination in one sector, especially a key industry like iron and steel, will inevitably stimulate cooperation in the related sectors and lead to wider economic integration, including such measures as payment arrangements and intra-regional preferential tariff.

Other sectors of importance for cooperation within the region are transportation and communication. Sea freight among the countries in the region is often more costly than that beyond the region. Telecommunications systems are, likewise, often more conveniently arranged with the countries outside than with neighbouring countries.

It will take many years before these sectoral cooperations are brought together into a regional integration.

As is mentioned in the outset of this paper, it was only 1960 that concerted efforts of Asian countries took a step towards the integration. And it should be recalled that even in Europe there had been a decade of preparatory process under OEEC before the integration in the form of EEC came into effect in 1957.

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT
TOKYO, 10th-14th March 1969

NEW FORMS OF REGIONAL CO-OPERATION
IN SOUTH-EAST ASIA
(Summary Report)

by

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NEW FORMS OF REGIONAL COOPERATION
IN SOUTHEAST ASIA

by

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Introduction

The topic assigned to me is a bit ambiguous because the several forms of regional cooperation in Southeast Asia today have been around for several years in other parts of the world if not in Asia itself. And yet some of these forms of regional cooperation are still new to Southeast Asia because either they have never been seriously tried in this region or, having been tried in one form or another, the attempts have been half-hearted and have not been resounding successes. There is still a lurking feeling that at a more propitious time and place perhaps the same old ideas will succeed.

Only very few forms of cooperation are really new in terms of time. The idea of regional cooperation as such is old. And several forms have already been tried in this area in recent years. The ECAFE, in a sense, is a commission for regional economic cooperation in Asia and the Far East. The SEATO, aside from the principal objective of common defense, has some aspects of regional cooperation. I mention them only in passing because as I understand my assignment, the emphasis should be on the relatively new forms of cooperation, some of them perhaps in the discussion stages, if not ideas still in the minds of some visionary somewhere in the world. I will refer to some of them below.

Moreover, the letter of invitation mentioned specific attempts at international cooperation, so I researched on some of them to see whether in fact there has been some progress in the directions suggested. While conference papers on some of the proposed areas of cooperation are

voluminous,¹⁾ the few person in the Philippines presumably knowledgeable in these topics were not very encouraging, conference reports, notwithstanding. In fact, not a few were downright discouraging in their evaluation of the prospects of some of these forms of regional cooperation that were mentioned.

Imbued, however, with the eternal optimism of the academic economist, I became all the more interested in joining this conference in the hope that I will hear from members of this group about some reassuring signs that regional cooperation in Southeast Asia is not dead; and that in fact there are signs of progress that I might not have heard about from the limited listening-post of the Philippines. I certainly hope that I will leave this conference a little bit less pessimistic than when I came.

For certainly, the Institute of Economic Development and Research of the University of the Philippines would like to contribute its share in terms of research in the area of economic cooperation, if there are clear indications where economic studies can be of some importance to help usher in if not accelerate the date of its final realization.

The foremost reason for this skepticism, on my part, is the inability of the member countries of ASEAN to push forward in the area of economic integration in any significant way. The ASA, likewise, made only very halting steps. I know that some of you might think that this is almost a defeatist attitude to take unworthy of an economist of academic background, but I have seen the hopes of the advocates of integration raised high, and ever so quickly dashed right back to the ground. At this time, I believe pessimism is the more realistic attitude to take.

A few years back, the birth of ASEAN was proclaimed with some optimism: That at last the nations of Southeast Asia in association could now forge ahead with their plans of economic development, among other objectives, but only a few

1) ECAFE and other agencies of the United Nations have been active in this field. Recently, other organizations have dealt with this topic as well.

years have passed and the high hopes have soured into skepticism if not dark pessimism. Some member countries have been criticized for their intransigence in settling their own differences so that the region as a whole can get on with the task. But it is a political reality that progress will have to be slow, if at all, whenever some aspect of sovereignty is at stake, especially among the newly independent nations.

Recently there were several such attempts at regional cooperation, namely: The Malayan Confederation among all peoples of the Malay stock, and the so-called MAPHILINDO - a proposed agreement between Malaysia, the Philippines, and Indonesia.

I recall my own participations in those attempts. A small group of scholars at the University of the Philippines were impressed literally to prepare positions papers for the Philippine Government on the proposed confederation which died aborning. Nevertheless, we were told to try again. In a meeting in Manila in 1963 the so-called MAPHILINDO which followed the proposed Malayan Confederation was hailed at that time by leaders of Malaysia, the Philippines, and Indonesia as a distinct possibility. To many workers in the same vineyard, these developments were beyond their fondest expectations. To the Philippine scholars who were not used to the intricacies of high-level diplomacy, the toasts and well-wishes were heady wine indeed. Even the Manila press, as newspapers elsewhere, took up the shouts of optimism for the eventual creation of MAPHILINDO. Well, the rest is history and nothing has come out of the proposed MAPHILINDO. With the policy of confrontation between Malaysia and Indonesia the high hopes for MAPHILINDO were dashed to the ground almost immediately.

Similarly, the recent developments in Philippine-Malaysian relations on the question of Sabah have darkened the future of ASEAN for the moment.²⁾ (And I hope not for long, or forever.) With these resounding failures, small wonder that the strategy in economic integration and cooperation has shifted to a more limited scope, on the presumption that a

2) Recently, there were reports that members of ASEAN might meet again at the Ministerial level.

smaller, more homogeneous group can find some areas of meaningful cooperation, no matter how limited.

Thus, economic cooperation and plan harmonization have now been scaled down to a more limited approach, i.e. (1) on a commodity-by-commodity basis, (2) on a project-to-project basis and (3) on a sub-regional level. The potential gains through fuller and wider economic integration are enticing, indeed, and should remain as long run goals, but practical considerations dictate that countries in Southeast Asia, as elsewhere, limit themselves to more modest forms of economic cooperation for the moment.

