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Provisional Agenda

Sixty-Third Session

Rome, 15 - 19 July 1974

REPORT OF THE SECOND SESSION OF THE COMMITTEE ON AGRICULTURE

Summary

The report of the Committee on Agriculture Second Session is herewith presented for the Council's information, and the matters requiring the attention of the Council are listed after the table of contents.

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MATTERS REQUIRING ATTENTION BY THE COUNCIL

Agrarian Reform

Provide guidance regarding the proposal to hold a World Conference on Integrated Rural Development (para. 97).

Terms of Reference and Methods of Work

Amend as soon as possible the terms of reference of COAG to provide for a comprehensive review of medium and long-term programmes, and for a review of the programme of work of the Organization in the field of agriculture and its implementation (paras. 127 and 131).

INTRODUCTION

1. The Second Session of the Committee on Agriculture was held in Rome from 17 to 30 April 1974. The session was attended by 63 members of the Committee, by observers from 11 other FAO Member Nations, by the Permanent Observer for the Holy See, by representatives of the European Economic Community, the United Nations and its Specialized Agencies, and by observers for 8 international organizations. The list of participants is set out in Appendix B to this Report.

Adoption of the Agenda and Arrangements for the Session

2. The Agenda as adopted is set out in Appendix A. The list of documents is in Appendix C.

3. The Committee appointed the following members to the Nominations Committee: Canada, Japan, Mexico, Netherlands, New Zealand, Pakistan and Senegal. The Nominations Committee elected Mr. S.M. Dioury (Senegal) as its Chairman.

4. The Committee appointed the following members to the Drafting Committee: Bangladesh, Denmark, France, Iran, New Zealand, Nigeria, Panama and the United States of America. The Drafting Committee elected Mr. B.S. Olorunfoba (Nigeria) as its Chairman.

Election of Chairman and Vice-Chairmen

5. In accordance with Rule I of its Rules of Procedure, on the recommendation of the Nominations Committee, the Committee elected Dr. Abbas Kesseba (Egypt) as Chairman, Mrs. Ewa Raszeja-Tobjasz (Poland) as First Vice-Chairman and Mr. Bakdi Lusanandana (Thailand) as Second Vice-Chairman.

Statement by the Assistant Director-General, Economic and Social Policy Department

6. The Committee heard an introductory statement by Dr. E.M. Ojala, Assistant Director-General, Economic and Social Policy Department, who welcomed members on behalf of the Director-General of FAO. The text of the statement may be found in Appendix D to this Report.

Tribute to Mr. C. Perez del Castillo

7. The Committee paid tribute to Mr. Carlos Perez del Castillo (Uruguay), the Second Vice-Chairman of its First Session, who had died in 1973.

Tribute to Dr. O.E. Fischnich

8. The Committee paid tribute to Dr. Otto Fischnich, Assistant Director-General, Agriculture Department, and adopted the following resolution:

Resolution No. 1

The Committee on Agriculture,

Noting that Prof. Dr. Otto Fischnich, Assistant Director-General of the Agriculture Department, is retiring from the Organization in the Summer of 1974 after twelve years of highly valuable service,

Appreciating his great and important contribution to the work of the Organization and in particular his contribution to the establishment of the Committee and to the preparation of its sessions,

Regretting deeply that for reasons of bad health he was not able to participate personally at the present session,

1. Desires to convey to him its best wishes for an early and complete recovery,
2. Expresses its thanks for his dedication to the work of the Organization and its sincere and best wishes for his future happiness and success.

FOOD PRODUCTION TECHNOLOGY AND ACHIEVEMENT OF SOCIAL GOALS 1/

9. The item was introduced by the Moderator of the Panel of International Experts, Dr. M.S. Swaminathan (Director General of the Indian Council of Agricultural Research), who was supplemented by other members of the Panel, namely, Dr. E. Thorbecke (Professor of Economics, Cornell University, USA), Dr. H.M.A. Onitiri (Director of the Nigerian Institute of Social and Economic Research), and Dr. E. Flores (Professor of Agricultural Economics, National University of Mexico, Permanent Representative of Mexico to FAO). Their presentation was followed by a discussion by members of the Committee directing their observations to the experience and thinking of their countries relating to the issues raised both in the background document and those raised by the Panel of Experts. The Committee expressed its appreciation of the contributions of the individual members of the Panel and the discussion they had helped to engender.

10. The Committee noted the low levels of food, nutrition, income and employment prevailing in most of the developing regions, where 40 percent of the population lived under extreme poverty, mostly in rural areas, dependent largely on agriculture. The recent technological advances in agriculture had been piecemeal and localized and had tended to bypass the large majority of small farmers and agricultural labourers, due to their lack of resources and lack of access to necessary supporting institutions and services. The worsening situation was a cause for concern and constituted the reason for the inclusion of this item on the agenda of the Committee.

11. The Committee felt that the first priority for development was to provide satisfactory food and nutrition for the poorest sections of the people, and that this need could best be met by adapting technology optimally to the given ecological, structural and socio-economic context. While stressing the need for advances in food production technology, the Committee also recognized that the generation of effective demand through a wider distribution of employment and income was necessary. Higher nutritional levels, wider access to productive resources and more productive levels of employment for the more than 800 million under-privileged people involved were immediate priority goals. Their attainment would require not only scientific and technological advances, but their effective translation into increased and more efficient production, whose ultimate justification was a "prosperity advance" for the widest number of people.

12. This was underlined by the Committee's recognition that past economic development strategies, concentrating on maximizing the growth of output or GNP had not been able to eliminate poverty, undernourishment and unemployment which, on the contrary, had increased in most developing countries. Some of the technologies capable of providing the fastest growth in food production under certain circumstances, could under others prevailing in many developing countries have social effects contrary to those desired. For instance, indiscriminate mechanization introduced into conditions of scarce land and unemployed labour could often aggravate the unemployment and income problems of the poor without necessarily increasing production.

13. The Committee recognized that a technology that could be adopted over a very broad base would provide not only the greatest potential benefit to the largest number of farm families but, other than in the very short term, would also contribute an increment to overall production comparable with that from large scale increases in output by a smaller number of enterprises. In this way any conflict between production and social goals could be minimized. Moreover, the natural tendency for the benefits of development to accrue disproportionately to those already possessing the greatest social and economic influence had to be constantly borne in mind in the design and implementation of projects and programmes, as well as in the establishment and management of supporting institutions.

14. The Committee therefore felt that the extent to which advances in food production technology would meet the desired social goals would depend on the type of technology introduced - whether capital or labour-intensive, whether capable of adoption in a small-farm context or not, and whether it could be adopted over the major ecological areas concerned. It would also depend on the level of technology in relation to the structural, institutional and social conditions into which it was sought to be introduced.

15. The recent technological advances in the production of wheat, rice and maize had given cause for hope. Except to some extent in wheat, they had, however, as yet failed to achieve substantial production advantages, cover any significant share of the producers, nor adapt themselves to the ecological, institutional and social conditions that would enable their widest adoption. Some members felt, however, that it was much too early to attempt to form any comprehensive judgement on the HYV package programmes, and that while proper account should be taken of the interim lessons offered since their introduction, it was important that the problems encountered should not overshadow the substantial progress made in many respects.

16. The Committee recognized the need to widen the range of improved technologies to cover other crucial food crops such as millet, sorghum, pulses, oilseeds and roots and tubers, all of which had been relatively untouched by the new technological advances. Likewise, there was need and scope for advances in fodder grasses, grain legumes and hardy leguminous shrubs which could greatly increase livestock production, and expand the frontiers of food production into hitherto marginal lands in dry areas. Advances in deep-water rice varieties would greatly increase production in the rice bowls of Thailand and Bangladesh. There were also promises of advances in aqua-culture - both in inland and coastal fisheries. The Committee recognized that food production technology could not afford to stop at the farmer's field: it needed to be expanded beyond, into post-harvest technology and food processing, leading to higher food and nutritional levels for rural families. More attention should also be paid to development of technologies and services which would obviate the present substantial losses due to unsatisfactory and inadequate handling and storage of commodities.

17. The Committee considered possible types and levels of technology which would be most appropriate in the conditions of the developing countries today, having in mind the attainment of the desired social goals. Basically, two types of technology were distinguished, namely, a technology of "mass production" (that adopted by the developed industrialized countries in terms of their factor endowments), and the technology of "production by masses", the technology that might be most relevant to many developing countries with scarcity of resources other than labour. An equally significant distinction could be drawn between different levels of technology, namely: (a) "traditional", usually involving labour-intensive techniques with little mechanization and insignificant levels of other inputs; (b) "modern", usually involving high capital intensity, mechanization and labour-saving techniques; and (c) "intermediate", using essentially labour-intensive techniques together with some additional improved inputs complementary to labour, accessible and usable by the majority of small farmers. Although no general recommendation could be made for different societies at different stages of development and with different resource availability, the Committee agreed that in the situation of most developing countries, the "intermediate" technologies involving modest capital and equipment but

considerable inputs of abundantly available labour, suited to local ecological conditions, involving less risk, and adoptable by the greatest number of farmers on the broadest possible base, offered the best means of increasing the incomes of the population and the objective of increased food production.

18. Such a technological advance needed to be converted into a production advance. This involved, firstly, the transfer of more productive technology to the farmers, whose adoption of it would depend on many factors, including ecological, technical, institutional, social, psychological, etc. A necessary corollary was technological adaptation and testing in national and local research centres before dissemination. As against this was considered the relative advantage of possible local development of technology, more suited to local conditions. While no general prescription was possible, the Committee emphasized the need for any technology to be adapted to the physical and other resource availability and the social conditions of the country adopting it.

19. Essential conditions for the adoption of such technologies were the provision of adequate incentive as well as psychological and economic security against risk. The introduction of the high risk technologies of HYV in the context of small farms in areas of unpredictable rainfall, for example, could be more successful with the support of secure irrigation, security of tenure, control of pests, adequate credit, price incentives for both inputs and outputs, as well as some type of crop insurance. The Committee also recommended that research and trials should continue to seek risk-minimizing packages which would be appropriate to rural societies in differing ecological and socio-economic circumstances.

20. The Committee recognized that where a technological adaptation to suit the structural or institutional conditions of small farms was not possible, alternatively it might be possible to adapt the institutions or structure to suit the technology. By this means it would be possible to exploit the economies of scale of any particular technology, and make it available to most farmers, as in the case of group farming in Japan, thus bringing about greater advances through the proposed package of technologies. Other members stressed the possibility of cooperative organizational arrangements for services (irrigation and pest control) or for enabling small farmers to enjoy the productivity benefits of more large-scale capital-intensive technology (tractors, pump sets, etc.).

21. The Committee laid special emphasis on the need for an effective extension system - effective in terms of numbers, rapport with the rural population and appropriate training - for the dissemination of the new technology. It was agreed that orthodox extension systems with small numbers of highly trained staff had not been successful in developing countries with their numerous scattered small farms and illiterate populations, and poorly developed transport networks. A more effective approach might be to train large cadres of comparatively low level technicians, such as local farm leaders, more acquainted with village conditions, for transmission of the new technologies. The Committee recognized the major role played by women both in actual food production as well as in post-harvest processing and family nutrition. Their training was an equally important goal of agricultural extension. Extension systems would need to be redesigned to meet this need. The Committee agreed that more attention should be paid to the development of rural communications systems as an adjunct and support to agricultural extension. Audio-visual and other aids should be utilized for this purpose. This was an area where FAO could play a useful role of technical assistance. The Committee felt that attempts could be made with more cost-effective methods of extension in the developing countries, to evaluate the results, and to introduce improvements learned elsewhere. The Committee agreed that any extension system could not hope to succeed except in the context of a package of services and public policies relating to credit, pricing, marketing, input supply and tenurial security, which would provide the means for their adoption.

22. The Committee was unanimous on the need for original research and local adaptive research and trials to be linked to extension, since it was recognized that much of the new technology could be location or farming system specific. The importance of a network of research stations at national and sub-national levels, preferably specializing in problems of different ecological zones, was therefore stressed, preferably linked to pilot projects, as in the case of dry-farming research stations and pilot projects in India.

23. Whether the technological and production advances would in fact result in the "prosperity advance" desired would depend on the way in which they were put to use - which in turn was determined by governments' development strategies. The Committee considered different types of agricultural development strategy but agreed that in the conditions of most developing countries, a strategy which grew on a more or less uniform but broad base would enable not only a rapid increase in production but also enable the largest number of farmers to partake of the production benefits. It was agreed, however, that in certain countries where a modern sector existed alongside a traditional sector, the development strategy might have to envisage the temporary continuance of this dual type of structure, until more uniform progress could be achieved, while still other strategies may be better suited to other situations.

24. On the other hand, considering the precarious nature of the food and income situation in many countries, some members advocated that any technology that was available for the expansion of output should be adopted immediately. The Committee agreed that emphasis should be given to areas of distress and whatever technology that could provide surest relief for those areas should be utilized. Premature assessments, often incomplete, of the social consequences of improved technologies should not be a substitute for joint action by agricultural and social scientists and programme administrators to promote them as widely and speedily as possible. This did not preclude, however, a search and adaptation of technologies for growth on as wide a base as possible, taking account of the need to optimize economic and social benefits.

25. Possible conflicts between food production technology and social goals could be resolved within an appropriate framework of institutions and development strategy. The Committee stressed the importance of basic planning at village level with the participation of local farmers in the planning process to the extent possible. However, it recognized the need to coordinate this planning with planning from the top at national level. A suggestion was made that member countries should consider whether National FAO Committees could be strengthened and given terms of reference to play an active role in this planning. The Committee drew attention to the key role that agricultural scientists had to play in such planning, which had to be interdisciplinary if it were to be effective.

26. The Committee recognized on the other hand, the international dependence of many issues of technological development. For example, the development of agriculture in the river basins of Africa needed regional cooperation as well as international assistance. There was the need for a similar approach in conducting a survey of the water resources available in the world as a basis for their rational and more efficient utilization. The Committee was of the view that developed countries should consider the development of technologies which were not competitive to and destructive of the raw material markets of the developing countries. The Committee noted that the food, energy and fertilizer crises had shown the need for countries to view problems in a global perspective. There was a greater need for international harmonization of development, and international agricultural adjustment, including technological adjustment, to ensure markets for natural products.

