

**Report of the**

**NINTH FAO REGIONAL CONFERENCE  
FOR ASIA AND THE FAR EAST**

---

Bangkok, Thailand, 4-15 November 1968



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS



R E P O R T  
of the  
NINTH FAO REGIONAL CONFERENCE  
for  
ASIA AND THE FAR EAST

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## I. INTRODUCTION

1. The Ninth FAO Regional Conference for Asia and the Far East was held in Bangkok, Thailand, from 4 to 15 November 1968. Member Governments participating were:

Australia	Malaysia
Burma	Nepal
Ceylon	New Zealand
France	Pakistan
India	Philippines
Indonesia	Thailand
Japan	United States of America
Korea	Viet Nam
Laos	

2. The following elements of the United Nations system were represented:

International Labour Office  
 United Nations Educational and Scientific and Cultural Organization  
 World Health Organization  
 United Nations Development Programme  
 United Nations Economic Commission for Asia and the Far East  
 United Nations Children's Fund

and the following were represented by Observers:

Holy See  
 United Kingdom  
 Netherlands  
 Asian Development Bank  
 Asian Productivity Organization  
 Council for Technical Cooperation in South and Southeast Asia  
 (Colombo Plan)  
 International Cooperative Alliance  
 Mekong Committee  
 South Pacific Commission  
 World Veterans' Federation  
 World Y.W.C.A.

3. A full list of participants is contained in Appendix I of this report.

4. At the Inaugural Ceremony at the Sala Santhitam, the Director-General called to order the Ninth FAO Regional Conference for Asia and the Far East, and introduced H.E. Field Marshal Thanom Kittikachorn, Prime Minister of Thailand. In doing so, he spoke of his deep gratitude to the Government of Thailand, for the constant support it was giving to the work of FAO; he expressed his particular appreciation to H.E. the Prime Minister for finding time to come personally and honour the Regional Conference by delivering the Inaugural Address.

5. H.E. Field Marshal Thanom Kittikachorn, on behalf of His Majesty's Government and the people of Thailand, then extended a warm welcome to all participants. He re-affirmed his country's support of the aims and activities of FAO in the Region - support which had found tangible expression in the form of a new building for the Regional Office. He stressed the importance of the three main questions to be discussed by the Conference: FAO's short-term programme of work in the Region; reorientation of regional conferences; and the regional aspects of the Indicative World Plan for Agriculture. He expressed the hope that concerted agreement would result in joint regional action which would, in turn, be speeded

up and made more effective by the reorganization of the Regional Office and through greater decentralization of authority. He paid special attention to the value of agricultural production and consumption forecasts which would emerge from the Indicative World Plan, and he wished FAO every success in this important endeavour because of its vital contribution to national and world development planning.

6. In replying to H.E. the Prime Minister's speech of welcome, the Director-General thanked him for underlining the value of Regional Conferences as providing an opportunity for a meeting of those who were, in each country, responsible for the most important element in its economic development, namely its agriculture. He believed that the Ninth Regional Conference was a major event in the history of such meetings, because the items on its agenda enabled the countries of the Region to discuss agricultural development plans.

7. At its first working session, the leader of the Thailand delegation, Under-Secretary of State for Agriculture, Mr. R. Chakratong Tongyai, was unanimously elected Chairman. The Conference also nominated all heads of delegations as Vice-Chairmen.

8. The Chairman, after expressing his thanks for the honour done to him and to his country in electing him to the chair, called for Conference consideration of the Agenda and Timetable.

A suggestion was made by the delegation of India, that it would be more fruitful to discuss the subject of \*Item 9 of the Provisional Agenda (FERC/68/1 Rev 1) informally at this stage. The holding of such an informal meeting was agreed to by the Conference. (Subsequently the Conference heard a report through the Chairman on the informal meeting set up to discuss \*Item 9 of the Provisional Agenda.

The Conference noted that good progress had been made at the informal meeting, but that owing to the complexity of the matter a reference back to Governments had been found necessary.

It was accordingly agreed that the Chairman in his personal capacity, should give continuing attention to the matter during the interval between this and the next FAO Conference in 1969).

The Agenda (as reproduced in Appendix III) and Timetable were adopted.

9. The Chairman then invited the Director-General to make his introductory statement.

#### THE WORK OF FAO IN ASIA AND THE FAR EAST AND THE FOOD AND AGRICULTURE SITUATION

#### II. THE FOOD AND AGRICULTURE SITUATION IN ASIA AND THE FAR EAST

##### Statement by the Director-General

10. Mr. Boerma began by underlining FAO's awareness that the Region, by far the most populous of any, was at the centre of the world food problem. He therefore confirmed that he would continue to give the Region all the attention it merited. But he reminded the Conference that FAO could only help governments to help themselves. This supporting role in the agricultural field, although a major one, was but one element to be coordinated with the work of the whole United Nations family in assisting in the improvement of the overall economy of countries.

##### \*Footnote

Item 9 Provisional Agenda (FERC/68/1 Rev. 1) Proposal by the delegation of Thailand on fuller Council participation and representation by a more comprehensive rotation of membership.



11. Integrated Planning. Within the framework of coordinated action along with other United Nations agencies responsible for the different sectors, he urged governments to use the FAO as the forum for settling all questions of agricultural policy; when questions of agricultural policy came up for discussion in other bodies they should abide by the decisions reached at FAO meetings. He reminded the Conference of the work under way for the United Nations Second Development Decade, and of FAO's own Indicative World Plan for Agricultural Development, which would tie in closely with United Nations aims for improving the world political, social and economic situation through the formulation of an overall development strategy.

12. FAO Strategy. Pending definition of such a strategy, FAO was proposing to concentrate its efforts in order to achieve a maximum impact. Five areas of action orientation were submitted to the Conference for consideration:

1. Work on high-yielding varieties of basic food crops
2. Filling the protein gap
3. A war on waste
4. The mobilization of human resources for rural development
5. Earning and saving foreign exchange

13. The Director-General hoped that concentration of FAO's activities in this manner would also help to channel a greater volume of external resources to the agricultural sector and also promote rapprochement between multilateral and bilateral endeavours.

14. Mr. Boerma went on to explain the particular significance of each of the five proposed areas of concentration to the Region, and prefaced his comments by recognizing that priorities at national levels were of course set by the recipient governments themselves. Should assistance be needed outside the five areas proposed, FAO would nevertheless continue to do its very best to provide it.

15. Reorganization of FAO's Structure. The Director-General then turned to the matter of the reorganization of FAO's Headquarters and Regional structures, the purposes behind which were the achievement of a much sharper geographical focus in FAO's assessment of country needs, and the formulation of meaningful action programmes of assistance based on these needs.

16. Enlarging on the regional aspects of structural reorganization, the Director-General outlined two alternative suggestions on which he sought the views of the Conference. The first was designed to bring about a greater impact by the United Nations family at the regional level by enabling the Executive Secretary of the United Nations Regional Economic Commission to combine that office with the office of FAO Regional Representative. The second, whilst maintaining the FAO Regional Office, offered some modifications designed to allow the Regional Representative to play an increased role in the formulation of the Organization's overall policy, while promoting greater effectiveness of FAO's work.

17. Under the second alternative, which maintained FAO Regional Offices largely as presently constituted, regional office staff would be limited to generalists, and the Regional Representative would have at his disposal consultant funds for specific work and for the provision of task forces or teams to visit member countries and draw up action programmes.