ASEAN

In the First Meeting of the Asian Representatives of Commerce and Industry held in Manila from September 30 to October 3, 1968, several working papers were presented including:

Payments Arrangement towards an Asian Payments Union, A Draft Agreement Establishing a Free Trade Area among Asean Countries, Liberalization of Trade, Regional Trade and Free Trade Area, and a working paper on Primary Commodities of interest to the ASEAN region.

It is worth noticing that several of the papers were still along broad approaches which many have since accepted as quite unreasonable at this time. Some of the discussions at this meeting, however, were specifically limited to primary commodities, to the exclusion of manufactured or industrial commodities. (A distinct departure from the content of previous ASA meetings where discussion of industrial commodities were also included.) On the whole, it seems that some headway was lost with the expansion of ASA to ASEAN and the subsequent absorption of several projects of the former by the latter.

Perhaps, it was too much to expect any significant progress at this meeting which was held at the height of Philippine-Malaysian controversy on the question of Sabah. So ASEAN is at a stand still for the moment.

PICC

In 1963 a Philippine-Indonesian Coconut Commission was organized by virtue of an agreement between the Government of the Republic of the Philippines and the Government of the Republic of Indonesia with the following objectives, among others:

- (1) To increase the production of coconut and coconut products.
- (2) To promote stability in the world market for coconut products through close consultation and cooperation in marketing and pricing practices.

Comicile of the Philippine-Indonesian Coconut Commission alternated: First in Manila and then in Djakarta where it remains today.

The above agreement is an example of bilateral cooperation on a commodity basis. After some six years however, the PICC has only very few accomplishments to show for its existence. On the presumption that the Philippines and Indonesia would have common interests in the promotion of the coconut industry, the Commission was conceived as an avenue for close cooperation between the two countries. As it turned out, the Commission could do very little to promote stability of prices of coconut products in the world market. Even though the Philippines and Indonesia between them produce a substantial portion of world output of copra and coconut oil, the existence of close substitutes in the form of other fats and oils prevented the Commission from gaining a strong bargaining position vis-a-vis the consumer countries in Europe and in America as originally envisioned. In spite of repeated recommendations from panel members, the Commission could not even start with its plans to create a buffer-stock of copra to help stabilize the price of that product for lack of funds, among other reasons.

ACC

Another example of the limited approach is the proposed establishment of the Asian Coconut Community. Instead of aiming for comprehensive agreement, several coconut producing

countries have continued discussions on the possibility of cooperation on a very limited scale. Under the encouragement of ECAFE these discussions have been expanded to include Ceylon, India, Malaysia and Thailand in addition to Indonesia and the Philippines. Although the long-run objectives to increase production and to reduce the fluctuation of world prices of coconut products remain the same, the short-run objectives are more modest in the sense that the group would like to investigate first the possible areas of agreement.

Among stated ends numbering 15, the following examples may be mentioned:

(1) in the field of production, identify common problems and evolve common solutions by taking into account, among other factors, the experience of the member states.

(2) carry out intensive investigation into the causes and consequence of wide fluctuation in the price of coconut products and study suitable measures including stabilization of prices to minimize such fluctuation.

(3) study the problems and seek ways and means of removing trade restriction adversely affecting the coconut industry, paying due consideration to the balance of payments and other problems of developing countries. Notice the careful statement of the objectives.

Some advocates of the Asian Coconut Community are mildly optimistic for the proposed organization, even suggesting that perhaps it could provide the nucleus for further cooperation just like the European Coal and Steel Community which became the forerunner of the EEC. In terms of forward and backward linkages, however, there is a world of difference between the nature of the coconut industry as compared to that of the steel industry.

Of current significance to coconut producing countries is the reported move of EEC to impose additional import duties on coconut oil and copra cake. If there were a strong industry organization in existence such as the proposed ACC there would at least be a forum through which the interest of coconut producers could be heard as one voice. But the mere setting up of a forum for discussion among coconut producing countries would be too modest a goal for the proposed Asian

Coconut Community. It should be able to do something more positive than that. For the moment, perhaps, some form of international agreement on coconut products, similar to international agreements on other primary products would be a practical modus vivendi for all countries concerned. This might have to be the intermediate arrangement until such time that sub-regional economic cooperation becomes a reality.

As mentioned earlier, the existence of close substitutes for coconut products reduces the potential bargaining strength of any international marketing board. There is even a grave danger that the mere existence of such a board will encourage research in consumer countries into synthetic substitutes or hasten the establishment of coconut and palm oil plantations in other areas such as the African countries which are much closer to the European market, and would therefore have some transport-cost advantage over coconut products from Southeast Asia.

If the competitive position of the industry in Southeast Asia is not so strong after all in spite of its present dominance in the world market, it would be logical to establish a research institute to explore other possible uses of coconut products in order to improve the competitive position of the industry. The establishment of such a research institute is a possible area wherein the several coconut producers in Southeast Asia could agree.³⁾ The initial funding for such an institute could be through contribution by member countries or from private foundations.

Use of Fertilizer in the Coconut Industry

Output of existing areas planted to coconut could be greatly increased through the use of chemical fertilizers. Other agricultural crops such as sugarcane and the new varieties of high yielding rice are fertilized heavily. The use

3) The establishment of such an institute was the subject matter of a Philippine proposal to create the Philippine Coconut Research Institute (Philicorin). Committee Reports of the Philippine Panel, Philippine-Indonesian Coconut Commission, Nov. 7, 1966.

of chemical fertilizer in coconut production, however, is still very new in the Philippines as elsewhere. Recently, several private fertilizer companies in the Philippines have been pushing the use of their products in coconut culture. The Philippine Coconut Administration has also been pushing the use of chemical fertilizers. The Development Bank of the Philippines has extended credits for that purpose. Perhaps a regional grouping of coconut producers can conduct experiments in this method of increasing coconut yield per unit of land, thereby reducing costs of production and meeting better the threat of competition from other vegetable oils such as soya bean oil, palm oil and the like.