27. The conflict between production technology and social goals was not confined to the developing countries alone. The developed countries should therefore search for technologies which were less wasteful but whose adoption would not necessarily lead to any diminution in their standard of living. The Committee recognized that the world's resources were finite and that mankind's present predicament called for global planning

for survival. The Committee agreed that international cooperative action was required to bring about this global adjustment, with major emphasis on accelerating food production in developing countries.

28. The Committee recognized that most developing countries did not have either the technical resources for the required technological transfer or the financial resources for their adoption (e.g. for credit, training of extension staff, etc.). The Committee therefore emphasized the need for continuing and increasing international technical and financial assistance to the developing countries with a view to bringing about the technological advances required for the achievement of the production and social goals required.

Guidelines for National Policies

29. The Committee agreed that a number of conclusions had emerged from its debate which might be taken into account as guidelines in framing national policies. In this connection, the Committee stressed the need for more focus on the problems of increasing agricultural production in the developing countries, and the need to attack it on a global basis. Any fundamental solution to these problems would require substantial increases in financial and other resources, which would have to be mobilized by vigorous national and international action to generate development.

- (a) Adequate resource surveys had to be done (in regard to soil and land capability, farming systems, irrigation possibilities, etc.) as a basis for technological advances on a broad basis.
- (b) For the same purpose, it would also be necessary to increase the research efforts, both in regard to the number and type of crops and livestock, as well as in regard to the various ecological zones, to be covered.
- (c) A strengthening of national agricultural research capabilities and research institutions in different ecological zones was required, with a greater socio-economic orientation to such research.
- (d) For the technological advances to become production advances, they should suit the resource availability and institutional framework into which they would be introduced. Alternatively, the institutional and organizational structure would have to be developed or adapted to suit the technology.
- (e) The attainment of the greatest production advances compatible with the given social goals, including employment and more equitable income distribution, might best be obtained by the adoption of an intermediate technology on as broad a production base as possible.
- (f) Such an approach to technological innovation and adoption (to serve both the production and distributive goals envisaged), would require an overall agricultural development strategy involving the pricing of factors, inputs, etc. The framing of such a strategy would benefit from action oriented socio-economic research, sector analysis and agricultural development planning.
- (g) In order to frame an adequate food and nutrition policy, nutritional surveys of the food intake of the poorer segments of the population were required, while research and studies to find the quickest and cheapest ways to provide an adequate diet for the large mass of undernourished in the rural areas were also necessary.
- (h) Agricultural extension efforts had to be greatly expanded to train much larger numbers of staff at levels which best ensured a widespread and effective contact between farmers and the extension system, with new motivation and new skills. Efforts should be made to expand and raise the level of education of farmers to make them better prepared

for the acceptance and implementation of technical innovations. Special efforts should also be made to reach rural women, with adequate training programmes to cater to their needs, while new rural communications systems should be introduced which provide for a two-way flow of information.

(i) The supporting institutions and package of services necessary for the adoption of a new technology should be provided along with the technology and extension advice.

(j) At the international level, governments would need to work closer together to find more satisfactory solutions to the global issues of the food, resource, energy and fertilizer crises.

Implications for FAO Programmes

30. While emphasizing that it was the responsibility of governments to determine the balance of agricultural development policy as between production of food and non-food crops, export earnings and the social advancement of rural people, and to orient technological progress and research accordingly, the Committee recognized that national efforts needed continued support and assistance from FAO.

31. Although a large amount of FAO's work was relevant in this connection, the Committee considered that the following lines of work of the Organization would be particularly important in the medium and long term, for effective support of the active policies of member governments to deal with rural poverty.

(a) Agricultural extension and training, including stimulating research to widen the range of means for speeding up and broadening the communication of knowledge to the farming community, and promoting their adoption, including the feed-back of information and response from the farmers.

(b) Agricultural planning assistance, including country perspective studies, technical agricultural studies, agricultural sector analysis, project analysis and planning assistance in the field, with greater involvement of agricultural scientists, particularly biologists, together with economists and sociologists, and with particular attention to promoting a better understanding of the consequences of alternative strategies, technologies and production patterns on employment, nutrition, income distribution and other goals of member governments concerned.

(c) Resource surveys and land capability studies, including water resource surveys and detailed soil surveys for the accurate assessment and evaluation of the physical resource base for improved land and water use in the various developing regions of the world, combined with socio-economic data and more systematic information to assess the potentialities and problems of the main farming systems, in order to plan more effectively and realistically for increased productivity and social advancement.

(d) Agricultural research, including the promotion of the coordination of national research institutions as regards activities in priority areas for rural development, and the orientation of national and international research towards socio-economic as well as productivity and output objectives.

(e) Food and nutrition policies, including assistance to individual countries, on request, to develop national food and nutrition policies, in conformity with decisions already taken by the Conference and Council, taking into account the food and nutrition problems and potentialities of small farmers and the subsistence sector.

(f) Integrated rural development, as a comprehensive framework for countryside development, within which measures for improving agricultural technologies can be supplemented by the necessary supporting measures of social and economic institutions, infrastructure

and services and, in association with other agencies, non-agricultural developments as necessary.

32. In the course of its discussion under this agenda item, the Committee noted that there was no provision in the FAO Programme of Work and Budget for the Organization to render urgent short-term technical assistance directly to member governments in response to emergency requests. Some members pointed out that a number of other agencies in the UN family had limited provision for such assistance under their regular programmes, and considered that member governments could more easily obtain FAO's advice in urgent cases if the Organization also had a regular allocation for this purpose.

IMPROVING PRODUCTIVITY IN LOW RAINFALL AREAS 1/

33. This item was placed on the agenda following discussions at the Sixteenth Session of the Conference, and at the First Session of COAG, regarding the general problem of how to improve productivity in less favourable environments. The Committee at its First Session had recommended that FAO, in undertaking a more systematic study of the problem, should initially concentrate its efforts on the low rainfall areas.

34. The Committee noted that low rainfall areas of the world suffered from unreliable, ill-distributed and insufficient rainfall which, together with a number of other restrictive features of a common or locally specific nature, retarded their socio-economic development. Consequently, the ultimate goal of developing the low rainfall areas was to improve the well-being of the people inhabiting them, which in general could be achieved mainly by improving agricultural productivity. However, in those areas already reaching saturation in terms of their ecological carrying capacity, special efforts were needed to reduce the dependency upon agriculture as a primary source of livelihood. To the extent that alternative opportunities for employment within these areas could not be provided, migration to more favourable areas would be inevitable.

35. The Committee took note of the background document which had been prepared to assist its deliberations. The document assessed the global significance of low rainfall areas in terms of land use, productivity and population. It presented quantitative measures of the level of socio-economic development in these areas and compared them with other developing and developed areas of the world. It identified the main production and socio-economic problems of low rainfall areas and presented general, as well as specific, measures for overcoming them and for developing the affected areas. Two case studies had also been conducted, one for India and one for Kenya. These were presented as Appendix I and Appendix II to the document.

36. There was general agreement with the content of the document, and many members supported the recommendations made therein. Numerous useful comments were made regarding various technical aspects of the problem and the proposed measures, for the guidance of FAO in its future work on this subject.

37. The Committee took note of the scope and definition of low rainfall areas as given in the document. Some members pointed out that the definition did not cover all world areas which had problems related to erratic rainfall. In this connection, the Committee noted that the Regional Office for Asia and the Far East had included in its programme of work the improvement of productivity in rainfed agriculture in that region. Three regional Travelling Seminars would be held on this subject in 1974, followed by a regional workshop on the same subject in early 1975.

1/ COAG/74/4 Rev. 1

38. The Committee noted that the classification of low rainfall countries in the working paper was based on two criteria: the proportion of low rainfall area to total area, and the proportion of irrigated area to total area in a low rainfall country. Various members suggested that for future studies the classification might be improved by taking into account several additional criteria, including proximity of the area to humid or sub-humid areas; its distance from sea coast; the nature of its vegetation; the presence of periodic droughts; population density; the total area; as well as the country's stage of development.

39. The Committee agreed that there was a large disparity between the standard of living and the levels of income of populations in the low rainfall areas and those in agriculturally more favourable regions. The Committee stressed the need for increased Government expenditure as a means of financing development in these areas, and agreed that it would be very difficult to attract private investment to low rainfall areas unless Governments played the leading role.

40. It was noted by the Committee that the most important constraint to increased productivity in low rainfall areas was water - not only its scarcity but its variable quality and location with respect to good quality land. Some members regretted that the document did not more adequately reflect the need for developing water resources, particularly for better water collecting, conservation and irrigation practices. While agreeing that low rainfall areas relied primarily upon the improvement of rainfed crop and livestock agriculture, the Committee felt there remained much to be done to further locate, develop and better utilize the water resources in these areas, as well as to tackle the special problems of irrigated low rainfall areas. In this connection, the Committee noted that, subject to the availability of resources, FAO was planning a study to define the irrigated and irrigable areas of the world; to determine the potential supplies of surface and ground water resources; and to prepare estimates of the world requirement for water. However, while accepting the need for optimum development of available water resources, it was emphasized at the same time that to focus attention upon other means of increasing productivity in these areas was both timely and appropriate.

41. The Committee fully endorsed the need for adaptive research with the aim of raising productivity in low rainfall areas, and urged FAO to continue its efforts to have more emphasis placed on the evolution of higher yielding crop varieties specifically adapted to these areas. The Committee considered that the establishment of seed banks were of great importance for initiation of activity in low rainfall areas, and it stressed that the setting up of seed reserve stocks would be a useful complement to the installation of food reserve stocks. The Committee noted in this connection that the FAO Seed Industry Development Programme had already initiated action to assist member countries at their request in the establishment of seed reserve stocks. The Committee endorsed, as part of this programme, the close liaison between the Secretariat, member countries and the international institutes such as ICRISAT.

42. The Committee emphasized the need for improvements in land tenure conditions in many low rainfall areas. FAO was requested to provide for consideration by member countries alternative approaches for the achievement of such improvements in their specific conditions. More appropriate land tenure arrangements leading to better land-use were particularly necessary in the more arid areas where livestock and human population pressure was causing serious damage to the natural environment in a number of cases.

43. Several members stressed the vital role of forestry in low rainfall areas development and emphasized the need for adequate attention to this aspect in the Organization's future work in this area. Emphasis was also placed on the importance of integrating the development of low rainfall areas with that of adjacent more favourable environments in the context of overall national development efforts. It was also stressed that in order to avoid the serious consequences of overgrazing, there was need for much more effort to control livestock numbers, particularly where the ecological balance was upset, e.g. by

the development of more watering facilities for livestock, which in itself may also encourage more human settlement and the encroachment of arable cultivation into marginal lands hitherto used for grazing.

44. The Committee agreed that, because of the low risk bearing capacity of the populations living in low rainfall areas, incentives such as appropriate price policies and crop insurance were necessary as an integral part of any improvement programme in these regions. The Committee further agreed that an integrated approach which dealt simultaneously with the various problems was the most likely to lead to lasting results. In line with these views, most members agreed that there was a need for a specialized research coordinating body at national level to foster a more interdisciplinary approach to research carried out in socio-economic and agricultural sciences. The India Case Study provided a good example of the type of body that governments might establish, although modifications of this approach would need to be made in each country, depending on their needs and the present organization of their research activities.

45. The Committee laid special emphasis on the need for an effective extension system, in terms of numbers, and the relationship of extension workers to the rural population; on appropriate farmer training; and, on the need for involvement by the rural population in development planning and in dissemination of new technology.

46. The Committee endorsed in principle FAO's approach for offering further assistance to member countries, noting that priority would be given to the need for an integrated approach including the provision for situation analyses, natural resource inventories, policy analysis, programme planning, and the preparation of schemes for direct government intervention and participation. The form of assistance would remain flexible and would be designed in accordance with the level of development of the country. The Committee also endorsed in principle the follow-up procedure and timetable proposed for cooperation with interested governments. The procedure would provide for the preparation, in consultation with the government, of a document setting forth a detailed list of objectives relating to the adoption of a national programme for low rainfall area development, the specific contents of the proposed national programme, the indicated staff requirements and organization, and suggestions for determining the scope of the initial implementation phase, including identification of technical assistance and investment requirements.

47. The Committee stressed, however, that duplication with present activities should be avoided. Rather, the aim should be to bring all related activities together under a common "umbrella", guided internally by an organization-wide working group, with the view to attacking the problems of low rainfall areas on a broad front. The Committee noted that no additional finances would be required during this biennium to initiate activities with a limited number of countries.

48. The Committee noted that while recommending that FAO give priority to low rainfall areas, its First Session had also recognized the great scope for increased output and productivity in the humid tropics and savannahs. It stressed that the development potential of these areas had taken on increased importance in view of recent world developments and recommended that the Secretariat initiate a study on the scope and means of developing the food and agricultural production potential of the humid tropics and savannahs, as part of the Committee's overall concern with the problems of less favourable environments, and report its preliminary findings to the next session of the Committee.

LIVESTOCK DEVELOPMENT FOR MEAT AND MILK PRODUCTION 1/

49. The Committee noted the document prepared for its consideration and was informed that while in the developed and centrally planned countries there had been significant advances in output productivity per animal, over the last 25 years the per caput livestock production in developing regions had stagnated. Productivity per animal had remained almost static, and available supplies of animal protein had been able to keep pace with the population growth even at its present low level only because of an increase in overall numbers of livestock. The use of grains for animal feeding was seldom economically feasible in developing countries and the vast natural rangelands in them seemed to offer the best opportunity for ruminant livestock development. The development of intensive feeding based on materials from agro-industries was also noted as being of importance in many of these countries.

50. The Committee was informed that FAO's strategy for meat and milk development was based on two major interdisciplinary programmes, namely, the International Scheme for the Coordination of Dairy Development (ISCDD) under which over US \$ 10 million had already been committed in ten different countries, and the proposed plan for an International Meat Development Scheme, which had been put forward at the Third Session of the FAO Inter-Governmental Group on Meat.