18. Mr. Boerma stated that, in his opinion, sub-regional offices should be converted into country or group-country offices; and he looked forward to the day when FAO under some new arrangements with UNDP, would have full-time country representatives throughout the Region, as a complement to the establishment of a strong Area Services Division at Headquarters, which would be responsible for the coordination and operation of all FAO's field programmes, and relieve FAO's specialist staff of much of the burden of routine and administrative work.

19. Speaking on the future of Regional Conferences, the Director-General underlined their importance as the main forum for identifying the felt needs of member countries on a medium-term basis. He raised the matter of their relationship with sessions of the Regional Economic Commission and re-emphasized the need for coordination while stressing the desirability of governments using the FAO meetings as the only fora for discussing agricultural policies at the regional level.

20. Administrative methods and techniques, as distinct from questions of structure, were also under review, in the interests of making the best possible use of FAO's staff resources. Traditional activities were being scrutinized for redundancy and the cooperation of member nations was sought in suspending activities that had outlived their usefulness.

21. Agricultural Situation. The Director-General ended his statement with a brief review of the overall food and agricultural situation in the Region. Whereas estimates of world food production in 1967 were 3 percent higher than in the previous year, the increase in Asia was 7 percent, a welcome contrast to 1964-66 when food production had remained stationary and per caput production had actually fallen by some 5 percent. This improvement was in part due to the emergence and widespread use of new high-yielding varieties of cereals but also to governments placing greater emphasis on agriculture in their planning and investment programmes, and to results now emerging from long years of research, extension and training. Mr. Boerma, whilst hinting that a "breakthrough" may at last be claimed, qualified this optimism with the caution that there was a continued need for sustained effort. Hunger and malnutrition were still with us, due either to shortage of food supplies or lack of purchasing power. Closely tied as was the world food problem to the process of general economic development, no easy solution could be hoped for while populations continued to grow at current unprecedented rates.

#### Footnote

The Conference expressed a desire for the full text of the Director-General's speech to be included in the Report. It has accordingly been reproduced as Annex V.

### Country Statements

22. Taking up and enlarging at national levels the general review of the food and agricultural situation in the Region, the Conference noted with pleasure from country statements that, in contrast to the relative stagnation in production between 1964 and 1966, food production in 1967 was estimated to have increased by nearly 7 per cent. Several countries had had record harvests of wheat and rice. The Philippines, a traditional importer, had some rice for export while Pakistan had exported rice and had eliminated wheat imports. Many food deficit countries such as India, Ceylon and Malaysia had also reduced their dependence on imports. This increase in food production had curbed inflationary pressures and stimulated economic activity and the rate of overall growth. Nearly all the countries re-affirmed that self-sufficiency in foodgrains was one of their principal objectives and considered it could be attained within the next decade.

23. In addition to favourable weather, several other factors had contributed toward excellent harvests. Partly as a result of the disastrous crops in the two previous years, Governments appreciated more clearly the strategic role of agriculture and had now placed very high priority on its development. Public expenditure on agriculture had, for example, been doubled in the current Malaysian Plan relative to the last and this sector would receive the highest priority in the Indonesian Plan. Furthermore, development plans had been translated into specific priority programmes and projects, which, as the Conference noted, were broadly in line with the five areas of concentration proposed by the Director-General. Emphasis was also being placed on plan evaluation to keep check on the implementation of projects. Planning procedures had been modified in some countries to permit producers through village organizations to participate closely in the formulation of development plans. This had led to greater responsiveness on their part. The activities of the various government agencies at the district level in Burma, Ceylon and Nepal had also been integrated and this had led to a planned and coordinated approach to agricultural development.

24. The Conference considered that the most important sector in the upsurge of production had been the introduction in nearly all countries of high-yielding varieties (HYV) of wheat, rice and some other cereals. These HYV were of particular relevance to this Region since, owing to the relative shortage of new land, agricultural development must depend largely on increased productivity. Although only a small proportion of the cereal area was as yet covered by those varieties, their use had spread rapidly in a number of countries. In India, 15 million acres were under these varieties, and in Pakistan 3 million acres were sown to high-yielding varieties of wheat and rice. In Ceylon over 80 per cent of the rice area was under HYV.

25. While a few countries had developed their own high-yielding varieties of cereal crops many had based their initial programmes on imported varieties. This had reduced the need for each country to undertake fundamental research which was time-consuming. The Philippines indicated its readiness to continue to share its experience and varieties with other rice producing countries. Many countries pointed out the need for continuous breeding and research work to develop varieties adapted to a wider range of natural conditions and with greater resistance to pests and diseases. It was also necessary to develop HYV of other cereal as well as non-cereal crops. The need for an efficient system and organization for the production and distribution of high quality certified seed in the required quantities was also stressed. These were suggested as appropriate areas for intensified and coordinated work by FAO and appropriate research and aid-giving institutions. The Conference also pointed out that an arrangement to facilitate the exchange of seed, research results and expertise was needed and recommended that FAO should take the initiative in this matter while bearing in mind the need to respect international agreements on plant quarantine.

26. The adoption of these HYV had coincided with a substantial increase in the use of fertilizers and other complementary inputs that were needed for the full utilization of their potential. Governments were taking effective steps to increase fertilizer supplies through higher domestic production and larger imports and to stimulate its utilization, frequently through improving credit facilities and sometimes through subsidies. The use of pesticides had also risen. Pakistan reported the adoption of a new ultra low-volume technique of aerial spraying which, though still facing some technological difficulties, increased the operational capacity of aircraft and reduced costs and asked for FAO's assistance. India, Pakistan and the Philippines indicated that successful attempts were being made to associate the private sector more closely in the marketing and distribution of inputs. The Conference considered that foreign exchange difficulties were likely to inhibit securing supplies of inputs in the required quantities and wished FAO to investigate the possibility of arriving at an appropriate arrangement to provide the required supplies through international assistance, and provide technical guidance in the use of balanced fertilizers and economical pest and disease control.

27. There was general agreement that the higher prices received by farmers had been a major stimulant to increased production. Some Governments had continued to maintain support prices at a relatively high level as an economic incentive and also to ensure that investments in land improvement and purchased inputs would be undertaken without fear of a steep fall in price. It was thought that it would be advantageous to undertake a review of the entire agricultural price support and incentive system which would provide the basis for any modifications made necessary by the advent of the HYV.

28. The implementation of guaranteed prices in the context of the recent record crop had faced some countries with difficulties caused by limited storage, warehousing and drying facilities. This had caused losses and a number of countries such as the Philippines, Pakistan and Korea indicated that additional investment in such facilities was to be undertaken. The importance of credit for carrying out the new strategy was widely recognized. In India non-governmental institutional credit was gaining in importance. In Burma, agricultural loans on easy terms were being given through village agricultural banks, and in Malaysia, multi-purpose farmers' associations were to be established to provide credit and other supplies. In Vietnam and Pakistan the purchase of inputs was now being financed by the Agricultural Bank and loans were recovered at the end of the harvest. In Ceylon, a reorganization of the credit system and procedures had led not only to an increase in the volume of credit but also to a striking improvement in the rate of recoveries. The Conference recognized that these and other institutional problems would require attention if the HYV programme were to be implemented smoothly.