I have dealt at length on the cooperative arrangements in the coconut industry because, among the major primary products of Southeast Asia, so little has actually been done for this industry. The popular notion that a common marketing board could readily preempt the monopsony profits of coconut importers in developed countries is found to be too simple a view of the problem. The existence of close substitutes and the possible danger that such a marketing board would in fact hasten scientific research into substitutes and technological improvements that would weaken further the position of coconut products vis-a-vis other fats and oils make the establishment of a bilateral monopoly of producer countries vis-a-vis consumer countries not a simple matter.

Moreover, it has still to be established empirically, whether the importers are in fact making monopolistic profits under existing marketing arrangements. Perhaps some participants of this conference will be able to shed light on this point. On the domestic side, producer countries would like to see improvements in their product-collecting channels and other marketing arrangements to share more equitably the results of common efforts between producer, middleman, and exporter.

Marketing Boards as a Tax Collection Device

The establishment of a marketing board could be interesting from the tax-revenue aspect as well. The Philippines at present does not collect any export taxes. A sub-regional organization could very well hasten the imposition of export taxes on a very selective basis such as

on sugar, coconut, and log exports, (but specifically excluding the product of the new manufacturing and semi-manufacturing industries.) In fact, several countries use marketing boards as a device for collecting taxes.

I would invite members of this conference to a discussion of some of the common problems of the coconut industry not only from the viewpoint of the producer countries, but also from the viewpoint of European countries some of which are represented in this conference.

At that time, the problems in other primary products in regard to regional co-operation could also be discussed in the same manner that I have tried to analyze above, the problems of the coconut industry.

Co-operation in Industrial Commodities

At this point it might be useful to mention several proposals to establish joint projects among Asian member countries. These arrangements could have great relevance to developed countries as well because of possible tie-up with suppliers of machinery. The obvious economic justification, of course, are the economies of scale from larger plants serving wider markets. Rather than be limited to domestic markets which are often-times too small for economic-size plants, joint ventures tend to widen the market.

Based on the location of primary raw materials, several chemical industries such as anhydrous ammonium and chlorine based derivatives could be established as joint projects for the whole of the Southeast Asian region.

Unfortunately, it seems that almost any country can now run such chemical plants with borrowed techniques and a few trained personnel, as long as the domestic market is large enough, or the local industry is protected by a high enough tariff or restrictive quotas. The reduction of trade barriers such as these, is an obvious area for negotiation. Trade liberalization in fact is a central topic in any discussion directed towards economic integration. ECAFE has been quite active in the pursuit of this objective, as may be seen from the voluminous conference papers, and the literature it has published on this topic.

Fishing and cattle raising have been mentioned as possible joint ventures on commercial scale among food industries. The sharing of fishing grounds, as well as of fishing technology would be the obvious objective for regional co-operation. The utilization of presently existing food processing plants could be a possible short-term objective of a joint venture in ranching and meat-packing between the Philippines and Indonesia. For example, the Delta Manufacturing Corporation of the Philippines is operating at a very low level of utilization of existing capacity because of its inability to import cattle from Australia or Indonesia. Domestic sources of cattle and hogs in the Philippines are just too thin to supply the raw materials needed for the full capacity operation of a plant of the size of Delta. A reduction of trade barriers, if not just a reasonable relaxation of quarantine rules, will help ease some of the existing bottlenecks. Joint ventures on a private enterprise basis could ensure a relatively constant flow of raw materials to food processing plants in Southeast Asia.

The drug industry has been mentioned as a possible area of co-operation. The manufacture of antibiotics and other drugs and medicine could be on a joint venture basis. At the moment, a large Philippine drug firm is expanding capacity to supply the neighboring Asian countries. It would be unfortunate if due to the absence of plan harmonization and investment planning, every country in the area will establish their own drug industries even though some of them are without economic justification. Joint-venture arrangements on a private enterprise basis to establish co-operation between producer and local distributors of drugs and medicines could be a modest (therefore, attainable) objective for regional plan harmonization at this time. The costly investment of drug research and development is too well known to be mentioned here more than in passing. The sharing of these costs would be a natural basis for joint ventures among countries.

Unfortunately, the techniques of drug manufacture can easily be borrowed through licensing and royalty arrangements if not pirated outright. Moreover, the economies of scale in this type of operation are fairly limited, so that there is a great temptation to start drug manufacturing plants in each of the countries of a region unless some agreement in market sharing can be arrived at harmoniously at the outset. Investment planning and plan harmonization are imperatives in this type

of industry if scarce capital, domestic and foreign, is not to be wasted in investments that are not fully utilized.

Similarly, the investments in many assembly-type operations such as the automobile, and household appliance industries should be planned jointly, otherwise fragmentation of these operations will preclude the possibilities for backward integration into the component parts of these manufactured products. Unless investments are rationally planned, the possibilities for vertical integration of the new manufacturing industries would be limited indeed. If these industries, newly established in developing countries, are to compete with the manufactures of the developed countries, they have to be merged and consolidated not only at a national level but also at a regional level if possible. However, sociological factors could hinder mergers and consolidations indicated otherwise by economic factors. The situation in the Philippines is an example.

Formation of a Joint Shipping Line

One attempt at co-operation that is often mentioned is that of an overseas shipping line among ASA countries (to be adopted subsequently by ASEAN after reappraisal).⁴⁾

Again, ECAFE has conducted many conferences and consultations on this topic as evidenced by voluminous reports. While many would agree that it would be economically sound to have such a shipping line, its establishment is not likely under present conditions. At least, this view is held by a group which has studied Philippine overseas shipping in depth.

First, it is not likely that countries which now furnish shipping services to this region will readily give up their share of the business. A disastrous rate-cutting war will probably occur before such a joint shipping line can be established in this region.