51. The Committee expressed its general approval of these strategies for developing meat and dairy production as presented in the working paper. While being aware of the limited funds available to FAO related to the needs, it recommended that more emphasis be centred on the livestock development sector to allow greater and more concrete progress to be made.

52. Some members cautioned against hopes for achievement of quick results in meat and dairy development and of rapid increases in foreign exchange earnings through exports. The international market was unpredictable and in most countries the popular feeling was that domestic needs should be satisfied first. The Committee hoped that the national and international institutions would aim at integrated development in order to obtain not only economic but also the fullest social benefits from increased productivity.

53. The Committee considered that animal health, low genetic potential and poor feeding were the major obstacles to wide-scale development. In Africa where there was considerable scope for livestock development, the tsetse fly still affected one-third of the continent. If this problem could be overcome it might lead to an increase in stock of 150 million head of cattle. The Committee recognized that this was a problem of great significance and noted that FAO would present a long-term project to the World Food Conference for trypanosomiasis and tsetse eradication. The influence of animal disease problems in relation to international trade was also noted. In this connection the Committee recognized the importance of the establishment of specific disease-free zones for the eradication of infectious disease and adequate processing to facilitate trade.

54. The Committee observed that to increase productivity, genetic improvement was important and could be augmented through the International Bull Semen Donation Scheme (IBSDS) under which over one million doses had been requested for delivery by the end of 1974. It noted the practical difficulties being experienced in implementing this Scheme and welcomed the efforts being initiated by FAO to establish semen banks in selected countries in order to accelerate progress. Some countries declared their readiness to participate in this Scheme.

55. The Committee recognized the advantages of upgrading through crossbreeding but stressed the need for correctly assessing the value of indigenous stock in order to preserve their adaptability. The Committee strongly supported FAO's initiative in putting forward a gene preservation programme. Some members felt that more emphasis should be placed on milk production as breeding for meat and milk was so closely allied in most developing countries that in many cases the meat industry could be built on the offtake from dairy herds. The Committee noted the need for appropriate institutional and collection arrangements to encourage dairy development in the regions with a low land/man ratio.

56. In recognizing animal feeding as a major factor affecting productivity the Committee observed that research by developed countries in this sector had been generally unsuited for use by developing countries. It stressed the need to correct this imbalance and recommended that the emphasis should be on investigations into the use of low quality roughages.

57. The proposal for beef production by feedlot systems in developing countries was questioned by some members but it was agreed that provided feedlots were based on by-products and not on grain, then, as had already been shown in Kenya and Cuba, there was much to recommend it. However, the Committee drew attention to the need for well organized marketing as part of the package for this system and stressed the desirability of adequate incentives at producer level.

58. The Committee recognized that the problem posed by livestock development in the densely populated countries was often one of deciding how to divide land use between the needs for direct human food and animal feeds. It agreed that in most cases the balance must be in favour of crops as animal protein was often a more expensive product than vegetable protein. However, better use of crop residues and by-products and optimal utilization of roughages by ruminants could help to alleviate or resolve this conflict. In this connection some members described their experience with new techniques in the use of straw and other low quality roughages for animal feeding, and it was felt that further applied research in this direction should be stimulated.

59. The Committee recognized that in some countries the era of cheap animal products was over. It considered that from the nutritional point of view this implied that efforts to raise the purchasing power of people in the developing world was as relevant as increasing protein production. Some members suggested that this was an additional reason for making sure that opportunities to export livestock products to earn foreign exchange were not neglected. Other members, however, stressed that, under the present circumstances of shortage of protective foods in most developing countries, FAO should only in exceptional circumstances assist in the development of meat exports to developed countries, where meat consumption was generally far above the requirements.

60. In stressing the importance of applied research, the Committee agreed that the role of FAO must be that of a coordinator. Developing countries needed assistance principally in the ability to apply what was already known, for example in the field of range management practices. In this context the Committee called for a critical appraisal of the proposed tsetse/trypanosomiasis eradication project, in order to ensure properly planned development of the rangelands which would be released as a consequence.

61. The Committee also drew attention to the greater part which buffaloes as well as sheep and goats could play in milk and meat development programmes in many countries; and the place of pigs and poultry in small farmer schemes and for increasing productivity in densely populated areas was noted.

62. The Committee agreed that development could not be achieved without trained personnel and emphasized that the greatest need at the moment was for practical training at the intermediate level for technical staff. It fully supported the current efforts being made to achieve these objectives through the FAO/DANIDA Dairy Training Programme, the FAO Regional Courses for Lay Meat Inspectors in Kenya and other international courses on intensive cattle production and extension methods under the FAO Israeli Cooperative Programme.

63. In addition to the 14 governments and 12 international agencies that had earlier indicated their interest in supporting the proposed International Meat Development Scheme 18 other members now indicated the support, at least in principle, of their governments. Several members asked, however, for more clarification of the procedures for implementation. It was pointed out that projects intended for external support needed to be clearly identifiable parts of a comprehensive and balanced programme prepared in consultation with regions and countries.

64. The Committee considered that it was important to give priority in the Regular Programme to this Scheme and to define the contribution from the extra budgetary sources for its implementation before it was possible to decide how much and where supplementary resources would be needed.

65. In general the Committee endorsed the concept of the proposals for an International Meat Development Scheme but pointed out that the proposed plan needed further elaboration by the FAO Secretariat. Any programme and/or financial implications would be referred to the Programme Committee, the Finance Committee and the FAO Council as appropriate.

FERTILIZER USE, PRODUCTION AND TRADE 1/

66. This item was placed on the agenda in response to the concern expressed at the Sixtieth Session of the FAO Council (June 1973) with regard to the precarious world food situation compounded by unfavourable developments in the availability of fertilizers.

67. The Committee recognized that efficient fertilizer use remained a key to modern agriculture and as such it was expected to play an increasingly important role in developing countries. It was felt that fertilizer use should contribute considerably to raising the production of food and cash crops, both essential elements in raising the standard of living of rural populations.

68. The Committee stressed fertilizer use as an intermediate technology which allowed for introducing the small farmer into a market economy. Apart from the direct effects of fertilizers on production, the visible results obtained within a relatively short time helped to introduce other improved practices. Governments and international agencies should therefore give special attention to ensure supplies to the small scale producers who had been geared to the adoption of a selected package of inputs. The non-availability of fertilizer might destroy not only the financial status and the food supply of the people concerned but years of extension work and associated institutions built up around the supply and marketing functions.

69. Though much progress was made during the last 15 years, continued efforts are required to optimize the level of fertilizer applications in developing countries. As a result of shortage of supplies and increased prices, effective use of agricultural inputs from a technical, distribution and economic point of view was required more than ever.

70. The Committee felt that in the technical field, efficiency could be increased by: adapting amounts and types of fertilizer to specific crop requirements taking into account soil and climatic conditions; by giving careful attention to methods and timeliness of application; by introducing secondary nutrients and trace elements where deficiencies occur; by testing the effectiveness of different nutrient carriers. Care should however be taken not to complicate the process of marketing and supply of fertilizer to farmers. It was stressed that efficient fertilizer use was closely linked to the availability of related inputs such as high yielding varieties, water supply, weed control and other plant protection measures and improved soil management and cultivation practices.

71. The Committee recognized that adequate supply, marketing and credit facilities were essential factors in the development of fertilizer use. Improved storage facilities and

efficient and low cost transportation were needed to secure timely supply of fertilizers to the farmers. In accordance with local conditions governments should give further consideration to the most effective methods of fertilizer distribution, by government institutions, cooperatives or private organizations, or a combination of these. Credit procedures should be simplified as much as possible so as to make credit easily accessible and to ensure that farmers obtain fertilizer on time.

72. With regard to the high prices of both agricultural inputs and commodities, it was stressed that the economics of fertilizer use had to be thoroughly reviewed. With limited supplies and in view of the precarious food situation, rates of fertilizer application should be determined so as to maximize crop production on the largest possible area of cropped land. Fertilizer recommendations should therefore be revised on a regular basis in terms of changing price relationships.

73. The Committee noted that fertilizer legislation had not yet been enacted or applied in a number of countries. It considered that fertilizer legislation was an essential element in the quality control of fertilizer materials and was needed to protect farmers from frauds which tended to become more frequent in periods of scarcity, such as the present time.

74. The Committee expressed appreciation for FAO's work in the development of fertilizer use both through UNDP and Trust Fund field activities and through its Regular Programme including publications, specialized studies, expert consultations and training seminars. The Committee stressed the need to broaden FAO's approach to fertilizer use promotion so as to secure an appropriate relationship between different agricultural inputs, their supply and production aspects, and their role in rural development. Due attention should be given to adapting assistance in fertilizer use to different stages of development in the countries concerned and to embrace not only production but also the marketing of both inputs and produce. Within this general framework the Committee marked areas in which additional efforts were required. The Committee noted with satisfaction that the Nordic countries had made available a consultant for reviewing FAO's approach in fertilizer use development.

75. In view of the high prices and tight supply situation of mineral fertilizers, the Committee recommended that possibilities of using alternative sources of plant nutrients be given urgent consideration. Much better use should be made of different types of organic materials, including animal manure, mulch, compost, night soil, green manure, biologically fixed nitrogen and recycled city and industrial wastes. The Committee noted that FAO was giving increased attention to promoting the use of organic materials as fertilizers and that new initiatives in this field were under way.

76. In view of the importance of the tropics as sources of additional arable lands the Committee recommended that fertilizer technologies adapted to tropical soils be worked out and tested. The Committee also recommended assessment of the role of fertilizer use in the improvement of shifting cultivation with a view to transforming it at a later stage into a more stable form of agriculture.

77. The Committee drew attention to the need for making more and better use of soil testing and for relating analytical data to the results of research, experimentation and soil survey. The correlation of information derived from these three fields could provide guidance for a more rational use of fertilizers and would help to monitor and control soil deterioration where degradation hazards occur.

78. The Committee called for additional attention to be paid to the role of trace elements in plant nutrition, the deficiency of which was becoming a limiting factor where the supply of other nutrients was reaching more satisfactory levels, especially in soils which were strongly leached and low in organic matter.

79. The Committee emphasized the need for considerably improving extension and training in fertilizer use at various levels, in order to close the gap which existed between research and practical agriculture, and to encourage farmers to maximize outputs from limited quantities of fertilizer available and also to prepare and use organic manures. The Committee suggested that the FAO publication "Efficient Use of Fertilizers" be updated and re-issued.

80. The Committee commended the work carried out by the FAO Fertilizer Programme in promoting, in an integrated way, fertilizer use at the farmers' level. It was recommended that this Programme be expanded and that it devote special attention to pilot projects for fertilizer distribution, to trials and demonstrations in low rainfall areas, and to crops for the domestic market. Consideration should also be given to trials and demonstrations with organic manures.

81. The Committee recognized that efficient use of fertilizers had a positive impact on the human environment. It was noted that fertilizer use allowed an intensification of agricultural production on better soils and made it possible to withdraw marginal land from cultivation. The Committee recommended that effects of fertilizers and related inputs, such as pesticides, be monitored at an early stage with special reference to the contamination and quality of foodstuffs. Research on the fate of nitrogen once applied to the rooting zone was also welcomed with a view not only to preventing pollution of water supplies by nitrates but also to seeking ways of increasing the efficiency of nitrogen uptake by plants.

82. The Committee expressed appreciation for the way FAO's own efforts were augmented by its cooperation with other agencies and organizations in the field of fertilizer use development: UNIDO, IBRD, UNESCO, IAEA, ECE, the Agency for International Development and the Tennessee Valley Authority. The Committee acknowledged and welcomed the close cooperation established with the fertilizer industry through FIAC and with a number of governments and non-governmental organizations which contributed to FAO's field and regular programme activities for promoting efficient fertilizer use.

83. The Committee expressed its concern with regard to the world shortage of fertilizer supplies and their greatly increased prices. The Committee recommended that FAO take the initiative in developing an international fertilizer policy to provide among other things a basis for planning adequate availability of fertilizer to developing countries, and for recommending priorities of fertilizer use for food versus cash crops.

84. The Committee noted that the Sixty-First Session of the Council had established the FAO Commission on Fertilizers to promote an exchange of views among member governments, the fertilizer industry, other agencies such as IBRD, UNIDO, UNCTAD and non-governmental organizations. On the basis of these consultations appropriate steps would hopefully be taken at the international level to facilitate the moderation of the cyclical fluctuations in demand, supplies and prices of fertilizers. The Committee further noted that the first session of the Commission on Fertilizers was scheduled to be held in Rome from 2 to 5 July 1974. At that session the Commission would assess the world fertilizer situation, the future prospects for fertilizer demand, supplies and prices, and the assistance required for meeting the fertilizer requirements of developing countries, including import grants and other means. The Commission would also examine means for a better utilization of existing manufacturing capacity and for the expansion of fertilizer production in developing countries. The Committee recommended that the report of its discussion on fertilizer use, production and trade should be presented to the first session of the Commission on Fertilizers, and that the Commission should report its findings and recommendations to the World Food Conference, to be held in November 1974.

85. The Committee noted that the fertilizer situation was being discussed in a number of bodies and conferences (inter-alia the FAO Council, COAG, Commission on Fertilizers, Intergovernmental Group on Grains, the IGC of WFP, World Food Conference, FIAC, Industry

Cooperative Programme, the Sixth Special Session of the UN General Assembly, and ECAFE) and expressed concern that their recommendations and conclusions might not be concurrent. In this connection the Committee noted the creation within FAO of an Inter-Departmental Working Group on Fertilizers which would ensure that FAO action in the field of fertilizer use development would be internally coordinated.

86. The Committee, recognizing the increasing importance of efficient fertilizer use for reaching food production and rural development targets, both at national and international level, considered this field of FAO's work to be a priority area of paramount interest to all its member governments.

AGRARIAN REFORM 1/

87. The Committee recalled the discussions on this subject at the Sixteenth Session of the FAO Conference, when the Report of the Special Committee on Agrarian Reform was deliberated upon, and at the Fifty-Ninth and Sixtieth Sessions of the FAO Council. In this connection the Committee noted in particular the specific guidance it had received in its work on this subject from Resolution 3/71 of the Sixteenth Session of the FAO Conference and from the decision of the Council at its Fifty-Ninth Session that the Committee should keep the subject of agrarian reform under constant review.