29. The introduction of modern technology into agriculture and the plans to extend the area under HYV, had focussed sharper attention on the more rational and integrated use and management of land and water resources. Particular attention was being paid to the coordinated use of surface and underground water resources. India had undertaken the assessment of its available soil and water resources, and measures for their optimum utilization were receiving high priority. In Korea, where a significant proportion of the cereal areas was unirrigated and affected by severe drought, plans had been formulated to irrigate a major portion of the total cropland. In some parts of Pakistan embankments were to be built and other devices installed to drain those areas where serious flooding impeded the introduction of these varieties and of double-cropping. Irrigation facilities through pumps and tube wells were also being intensified.

30. Greater attention was being paid to increasing the intensity of cropping, usually in association with supplementary irrigation. In Malaysia the area double-cropped had risen steadily. Plans had also been drawn up in Burma, Laos and Nepal to provide lift or gravity irrigation for a second crop. In India in those areas where groundwater was available a two crop rotation was common and a three crop system was being established. Research was, however, still required to evolve an increasing number of short-duration, high-yielding crop varieties; and the Conference considered that FAO could help in this field by promoting such research and acting as a centre for the exchange of information.

31. It was recognized that the best results would be obtained through concentrating these programmes in selected areas of high potential. This approach had been tried successfully in a number of countries. It was, however, pointed out that such a policy could have far-reaching repercussions on the structure of production and on personal and regional income distribution. Special programmes and measures might be required to increase the levels of income and the economic viability of poorer farmers or less favoured regions. The Conference therefore suggested that a study be undertaken of the economic and social consequences of implementing such programmes as a basis for the formulation of appropriate remedial measures.

32. The possibility that the policy of self-sufficiency being followed by most countries in the Region would lead to uneconomic production as well as unsaleable surpluses was raised. It was thought that the IWP as part of its follow-up activities might be able to help individual countries to adjust their pattern of production, taking into account cost and market considerations. It was also considered that there would be scope for low-cost developing countries to assume progressively the responsibility for meeting the food deficits of other developing countries and that the developed countries should take this factor into account. Another proposal was that developing countries be assisted to build up national food reserves primarily to meet emergencies since the increase in domestic production would progressively reduce the need for food aid to assist the development of agriculture. Some countries also considered that it would be appropriate to begin to work out the framework of an international rice arrangement within which future production and trade could be harmonized.

33. The easing in the supply situation of basic cereals had caused greater attention to be paid to the diversification of cropping patterns and the promotion of those products which would help to fill the protein gap. Several countries, including Malaysia, Philippines and Vietnam, reported an expansion in the output of pigs, poultry products, fruit and vegetables and many expressed their intention of becoming self-sufficient in those products. As regards livestock products, India stated that comprehensive projects covering all aspects of livestock development were to be implemented as a priority item under the next plan. On the other hand, the shortage of pasture land and fodder crops, and the relatively limited genetic potential of much of the existing stock, would seem to restrict the prospects for a substantial and rapid expansion in milk and meat products in most parts of the Region. Many delegations therefore stressed the necessity to initiate immediately with FAO assistance, comprehensive programmes in this sector, since they implied, in general, a long gestation period. It was also suggested that food aid might increasingly be oriented to nutritional improvement, rather than the supply of basic cereals.

34. Several countries reported a substantial and sustained rise in fish production over the last several years. Successful programmes for the introduction of trawling, the mechanization of craft and utilization of improved gear had been implemented, usually in association with credit schemes. Infrastructure and marketing facilities had also been improved and these had often led to lower costs and higher returns to producers. The potential contribution of inland and brackish fisheries to increasing protein supplies in several countries of the Region was stressed and the Conference recommended that FAO pay special attention to their further development.

35. The prices of the principal agricultural exports of the countries in the Region, had in general, continued to decline and despite a rise in the volume of exports, total foreign exchange economies from agricultural exports had usually diminished and had seriously retarded economic development. Furthermore, prices of manufactured imports, including those of agricultural production requisites, had risen and the resulting adverse terms of trade had affected overall as well as agricultural development. Projections of the demand and supply situation did not indicate a sustained reversal in those trends. The Conference therefore urged that the developed countries, which constituted an important market for these products, should liberalize their trade and import policies particularly through the

elimination of trade and tariff barriers and the provision of preferential treatment for processed and semi-processed exports by developing countries. It was also suggested that governmental encouragement should not be provided for the development of synthetics which competed directly with primary products. The Conference recommended that FAO, in cooperation with other international organizations concerned such as UNCTAD and GATT should continue its work on negotiating commodity arrangements to stabilize the prices of agricultural products and improve the trade position of the developing countries.

36. Some developing countries, especially those heavily dependant on agricultural trade, such as Malaysia and Ceylon, had taken measures to diversify their economic structure both by import substitution and by the establishment of non-traditional export products. Such a policy had enabled the Republic of Korea to double within 3 years its export earnings from agricultural and fishery products. The Conference recognized that the forestry sector could contribute substantially toward an improvement in the trade position of the Region both through greater exports, preferably in processed form, and through import substitution. Demand for forest products was rising rapidly and among the measures taken to increase supplies were the establishment of plantations of quick-growing species, the rehabilitation of degraded forests, intensive management of forest land, attention to timber species in mountainous areas and the development of appropriate infrastructural facilities. Burma stated that the production of plywood was being increased and the manufacture of paper under way. The Conference considered that there was still scope in the Region, especially in countries where fuel and timber resources had been seriously affected, for forestry pre-investment surveys, taking into account such factors as soil conservation, protection of water resources and of wildlife.

37. The Conference emphasized the necessity for increased intra-regional co-operation and indicated some areas of possible joint action. In addition to future work on research into high-yielding varieties of cereal and non-cereal crops and on the exchange of seed, there was scope for regional cooperation in fisheries development for the assessment of marine resources, identification of suitable boats and gear, training and the exchange of research results. Trade interests could also be advanced, through greater intra-regional collaboration. The Conference recommended that FAO should play a catalytic role in those activities which would promote closer intra-regional cooperation.

### Review of Activities and Orientation of FAO's Short-Term Work

38. In the light of the prevailing food and agricultural situation and trends developing in the immediate future, the Conference turned to consideration of the Regional Representative's Review (FERC/68/2). Each subject-matter chapter was reviewed individually. The current activities and proposals for short-term work outlined therein were compared with country and region-wide situations and needs; and proposals, where necessary, were made for rearrangement of priorities or for supplementary action required in promoting agricultural development.

### Cooperative Programme with Banks

39. The Conference noted that since its Eighth Session, FAO had taken steps to further develop and intensify its cooperative activities with international financing institutions. As part of the general reorganization of FAO an Investment Centre had been established within the new Development Department, covering not only the FAO/IBRD Co-operative Programme but also co-operation with the regional development banks in Asia, Africa and Latin America and possibly also with some commercial banks. The FAO/IBRD Co-operative Programme was being implemented mainly through a team of specialist officers engaged full-time on the identification and preparation of agricultural projects for investment, while technical experts from the various divisions of FAO were being made available to participate in missions organized by the regional development banks. From its inception in 1964 to June 1968 the FAO/IBRD Co-operative Programme had organized or participated in a total of 312 missions, of which 51 were to countries of the Asian and Far Eastern region. Apart from loans already advanced, these missions had led to the building up of a pipeline of projects at various stages of preparation which might be expected to lead to investment in the future.