4) ASA Report on the 4th Meeting of the Foreign Ministers of ASA, August, 1967.

Second, overseas shipping usually enjoy substantial subsidies from its own government that cannot be readily extended to other foreign or non-national shipping lines. Some instances of this are credit at low interest, government guarantees and tax exemptions.

Third, the shipbuilding capacity of the SEA region compared with that of Japan and other countries in Europe is so small, the joint shipping line will have to rely on foreign-built ships for sometime.

Fourth, the national prestige-value of having a national flag carrier cannot be gainsaid. To many nationalist groups, this is worth paying a price for, so that regional co-operation in shipping is inhibited.

Proposed Free Trade Areas

Even a brief discussion of economic co-operation in Southeast Asia must mention recent developments in the Pacific area because of their possible repercussions on the former countries. Discussions on the possible creation of the Japan, Australia, New Zealand Free Trade Area are going on not only among scholars but also among men of affairs. Even though the creation of JANFTA may not be that imminent, still the developing countries of Southeast Asia must consider possible effects of the creation of JANFTA and other proposed free trade areas such as NEFTA, PAFTA, etc. Perhaps the Southeast Asian countries will have to consolidate among themselves if only to protect their bargaining position, should JANFTA be established or any other free trade area, for that matter.

On the other hand, there have also been proposals to establish free trade areas for selected commodities among ASEAN

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- 5) Several conference on this general area have been convened recently; for instance, the Second Pacific Trade and Development Conference in Honolulu, January 8-11, 1969.

members. 6) Again, political considerations tend to swamp whatever economic justifications there might be for such a move. Perhaps, the creation of a payments union among a few countries would be a more feasible beginning. But even that would have to surmount many difficulties along the way, and probably will still take a long time unless the political situation in this area changes drastically for the better.

The ADB

The establishment of the Asian Development Bank with headquarters in Manila is among the few concrete examples of co-operation between developing and developed countries. After a relatively slow start, more loans are now being granted to the member countries. One reason given by the bank for this pace is the lack of bankable projects. It is said that many loan applications are not supported by good project feasibility studies so that many applications cannot be seriously considered. Perhaps technical assistance in project development might accelerate the granting of loans by the Bank. The developed countries and the international organizations with technical assistance programs can be of great help in this area.

Prospects of Regional Co-operation in Southeast Asia

Despite the many attempts at regional co-operation so far, only very limited progress has been achieved in Southeast Asia. Although there are strong economic justifications for its establishment, somehow other considerations, such as political and cultural ones, block the progress of attempts at such co-operation. The economic gains from regional co-operation must be hammered into the consciousness of the national leaders, if not of the different people themselves.

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- 6) ASEAN conferences often-times include working papers or discussions on the creation of free trade areas and the establishment of a payments union among member countries. Little has been done, however, to implement such proposals.

Except for a few persons who are mostly affiliated with international agencies, a few academic scholars who have devoted years of their lives in researches on the problem of economic integration, and a few visionaries who see that the better life for the peoples of the world may be achieved through this route, international economic integration has remained the private preserve of intellectuals to the exclusion of the masses of the people of Southeast Asia. It does seem paradoxical that international economic co-operation with the objective of raising the standards of living of the different peoples in a region should probably have to wait until the average incomes of these peoples have increased substantially before they would be able to appreciate the implications of integration in their lives.

There are those who believe that the first task at hand is economic development on a national scale, that the establishment of economically integrated sub-regions will, in fact, be hastened by concentrating first on national economic development, thereby enlisting the strong political forces of nationalism usually on the upsurge at this stage of a people's development.

Nevertheless, it has to be admitted that once the ineluctable trade barriers have been set up between nations, only long and arduous negotiations can bring them down. Meanwhile, the economists and other social scientists must continue with their studies and disseminate their findings so that an ever increasing number of people may be made aware of the advantages and problems of economic integration. The visionary who will eventually lead the way may be among us.

REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT
TOKYO, 10th-14th March 1969

TRAINING NEEDS AND PROBLEMS
IN THE FIELD OF SOCIAL
AND ECONOMIC DEVELOPMENT
IN SOUTH-EAST ASIA

(Summary Report)

by

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TRAINING NEEDS IN THE FIELD OF SOCIO-ECONOMIC
DEVELOPMENT IN SOUTH-EAST ASIA.

By

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INTRODUCTION:

The role and functions of government have expanded tremendously, in recent times. In addition to the traditional functions of maintenance of law and order, administration of justice, defence, and collection of revenue, governments are required, today, to initiate, direct, and facilitate socio-economic development in the society. This is more so in under-developed countries, where the problems are so complex and the need for development is so vast and urgent that only large institution, like government can hope to solve or fulfil them. However, governments in these countries are not adequately equipped to operate in this field. Their administrative machinery being oriented and equipped to perform the traditional role and functions, is handicapped in the performance of the tasks involved in socio-economic development, and to cope with the problems that arise from rapid social change. Therefore, the need to equip the administrative system with necessary skills and organizations has been recognized universally. The efforts in this direction, generally, have to follow three lines of approach. These are (i) adoption of rational socio-economic development programmes, (ii) reorganization of administrative structure including addition of new units, and (iii) providing appropriate knowledge, skill, and attitudes to the government personnel through proper training. In this seminar we are particularly concerned with the training needs.

The importance of personnel training in the improvement of public service seems to be widely recognized by now, although skeptics are not altogether absent. Many institutes and facilities have been set up for training the governmental personnel all over the World. Many national and inter-national agencies are taking keen interest in the subject and are contributing towards setting up facilities for training. Although,

all these activities indicate the universal recognition of the importance public personnel training, it should be said that many training programmes are being launched without any deeper analysis and understanding of the training needs. In some cases the training facilities have come as a part of the aid package and need was not consciously felt by the recipient countries. In some cases, the facilities have been set up by way of following a fashion or to gain some prestige or to improve national image and publicity in the World. The interest in many training programmes may not be so much due to any inherent merit in the programme, but due to travel opportunities and other fringe benefits. Due to these factors, sometimes a training programme is hurriedly drawn without any analysis and awareness of the actual training needs. Sometimes, a training programme is not based on a systematic analysis of the national objectives, goals, and development problems in the country concerned. Moreover, the subject of training for socio-economic development is comparatively new, and therefore, it cannot be said that the training needs are all known.