88. The Committee took note of the document prepared to assist it in its consideration of the item. The Committee recognized that the most authoritative statement by FAO on agrarian reform was still the Report of the Special Committee on Agrarian Reform issued in 1971. It reemphasized the broad definition adopted by the Special Committee, according to which agrarian reform embraced the transformation of tenure structures, the creation of new production organizations and the provision of supporting institutions and services at various levels to facilitate the effective functioning of the new land tenure systems and production organizations. In planning the new production structures it was necessary to take into account land capability and related technical aspects.

89. The Committee took note of the efforts made by FAO to develop the strategy of Integrated Rural Development as a complementary tool to the strategy of agrarian reform. While FAO could and should develop comprehensive, coordinated and integrated approaches to rural development, the Committee felt that such approaches should not be used to divert attention from agrarian reform measures which remained the core of rural development strategy in many circumstances. The Committee felt that the Integrated Rural Development approach needed to be further refined and clarified conceptually and worked out in more detail operationally. Some members suggested that FAO policies should be oriented towards accelerating the agrarian reform programmes in countries since agrarian reform was considered a catalyst for the whole process of development. In this connection the Committee pointed out the need to take into account the inter-relationships between agrarian reform and the overall process of socio-economic development that are clearly brought out in the Report of the Special Committee on Agrarian Reform.

90. In discussing FAO's activities in this area, the Committee recognized that the formulation of policies and programmes relating to agrarian reform was the responsibility of individual countries in the light of their specific conditions. The Committee agreed, however, that FAO had accumulated a fund of knowledge and experience in this field over the last quarter of a century. It was important that FAO should keep abreast of developments on the agrarian situation in various countries so that the Organization would be in a position to give competent and relevant technical assistance to countries that needed it. In this connection the Committee stressed that it was not possible to provide a general set of reform measures with universal validity; the programmes, therefore, needed to have

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a country focus to take account of the diversity of conditions in different countries.

91. The Committee welcomed the case studies on contemporary changes in agrarian structures initiated by FAO in 1972. It was generally agreed that such a research programme could facilitate a better understanding of the agrarian situation in different countries and in various regions within a country. The Committee regrettably had not had these studies before it and therefore had been unable to study and evaluate the conclusions of these studies, but expressed the hope that the Sixth Report on Progress in Land Reform which was currently under preparation would make a critical evaluation of the agrarian reform programmes in member countries mainly on the basis of the information obtained from the case studies. The Committee felt that further case studies should be conducted along the same lines to cover more countries and different situations. A programme of this type would help the Organization to formulate a typology of different operational programmes to cope with different situations and problems.

92. In discussing the medium term priorities for work in agrarian reform, the Committee suggested that there was the need for reviewing FAO programmes and projects in order to make sure that they had an adequate agrarian reform and rural development content. Appropriate criteria might have to be established for this purpose.

93. FAO should also improve its data collection with respect to socio-economic factors in rural development, in consultation with the international centres. Until more adequate machinery was established to make the relevant data available and to keep them up-to-date it would be extremely difficult for governments and international agencies to discover the true nature and magnitude of the rural development problem and to design appropriate comprehensive policies to deal with it. At the same time it was pointed out by the Committee that before a system of data collection was implemented it was necessary to have a clear understanding of the uses to which the data would be put and of the users. One of the means to get a better perspective of data collection was the identification of a comprehensive set of socio-economic indicators fitted into a meaningful framework. The Committee also took note of the need for soil and land capability information as the technical basis for rational land use and subdivision into production parcels.

94. The Committee agreed that there was an increasing need for speedy response by FAO to the requests for technical assistance from countries attempting to design and implement progressive agrarian reform programmes. The technical assistance could be in research to enable countries to establish suitable institutional frameworks, land use and farming systems, cadastral surveys and land registration, training activities to meet the programme requirements, to formulate land reform policies, and administrative procedures for implementation of programmes, as well as assistance in evaluation. With regard to assistance in the formulation of policies, the Committee took the view that FAO could suggest a set of alternatives, taking into account the socio-economic conditions prevailing in the country requesting assistance, so that the government concerned would be in a position to choose the strategy best suited to it. FAO also should be able to provide assistance in the preparation and implementation of specific projects related to national agrarian reform programmes.

95. Some members thought that FAO should take measures to ensure the involvement of peasants' and rural workers' associations in the formulation and implementation of agrarian reform programmes. Since the agrarian reform should aim at enabling peasants to participate in the creation of new institutional devices, such as farmers' and rural workers' organizations, FAO could assist in this field by providing information to them on the experiences of the different types of organizations found to be suitable in various countries.

96. The Committee noted that "Integrated Rural Development" was on the agenda of four of the FAO Regional Conferences scheduled for 1974. This would provide an opportunity to assess whether any special regional technical bodies in the area of agrarian reform and integrated rural development were needed.

97. The Committee felt that it was not in a position to make recommendations regarding the proposal to hold a World Conference on Integrated Rural Development, and suggested that guidance be sought from the Council. Should such a conference be held, some members felt that it should emphasize strongly the agrarian reform aspects of rural development.

98. In view of the strong interest of the member governments in measures of agrarian reform and integrated rural development, the Committee agreed that it was important for FAO to be in a position to respond adequately to the demands made on it for advice and assistance. In this connection FAO should pay particular attention to the strengthening of the technical units responsible for advising and assisting countries in this specific field. In view of the importance of the subject of agrarian reform, the Committee agreed to keep it under continuing review.

REVIEW OF FIELD PROGRAMME 1/

99. The Conference, at its Seventeenth Session (November 1973), had agreed with the Programme Committee on the desirability of requesting the Committees on Forestry, Fisheries and Agriculture to discuss and make recommendations on the Review of FAO Field Programmes, 1972-73 (C 73/4). Specific suggestions made in this regard by the Programme Committee at its Twenty-Fourth Session (November 1973) were referred to in the background document prepared for the Committee.

100. In discussing the policy aspects of the subject, the Committee was particularly concerned to ensure that the Field Programme should be geared closely to the development needs of the recipient countries. Many members considered that the emphasis of Field Programme activities should be on the further training of national staff, supported by increased efforts to ensure that the trained national staff, and the results of research and other Field Programme activities, could be widely utilized primarily for the benefit of farmers and for the countries in general. However, in some countries specific local problems merited priority of attention, such as the location of water supplies in low rainfall areas. The need for the Field Programme activities to help increase the production of food, both through raising yields and expanding the areas of cultivated land, and the use of farm technologies appropriate to local circumstances, was also stressed.

101. As regards the UNDP-financed activities, it was recognized that final responsibility for the composition and objectives of the Field Programme lay with the individual governments concerned. FAO had, however, the duty of advising on the formulation of the Country Programme if so requested by government, and would continue to give this advice, both through its Senior Agricultural Adviser/FAO Country Representative and through the work undertaken on Country Briefs and Country Perspective Studies. In respect of the expanding programme of activities supported by multi-bilateral programmes, it was recognized that for those programmes, too, final responsibility lay with the recipient countries. However, some members suggested that FAO should play a more determining role in the selection and formulation of projects under multi-bilateral programmes, if necessary even to the extent of refusing invitations to participate in projects which it considered did not merit FAO support.

102. The Committee noted that national research, educational and other institutions could make an increasingly valuable contribution to FAO's Field Programme. This potential should be used increasingly for providing teams of experts and for back-stopping in the future formulation and implementation of projects. Cooperation should especially be promoted in cases where similar institutions in neighbouring countries could work together on matters of common interest. The Committee was informed that FAO was already making use of this potential, and was presently studying means of intensifying this use. A paper on the findings would be submitted to the Spring 1975 Session of the Programme Committee.

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103. The Committee felt that in the majority (and increasing proportion) of developing countries the need for long-term experts was diminishing, as a result of the increased numbers of their own qualified staff. In such cases, the need was for high level consultants engaged for short periods rather than expert staff for long missions. At the same time, it was recognized that top-level management skills and experience were still acutely short in many countries; and in some other countries the continued presence of experts on long missions was essential as a catalyst in obtaining the best service from the national staff.

104. Many members referred to the need to utilize the services of experts from developing countries as much as possible, partly because of their closer acquaintance with local conditions. The Committee noted that the proportion of such staff had now risen to 28.5 percent of total field staff. The Committee also stressed the need to recruit experts who were academically well-qualified and had the required field experience and personal aptitudes. The Committee was informed that new measures had been taken to try further to improve the selection of experts, and that governments would be asked to assist FAO by providing names and qualifications of staff who could be made available for service in the field. A number of members stated that their governments were already looking into this matter.

105. There was also agreement that, to the extent possible, national staff should continue to take over more responsibility for project management, with the international expert staff serving increasingly in the role of advisers. It was noted, however, that there were certain difficulties that had still to be resolved, as FAO remained responsible for the technical content of the projects, in terms of quantity and quality.

106. The Committee endorsed the value of the evaluation of projects being undertaken, and recommended that this work should continue, with further development of built-in project evaluation. In this connection the Committee was informed that FAO's Evaluation Service was being kept informed of the programme of Tripartite Project Evaluations, and that the Evaluation Service would give their advice and assistance to the conduct of this work, and participate where appropriate. The Committee wished to have more information in the future on project delivery, particularly as the short-fall in this respect was a serious problem facing the UNDP.

107. The Committee was informed of the new organizational arrangements in FAO for the management of Field Programme activities. The new arrangements comprised essentially a "Task Force" approach for each project, with a Country Projects officer responsible for the Headquarters management aspects of all agricultural projects in a given country or countries. In this way it was hoped to better ensure the optimum use and integration of all projects and project resources available in any one country. However, the responsibilities placed on a Task Force, and especially on the Country Projects officer, were considerable and wide ranging, covering all agricultural aspects (other than fisheries and forestry).

INTERNATIONAL AGRICULTURAL ADJUSTMENT - PROGRESS REPORT 1/

108. The discussion of the Committee was based on the background document "International Agricultural Adjustment" (Progress Report). The Committee noted the decision of the Conference at its Seventeenth Session, that the Organization should evolve a proposed strategy of international agricultural adjustment. The Committee expressed continuing support for work in this field. The essential aim of such a strategy would be to promote an agreed international approach to adjustment so as to secure a more orderly and more rational development of world agriculture. The work, which would lead to the presentation by the Director-General of the proposed strategy to the Conference in 1975, was in its early stages. A start had been made by the Secretariat in drawing up tentative guidelines which could help governments to translate the broad objectives of adjustment as indicated

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by the Conference into more specific policies. Those in the document before the Committee referred to production aspects of agricultural adjustment. Others dealing with trade, consumption and international assistance would also be formulated as part of the strategy of international adjustment.

109. In the discussion of the suggested guidelines those of the 1972 FAO Regional Conference for Europe referring to developed countries were welcomed as being still fully relevant.

110. The importance of technology in agricultural adjustment was stressed by a number of members. It was important that an appropriate agricultural technology, which took adequate account of the relative availability of labour, be applied in each country. Likewise it was suggested that consideration should be given to the development of technologies which favoured the use of agricultural raw materials over synthetics. Reference was made to the need for more attention to be given to processing and to post-harvest technology generally.

111. It was also suggested that the need to ensure expanding supplies of improved inputs for agriculture, while valid for developing countries, also had global aspects and should therefore be a guideline applying at an overall level as well. The urgency of improvements in the present input supply situation, especially for fertilizers, was emphasized. It was also stressed that technological innovations which accelerated increases in yields should, as far as possible, go in parallel with efforts to improve rural social and agrarian structures, and that this guideline should not be limited to land distribution systems. The view was expressed that self-sufficiency objectives in agricultural adjustment should be reached through a phased approach.

112. Several members expressed interest in the suggestion for a guideline to developed countries to the effect that food aid to developing countries should be an integral part of national policies. Although it was recognized that complex issues were involved, the need for guidelines in this field was supported. Attention should be particularly given to avoiding adverse impacts on agricultural production in recipient countries and to ensuring greater assurance of supplies.

113. The Committee considered that in future work on agricultural adjustment more attention should be given to short run adjustment problems, as well as longer term ones. It was pointed out that the deliberations and recommendations of the Special Session of the United Nations General Assembly on Raw Materials, currently under way, could contribute to the formulation of global guidelines for agricultural adjustment.

114. The Committee considered that technological aspects of agricultural adjustment, particularly at the farm level, should be the chief focus of its future discussions on this subject. While various other fora were competent to deal with broader economic and organizational aspects, it was in the specific area of competence of COAG to give guidance as to issues of production technology in adjustment, including questions of appropriate patterns of agricultural resource uses within and between countries.

115. The Committee regretted that the late availability of the document had not allowed adequate preparation for the discussion and a number of members therefore felt that they could not give considered views on the new suggestions in the document. Because governments had not been able to examine the paper COAG/74/10 in advance of the session, the Committee recommended that it should be distributed to all governments with a request for comments on the suggestions as to production guidelines. These replies would assist the Secretariat in its further work. The Committee also noted that the CCP and the FAO Regional Conferences would be discussing agricultural adjustment in their forthcoming sessions.

FAO/UNEP COOPERATION - PROGRESS REPORT 1/

116. The Seventeenth Session of the FAO Conference had approved an overall programme framework "Natural Resources for Food and Agriculture" for cooperative activities of FAO with the UN Environment Programme^{2/}. Within this framework 11 FAO/UNEP projects were started in March 1974, the aim of which was to reinforce or expand FAO Regular Programme activities in the areas of common interest to FAO and UNEP. The overall coordination was being ensured by the FAO Inter-Departmental Working Group on Natural Resources and the Human Environment and a small Environment Programme Coordinating Unit which had been established by the FAO Conference.

117. The Committee noted with satisfaction the good progress that had been made in the development of FAO/UNEP cooperation. It stressed the importance of maintaining a co-ordinated and integrated approach in these activities through an interdepartmental mechanism of coordination. In this respect, the Committee considered the programme framework essential for ensuring coherent overall guidance to the global FAO/UNEP projects entrusted to the technical Departments and Divisions at Headquarters, and their expected follow-up by technical assistance projects at national level.