40. Several delegations welcomed a recent statement by the President of the World Bank that the Bank was planning, with the continuing assistance of FAO, to quadruple the volume of its agricultural loans over the next five years. In this connection, the Conference endorsed the action taken by the Director-General in assuring the President of the Bank that the level of FAO's activities under the Co-operative Programme would be stepped up appropriately.

41. The Conference was also informed of recent consultations between the Director-General and the President of the Asian Development Bank aimed at strengthening the existing relationship between the two organizations. The Observer from the ADB indicated that the Bank envisaged roughly doubling its total commitments in 1969 and doubling them again in 1970.

42. Recognizing that many developing countries cannot afford the conventional terms of financing which institutions such as the ADB were forced to ask of borrowers, the Bank was mobilizing Special Funds which could be utilized for concessional financing. The main source of the Bank's concessional financing for agriculture would be the Agricultural Special Fund. Another fund would be established from contributions for technical assistance operations, either on a reimbursable or a non-reimbursable basis.

43. The Conference was informed that in the experience of the Programme the main constraints in stepping up lending operations in respect of agriculture, were not so much financial ones, as a shortage of projects sound enough in technical, organizational and other respects to meet the criteria of the development banks. Through the Co-operative Programme, special efforts were being made to overcome this problem by identifying and developing new fields for project financing and by other means and by orienting UNDP projects more directly to investment opportunities. At the same time efforts were being made to simplify and standardize FAO/IBRD procedures as much as possible.

### Freedom from Hunger Campaign

44. The Conference noted that the FFHC was principally concerned with the mobilization of non-governmental agencies and people's organizations through national FFHC Committees in support of governments' development plans. The Second Regional Conference of Representatives of National Committees, held in Bangkok immediately prior to the FAO Regional Conference, had discussed non-governmental participation, under three headings: -

- a) Planning and implementation of national campaign programmes
- b) Young World Appeal
- c) Development Information

45. The Conference welcomed the growing interest of major international and regional non-governmental agencies, and noted the enormous growth of non-governmental aid in its various forms in the world, involving contributions already estimated at one billion dollars. It was to be noted that this assistance was based on moral grounds of voluntary development aid, having no political or economic motives.

46. The Conference recognized FFHC's particular role in the mobilization of human resources for rural development, which was one of the five areas of concentration of FAO's action as proposed by the Director-General.

47. The fields of work in which cooperation could profitably be encouraged were far-reaching, and included inland fisheries, training schemes for fishermen, seed improvement projects, exchange of high-yielding seed and planting material, promotion of fertilizer use, plant protection measures and elimination of waste, school feeding and nutrition improvement, and projects for informing and educating rural people through the supply and use of simple information equipment suited to their conditions and needs.

48. The Conference felt that this wide range of areas of potential assistance and the increasing trends in aid from the non-governmental sector called for closer attention to the planning and integration of projects and programmes with the overall national developmental effort.

### Animal Production, Animal Health and Dairying

49. The Conference, while approving the current activities and future lines of action in the fields of Animal Production and Health, stressed the low productivity of indigenous livestock and the inadequacy of local feeds and fodders. It was noted that most countries of the Region were taking steps towards closing the protein gap by increasing their production of poultry, pork, beef and milk.

50. More assistance was requested from FAO for improving the feeding, breeding and management of livestock, particularly on family farms, as well as for the establishment of improved field extension services and demonstration units. The genetic improvement of local livestock also required attention in order to ensure that its quality kept pace with improved environmental and marketing conditions. To obtain a balanced livestock development programme, the "package" type of approach was proposed.

51. It was recommended that developing countries should make a thorough examination of the possibility for integrating animal husbandry more closely with crop husbandry. Particular attention should be devoted to the introduction of a feed crop as the second crop in double cropping systems; to the raising of livestock by utilizing farm by-products, and to the possibilities for increasing the production of grasses and forage legumes under plantation crops. It was expected that through the integrated proposals of the IWP, FAO would, in its future programme, be intimately involved in assisting member countries in planning this type of integration.



52. Attention was drawn to the possible impact of the high yielding varieties programme on animal husbandry in the Region. It was likely that there would, in the future, be available not only more feed grains but also more land for fodder crop production. This situation could give rise to a new approach to animal production in the Region, and to the establishment of a viable feed-compounding industry based on the use of locally produced grains and by-products. It was urged that FAO take full cognisance of this situation and the Conference noted that, through the activities of the WFP, some successful pilot programmes of concentrate feeding had already commenced.

53. Attention was also called to the need for establishing improved grass lands for the production of fodder for beef and dairy cattle on marginal lands and in forest areas as well as under plantation crops.

54. The importance of the establishment of research and training centres in the fields of Animal Production, Animal Health and Dairy Technology was underlined. The Conference stressed that work in these fields should take into account all aspects of training including the training of personnel for the processing sector and the training of technical and field personnel at the intermediate and lower levels.

55. The Conference drew attention to the importance of animal health control measures in the development of animal production. In view of the waste caused by epizootic diseases it was recommended that, in the case of the more important diseases, FAO should give consideration to assisting zonal and regional control and eradication schemes whose overall impact could far exceed that of national schemes.

#### Forestry

56. The Conference recognized the potential of the Region's forest resources in saving imports and increasing export earnings. It also noted the relevance of concentrating on war against waste both in respect of the forest wealth itself and its exploitation.

57. In the light of high and growing costs of imports of forest products, despite some increase in production and exports - still mainly in the form of logs - the Conference approved FAO's short-term priorities in respect of pre-investment surveys and the development of forest industries to meet local demands, including use of timber-housing; maximizing economic returns; promoting industrial plantations and encouraging marketing within and outside the Region.

58. The emphasis to be given to training and research if greater technical advances were to be successfully applied was stressed. The Conference also stressed the need for appropriately strengthening national forest services for intensified management, opening up new areas, and expansion of production and processing.

59. The Conference also emphasized the indirect or multiple benefits to be derived from forest lands, particularly those marginal to high-grade or quick-growing timber crops, in regard to watershed management, erosion control and the raising of livestock by improved forest-land ground-cover, especially where land was subject to pressure of population. In this context, special reference was made to the considerable potential of forest areas for wildlife, tourism and recreation.

60. In view of the uneven and often badly distributed forest resources, their difficulty of access under present conditions, their complex composition, the relation they bear to land development schemes, and their uncontrolled and wasteful destruction through shifting cultivation, the Conference urged that increasing attention be given to forest and forest-soils surveys, to development of mutually compatible multiple land-use where population pressure made this necessary, and to appropriate integration of these resources into overall land-use planning as a result of appropriate quantification of their direct and indirect benefits.

### Land and Water Development

61. The Conference approved the work of FAO in the fields of land and water development which, after the reorganization, covered soil survey and fertility, water resources, and water development. These activities were carried out mainly under the field programmes, central responsibility for which had been concentrated in the Operations Office of the division to improve coordination and efficiency. The desirability of making effective use of resources available to the Region in this field was stressed.

62. The Conference approved also the proposals for future action of a continuing character, relating to preparation of bulletins, papers and handbooks of a practical advisory nature, intensification of the work of the World Soil Resources Office, close collaboration with the IWP on the availability of soil and water resources, and the continuing emphasis on the field programme, mainly under UNDP(TA) and (SF) budgets, but also under FFHC and other sources of funds.