In this context the seminar organized by the OECD should be very helpful. The deliberations of this seminar should help us in benefiting from each other experience and also to undertake more thorough analysis of the particular training needs in our respective countries. In this paper an attempt is made to identify training needs and problems for socio-economic development with particular reference to Pakistan.

In order to identify the training needs, it is necessary first of all, to identify the tasks that a government is required to perform in bringing about socio-economic development in the society. Therefore, my approach will be to identify the tasks, explain their scope, and then to discuss the contents of the training programmes that are likely to enhance the ability of the trainees to perform the required tasks.

TRAINING AREAS AND CONTENTS:

The activities of government in socio-economic development can be identified under the following functions:-

- A. Macro Planning
- B. Sectoral Planning
- C. Programme Formulation

- D. Project Preparation
- E. Design and Construction of Projects
- F. Execution of Programmes and Projects
- G. Evaluation of Progress

A. Macro Planning

The activities involved in macro-planning can be listed as follows:-

1. Calculation of the Gross National Output or Product (GNP), that is to say, the goods and services that are produced in a society within a specified period, in money terms.
2. Calculation of the idle and under-utilized manpower capacity that are theoretically capable of being converted into productive effort, in money or real terms.
3. Evolving strategies and policies to encourage and mobilize savings for investment purposes. In other words, formulation of fiscal monetary, trade policies, and establishment of credit facilities.
4. Evolving strategies and policies to mobilize idle and under-utilized manpower through use or investment of intangible efforts such as leadership, organization, inspiration, appeal, etc. or through small money investments cum intangible investments.
5. Making a reasonable estimate of the proportion of GNP that can be saved from current consumption and invested as capital for increasing GNP over a period of time, under acceptable strategies and policies.
 - 5a. Making estimate of the foreign aid and loan that are likely to be available for investment, under acceptable terms and conditions.
6. Making a reasonable estimate of the idle and under-utilized manpower that can possibly be mobilized and harnessed to increase GNP under the politically acceptable strategies and policies.

7. Preparation of multi-sectoral models and allocation of capital (savings out of GNP plus mobilizable idle manpower) to activities-programmes, and sectors in a rational manner so that maximization of GNP, savings, and satisfaction of current and future social needs and preferences, takes place. In other words, it involves a rational determination of the areas and location (whether private or public sector) of effort, and priorities; and allocation of capital (including mobilizable manpower) in accordance with that priority. This exercise is most complex as its outcome depends on the pattern of government, strength and ideology of political leadership, influence of pressure groups, and finally the ability of the planners to take the political decision-makers along with them in deciding current and future preferences, on the planners' own professionally rational criteria. If the planners continue to approach this task from a value-neutral rational angle and if they can project their preferences in convincing terms and can justify in terms of maximization of social satisfaction over a period, the political leaders and through them the community is likely to accept the allocation and preference pattern of the planners. This calls for a deeper understanding, on the part of the planners, of the social change process and the effect of such change on community values and preferences over a period.
8. Re-calculation of the GNP and quantum of savings over a series of periods after taking into account cumulative affect of the invested capital (including mobilizable idle manpower).
9. Determination of the types of data necessary for planning and other related activities, and thinking about the manner of collection of such data.
10. Formulating policy recommendations on political and administrative structures and personnel for dynamic conduct of development drive. This involves (i) thinking about the number of tiers of government through which the developmental drive is to be conducted, their inter-relationship and respective functions.

- (If there is a scope for constitutional reform);
- (ii) structural layout of the administrative machinery of the governments involved. Extent of centralization and decentralization. Extent of delegation of authority;
 - (iii) types of personnel necessary to conduct the development drive, their respective status, compensation, promotional opportunity, inter-professional mobility, and motivation;
 - (iv) training needs of different types of personnel, and institutional facilities for training and job rotation.

Knowledge requirements of the personnel involved in Micro-planning:

- (i) Understanding of developmental process;
- (ii) Ability to handle economic data;
- (iii) General knowledge of statistics;
- (iv) Inter-disciplinary social science knowledge;
- (v) Understanding of the social preference pattern and changes therein due to various influences;
- (vi) Knowledge of fiscal and monetary policies;
- (vii) Motivational bases of human behaviour;
- (viii) Profit as a motivating force;
- (ix) Status, recognition, availability of political office, etc. as incentive;
- (x) Role of group work in motivation;
- (xi) Role of publicity and communication in motivation and various methods of publicity;
- (xii) Disadvantages of extreme disparity in income for motivation;
- (xiii) Cross-cultural influence and motivation for work;
- (xiv) Climate types and conditions of foreign aid;
- (xv) Knowledge of political and economic system and the personnel required for conducting the development drive.

B. SECTORAL PLANNING:

This involves selection of rational strategies and identification of types of programmes through which the sectoral productivity, savings, and satisfaction of social preference and needs can be maximized. It also involves programme formulation, giving general direction for programme formulation, and selection of rational programmes which can be implemented with the capital (including mobilizable idle manpower), that are likely to be available to the sector within the plan period. Sectoral planning also involves calculation of the possible addition or changes on the normal budget of the sector on completion of the projects.

TRAINING CONTENTS.

- (i) Knowledge of the sectoral social needs and preferences both current as well as future.
- (ii) Knowledge of the types of programmes, policies and strategies through which sectoral goals can be achieved.
- (iii) Knowledge of the impact of science and technology on the activities and programmes of the sector.
- (iv) General familiarity with the working of the sector concerned in other countries.