118. The Committee underlined the major role in environmental protection of the national and international institutions which dealt with the management of natural resources for food and agriculture. It welcomed the fact that FAO was the specialized agency so far receiving the largest support from the Environment Fund, and expressed the hope that, taking into account the leading role that FAO should play in this field, this support be maintained and expanded. The Committee recommended that a progress report on FAO/UNEP cooperation be presented at its next session providing more details on the conditions of implementation of the integrated programme framework "Natural Resources for Food and Agriculture" and on the contents of the FAO/UNEP projects.

PROGRESS REPORTS ON ACTION SINCE THE FIRST SESSION

119. The Committee heard oral reports on progress made in selected development problems which it had examined at its First Session, i.e. seed industry development, food and nutrition policies and agricultural research needs and priorities, and on the preparations for the World Food Conference. Summaries of the Secretariat reports are given in Appendix E.

TERMS OF REFERENCE AND METHODS OF WORK 3/

120. As requested by the Council at its Sixtieth Session (June 1973) the Committee reviewed and assessed the experience gained during its First and Second Sessions with a view to examining its terms of reference and methods of work.

121. The Committee noted that, under its terms of reference, three principal tasks were assigned to the Committee on Agriculture; first, the periodic review and appraisal on a highly selective basis, of agricultural development problems; second, advice to the Council on the medium- and long-term programme of work of the Organization in selected fields of agriculture and on its implementation; and thirdly, the review of specific matters referred to the Committee by the Conference, the Council or the Director-General.

122. The Committee reconfirmed the need to ensure a high degree of selectivity in the topics it dealt with, in view of the very wide range of technical, social and economic problems, covered by the programmes of the Divisions of the Agriculture and Economic and Social Policy Departments.

1/ COAG/74/11

2/ C 73/21 and C 73/REP, paras. 292-297

3/ COAG/74/8

123. The Committee therefore agreed that its agenda should be limited to a few major subjects, which would be dealt with in an interdisciplinary manner ensuring consideration of all relevant technical, economic, institutional and social aspects of a particular problem area. This selective approach would make possible an in-depth consideration of the selected items, and would make possible the inclusion of the required subject matter specialists in delegations. In this connection, ^{many} members suggested that the agenda should not contain more than two major substantive items, but some others were of the opinion that if the agenda were too restricted, this would discourage attendance by governments.

124. Regarding the review of the FAO Field Programme which it had undertaken at the request of the Seventeenth Session of the Conference, the Committee agreed that, in future, field programme issues should be discussed as an integral part of the selected development items rather than constituting a separate item on the agenda. A report of the experience and lessons gained from the field programmes would help discussions concerning future policy and implementation. The Committee stressed that its function in this respect was a consideration of technical contribution of the field programmes, leaving the review of managerial aspects to Council and Conference.

125. In considering its approach towards medium- and long-term programmes of work, reflected in item (b) of its terms of reference, the Committee recalled its experience during the First Session, which had shown that it had not been possible to obtain a clear consensus of the priority areas from a review of the large number of sub-programmes of the Agriculture and Economic and Social Policy Departments.

126. At the present session medium- and long-term objectives and priorities had been discussed in relation to selected development problems in accordance with the Committee's terms of reference; however, in the absence of an adequate framework and documentation, the Committee had been unable to carry out a comprehensive review of the medium- and long-term perspectives of the work of the two Departments.

127. The Committee emphasized the need for a comprehensive analysis of the medium- and long-term problems of the food and agricultural sector in order to arrive at an appropriate framework for the orientation of the existing on-going and short-term programmes of the two Departments within the competence of the Committee. It recommended that the terms of reference concerning review of medium- and long-term programmes should provide for a comprehensive review and not be limited to selected problems.

128. In order to make such a review possible, the Committee requested the Secretariat to prepare for its next session a suitable document containing the elements of a medium-term outlook for the agricultural sector in a form that would enable it to be used as a benchmark against which the orientation of the short-term programmes of the Agriculture and Economic and Social Policy Departments could be reviewed and assessed. The document should also take into account the lessons of field activities and the recommendations of regional conferences and regional technical bodies.

129. The Committee noted moreover that the reference to medium- and long-term aspects in the terms of reference of COAG prevented the Committee from considering the short-term programmes of work of the Agriculture and Economic and Social Policy Departments, as provided for in COFO and COFI. In this connection, the Committee stressed that it was necessary for Member Governments not members of Council to have the opportunity of providing inputs to the biennial Programme of Work and Budget at a stage sufficiently early to be of benefit for subsequent review and decision by Council and Conference.

130. The Committee thus expressed the view that it should also review the biennial Programme of Work of the Agriculture and Economic and Social Policy Departments recognizing that this implied a change in timing of a session to the Conference year.

131. The Committee, therefore, recommended that its terms of reference should be amended to the effect that the Committee should also review the programme of work of the Organization in the field of agriculture and its implementation and that the necessary legislative amendments should be prepared and adopted as soon as possible.

132. The Committee considered that such a review should be a main feature of the agenda of future sessions. It was agreed that the discussions would focus on the general lines of work and broad aspects of development, and would not include a comprehensive review of the more than fifty sub-programmes related to the two Departments.

133. It was noted that the documentation for this item might consist of two working papers. One would be the Summary Programme of Work and Budget which the Sixtieth Council Session had requested to be made available for consideration by the Programme and Finance Committees and the Council at their sessions in the Conference year. This document would indicate the main priorities and trends of the proposed biennial programme and would take account of the recommendations of the Regional Conferences. For its Third Session it would also include the recommendations of the World Food Conference with implications for the work of the Organization.

134. The Summary Programme of Work and Budget would need to be supplemented by a second document to be prepared by the Secretariat, presenting a comprehensive review of the medium- and long-term objectives and priorities for food and agricultural development, as a basis for considering the orientation of those activities of the Organization which fall within the competence of the Committee.

135. The Committee confirmed the importance of maintaining the concept of a single Committee on Agriculture in view of its potential to promote the integration of the programmes of the two Departments. Several members suggested, however, that in order to deal with specific problems more adequately subsidiary bodies might be set up on an exceptional basis, as stipulated in Rule XXXII-11 of the General Rules of the Organization.

136. Regarding the timing and frequency of sessions, many members were of the view that these should continue to be held once during each biennium, but take place in the Conference year rather than in the non-Conference years as at present. Most of these members suggested that the duration of each session should be two weeks: during the first week one or two selected development items would be discussed, followed in the second week by a review of the programme of work of the two Departments.

137. Other members suggested having one session every year but of shorter duration, possibly for one week. In the view of these members this would give the Committee greater flexibility in its activities to deal with specific and topical issues.

138. In line with its recommendation that it should review the programme of work of the Agriculture and the Economic and Social Policy Departments, the Committee recommended that in future the sessions should be held in Conference years rather than in the non-Conference years as hitherto.

139. In reviewing the experience of its present session to deal with selected development problems, the Committee emphasized that further efforts be undertaken to improve the working documents which should define the problems involved, indicate alternatives and policy options, and describe the objectives and main elements of the activities to be carried out.

140. While appreciating that the contribution of the Panel of international experts had been very useful, most members felt that the use of Expert Panels should not become a regular practice. In this context, some members referred to the possibility of using Consultants to assist the Secretariat in preparing and presenting background documentation for the subjects on future agenda of the Committee. Some members suggested that experimentally at future sessions, workshops might be convened within the session, to prepare

selected issues for presentation to the Committee with a view to facilitating a dialogue among members and with the technical staff at Headquarters.

141. The Committee requested that the provisional agenda and the working documents should be distributed at least two months before the session so as to allow thorough preparations by members. The Secretariat was asked also to provide a full annotation to the various items of the agenda, a copy of the "Methods of Work of the Council" as well as a proposed time schedule to allow the planning of the attendance of technical members of delegations.

142. The Committee noted that according to its Rules of Procedure (Rule IV), the Director-General, in consultation with the Chairman of the Committee, should prepare a provisional agenda. It suggested, however, that it might be desirable for the Committee itself, at the conclusion of each session, to suggest major substantive items for the guidance of the Chairman and the Director-General.

143. The Committee accordingly suggested that in addition to the review of the activities of the Agriculture and Economic and Social Policy Departments, it would be useful to review at its Third Session one or two selected development problems from a scientific and technical point of view. Various members made suggestions for possible subjects to be included in this part of the agenda to be taken into consideration by the Chairman and the Director-General when drawing up the provisional agenda.

144. The Committee, in reviewing the experience of the Nominations Committees elected for the first two sessions, decided that a Nominations Committee need not be appointed for the next session.

OTHER BUSINESS

145. In connection with the discussions of the selected development problems, several members expressed their concern about the many and different uses of the terms "programme" and "scheme" in connection with FAO activities, which could easily lead to confusion and overlapping. The Secretariat was asked to clarify the relationship between the various broad operation schemes such as dairy and meat schemes, seed scheme, fertilizer programme, etc., with the structure of sub-programmes.

146. The Committee was informed that the combination of a number of programme elements out of a wide range of sub-programmes into an operation scheme or programme was considered to be in line with the mandate for a fully interdisciplinary approach towards the solution of a particular problem area. The schemes reflected the concern for establishing priorities for action which inevitably varied over time as compared with the more permanent structure of the sub-programmes, which still provided a large number of elements for the more traditional continuing activities.

147. Some members nevertheless suggested that the Programme Committee, in its review of programmes, be invited to study the problem and recommend general guidelines and criteria from an organizational as well as a terminology point of view.

DATE AND PLACE OF NEXT SESSION

148. As agreed at its First Session, the Committee reviewed the question of the timing of future sessions of the Committee. The Committee noted that in accordance with Rule XXXII-3 GRO and Rule II of its Rules of Procedure, the Committee should normally hold one session during each biennium, preferably early in the non-Conference year. It noted furthermore that, pursuant to Rule XXXII-4 GRO, "If required, the Committee may hold additional sessions on the call of the Director-General in consultation with its Chairman, or on request submitted in writing to the Director-General by the majority of the members of the Committee".

149. In line with its recommendation that in future the sessions should be held in Conference years rather than in the non-Conference years as hitherto, the Committee recommended that its Third Session should be held in Rome during the second half of April 1975, possibly beginning 15 April, for 7 to 10 working days. This would avoid the possible occurrence of a gap of three years at such an early stage in the existence of the Committee and would allow the Committee to take account as soon as possible of any recommendations of the World Food Conference within its competence.

AGENDA

INTRODUCTION

1. Election of Chairman and Vice-Chairman
2. Adoption of the Agenda

AGRICULTURAL DEVELOPMENT PERSPECTIVES AND PRIORITIES IN THE MEDIUM TERM

3. Food Production Technology and Achievement of Social Goals
(Panel of international experts)

SELECTED DEVELOPMENT PROBLEMS

4. Improving Productivity in Low Rainfall Areas
5. Livestock Development for Milk and Meat Production
6. Fertilizer Use, Production and Trade
7. Agrarian Reform

OTHER MATTERS

8. Terms of Reference and Methods of Work of the Committee on Agriculture
9. Matters arising from sessions of Governing Bodies:
 - (i) Review of FAO Field Programme
 - (ii) International Agricultural Adjustment (Progress Report)
 - (iii) Human Environment (Progress Report)
 - (iv) Progress Reports on Action Since the First Session
10. Other Business
11. Date and Place of Next Session

REPORT

12. Adoption of the Report

E9704/3/c

APPENDIX B
ANNEXE B
APENDICE B

LIST OF DELEGATES AND OBSERVERS
LISTE DES DELEGUES ET OBSERVATEURS
LISTA DE DELEGADOS Y OBSERVADORES

Chairman/Président/Presidente:	Abbas KESSEBA (Egypt)
First Vice-Chairman/Premier Vice Président/ Primero Vicepresidente:	Ewa RASZEJA-TOBJASZ (Poland)
Second Vice-Chairman/Deuxième Vice Président/ Segundo Vicepresidente:	Bhakdi LUSANANDANA (Thailand)

MEMBERS OF THE COMMITTEE
MEMBRES DU COMITE
MIEMBROS DEL COMITE

Argentina/Argentine

Representante

BARTTFELD, F.C.
Ministro Plenipotenciario
Embajada de la República Argentina
Roma

Suplente

BRIANO ARANEO DE DOTTI, M., Mrs.
Secretario de Embajada - a/c. Consejería Agrícola
Embajada de la República Argentina
Rome

Australia/Australie

Representative

CHRISTIAN, J.D.
First Secretary (Agriculture)
Australian Embassy
Rome

Austria/Autriche

Representative

SEUHS, R.
Chairman of the Austrian FAO Committee
Bundesministerium für Land-und-Forstwirtschaft
Vienna

Bangladesh

Representative

AHMED, S.
Agricultural and Economic Minister and
Permanent Representative to FAO
Embassy of the People's Republic of Bangladesh
Rome

Alternate

KHAN, L.R.
Joint Secretary
Ministry of Agriculture
Dacca

Belgium/Belgique/Bélgica

Representative

REGNIER, A.
Représentant permanent adjoint de la Belgique auprès
de la FAO, Représentation permanente de la Belgique
auprès de la FAO
Rome

Brazil/Brésil/Brasil

Representative

RIBEIRO, C.J.
Special Adviser to the Minister
Ministry of Agriculture
Brasilia - Brazil

Alternate

PEREIRA, G.
Planning Secretary
Ministry of Agriculture
Brasilia - Brazil

Bulgaria/Bulgarie

Représentant

DEKOV, Diko
Représentant permanent de la République populaire de
Bulgarie auprès de la FAO
Ambassade de la République populaire de Bulgarie
Rome

Canada/Canadá

Representative

WILLIS, T.G.
Coordinator, International Agricultural Development
Department of Agriculture
Ottawa

Alternate
RYAN, H.E.
Permanent Representative of Canada to FAO
Canadian Embassy
Rome

Associate
CLARKE, M.F.
Research Co-ordinator (Forage Crops)
Department of Agriculture
Ottawa