63. A suggestion was made that the Director-General consider the establishment of a Regional Commission on Land and Water Use for Asia and the Far East, in the interests of efficient coordination and of ensuring maximum benefit from the large investments in land and water development in the Region. The need to avoid overlap and duplication of effort with existing organizations now working in the Region on different aspects of the investigation, development and planning of its land and water resources was, however, emphasized. Particular reference was made to ECAFE's Water Resources Development Division and its biennial meetings. There was therefore a need to study and formulate careful and exact terms of reference and ensure close coordination and cooperation between existing activities and the proposed Commission. The Conference was informed that an interim working party could be set up to facilitate preparation of specific terms of reference taking into account the views expressed by the Conference.

64. The Conference commended to Governments the following subjects as being worthy of special attention:

- a) Integrated surface and groundwater surveys and appreciation of groundwater potential
- b) Training in all branches of hydrology and setting up hydrological services with efficient field organizations.
- c) Studies and training to improve water utilization and management, both on large demonstration areas where technical officers, technicians and farmers would work and train under the normal conditions of commercial agriculture, and through seminars.
- d) The coordination of all national agencies connected with land and water development to ensure optimum soil and water utilization and management.
- e) Studies associated with the World Soil Map which, in conjunction and cooperation with the Indicative World Plan, would help to indicate gaps in knowledge and serve to delineate problems in the field of land and water development.

65. The Conference noted the growing importance given to development of both surface and ~~under~~groundwater in increasing the percentage of arable land under irrigation. The advantages to be gained by double and even treble-cropping under irrigation had been demonstrated in many of the countries of the Region, together with the benefit derived from removal of uncertainties inherent under the erratic rainfall pattern. For improving water utilization, the Conference noted a request for FAO to organize, in cooperation with ECAFE, a seminar on "Measures to accelerate benefits from water development projects by improved irrigation, drainage and water use at the farm level".

66. It noted also the role of fertilizer use on an expanded scale in close association with other inputs, in connection with the use of high-yielding plant varieties. The need for assistance and extension work required in the many and complex aspects of increased use of fertilizers in association with other inputs and with farm mechanization was stressed.

67. The effect of higher production on overall land-use patterns was raised, as was the consequent need for land surveys and the assessment of soil suitability for any changes of production patterns and utilization in the interests of avoiding erosion or other forms of soil depletion.

#### Nutrition

68. The current activities of the Nutrition Division were reviewed and met with the general approval of the Conference. Moreover, the proposed lines for future action were considered to meet, generally, the short-term needs of the Region.

69. It was noted in this connection that under reorganization, responsibility for the food technological aspects of the future programme had been transferred to the new Agricultural Services Division, the Nutrition Division itself being transferred to the Economic and Social Department.

70. The following comments and suggestions were made on certain aspects of the short-term proposals in the field of nutrition:

- a) Emphasis should be laid on a relatively few specific lines of policy, which could be pursued by the majority of the countries, rather than on a large number of policies which were too wide in their scope.
- b) There was an urgent need for assisting countries in establishing a more realistic nutritional base, taking into account current food consumption levels and requirements, for development planning related to food and agriculture.
- c) Every effort should be made to fill the protein gap as quickly as possible. The increase in supplies of foods of aquatic and terrestrial animal origin should be pursued. However, adequate attention needed to be given also to protein-rich sources of vegetable origin, capable of producing more rapid results, especially in those countries where this provided a more realistic approach. Many countries required assistance in developing processed foods from locally available sources.
- d) The contribution of Applied Nutrition Programmes to increased production and consumption of protective foods was valuable, and international assistance to such programmes should therefore be continued.
- e) Encouragement should be given to member countries in organizing school feeding programmes on a large scale. There was a need also to step up such assistance under FFHC and the World Food Programme, with special emphasis to protein-rich foods. Nutritional insufficiency due to the lack of purchasing power lent additional significance to school feeding programmes. The Conference also noted their usefulness in assessing local acceptability of various forms of food.
- f) Assistance in improving catering services and bakeries would be welcomed by several countries. In this context the Conference noted with interest that improvement in the establishment of bakeries contributed to the prevention of waste, to greater ease of control of the quality and nutritional value of the ingredients, and to reduction of extensive damage to local forest resources used for fuel.

- g) The importance of the role of women in rural development required emphasis. Particular attention should be given to their role in teaching and community development and to the proposed activities related to "planning for better family living." Women should be taught how to prepare and use new types of cereals and other foods, and this could be done through informal programmes.

#### Plant Production and Protection

71. The Conference was appreciative of FAO's efforts in the field of plant production and protection and its important role in increasing food and agricultural productivity in the Region. It noted that these activities were directly related to the five priority areas of development proposed by the Director-General.
72. The Conference attached particular significance to stepping up the development of high-yielding and high-quality varieties and urged that attention be given to a wider range of basic food crops and also to other crops. It stressed the importance of exchange of breeding material and of pertinent agronomic information on their characteristics, performance and adaptability. Work was also needed on adaptation to a wider range of natural conditions, and on resistance to pests and diseases.
73. Realizing the importance of seed as a basis for increasing and stabilizing yields, the Conference urged member countries to establish or strengthen effective national programmes for seed production, multiplication and distribution. It emphasized the urgent need for assistance in this respect as well as in seed certification, in setting up seed laboratories, and in quality control. The Conference also stressed the need for trained manpower in seed production, certification and marketing, and called for action in this field.
74. The Conference drew attention to multiple cropping and crop diversification as important elements in increasing agricultural productivity and export trade, and expressed the need for study and evaluation of the agronomic and economic aspects of various cropping systems and patterns. In recognizing the importance of studies on agricultural diversification of areas at present under single plantation crops, regional cooperation and FAO assistance in achieving this objective was urged. The Conference noted with interest the offer of the Government of Ceylon to provide facilities for the establishment of a regional coconut training school for the Far East.
75. The need for research and demonstrations for intensified fodder crops production and better utilization of natural pasture with the view of increasing animal protein resources was stressed. Some delegates suggested that research on grazing in open forests, utilization of marginal land released by the use of high-yielding varieties, and cover crops adapted to perennial cash crop plantations that were also of value for fodder production, should be given more attention.
76. The importance of development of commercial fruit and vegetable production programmes in countries of the Region was stressed and the Conference underlined the need for assistance in this area. The exchange of superior stocks, clones and other propagation material on an intra-regional and inter-regional basis was suggested; and it was proposed that close cooperation be established with the Asian Vegetable Development Centre of Taiwan.
77. The inter-relationship between agriculture and meteorology was discussed. It was suggested that studies be undertaken in cooperation with WMO on the use of agroclimaticological data in forecasting pests and diseases outbreaks, forecasting crop yields and evolving suitable cropping patterns.

78. Since pests, diseases and rodents caused considerable losses in pre- and post-harvest periods, it was agreed that concentrated efforts should be made towards strengthening and improving national and international plant protection research; training programmes in this field should be particularly geared to farmers and extension workers. The need for assistance in the establishment of pesticide laboratories, and in techniques in the control of major pests, diseases or weeds common to countries of the Region was emphasized. In view of the considerable losses of food grains and other commodities occurring in storage the Conference urged member countries to take measures to reduce to a minimum this avoidable waste. Particular mention was made of the enormous avoidable losses caused by rodents, and the Conference urged that determined efforts be made, perhaps in the form of a Regional cooperative programme with UNDP(SF) assistance, in designing and implementing measures for their control. In this context, the suggestion was also made that FAO secure international assistance in the establishment of an International Rodent Research and Control Institute.