C. PROGRAMME FORMULATION.

This involves conceiving of a number of programmes within a particular sector to which the available mobilized capital (savings out of GNP and mobilized idle resources) as indicated in the sectoral allocation plan can be invested, keeping in mind the criteria of maximization of GNP, savings, and satisfaction of social preferences. Primarily, the programme formulator should be concerned with maximization of benefit in his own sector; but he should also keep in mind the possibility of maximization of benefit in other sectors or of possible adverse effects on them. Programme formulation also involves calculation of cost of the programme, benefits to be accrued, analytical description, theoretical justification and outlining the organization and method of execution of the programmes.

CONTENT OF TRAINING:

An able programme formulator must possess the following types of knowledge, skill and attitudes;-

- (i) Deep understanding of the effect of a programme on social behaviour.
- (ii) General understanding of the technical and social feasibility of a programme.
- (iii) General knowledge about the impact of science and technology on the programme areas, and the resultant possibility of new programmes or modification of existing programmes.
- (iv) Comparative knowledge of the programme area.
- (v) A combined perspective of a social scientist.

D. PROJECT PREPARATION:

This involves defining a particular activity or enterprise spelling out the objectives, initial cost, recurring cost, cost-benefit ratio, sources of capital (both tangible and intangible including technical knowhow), completion schedule, organization pattern, personnel requirement, physical facilities, location, etc. of the project. This is to be done within the framework of the programme objectives of a sector.

TRAINING CONTENTS:

- (i) Knowledge as to what inputs or components are necessary for setting up the project.
- (ii) Knowledge of estimation of the cost of the physical inputs. For construction part engineering knowledge is essential.
- (iii) Knowledge of demand, supply, production cost, pricing, marketing (both domestic and inter-national), standards, specifications of the finished products and services as well as the raw materials.

(v) Work experience in allied projects.

E. DESIGN AND CONSTRUCTION OF PROJECTS:

Most of the development projects involve designing and construction of physical facilities like buildings, roads, installation of machinery and equipment. Specialized engineering knowledge is essential. For timely efficient and economic completion of the project, techniques of programming such as CPM, PERT, etc. should be known by the Engineer in charge of construction. He should also have knowledge of the equipment and gadgets which can be profitably used to simplify and improve the work.

F. EXECUTION OF PROGRAMMES AND PROJECTS:

After a programme or project is approved and after the physical facilities and plants have been completed, it has to be operated by a different set of people to produce the goods and services for which the project was intended. Sometime this may be carried out simultaneously with construction going on. Depending on the size of the programme or project, a team of management and relevant specialists is necessary for execution. Members of the team should have management and specialized knowledge respectively. If the programme is of mobilization of idle or under-utilized manpower, the training needs will be in areas listed in B(vii) (xi).

G. EVALUATION OF PROGRESS:

This involves review of progress, inspection and evaluation of results during and after the implementation stage. The training needs for this will vary from project to project. However, the following may be required generally:-

- (i) Familiarity with the management and operation of similar projects in different countries.
- (ii) Knowledge of cost calculation and pricing.
- (iii) Standard of similar work elsewhere.

- (iv) Familiarity with the various methods of depicting progress such as barcharts, graphs, and tables.
- (v) Familiarity with projects of other sectors located in the project area for effecting coordination.
- (vi) Familiarity with principle of construction, design, production of different goods and services, marketing advertisement, demand and supply of the particular goods and services in the market.
- (vii) Familiarity with accounting procedure.

TRAINING TYPES AND PROGRAMMES

The performance of the socio-economic development tasks requires involvement of entire politico-administrative machinery of the government. It also requires employment of all types of professional personnel. There would be hardly any profession or trade which would not be required in the Government. The governmental personnel usually fall into the following categories:-

- A. Generalist administrators.
- B. Functional specialists.
- C. Professionals such as Engineers, Doctors, etc.
- D. Executives.
- E. Technicians.
- F. Supervisors, foremen, clerks, stenographers, typists other support services.
- G. Skilled and unskilled workers.

A. Generalist Administrators:

Most of the under-developed countries particularly those which have emerged out of British rule have a class of generalist officers who occupy most of the key positions within the administrative hierarchy. They are recruited young and start their career at very high levels in the government. They are not specially oriented to any particular job, rather they are rotated from job to job. The basis of their selection is competitive examination and merit. Usually the cadre of these officers is a closed one. Although they are recruited on merit principle, the basis of such cadre is elitist. The concept of such elite services originated at a time when the specific qualification requirements of different government jobs were not thought out.

It was generally believed that senior govt. jobs involve exercise of authority and discretion in accordance with laws in force. Since such exercise of authority and discretion is a prestigious activity, it was felt that those who were superior in calibre at a particular time should be accorded this prestige. In the 19th century the general academic excellence was considered a good criteria for offering such status and prestige. To-day, there is a growing criticism against these principles. With democratization of society the concept of elitism is losing attraction and popularity. In fact, the criticism tends towards abolition of such generalist elite services and making the top positions open to all types of functional specialists and professionals. It is also argued that most of the generalists have Humanities as their academic background. In the age of specialization and in development work a lot of specialized technical knowledge is necessary. Therefore, generalist is no longer suitable to man the upper tiers of bureaucracy.