Adviser
HILLIARD, T.R.
Deputy Minister of Agriculture and Food
Government of Ontario
Toronto

Chile/Chili

Representante
MARDONES, C.
Representante Permanente de Chili ante la FAO
Embajada de la República de Chile
Roma

Colombia/Colombie

Representante
MORENO JARAMILLO, D.
Jefe de Delegación
Embajada de Colombia
Roma

Suplente
RUIZ-VARELA, H.
Representante Permanente de Colombia ante la FAO
Embajada de Colombia
Roma

Cuba

Representante
VELIZ SANCHEZ, S.
Analista de Sistema de la Dirección General
de Economía del INRA

Suplente
GONZALES ROJAS, J.
Primer Secretario, Representante Alterno de Cuba
ante la FAO
Misión Permanente de Cuba ante la FAO
Roma

Denmark/Danemark/Dinamarca

Representative
KRISTENSEN, H.J.
Deputy Secretary
Ministry of Agriculture
Copenhagen

Alternate
NIELSEN, G.
Director
LIK, Tune, Greve Strand

Associate
HANSEN, C. Valentin
Agricultural Counsellor
Danish Embassy
Rome

Ecuador/Equateur

Representante
CUEVA, H.
Consejero Comercial
Embajada de la República del Ecuador
Roma

Egypt/Egypte/Egipto

Representative
KESSEBA, A.
Agricultural Attaché
Embassy of the Arab Republic of Egypt
Rome

Alternate
ASSRAN, M.
Second Commercial Secretary
Embassy of the Arab Republic of Egypt
Rome

Finland/Finlande/Finlandia

Representative
NIKKOLA, Antti
Chief of the Bureau of International Affairs
Ministry of Agriculture and Forestry
Helsinki

Alternate
SILLANPAA, Mikko
Professor, Agricultural Research Centre
Tikkurila

France/Francia

Représentant
VELAY, L.
Inspecteur général de l'agriculture
Ministère de l'agriculture et du développement rural
Paris

Suppléant
DE SCHONEN, A.
Ministre plénipotentiaire, Représentant permanent
Représentation permanente de la France auprès de l'OAA
Rome

Suppléant
FAUCK, R.
Inspecteur général à l'ORSTOM

Suppléant
HALIMI, P.
Administrateur civil à la Sous-Direction des relations
internationales au Ministère de l'agriculture
Paris

Gabon/Gabón

Représentant

BEKALE, G.
Directeur de l'agriculture
Ambassade de la République gabonaise
Rome

Suppléant

NGOMA MAKAYA, G.H.
Représentant permanent du Gabon auprès de la FAO
Ambassade de la République gabonaise
Rome

Gambia/Gambie

Representative

THOMAS, R.A.
Assistant Director of Agriculture
Department of Agriculture
Cape St. Mary

Germany (Federal Republic of)/Allemagne (République fédérale d')/Alemania,
(República Federal de)

Representative

GRABISCH, W.A.F.
Ministerialrat
Federal Ministry of Food, Agriculture and Forestry
Bonn

Alternate

WALTER, H.
Ministerialrat
Federal Ministry of Food, Agriculture and Forestry
Bonn

Alternate

KNOBLOCH, W.
Regierungsdirektor
Federal Ministry of Food, Agriculture and Forestry
Bonn

Alternate

LEIN, M.
Bundesstelle für Entwicklungshilfe
Frankfurt/Main 1

Alternate

LIEBER, G.
Regierungsdirektor
Embassy of the Federal Republic of Germany
Rome

Guinea/Guinée

Représentant

CAMARA SYROGIANIS, J.
Représentant permanent adjoint
Ambassade de la République de Guinée
Rome

Hungary/Hongrie/Hungria

Representative SZILÁGYI, S.
Head of Department
Ministry of Agriculture and Food
Budapest

Associate SZOLLOSI, E.
Section Chief, Ministry of Agriculture and Food
Budapest

Associate SZIKSZAY, D.
Counsellor of the Hungarian National FAO Committee
Budapest

Adviser PALFFY, E.
Official of Hungarian National FAO Committee
Budapest

India/Inde

Representative SWAMINATHAN, M.S.
Secretary to the Government of India
Department of Agricultural Research and
Education, Ministry of Agriculture
New Delhi

Alternate PRASAD, K.
Permanent Representative of India to FAO
Embassy of the Republic of India
Rome

Indonesia/Indonésie

Representative SOEGENG AMAT
Permanent Representative of Indonesia to FAO
Embassy of the Republic of Indonesia
Rome

Alternate RAHARDJA
Secretary, Directorate-General of Agriculture
Department of Agriculture
Jakarta

Associate ISMET HAKIN, A.
Assistant Agricultural Attaché
Embassy of the Republic of Indonesia
Rome

Iran/Irán

Representative TAMADDON, A.
Under Secretary of the Ministry of Agriculture
Teheran

Alternate SHEYBANI, H.A.
Director General, Seed and Plant Improvement Institute
Ministry of Agriculture
Teheran

Adviser

MOTAMEDI, N.
Planning Expert
Plan Organization
Central Building, Teheran

Ireland/Irlande/Irlanda

Representative

DEMPSEY, L.
Senior Inspector
Department of Agriculture and Fisheries
Government Buildings
Dublin

Israel/Israël

Representative

MAAS, F.D.
Special Adviser to the Minister
Ministry of Agriculture
Hakirya
Tel Aviv

Italy/Italie/Italia

Représentant

DE ASARTA, V.
Chef du Bureau pour les relations extérieures
Ministero dell'Agricoltura e delle Foreste
Rome

Expert

BARBERI, P.
Bureau pour les relations extérieures
Ministero dell'Agricoltura e delle Foreste
Rome

Expert

ZAFARANA, F.
Directeur de Division
Bureau pour les relations extérieures
Ministero dell'Agricoltura e delle Foreste
Rome

Japan/Japon/Japón

Representative

NAGATA, C.
Counsellor and Permanent Representative of Japan
to FAO
Embassy of Japan
Rome

Alternate

TSUKIBAYASHI, S.
Head, System Analysis Office
Statistics and Information Department
Ministry of Agriculture and Forestry
Tokyo

Associate
ARAFUNE, T.
Assistant Director
Agricultural Production Division
Ministry of Agriculture and Forestry
Tokyo

Associate
NARUSHIMA, H.
Specialized Agencies Division
United Nations Bureau
Ministry of Foreign Affairs
Tokyo

Kenya/Kenia

Representative
MEURATHI, G.K.
Agricultural Attaché
Kenya High Commission
London

Korea (Rep. of)/ Corée (Rép. de)/Corea (Rep. de)

Representative
IN HEE KANG
Permanent Representative of Korea to FAO
Embassy of the Republic of Korea
Rome

Madagascar

Représentant
ZAFERA, M.
Ambassadeur, Représentant permanent
de Madagascar auprès de la FAO
Ambassade de la République Malagasy

Suppléant
ANDRIANTSILANIARIVO, H.
Représentant permanent adjoint de Madagascar
auprès de la FAO
Ambassade de la République Malagasy
Rome

Malta/Malte

Representative
MOSKOVITS, I.
Counsellor
Permanent Representative of Malta to FAO
Embassy of Malta
Rome

Observer
AGIUS, L.
Secretary of Embassy
Embassy of Malta
Rome

Mexico/Mexique/México

Representante
FLORES, E.
Ministro Consejero
Oficina de la Representación Permanente
de México ante la FAO
Embajada de los Estados Unidos Mexicanos
Roma

Suplente
SOLARES, A.
Primer Secretario
Oficina de la Representación Permanente
de México ante la FAO
Embajada de los Estados Unidos Mexicanos
Roma

Observador
FIGUEROA, R.
Viale Pasteur 65-8
Roma

Netherlands/Pays Bas/Paises Bajos

Representative
TUINMAN, A.S.
Minister Plenipotentiary
Permanent Representative of the Netherlands to FAO
Permanent Mission of the Kingdom of the Netherlands
to FAO
Rome

Alternate
STOPPELS, A.
Cabinet Adviser
Ministry of Agriculture and Fisheries
The Hague

Associate
MUNTJEWERF, P.C.
Department Director
Plant Production
Ministry of Agriculture and Fisheries
The Hague

Associate
HEYDENDAEL, A.J.F.
Associate Permanent Representative of the
Netherlands to FAO
Permanent Mission of the Kingdom of the Netherlands
to FAO
Rome

New Zealand/Nouvelle Zélande/Nueva Zelanda

Representative
GOULD, M.D.
Agricultural Adviser
New Zealand High Commission
Haymarket, London

Alternate
OLIVER, P.A.
Second Secretary (Commercial)
New Zealand Embassy
Rome

Nicaragua

Representante

SÁNDIGO SÁNDIGO, F.
Segundo Secretario
Embajada de Nicaragua
Roma

Nigeria

Representative

SHAIB, Bukar
Permanent Secretary
Federal Ministry of Agriculture
Lagos

Alternate

OLONRUNTOBA, B.S.
Director, Federal Department of Agriculture
Lagos

Alternate

MOHAMMED, I.
Director, Federal Livestock Department
Kaduna

Adviser

OJEHOMON, O.O.
Permanent Representative of Nigeria to FAO
Embassy of the Federal Republic of Nigeria
Rome

Norway/Norvège/Noruega

Representative

LØCHEN, A.
Secretary General
National Nutrition Council (FAO Committee)
Oslo

Alternate

HOLVIK, J.T.
Secretary of Embassy
Permanent Representative of Norway to FAO
The Royal Norwegian Embassy
Rome

Pakistan/Paquistán

Representative

SALIM KHAN, J.
Agricultural Attaché and Permanent Representative
of Pakistan to FAO
Embassy of Pakistan
Rome

Panama/Panamá

Representante

Mrs. PANIZA de BELLAVITA, M.
Enviado Extraordinario y Ministro Plenipotenciario
Representación Permanente de Panamá ante la FAO
Roma

Peru/Pérou/Perú

Representante

SANTIAGO ARRIOLA, S.
Embajador, Misión Permanente del Perú ante la FAO
Roma

Philippines/Filipinas

Representative

ESPINAS, E.E.
First Secretary and Consul General of the
Embassy of the Philippines
Embassy of the Republic of the Philippines
Rome

Poland/Pologne/Polonia

Representative

Mrs. RASZEJA-TOBJASZ, E.
Deputy Chairman, Polish FAO Committee
Warsaw

Alternate

KUBAS, S.
Alternate Permanent Representative of Poland to FAO
Embassy of Poland
Rome

Alternate

LUCHOWIEC, J.
Director of Animal Production
Department
Ministry of Agriculture
Warsaw

Alternate

NOWIK, J.
Specialist of Fertilization
Ministry of Agriculture
Warsaw

Romania/Roumanie/Rumania

Représentant

MOSCAL, T.
Directeur de la production végétale
Ministère de l'agriculture
Bucharest

Suppléant

STANCIU, G.
Attaché agricole
Ambassade de la République socialiste de Roumanie
Rome

Saudi Arabia/Arabie saoudite/Arabia Saudita

Representative

SUDEARY, A.
Permanent Representative of Saudi Arabia to FAO
Office of the Permanent Representative of Saudi
Arabia to FAO
Rome

Senegal/Sénégal

Représentant

DIOURY, S.M.
Ambassadeur, Représentant permanent du Sénégal
auprès de la FAO
Représentation permanente du Sénégal auprès de
de la FAO
Rome

Sierra Leone/Sierra Leona

Representative

JABATI, S.A.
Ambassador, Permanent Representative of Sierra
Leone to FAO
Embassy of the Republic of Sierra Leone
Rome

Alternate

BARLAY, R.E.
First Secretary
Embassy of the Republic of Sierra Leone
Rome

Spain/Espagne/España

Representante

CONTRERAS, R.
Representante Permanente de España ante la FAO
Embajada de España
Roma

Técnico

GARCIA GARCIA, L.
Subdirector General de Producción Animal
Ministerio de Agricultura
Madrid

Técnico

FERNANDEZ-MONTES, G.
Ingeniero Agrónomo
Jefe Fertilizantes
Ministerio de Agricultura
Madrid

Sudan/Soudan/Sudán

Representative

KHALIL, A.A.
Permanent Representative of Sudan to FAO
Embassy of the Democratic Republic of the Sudan
Rome

Sweden/Suède/Suecia

Representative

WIDEN, Ingvar
Director-General
National Swedish Board of Agriculture
Solna

Alternate

DUSELIUS, H.O.
Head of Division
National Swedish Board of Agriculture
Solna

Associate

CORNELL, E.
Permanent Representative of Sweden to FAO
The Royal Swedish Embassy
Rome

Associate

ERICSSON, G.
Head of Division
Swedish International Development Authority
Stockholm

Switzerland/Suisse/Suiza

Représentant

DE POURTALES, R.
Secrétaire du Comité national suisse de la FAO
Division de l'agriculture
Berne

Thailand/Thaïlande/Tailandia

Representative

LUSANANDANA, B.
Director-General
Agriculture Department
Bangkok

Alternate

LAOWHAPHAN, P.
Agricultural Attaché
The Royal Thai Embassy
Rome

Tunisia/Tunisie/Túnez

Représentant

KAAACHI, A.
Ingénieur agronome
C.R.D.A.
Kairouan

Représentant

BEDOU, M.C.
Ingénieur économiste au Ministère de l'agriculture
(pour points 1 et 6)
Tunis

Turkey/Turquie/Turquia

Representative

KAPTAN, K.
Director of Plan-Budget Department
Ministry of Agriculture
Ankara

Alternate

BEDESTENCI, K.
Alternate Permanent Representative of Turkey to FAO
Embassy of the Republic of Turkey
Rome

Uganda/Ouganda

Representative

OTHIENO, T.M.
Deputy Commissioner of Agriculture
Ministry of Agriculture, Forestry and Cooperatives
Entebbe

United Arab Emirates/Emirats arabes unis/Emiratos Arabes Unidos

Representative

MOHAMMED, M.A.A.
Agricultural Advisor
Ministry of Agriculture and Fisheries
Abu Dhabi

Associate

ALY, S.M.
Agriculturist
Abu Dhabi

United Kingdom/Royaume-Uni/Reino Unido

Representative

THORNE, A.L.C.
Animal Health Adviser
Overseas Development Administration
Foreign and Commonwealth Office
London

Alternate

EVANS, D.C.P.
Agricultural Adviser
Overseas Development Administration
London

Alternate

LANDYMORE, A.A.W.
Permanent Representative of the United Kingdom
to FAO
British Embassy
Rome

Alternate

CUNNINGHAM, R.K.
Agricultural Research Adviser
Overseas Development Administration
London

Alternate

STUTLEY, P.W.
Agricultural Economics and Management Adviser
Overseas Development Administration
London

United States of America/Etats-Unis d'Amérique/Estados Unidos de América

Representative

PHILLIPS, Ralph W.
Director, International Organization Affairs
Foreign Agricultural Service, Department of
Agriculture
Washington, D.C.