79. It was generally agreed that studies on the effect of pesticide residues on crops, their produce, succeeding crops and soils, irrigation water, fish, grazing pasture and other related problems should be initiated in countries of the Region with FAO assistance and under FAO's guidance.

80. Recognizing the need for preventing the introduction and spread of injurious pests, disease and weeds into and within the Region, the Conference recommended the strengthening of national plant quarantine services.

#### Fisheries

81. The Conference noted with appreciation the coverage and development of FAO's programme in fisheries and its close involvement in the strategy for development as enunciated by the Director-General, more particularly in relation to filling the protein gap and to the war on waste. Several delegations stressed the growing significance of fisheries production in supplying urgently needed animal protein, especially in territories where little land was available for the production of other forms of such protein.

82. Particular stress was placed on the need for integrated and synchronized planning for fisheries development covering such aspects as modernization and mechanization of craft and gear, provision of harbour and shore-handling facilities, establishment of adequate storage and marketing facilities and improvement in distribution methods.

83. Intrinsic in such a programme, the Conference emphasized, was the provision of greatly expanded facilities for the training of operatives in the fisheries industries, of administrators and particularly of extension workers.

84. Recognizing that certain Member Nations had achieved world status in fisheries and that virtually all were progressing rapidly, as a result of which the fish stocks of the high seas were being subjected to increasing levels of exploitation, the Conference endorsed the concept that there was a great and growing need for international action at both regional and world levels to establish systems of resource assessment and rational management capable of application to these common property stocks.

85. The Conference urged the development and expansion, by countries and by FAO, of programmes for the economic study and survey of the fisheries industries to provide the basic information essential for the establishment or expansion of stable fisheries utilization and development policies. Such studies, the Conference considered, should be undertaken concurrently with the existing and essential programmes for stock assessment which should, themselves, be further developed.

86. The Conference attached particular importance to the development and application of modern science and technology to the culture of fish and invertebrates in the fresh water, brackish water and estuarine environments, noting that in Asia and the Far East vast areas of mangrove swamp and marginal and tidal lands existed which could be exploited for this purpose. The Conference underlined the importance of inland fishery programmes in countries where communications and markets to inland rural populations were difficult. It stressed the prompt contribution they could make to protein-improved diets and in supplementing farm incomes; and drew attention to the widespread extension work involved.

87. The establishment of the new Indian Ocean Fisheries Commission and the early steps taken for developing an intimate liaison with the IPFC were noted with appreciation. The Conference expressed the view that these bodies in particular were in a unique position to assess potential problems inherent in the development of hitherto underexploited resources and to propose solutions for them, including programmes supported by multilateral development funding sources, in particular the United Nations Development Programme.

88. The Conference urged FAO to develop further its fisheries intelligence service, noting that this work had been strongly emphasized by the IPFC at its 13th Session. It welcomed the decision of the FAO Council approving the institution of a quarterly technical fisheries review journal as a step in this direction.

89. The attention of the Conference was called to the Tropical Fish Culture Research Institute of Malacca and to its possible value for training purposes.

90. The Conference was also informed of the establishment of the South East Asia Fisheries Development Centre and affirmed the view that there should be continuing and improved liaison between the FAO fisheries programme and this and other multilateral and bilateral fisheries development programmes. The Conference recognized with appreciation the substantial and continuing assistance provided under UNDP.

#### Commodities and Trade

91. The current activities of FAO both in the general field of commodity trade and related policies, and at the level of individual commodities, were reviewed and met with the general approval of the Conference. The Conference also agreed with the suggested main changes of emphasis in the future programme of work. It particularly stressed the need for studies in depth of commodities not yet covered, or not adequately covered, such as: pulses, tobacco, spices and vegetables. The decision to concentrate work on the earning and saving of foreign exchange was welcomed and it was hoped that, through more intensive activity in this field, FAO would be able to play a more prominent role in helping to solve problems of deteriorating terms of trade and of greater access to world markets for commodities of special interest to the Region.

92. The Conference noted that cooperation between the secretariat of FAO and UNCTAD had been developing very satisfactorily; and urged that it be continued and intensified in the search for measures to improve the framework of world trade in primary products of significance to the developing countries.

93. The Conference expressed the hope that it would be found possible to move toward solutions of the concrete problems of trade faced by commodities important to the Region such as tea, oilseeds and oils, etc. In this connection, the constructive effort made by the Study Group on Hard Fibres to stabilize prices and markets through informal international consultative arrangements was commended.

94. The world rice economy was entering a period of rapid change and the suggestion, made by the Director-General in his opening statement, that the time had come to explore the possibility of negotiating some kind of international rice arrangement, met with support. In this connection, the Conference noted the exploratory work done by the Study Group on

Rice at its last three sessions. It urged that efforts be intensified to evolve an acceptable technical framework for a possible international rice arrangement, to bring about price stability which would be fair to both exporting and importing countries. The Ceylon delegation however expressed reservations on this subject.

95. The Conference welcomed the initiation of regular FAO reviews of the Medium Term Food Outlook. This would fill a gap now existing between the short-term outlook already provided annually in the Commodity Review, and the longer-term perspective given by the Commodity Projections and the Indicative World Plan. The Conference noted CCP's agreement that this work should continue on an experimental basis in respect of foodgrains and that a number of additional countries in the Region be included in the next review.

#### Economic Analysis

96. The Conference endorsed the general lines of work proposed by FAO which covered both the Economic Analysis Division of FAO (particularly its Asia and Far East Branch) and the FAO/ECAFE Joint Agriculture Division, whose programme of work was established jointly by the Director-General of FAO and the Executive Secretary of ECAFE.

97. It noted that as a consequence of the Headquarters reorganization the Marketing Branch had been transferred to the Rural Institutions Division and there had been some changes of emphasis in the activities of the Economic Analysis Division. In particular, the latter was now responsible for the economic appraisal of all field projects proposed for FAO execution, especially those under the UNDP(SF), and of WFP projects. In addition to this pre-project appraisal, the Division had also been given the responsibility for evaluation of such projects during and after their implementation. Both these activities were designed to assist the newly established Development Department in ensuring more effective selection, formulation and implementation of projects, and in particular that they should lead to actual investment. It was suggested that where possible the evaluation studies should be published for the benefit of other interested countries, and in this connection the Conference noted that in addition to the evaluation of individual projects it was proposed to prepare case studies of developments in particular countries so that their experience would be available to other countries.

98. The Conference stressed the importance of work on agricultural inputs, the diversification of production, and the provision of incentives for farmers to increase their production, suggesting that these subjects should be highlighted in future issues of the annual report on the State of Food and Agriculture. The Conference noted that a special chapter on incentives and disincentives for farmers in developing countries had been included in the 1967 issue of the State of Food and Agriculture, and that this study was to be followed up by a meeting to be held in the Region on the implementation of incentive measures. It was now proposed to hold this meeting at Bangkok in the first half of 1969 and to orient it particularly to problems in the field of price policies and incentives posed by the expanded use of high-yielding varieties and other purchased inputs, including some of the economic problems of the diversification of production. It was noted that FAO had already assisted one country of the Region in drawing up a crop diversification project, covering economic as well as technical aspects, for submission to the UNDP(SF), and that other countries could apply for similar assistance.