However, on close examination it is found that the need for generalists in modern governments have tended to increase rather than decrease. As there is more specialization in society and in governmental work the need for co-ordination at other levels has correspondingly increased. Maintaining the various segments and units of administration geared to the roles and objectives of the government has assumed unprecedented importance to-day. Moreover, government to-day is mere an agent for bringing about necessary social changes and development in order to ensure satisfactory living conditions for the citizens. In these tasks the government administrators' work has gradually changed from one of wielding authority to one of rational calculation and problem solving. For correct decision-making in the area of social and economic development, a systematic inter-disciplinary knowledge of social science is necessary. These decisions can be taken only by generalists. But, of course, the basis of competence of these generalists will have to be different. The elitist concept must give way to professional excellence. Now, problem is how to convert the amateur generalists into professional generalists. One approach is to have a professional administrative college where an inter-disciplinary perspective will be created in the students through a systematic study of economics, political science, sociology, group dynamics, organizational theory, trends in science and technology within the context of the role and objectives of the

government in society. The entry to the higher levels of administration should be kept open to the graduates of these types of colleges only. Of course, this administrative college education will have to be supplemented by rotation on the job. For those who are already in service, mid-career in-service training programmes can be organized. The curriculum should be so organized as to give a social science bias. To-day, progress in society is dependent on the application of rational ideas and thoughts to the problems and needs of the society. Such rational thought can emanate only from those who have had studied systematically the social science. The presence of such men in the higher levels of administration will accelerate the social progress and act as a bulwork against irrational, parochial and idiosyncratic demands and pulls in the political process. However, to prevent the social scientists from becoming a powerful conservative group, it is necessary to establish a system of inter-change of personnel between the social science faculties of the University and the senior levels of administration. This will preserve their objectivity and scientific outlook about the problems of government, just as seen in a researcher and scholar in the University. It also gives a chance to the visiting professors in the government to acquaint themselves with the objectives and problems of government, which enhances their usefulness as social scientists to the Community.

There is one difficulty that the positions that are reserved for such generalist cadre had been listed at a time when purposes of government were somehow different. As a result, some positions which are borne on the cadre of such generalists although have lost importance so far as development objectives are concerned, they still continue to be most attractive in the government. This creates lack of interest in the development jobs wherein qualified generalists are more necessary. Therefore, reserved for generalists needs to be revised and only those positions should be included that involves planning, programming and related perspectives.

In Pakistan the curriculum of civil service academy is being gradually oriented towards social science and socio-economic development. Also comprehensive inservice training is given to the civil service in the middle and upper levels of the career.

B. Functional Specialists:

Usually the functional specialists come from humanities or natural science background. They learn their jobs through experience. There is great need for training of these specialists. Usually, they do not have much theoretical knowledge of the subject area, since they have not passed through any professional college before entry into governments. The examples in this category are excise, taxation, customs, accounts, income-tax, police, etc. services. The best approach to train the people seems to organize special courses for these people at different times of their career. Since courses in most of these areas are not usually available in the University, as government is the only employer, government will have to set up training facilities. The curriculum for such specialists should also be carefully drawn. The training must be successful in changing them from routine administrators into dynamic and corrective ones.

C. Professionals:

This group of personnel has already passed through a professional college. Since the rate of obsolescence of professional technical knowledge is very high, these people should be encouraged to take refresher course in the area of their specialization. They should be able to provide the best possible technical service to the government within the framework of the policies evolved by the social science trained professional generalists. Engineers, particularly, should have training in project preparation, programming techniques and in management. They should be given high status and salary so that they do not feel neglected vis-s-vis the professional generalists.

D. Executives:

They are mainly responsible for running completed projects or implementing programmes. They are required to satisfy the demands that are made by public to the government under the laws and policies in force. They must have good knowledge of law, policies, social demands in the concerned area, public relation, human relation and orientation to serve public.

E. Technicians:

The requirement of technicians has increased manifold in the government. For executing development programmes they must be thoroughly trained in crafts in institutes specially set up for the purpose.

F. Supervisors and Foremen:

The supervisors should be trained in human-relation, work simplification, and records management. Foremen should be trained in motivation and human relation in addition to his trade. Clerks should be trained in correspondence, drafting, filing, records management, office procedure, etc. One specialist service should be created for O & M and system analysis.

CONCEPT OF DEVELOPMENT ADMINISTRATION.

The concept of development administration is required to be ingrained in all personnel of the government particularly at the higher levels. Development administration is concerned with exploration into the development potential of any aspect of society and to adopt programmes, policies and projects to accelerate the processes of development, in the light of the accepted theories of development. It also involves a constant search for alternative ways to surmount the limits of scarcity of finance. The concept applies to all types of administration i.e. food, roads, recreation, law and order or any aspect of social life. For example, if a police officer thinks of measures, policies, programmes by which the crime rate can be decreased more rapidly than otherwise then he is involved in development administration, because he is consciously and deliberately trying to accelerate the improvement in the area of law and order. Similarly, a tax collector who is endeavouring for better collection, is also involved in development administration. Again, the public health official or a generalist administrator who is trying to provide vaccination coverage through mobilization of voluntary vaccination workers, is involved in development, since he is not waiting for the day when a large number of vaccinators can be recruited by the government and posted there, rather he is trying to improvise measures through which he can bring about development without normal finance and personnel support. This is the distinction between conventional or routine, and developmental administration.

In circumstances where nothing can be done without finance, a development administrator will select methods and strategies which will maximize the return from the available resources in terms of goal achievement. In other words, a development administrator's mind is constantly under challenge to get more out of the existing resources, and find out and utilize other dormant resources both human and natural, which has hitherto not been utilized.

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REGIONAL MEETING OF DIRECTORS
OF TRAINING AND RESEARCH INSTITUTES
IN ASIA IN THE FIELD
OF SOCIAL AND ECONOMIC DEVELOPMENT

TOKYO, 10th-14th March 1969

DETERMINATION OF RESEARCH PRIORITIES

by

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DETERMINATION OF RESEARCH PRIORITIES

Summary Report

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It is not possible to lay down a rigid scale of research priorities valid for all countries of South-East Asia. The developing countries of this region do not form a homogenous group; they have adopted varied approaches to growth and are at different stages of development.

However, some important problems of research are common to the region and interchange of experiences would therefore be helpful. This note broadly indicates some of them. It also gives an idea of the type of social science research which should receive priority.