Alternate BENJAMIN, C.R.
Agricultural Directorate
Bureau of International Organization Affairs
Department of State, Washington, D.C.

Alternate JOHNSON, W.M.
Deputy Administrator for Soil Survey
Soil Conservation Service, Department of
Agriculture
Washington, D.C.

Adviser COBURN, H.L.
Second Secretary for FAO Affairs
Embassy of the United States of America, Rome

Adviser DEYOE, C.F.
Special Assistant, Office of Agriculture and Fisheries
Bureau for Technical Assistance
Agency for International Development
Washington, D.C.

Adviser FINDLEN, P.J.
International Organization Affairs Officer
Foreign Agricultural Service
Department of Agriculture
Washington, D.C.

Adviser LASTER, D.B.
Research Physiologist, Meat Animal Research Centre
Department of Agriculture, Clay Centre
Nebraska

Adviser REICHARD, R.E.
EUR/AFR Representative
Veterinary Services APHIS USDA
APHIS American Embassy
Rome

Venezuela

Representante CORDERO COLMENARES, H.
Representante Permanente de Venezuela ante la FAO
Embajada de la República de Venezuela
Roma

Viet-Nam (Rep. of)/Viêt Nam (Rép. du)/Viet Nam (Rep. de)

Représentant CAO VAN CHIEU
Représentant permanent de la République du Viêt-Nam
auprès de la FAO
Ambassade de la République du Viêt-Nam
Rome

Yugoslavia/Yougoslavie

Representative

SAVIC, R.
Professor, Poljoprivredni Fakultet
Novi Sad

Alternate

HRISTOMANOV, H.
Director of United Agricultural Kombinat
Skopje

Zaire/Zaire

Représentant

DEMBE, K.
Conseiller
Ambassade de la République du Zaïre
Rome

Zambia/Zambie

Representative

LUFAPA, W.
Counsellor/Commercial
Embassy of Zambia
Rome

OBSERVERS FROM MEMBER NATIONS NOT MEMBERS OF THE COMMITTEE
OBSERVATEURS D'ETATS MEMBRES NE SIEGEANT PAS AU COMITE
OBSERVADORES DE LOS ESTADOS MIEMBROS QUE NO SON MIEMBROS DEL COMITE

Algeria/Algérie/Argelia

STAMBOULI, Y.
Ministre Conseiller
Ambassade d'Algérie
Rome

Burma/Birmanie/Birmania

WYNN, Z.
Second Secretary
Embassy of Burma
Rome

Burundi

MTAWE, J.
Directeur du Département du génie rural
Bujumbura

NYAKARERWA
Directeur adjoint
Production et santé animale
Bujumbura

China/Chine

JEN CHIH
Counsellor of the Embassy
Embassy of the People's Republic of China
Rome

TU NAN
Third Secretary of Embassy
Embassy of the People's Republic of China
Rome

Congo

KONTA, S.
Chargé d'Affaires
Ambassade de la République populaire du Congo
Rome

Dominican Republic/République dominicaine/República Dominicana

VICINI PERDOMO, A.
Ministro Plenipotenciario Encargado de Negocios a.i.
Embajada de la República Dominicana
Roma

Ghana

LARYEA, A.A.
Permanent Representative of Ghana to FAO
Embassy of the Republic of Ghana
Rome

Guinea Bissau/Guinée Bissau

MANE, S.L.
Sous-Commissaire à l'agriculture et à l'élevage
Conakry

Oman/Omán

ELDESSOUKI, M.Z.
Minister in Bonn
c/o Oman Embassy
Rome

Trinidad and Tobago/Trinité et Tobago/Trinidad-Tabago

GRAY, A.A.
Second Secretary
Permanent Mission of Trinidad and Tobago
Geneva

PERMANENT OBSERVER FOR THE HOLY SEE
OBSERVATEUR PERMANENT DU SAINT SIEGE
OBSERVADOR PERMANENTE DE LA SANTA SEDE

S.E. Mgr. FERRARI-TONIOLO, A.
Permanent Observer to FAO
Vatican City

REPRESENTATIVES OF UNITED NATIONS AND SPECIALIZED AGENCIES
REPRESENTANTS DES NATIONS UNIES ET INSTITUTIONS SPECIALISEES
REPRESENTANTES DE LAS NACIONES UNIDAS Y ORGANISMOS ESPECIALIZADOS

United Nations/Nations Unies/Naciones Unidas

PEARSE, A.
UN (UNRISD)
Palais des Nations
Geneva

United Nations Development Programme/Programme des Nations Unies pour le développement/
Programa de las Naciones Unidas para el Desarrollo

HAVORD, G.
Senior Technical Adviser
Technical Advisory Division
United Nations Development Programme
New York

International Labour Organization/Organisation internationale du travail/Organización
Internacional del Trabajo

FANO, P.P.
Director
ILO Branch Office
Rome

FAUCHON, T.
ILO
Geneva

International Atomic Energy Agency/Agence internationale de l'énergie atomique/Organismo
Internacional de Energia Atómica

FRIED, M.
Director, Joint FAO/IAEA Division of
Atomic Energy in Food and Agriculture
IAEA
Vienna

LAMM, C.
Deputy Director, Joint FAO/IAEA Division of
Atomic Energy in Food and Agriculture
IAEA
Vienna

General Agreement on Tariffs and Trade/Accord général sur les tarifs douaniers et le
commerce (GATT)/Acuerdo General sobre Aranceles Aduaneros y Comercio

HUBERT, Mrs. F.
Economic Affairs Officer
Agriculture Division
GATT
Geneva

EUROPEAN ECONOMIC COMMUNITY/COMMUNAUTE ECONOMIQUE EUROPEENNE/COMUNIDAD ECONOMICA EUROPEA

BENOIT, Miss J.
Administrateur à la Direction générale de l'agriculture
Bruxelles

ORIGER, J.
Administrateur à la Direction générale de l'agriculture
Bruxelles

OBSERVERS FROM INTERNATIONAL ORGANIZATIONS

OBSERVATEURS DES ORGANISATIONS INTERNATIONALES

OBSERVADORES DE ORGANIZACIONES INTERNACIONALES

Associated Country Women of the World/Union mondiale des femmes rurales/Union Mundial de
Mujeres de Campo

PLUME, Mrs. M.H.
Associated Country Women of the World
London

International Federation of Agricultural Producers/Fédération internationale des producteurs
agricoles/Federación Internacional de Productores Agrícolas

PELÁ, Mrs. G.
Liaison Officer with FAO
IFAP
Rome

World Federation of Trade Unions/Fédération syndicale mondiale/Federación Sindical Mundial

CASADEI, G.
Représentant permanent de la FSM auprès de la FAO
Prague

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Opening address by Dr. E.M. Ojala, Assistant Director-General
Economic and Social Policy Department

Mr. Chairman,

On behalf of the Director-General, it gives me great pleasure to welcome you to the second session of the Committee on Agriculture. The Committee is still young, and still in the process of defining its role in the conference structure of the Organization. It is therefore gratifying to witness the lively interest that Member Governments are taking in the work of the Committee, as evidenced by the representation here today.

It falls to me to present some opening remarks in the absence of Mr. Boerma, who is in New York to participate in the Administrative Committee on Coordination of the UN System. While in New York he will, if called upon, address the committee of the Special Session of the General Assembly convened for Study of the Problem of Raw Materials and Development.

When this Committee on Agriculture held its first meeting two years ago, no one foresaw the momentous changes which have since shaken the world economy. In view of some of these changes, in particular the depletion of basic food stocks and the shortage of fertilizers in developing countries, the Committee's second session is taking place in a time of great danger and uncertainty as regards world agricultural development. Indeed, the member governments and secretariats of the United Nations family of agencies - FAO not least - are actively preparing for a special World Food Conference, to be held in this city in November of this year.

The change in the world food situation in 1972 was dramatic as well as unexpected. There was in that year for the first time since the world war, a moderate decrease in world cereals production, affecting rice as well as wheat and coarse grains. In these circumstances, unexpectedly large grain purchases by the USSR, and fast rising demand for livestock products in all high income countries, in a few months transformed the world grain situation from a state of plenty to one of shortage. Grain export prices more than doubled between 1972 and 1973, encouraging the grain farmers in exporting countries but aggravating the already unsatisfactory nutritional status of the poor in importing countries, especially developing countries.

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Even more serious, the world's reserves of basic foods, in the form of North American grain stocks, fell to their lowest level for twenty years. The world awaited the 1973 harvests with great anxiety. Fortunately, these were good to excellent in many parts of the world, including the USSR. Total food production rose by 4 percent and disaster was avoided. It was a narrow escape.

But the danger has not yet passed. The world food situation is still precarious. Despite the record 1973 grain crops, demand is so strong that stocks cannot be replenished. In fact, they are lower than a year ago in exporting countries, and close to minimum operational levels. Thus the world is at this time even more dependent on the outcome of the forthcoming grain harvests than it was last year.

Fortunately, the early indications point to another good crop in 1974, and grain prices have fallen by one third during the last month, to levels that are still, however, more than twice those of mid 1972. If all goes well, a further easing of prices and some modest stock replenishment should be possible in 1974/75. But a crop failure in any one major producing region, or even a major dock strike in an exporting country, would have very serious consequences in view of the low world stocks.

The information flowing into FAO through our Early Warning System indicates that, with some exceptions, food crop conditions in the developing countries are better than at this time last year. But there are a number of danger zones, especially the Sahel, East Africa and parts of the Near East. India's situation remains uncertain, despite last year's good harvests. Rice, the basic food of the millions of Asia, is scarce in spite of record crops, and prices are still high. There is no margin of safety as the next monsoon season approaches.

It is in the developing countries that the demand for cereals for direct human consumption is rising most rapidly. Perhaps the most fundamental imperative of world agricultural development today is a marked and persistent acceleration in the rate of increase in food production in the developing regions. This is a vital element in the international policy initiatives launched by the last FAO Conference in favour of world food security and international agricultural adjustment.

Not that agriculture in the developing world is stagnant as regards output. Far from it. For the last ten years output has been rising at almost 3 percent a year, probably a faster sustained real increase than ever before. But it is not fast enough to keep up with development requirements. FAO studies indicate that the rate of agricultural production increase in the developing world should be consistently near to 4 percent annually.

Are the traditional agricultural systems capable of this further spurt in production? Probably they are not. It is fortunate that new technologies for wheat and rice production in the tropics and sub tropics based on new high-yielding varieties have been evolved and introduced. In some countries they have shown such promise that this great advance has been popularly called the "green revolution" and many developing countries have been pinning their hopes on these new technologies for the break-through that is needed. But the new varieties so far developed are not successful without a whole package of inputs, especially water control and heavy fertilizing of the soil. Hence the continued momentum of their use depends, among other things, on a steady expansion in the supply of fertilizers to developing countries available at fairly stable prices. At this stage, about half of the fertilizer needs of developing countries have to be imported, mainly from industrialized countries. This year the green revolution will be set back, because many importing developing countries have not been able to obtain all the fertilizer which they have ordered. There are indications that they may be short again next year, unless something can be done. The reasons for this situation are complex. The up-and-down cycle of investment in world fertilizer production capacity is currently in a trough. In the main fertilizer producing countries farm product prices are very high, and the farmers in those countries seem to have purchased more fertilizer than in previous years, in order to expand farm output or at least to ensure their fertilizer supplies. The shortage has thus been concentrated mainly on those countries which have to obtain their supplies by importation, particularly the developing importing countries.

The developing countries are thus in 1974 in a very exposed position as regards food and agriculture. On the one hand, they need a very substantial further rise in domestic food production, because world food reserves and food aid will be much more limited than in the past, food imports will be costly, and their foreign exchange balances will be severely strained by the high cost of fuel imports as well. On the other hand, fertilizers - a critical agricultural input - will also be hard to obtain from abroad, and at least twice as expensive as before - hence the need for greater economy and efficiency in their use.

Seen against this background, the work of the Committee on Agriculture acquires enhanced importance. Your agenda includes a number of items that are highly relevant to the current problems of world food and agricultural development, that are crying out ever more loudly for fundamental solutions. Your discussions will offer an opportunity for an appraisal of development policies and measures in selected fields, to assist governments and to guide FAO in the planning of its activities in the next biennium and beyond. The food and fertilizer problems, like many other problems now facing the world community, are beyond the power of governments to solve by unilateral action. The challenge is to achieve a higher degree of international cooperation and partnership in development than has been observed to date, based on the growing interdependence of nations.

Under the first substantive item on your agenda you will discuss one of the most crucial dilemmas facing agricultural policy makers in the developing world, namely the question of a potential or actual conflict between the goal of accelerating the growth of food production, and that of achieving a number of important social objectives, notably those of more secure and continuous employment, more equitable income distribution, better nutrition, and generally the alleviation or elimination of rural mass poverty. According to the argument presented in the working document, the improved food technologies so far available leave too large a proportion of the rural populations untouched. The more productive technologies have to be adapted through further applied research, and rural institutions and structures have to be modified, so that the traditional farming systems and all sectors of the rural people, in all agro-climatic zones, feel the beneficial impact of new methods. The Committee will have the benefit of the presence here for this important agenda item of a distinguished panel of international experts on various aspects of the problem - economic, social and technical. The discussion of these issues by the delegates will help to orient the approach of governments and the programmes of FAO. It will also provide a useful backdrop for the rest of the Committee's work.