99. It was emphasized that agricultural planning work should not concentrate unduly on macro-economic aspects but should pay close attention to the measures and services needed for the achievement of planned objectives. With regard to inputs, the view was expressed that pilot schemes for fertilizer distribution had not always proved very successful, but it was noted that where feasible such projects were to be broadened to cover the whole package of inputs, including credit, required for increased productivity.

100. In connection with the liaison between FAO and ECAFE on agricultural matters, the suggestion was made that future Regional Conferences should be supplied with copies of any studies made by ECAFE in the field of food and agriculture.

#### Rural Institutions

101. The Conference noted with appreciation the increased emphasis being given to rural institutions, extension and the provision of incentives in FAO's programme for the Region, in keeping with the Director-General's new strategy for the mobilization of human resources for rural development, now recognized to be a factor of major importance for rapid agricultural progress.

102. The Conference therefore urged that adequate resources be made available in furthering these activities, considered to be the keynote to sustained effort in the "break-through" in agriculture in the Region.

103. In this context, note was taken of the experience of several governments in the development of an integrated institutional approach to rural development. Special mention was made of the contribution which national extension workshops could make towards creating greater awareness and cooperation among staff of different government departments for integrated effort at all levels in servicing the farmers.

104. The Conference strongly endorsed FAO's policy that the "Integrated Rural Institutional Development Approach" should be the basis for action in the rural institutional field. Several delegations expressed their desire to receive further FAO assistance in the development of pilot integrated institutional projects. The key role of agricultural extension in all integrated projects was also stressed.

105. The Conference was informed that the International Rice Research Institute would be phasing out of its regional extension training programme. In the interests of FAO's high-yield varieties food crop priority programme, FAO was therefore urged to consider organizing special training activities for the large number of still untrained extension staff throughout the Region.

106. Particular emphasis was laid by several delegations on the need for Governments and FAO to give special attention to the development of a functional set of institutions which could serve the millions of small farmers in the Region. It was recognized that reliance upon orthodox forms of cooperatives and credit institutions might not be suitable for all countries and that new institutions of a minimum complexity should be tried. The Conference requested that studies of this type should be carried out by FAO in collaboration with other United Nations agencies and international organizations concerned. The proposed joint FAO/ILO/ICA/IFAP Programme for the strengthening of agricultural cooperatives and other rural associations was welcomed.

107. In the field of agricultural education, the Conference noted with satisfaction the closer cooperation between FAO, Unesco and ILO expected to result from the new inter-agency agreement on agricultural education and training. The World Conference on Agricultural Education proposed for 1970 and the Survey of Agricultural Education presently underway in the Region, were, in this connection, particularly welcomed. Governments and FAO were urged to include agricultural training for women and girls, as well as for the male population of the Region, in the development of future programmes and systems of agricultural education and training.

108. The Conference emphasized the role of land reform in providing the essential institutional framework for speedy agricultural development. It also drew attention to the fact that a number of river valley projects where large areas of virgin lands would come under irrigated cultivation were being developed in member countries, and it stressed that timely settlement and development of these areas was essential in ensuring



effective use of the heavy investments needed in creating an irrigation potential. International assistance under FAO's leadership had an important role to play in this matter, and the Conference therefore urged that, in this field also, further resources be made available to the Region. In this context, the attention of the Conference was drawn to the joint ECAFE/FAO seminar on land reform to be held in the Region during 1969.

109. The Conference attached particular importance to the development of a sound marketing system for agricultural products and inputs so necessary to modern agriculture. It warmly endorsed the inclusion of marketing and farm supply within FAO's new organizational framework for rural institutions.

110. The Conference was also advised that the Regional Commission on Agricultural Extension for Asia and the Far East would hold its first session in the latter half of 1969, probably at the FAO Regional Office in Bangkok. The possible expansion of the terms of reference of this Commission to cover the broader field of mobilization of human resources was raised.

111. Finally, the Conference recognized the importance of a sound organizational structure for national departments of agriculture, and affirmed in particular the need to establish a proper link between extension and research in order to ensure that the latter was meaningfully farmer-problem oriented.

#### Agricultural Services

112. Some questions were raised about the relationship between the Rural Institutions and Services Division and the new Agricultural Services Division. It was pointed out that the Rural Institutions and Services Division, located in the Economic and Social Department, had been strengthened under the reorganization. The Marketing Branch, formerly in the Economic Analysis Division, had been transferred to this Division because of the close link of this work with that in cooperatives and credit. All the other functions of the Rural Institutions Division remained as before the reorganization.

113. The Agricultural Services Division, located in the Agriculture Department, brought together as an effective unit some important subjects in the field of agriculture which were formerly dispersed over different segments of the Organization. It consisted of the following services:

- a) Production Economics and Farm Management Service
- b) Agricultural Engineering Service (including farm machinery and farm and storage buildings)
- c) Food and Agricultural Industries Service (including processing of food and industrial crops)

114. The work of this new Division to a great extent provided supplementary and complementary services to other divisions in the Agriculture Department. Because of the multi-disciplinary approach of the Division it had also been made responsible for the operation of multi-disciplinary field projects.

115. A number of suggestions were made concerning the work of the new Division. Stress was laid on the need for work on the farm management aspects of the diversification of agricultural production. Farm management studies and work on production economics were particularly necessary if full benefit was to be derived from technological improvement.

116. Concerning farm machinery, it was necessary to adapt existing types to local situations, including soil conditions and the local ability to handle and maintain the equipment. In many countries, animal-powered equipment was declining in popularity. Mechanization was particularly needed for the rapid cultivation entailed by multiple cropping. It was suggested that a Regional Institute on Agricultural Mechanization should be established in order to keep abreast of developments in this field.

117. Attention was also needed to the adaptation of processing equipment to local conditions. The availability of suitable processing facilities would be of particular importance in the changing production situation in the Region, especially in connection with programmes for the diversification of agricultural production.

#### Statistics

118. The Conference considered the work of FAO in statistics to fall under three main heads, in so far as the needs of the Region were concerned.

119. The first was in the field of assistance to governments in preparation for the World Agricultural Census due in 1970; and the setting up of a Regional Training Centre on the subject at New Delhi was welcomed as a step in the right direction. The need for further guidance and help in the planning of census work and in data processing was stressed.

120. The Conference recognized the valuable role of the Commission on Agricultural Statistics in studying statistical problems of common interest to the Region, among which were the need for greater attention to statistics of jute and coconut, of livestock and animal products, and the matter of standardization, particularly in connection with fisheries.

124. Thirdly, the strengthening of the statistical foundation of the Indicative World Plan was emphasized; and it was suggested that seminars on the use of agricultural statistics in planning, in costing of crop production and processing, and in farm management generally, should be organized.

#### World Food Programme

122. The Conference was appreciative of the assistance afforded by the World Food Programme in the Region and it welcomed the assurance of the Director-General, in his opening statement, that its aims and objectives remained very close to his heart.

123. Examples were cited of WFP's successful action in aiding both in emergency situations and with development.

124. There was general support from the countries of the Region for including agricultural inputs and production requisites as an integral part of the aid which the WFP could give. It was felt that this additional element was of special significance in promoting the break-through in agricultural production in the Region.