APPLIED VERSUS PURE THEORETICAL RESEARCH

The basic need of developing countries is empirical research rather than fundamental theoretical research. A certain prestige is attached to economic theorizing and model building, while applied research is sometimes looked down upon as being in an inferior plane. However, for developing countries, policy-oriented research which focuses attention on practical problems is more immediately helpful. Basic knowledge in social sciences is already available from the work done in advanced countries. A proper allocation of the limited resources of trained research personnel should, therefore, emphasise applied as against pure basic research.

NEED FOR COORDINATED RESEARCH IN SOCIAL SCIENCES

Since the process of economic development involves both social and economic changes, several aspects of the problems need to be studied. Research should, therefore, be promoted and coordinated in all the important disciplines of the social sciences, sociology, social psychology, political science and public administration, besides economics. If economic aspects are studied in isolation, some social obstacles may make the suggested solutions unrealistic. For instance, experience in agriculture shows that a massive increase in the supply of modern inputs alone does not ensure a break-through. The farmer's attitudes and motives must also be identified for organising suitable extension services to remove their doubts regarding modern practices.

While economic studies are receiving increasing importance in some Asian countries, research in other social sciences has received much less attention. In India, for example, social studies completed by research institutions in recent years, for which information is available, would roughly be only one-third or so of the number of economic research projects. There may, of course, be wide variations in the coverage and importance of projects. But the proportions do give some idea of the progress under different disciplines. Some of the relatively neglected fields are social psychology and sociology.

One way of promoting and coordinating research in various social sciences is to have a national organization for the purpose. This is the Indian approach. Such an organization can arrange for social studies complementary to economic research projects. A national organization can also assist in financing research and creating a cadre of research workers by developing centers for training in research methodology.

At present, there is hardly any interdisciplinary research on certain problems that require team work of experts from different disciplines. The Indian National Council of Applied Economic Research has conducted techno-economic surveys of the various States of the country to assess the material and manpower resources of different areas in order to examine their growth potential. Economists had the collaboration of engineers, mineralogists and specialists in agriculture, forestry and fishery. But these studies did not go into the social problems of attitudes and motivations.

A central organization for social science research could help in the promotion of inter-disciplinary research on projects that require joint analysis of various aspects - economic, sociological, psychological and administrative. In such cases, experts in these fields must collaborate at all stages of the project - designing, preparation of the questionnaire, field work, analysis of data and drafting of the project report.

However, it must be pointed out here that the idea of a central organization should not be pushed too far. Research institutions must retain their autonomy and independence.

PRIORITY AREAS AND TOPICS OF DEVELOPMENT RESEARCH

The topics of research must be linked with the needs of each country and initiated much in advance of programmes so that the results of research become available in time for policy decisions. The priorities would, therefore, vary from one stage of development to the other. In India, for example, the Research Programmes Committee of the Planning Commission limited its priorities during the First Plan to subjects such as land reforms, co-operation, farm management and social welfare. In successive Plan periods, the topics were diversified to include problems of employment, industrialization, transport, administration, public organization and social change. In recent years, emphasis has been given to studies on savings, exports, mobilisation of resources and pattern of income distribution.

Certain areas of research can broadly be indicated as of common interest to all the countries of South-East Asia:

- (1) Agricultural development;
- (2) Mobilisation of resources from urban and rural areas;
- (3) Promotion of exports;
- (4) Short-term forecasting for Annual Plans;
- (5) Evaluation of Plan projects.

The studies of the ECAFE have provided general economic reports on some of these subjects. The Asian Development Bank will also undertake studies of the region. But there is need for promotion of research projects in depth in each country and inter-change of experience in these areas.

(1) Problems of Agricultural Development

Agriculture accounts for 30 to 50 per cent of national income of the developing countries of the region and about 60 per cent of the population is directly dependent on this occupation. The rate of growth of these countries is basically influenced by agricultural productivity. With the exception of Korea, Taiwan and Japan that have achieved marked success in modernizing agriculture, the rest face the common problems of spreading modern practices of cultivation throughout the rural areas. Some of the fields in which experience could be gainfully shared among these countries are:

- (a) development of new varieties and actual use of new inputs;
- (b) methods adopted for the diffusion of modern practices among cultivators;
- (c) special programmes used to assist small farmers.

(2) Mobilisation of Resources

While the methods of taxation and borrowing are well known, it would be useful to have comparative studies of other devices employed for mobilization of financial resources. In this connection, there is need to organize countrywide sample surveys of disposition of additional incomes earned in rural areas. Such data would help in identifying the avenues for mobilization of additional resources.

There is also need for studies of rural institutions that can promote savings and help to divert them from unproductive to productive assets.

(3) Export Promotion

All these countries are interested in studying foreign markets for diversification of exports. There is the common problem of adapting domestic production to changing pattern of foreign demand.

(4) Short-term Forecasting

In the countries of this region, there has been an increasing emphasis on annual 'operational' planning. In this context, short-term forecasts assume great importance for guiding policy decisions. Techniques of such forecasts have already been developed in advanced countries and the OECD has brought out an account of the methods used by the Governments of Canada, France, the Netherlands, Sweden, the United Kingdom and the United States. While the experience of these countries is useful, one of the greatest problems of developing countries is lack of timely availability of statistics. There is need for reducing the timelag between the occurrence of phenomenon and final processing of data. Some of the well known methods are: improvement of administrative records and sample surveys that provide useful data and greater participation of trade associations for data collection from their members.

Some of the common problems of developing countries relate to forecasts of consumers' expenditure, private fixed investment and investment in stocks, which are important components of aggregate demand.

(5) Project Evaluation

The problem of completing planned projects on schedule is common to the countries of the region. Ex-post analysis of important projects provides useful lessons for the future. There is need for increasing comparative case studies of this type and sharing the experience of operational methods already adopted in different countries.

This list of priority topics is only to indicate the vast field in which comparative studies and utilization of existing research would be gainful to all countries of the region. There are other subjects like balanced regional development which is a problem of some of the countries. The list discussed above is only indicative.