The next agenda item concerns the problem of how to improve productivity in low rainfall areas. In a certain sense, it is a continuation in more concrete terms of the general discussion about adapting technologies and rural institutions to the requirements of rural development. To date, the low rainfall areas in the developing world, which by the end of this decade will have a population of some 400 million people, have been left largely outside the agricultural and general development process, because of physical handicaps which often make these areas little suited for agriculture. How to bring the people inhabiting them into the stream of development is a challenge facing a great number of nations.

These are, no doubt, the kind of concerns that the Committee had in mind when it recommended, at its first session, that FAO give more attention to improving productivity in the less favourable areas, and decided to concentrate initially its attention on low rainfall areas. The working paper prepared for this item, which is based on a series of case studies, attempts to give a global picture of this agro-ecological zone, including the physical features that condition agriculture, the status of food and agricultural development, the problems encountered, the conditions of life of the people concerned, and suggested approaches for improvement.

Against this background, the Committee will no doubt wish to give attention to the various measures put forward for the development of low rainfall areas. In particular, the Committee may wish to consider endorsing the proposal for the setting up of a "Low Rainfall Areas Production Development Programme" which would facilitate the mobilization of the full range of FAO's inputs, to assist member countries in preparing integrated development programmes for low rainfall areas in their countries. If the Committee approves the proposal in principle, it may then wish to provide the Secretariat with guidance for drawing up plans for implementation, starting from the suggestions made in the document.

The Committee's agenda item on fertilizers is no less important. I have already referred to the crucial role of fertilizers in accelerating production growth in developing countries, a role which has been thrown into sharp focus by recent developments. The economics of fertilizer use, both nationally and internationally, may have to be rethought in the future, if the costs of raw materials and feedstock for fertilizer manufacture stay at current levels. Beyond the immediate emergency, steps will be needed to avoid as far as possible the recurrence of such cyclical fluctuations in fertilizer availability as are now experienced. This calls for better planning of the growth of manufacturing capacity, in line with the projected demand, especially in developing countries. Other aspects of particular importance for developing countries are the need to improve the efficiency of fertilizer use, and the development of other sources of plant nutrients to sustain agricultural production programmes.

Your Committee is the first major intergovernmental gathering with an opportunity to discuss these matters at a technical level. You will thus be in a position to offer useful guidance to the other intergovernmental meetings where the problem will come up in the near future, in the first place in the new FAO Fertilizer Commission and subsequently at the World Food Conference in November. Since the Director-General is convening the FAO Fertilizer Commission for its first session in July next, to focus particularly on short-term problems of supplies as well as longer-term trends and requirements, your Committee will probably wish to give most attention to the technical and economic problems of world fertilizer consumption and use, and the longer-term programmes of FAO in relation thereto.

In the course of your proceedings you will also consider the question of livestock development for milk and meat production. The rationale for having the subject on the agenda of the Committee arises from the relative state of underdevelopment of the livestock sector in the majority of the developing countries, and from the considerable unused potential these countries apparently have for satisfying the rapidly rising demand for meat and milk products both at home and in the world markets. The secretariat, in the working paper prepared for the Committee, has concentrated on a number of basic aspects of the problem, and suggests that the scope for increasing livestock production in the developing countries can best be realized through a package approach. This is already being done in the dairy field under the International Scheme for the Coordination of Dairy Development (ISCDD). To achieve a similar approach in the more complex area of meat development, the working paper proposes the voluntary participation of interested member countries in an "International Meat Development Scheme", which has already been discussed in the Intergovernmental Group on Meat. A description of this proposal has been distributed separately to member governments to ascertain their interest in such cooperation. The Committee may well wish therefore, to concentrate in particular on the more technical aspect of livestock development and national priorities, thus making the proposal as realistic and effective as possible.

The last but by no means least important item on the main part of your agenda is agrarian reform. I need not stress in front of this Committee either the importance or the complicated nature of this subject. You are also aware of the problems which face an international organization such as FAO in planning and implementing work in a field so intimately connected with national policies as is agrarian reform. The most recent mandate for FAO's work in this field was provided by the Conference at its Sixteenth Session in 1971.

Aside from proceeding with on-going activities, the secretariat has, over the past year or so, made considerable progress in clarifying the concept of agrarian reform from the operational point of view, particularly through linking it with the concept of and strategies for integrated rural development. Agrarian reform measures will have their highest effect if they are implemented within the broader frame of rural development.

Without going into details of the conceptual and strategy aspects, I can say that, in our view, emphasis can increasingly shift to the drawing up and implementation of action programmes, in cooperation with member governments. The Committee may, therefore, in line with the views of the Council, wish to give particular attention to this aspect of the problem. I should add that the Director-General has recently established an Inter-divisional Working Group on Integrated Rural Development and Agrarian Reform to act as the focal point for promoting interdisciplinary planning and action in this field, and the deliberations of the Committee will no doubt provide important guidance for this newly established secretariat group.

Mr. Chairman, by stressing the importance of agrarian reform as an essential part of the process of rural development, as a condition for ensuring that the rural population at large, and not only the privileged classes of the society, benefit from the fruits of technical and economic development in agriculture, I have brought the Committee full circle, and returned to the starting item of your agenda. The promotion of rural development could well be the theme of this Session. This would be in conformity with the Committee's terms of reference.

In addition, the Committee has a number of specific topics referred to it by the Conference. One is the review of FAO's field programme, on which the Conference at its last session asked for the recommendations of this and the other technical committees of the Council, namely those on Forestry and Fisheries. Document COAG 74/9 suggests a limited number of issues on which the Committee may wish to focus its attention at this meeting, but the list is certainly not exhaustive. Relevant "Excerpts from the Report of the Seventeenth Session of the FAO Conference" are attached to the working document for ready reference. Copies of the basic report to Conference C 73/4 have also been made available to the Committee.

The Committee also has in front of it two progress reports, on International Agricultural Adjustment and on Human Environment. In both cases, the discussion will give the Committee an opportunity to provide guidance to the Secretariat for the further evolution of work under way.

Finally the Committee will review its own terms of reference and methods of work. As many of you will recall, the Committee was rather introspective on these matters at the conclusion of its first Session. When this item is taken up again at the end of this Session, the Committee will have more experience to guide its review. This session the Committee will have more time for the consideration of its main agenda items, and for the development of its distinctive approach.

This would not seem to lie in purely descriptive statements. The joint task of delegates and FAO staff in this Committee surely is to elucidate progressively the basis for development action in selected fields, which is a reasoned response to a complex of technical, economic, social and institutional factors, in the light of governmental objectives. This elucidation is valid both for national and international action. It calls for a substantive dialogue among technicians of various disciplines, leading ultimately to the shaping of integrated FAO programmes, apt to provide the most effective possible support, stimulus or guidance for national development action.

Before concluding, Mr. Chairman, I have to refer to a housekeeping matter. It will not have escaped the delegates' attention that on the whole the documentation for this session has been late. I cannot explain away this regrettable fact, and the Secretariat regrets any inconvenience that may have been caused to the delegations. I should only like to say that, aside from the normal constraints on translation and processing capacity, as well as the serious mail disruption in Italy, the delay reflects the complications inherent in organizing an inter-disciplinary and inter-departmental meeting of this nature, complications which we have not yet fully overcome, despite the fact that preparations were begun in good time. I am confident that with additional experience we shall be able to improve in this matter of documentation.

Mr. Chairman, may I conclude by emphasizing the importance which the Director-General attaches to the work of this Committee, and on his behalf, wish you a successful Session.

APPENDIX E

SUMMARY OF SECRETARIAT REPORTS ON ACTION SINCE THE FIRST SESSION

Seed Industry Development Programme 1/

1. The Committee was informed that this programme has been operational since September 1973. To date 42 member nations and 3 international organizations have expressed the desire to cooperate. To strengthen FAO's seed activities, one senior post had been transferred to the Seed Unit, and one associate expert financed by SIDA had been assigned. An expert consultation on seed industry development had been held in late 1972 to prepare organizational guidelines for the programme; in October 1973 an International Seed Symposium had been organized in Vienna to elaborate technical guidelines for the programme.

2. A seed status review of 79 developing countries had been published in December 1973. Seed programme preparation missions had been performed in Cameroon, Sri Lanka and Ecuador, to prepare recommendations for National Seed Programmes including drafts of seed project requests; from May to July 1974 similar missions would be fielded to Guinea, Mali and Upper Volta. The first informal meeting of representatives of cooperating governments and agencies to discuss assistance for seed industry development is planned to take place in Rome during this summer. One expert consultation on seed programme management will be held in Vienna during November 1974. A seed training course for 12 participants will be organized with financial assistance of SIDA in Kenya during June/August 1974, and a workshop on seed testing in the tropics is planned to be held in the Philippines during 1975 with possible financial support from NORAD. A request for a training centre on seed technology for the Latin American region is being circulated to potential donors. Several basic publications have been prepared to assist FAO's field and training programmes which will be printed during 1974/75.

3. The Committee noted with satisfaction FAO's efforts to assist developing countries in establishing efficient and comprehensive seed industries and expressed their hope that it will be possible to secure the financial support to execute the programme effectively.

Food and Nutrition Policies in National Development Plans 2/

4. The Committee was informed of the important changes that had been effected in the organization of the Food Policy and Nutrition Division, including the setting up of a Food Policy and Strategy Development Service to integrate food and nutrition policies into FAO activities as a whole and into national development plans. Seminars had been organized in each of the four regions to increase the awareness of planners of the importance of this activity and to provide appropriate training. Activities in this area were already under way in some developing countries and additional requests for assistance were being received. Efforts were being made within FAO to ensure that nutritional objectives were included in the various activities of the Organization, particularly within the Economic and Social Policy Department and through the Development Department and the Agricultural Operations Division in the field activities. Cooperation with other U.N. and national organizations and bilateral programmes had been intensified and increased use was being made of the PAG and the FAO/WHO Expert Committee on Nutrition for the promotion of national food and nutrition policies. In

1/ Item 4 of COAG Agenda for the First Session

2/ Item 5 of COAG Agenda for the First Session

the area of food consumption surveys, assistance was being given to a number of countries, including Peru, Brazil and Nepal.

5. The Committee expressed satisfaction with the approach and strategy developed in the Food Policy and Nutrition Division in the search for a concrete solution to mal-nutrition, and expressed the hope that due consideration will be given to this approach in the World Food Conference.

Development of Research ^{1/}

6. The Committee noted that a series of regional seminars were being organized by FAO in 1974/75 to define research priorities and develop research programmes at national and inter-country level. This was subsequent to a consideration of the question at the 1973 Regional Conferences. With regard to the creation of better information base for research, the Committee noted that the pilot phase of CARIS had been completed for West Africa, and that a register of FAO's own research-related regular and field programme activities had been completed. Note was taken of the emphasis given by the International Research Centres to technologies appropriate for adoption by small farmers and the needs of disadvantaged areas, to which FAO's genetic resources programme was expected to make a significant contribution. Efforts were being made to strengthen national research programmes and develop complementarity with international and regional centres, including the creation of further regional and commodity research networks, an FAO/UNDP sponsored meeting on research cooperation between Directors of International Centres, Senior Agricultural Advisers, project staff and national representatives, and a series of FAO regional ecological zone research seminars. Direct assistance in research organization and management to developing countries, including short-term advice, continued to be given, and a manual on resource allocation in research was about to be published. The Committee was informed that FAO, UNDP and IBRD were considering means by which the adoption of research results might be accelerated, and noted that the subject of research would be a main theme for the 1975 Session of the FAO Conference, at which time detailed documents on the above matters would be presented, and the future prospects for development anticipated from promising new research would be reviewed.

World Food Conference (Progress Report) ^{2/}

7. The Committee was informed of the progress of the preparations for the World Food Conference documentation under way in FAO in cooperation with other international organizations. It noted that although the Preparatory Committee of the World Food Conference (New York, 11-15 February 1974) had not yet finally agreed on the Provisional Agenda of the World Food Conference, the Secretary-General of the WFC was authorized at the First Session to prepare documentation on the basis of the agenda and its annotations, taking into account the comments made by the delegates at the First Session. The Committee was informed that the Second Session of the Preparatory Committee was scheduled to be held in Geneva from 4 to 8 June 1974, to be followed by the Third Session in Rome in September 1974. The World Food Conference itself will be held from 5-15 November 1974 in Rome.

8. Being the primary international agency concerned, FAO's role and responsibility in the preparations for the World Food Conference was fully recognized. A Task Force had been set up within FAO for initiating and coordinating FAO's substantive contribution to the preparations for the World Food Conference. The Committee also noted that two mainstream documents, one on Assessment and the other on National and International

^{1/} Item 7(a) of COAG Agenda for the First Session

^{2/} Item 9(iv) of COAG Agenda for the Second Session

Action, were planned to be submitted to the World Food Conference and the Preparatory Committee. Arrangements for assimilating contributions from different international organizations in these two main documents had been agreed at the First Session of the Inter-Agency Meeting held in Rome in February 1974.

9. The Committee noted that in accordance with the decision taken at the First Session of the Preparatory Committee, a Preliminary Assessment document reviewing the present and future food situation would be submitted to the Second Session of the Preparatory Committee in June. For this purpose, the future food demand was projected taking into account more recent basic data on population and revised assumptions on income. The Committee was informed that the Preliminary Assessment document, including demand projections, would be reviewed and finalized for submission at the Third Session of the Preparatory Committee. Further, while only broad lines of possible policy directions were indicated in the Preliminary Assessment document, it was proposed to amplify the action proposals in the document on National and International Action for consideration by the Third Session of the Preparatory Committee and the World Food Conference. Action proposals, proposed to be put at the Conference for consideration and adoption by governments, would include measures to increase food production and consumption, particularly in developing countries as well as further action to achieve the objectives of world food security including stock-holding policies, long-term food aid policy, emergency food resources, etc. In preparing its contributions to WFC on strategy and measures to increase food production, the FAO secretariat will fully take into account certain priorities in agricultural development that have been highlighted by the deliberations of the Agriculture Committee.