125. In the meantime, the Conference appealed to donor countries to channel their contributions to an increasing degree through the WFP as a means of efficient coordination in orienting food aid to economic and social progress. In this context, Unesco's role in collaboration with the Programme in preparing projects that assisted school-feeding, and vocational and teacher-training centres, was noted together with the fact that the proportion of such schemes in Asia and the Far East was disappointingly small compared with other regions.

126. Other suggestions made during discussions were:

- a) the possibility of the Programme assisting in the establishment of food reserves;
- b) the feasibility of the Programme providing commodities in short supply in a country in exchange for local produce which was surplus to consumption requirements;
- c) the need to relate more closely to local food habits the aid components of the Programme;

- d) simplification of the mechanics of applying for food aid;
- e) the possibility of meeting local food transportation costs from WFP resources where provision for such local expenditure had not been foreseen in the national budget.

#### Information

127. The Conference welcomed the increasing emphasis given by FAO to gathering information on agricultural development projects, on their progress and on the impact they were making on the country's economy. Such data were not only essential in providing meaningful raw material for the preparation of local broadcasting programmes, films and film-strips, but were also of value in stimulating or sustaining the flow of bilateral aid and interest.

128. In this context it was hoped that "Ceres" would contribute also to opening up a dialogue between developed and developing nations. The Conference urged that greater use be made of "Ceres" by national agricultural information services by translation and adaptation of relevant material for local rural consumption.

129. Turning to mass communication media, the Conference considered that priority should be given to the audio-visual approach rather than to publications, especially in rural areas to which access was often difficult, where illiteracy was still high, and where other circumstances created greater opportunity for assimilation of information by farm radio and T.V. programmes rather than through the written word. The Conference noted with interest the use of programmes of folk music and lore, interspersed with agricultural news-items, in enhancing interest and receptability among rural communities.

130. The pertinence of suitable agricultural information applied at school-levels to raise appreciation of the dignity of rural life and of agricultural work was also stressed.

131. Governments were urged to recognize the value of farm broadcasting as an aid to extension and agricultural production; and to consider making special concessions, where necessary, to relevant groups of their populations in the interest of wider application through cheaper equipment. In this respect, the Conference was interested to learn of the prospects of cooperation by private industry in the supply of radio sets; and it urged that consideration be given also to establishing local manufacturing or assembly plants.

132. Finally, the Conference underlined the need for more effective script writers for translation, adaptation and communication of stimulating material on agricultural production and productivity. To this end, it emphasized the need for more training fellowships, centres and seminars in or for the Region.

### III. MAJOR POLICY QUESTIONS OF FOOD AND AGRICULTURAL DEVELOPMENT IN THE REGION

#### MAIN CONCLUSIONS AND POLICY IMPLICATIONS OF THE INDICATIVE WORLD PLAN

##### REGIONAL STUDY FOR ASIA

##### Introduction

133. The Conference endorsed the general strategy and policy guidelines set out in the summary of the main conclusions arising from the Asian Regional Study of the Indicative World Plan \*. It was felt that the study demonstrated the value of perspective planning in highlighting the major issues which the agricultural sector would have to face in the years to come. After several delegations had expressed strong support for the Plan, it was suggested that all countries of the Region should endeavour to establish their own long-term planning groups, and that FAO should assist them to do so.

134. The Conference stressed the need for a continuous dialogue to be established between national planners and the FAO staff working on indicative planning and policy guidance through further visits of the regional team to Asia, and recommended that the Organization should appoint coordinators to provide continuity in this work. The need to study agricultural development in the context of the overall economy was also emphasized, and the proposed collaboration between FAO and the UN staff from all concerned agencies working on the Second Development Decade, was welcomed.

135. The Conference supported the emphasis placed in the IWP on modernization of agriculture and the expanded use of high-yielding varieties, fertilizers, and other production inputs; as well as the more optimistic outlook for agricultural growth in Asia expressed in the report. Indeed, some delegations considered that for cereals and livestock, rates of growth higher than those envisaged by the IWP might be feasible. However, it was generally agreed that this was no cause for complacency and that much would depend on the supply and distribution of the essential inputs. The Conference therefore strongly recommended once again that consideration be given to realigning aid, both bilateral and multilateral, towards their supply and to providing technical and material assistance to countries wishing to develop their own production. This type of assistance was considered to be particularly crucial in the more immediate future when the Plan anticipates a very rapid growth in input requirements to support the foodgrain breakthrough, and when individual countries will not yet have developed their own industries to the full. The deteriorating terms of trade for agricultural exports made it difficult for most Asian countries to finance imports of production requisites, although the latter were essential to the rapid achievement of their agricultural objectives and thus to economic growth.

136. The increasingly important role envisaged for mechanization in the Plan was underlined, but it was pointed out that a number of difficulties would have to be overcome both in financing the large investments required in machinery, and in developing its economic use where small farms predominated. The Conference recommended that a study in depth of all aspects of the problem in Asia was needed and should be carried out as a matter of urgency.

137. The Conference endorsed the proposals in the Plan for strengthened research programmes in the Region, and supported the suggestion that additional regional research stations might be established with international assistance, for work on key crops other than rice. The need for intensified study of the possibilities for agricultural diversification was also emphasized, and it was suggested that FAO might pay more attention to production and trade in certain specialized crops, including

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\* This study covers only eight countries of the Region: India, Pakistan, Thailand, West Malaysia, Ceylon, Philippines, China (Taiwan) and Korea.

spices, which were largely ignored in its current programmes. In relation to the study of problems of diversification, the Conference noted with interest that a project with this end in view had been prepared for Ceylon, and had recently been submitted to the Government for consideration.

138. Particular attention was focussed on the possibilities of over production of cereals in the Region (which may be even more imminent than foreseen by the Indicative World Plan). Anxiety was expressed that falling prices might retard growth, and FAO was requested, in conjunction with ECAFE, to give urgent consideration to sponsoring a meeting on harmonization of production and trade in the Region to prevent such set-backs and to sustain prices at remunerative levels.

139. Several delegations referred to the need to bring countries and their people into the planning process at all levels so as to eliminate sociological barriers to production; and also to programme for the private as well as the public sectors. It was also agreed that planning for production was not an end in itself, but must be carried through marketing and processing channels to the end point of processing the product. Some doubts were expressed as to whether countries would have adequate resources in trained manpower to support the proposed agricultural centres, one of whose roles would be to provide integrated services to farmers from production through to marketing, but it was agreed that such centres were to be set up initially in selected priority areas, and only gradually expanded to provide nation-wide coverage. In this connection, it was pointed out that a study of trained manpower requirements for the countries included in the regional report was in course of preparation by FAO, and would be added as an appendix to the Regional Study.

140. It was pointed out that ILO is planning to launch an Asian manpower plan in 1970, and that close cooperation between that work and the work of the IWP would be desirable.

141. A number of questions were asked about the methodology in relation to the calculation of objectives for land and water development, demand projections, the parameters for the growth model, and the assumptions concerning trade. Some concern was expressed at the high capital inflows postulated in relation to trade deficits by 1985. Whilst replies to certain of these questions which appeared more pertinent to the technical papers were deferred for discussion in later sessions, it was explained that the methodology of the demand projections was basically similar to that adopted by the FAO Committee on Commodity Projections, with certain modifications considered desirable in the light of more recent information. Certain assumptions of the growth model, and the related sensitivity analysis were also discussed, and it was pointed out that this was dealt with in much more detail in the second chapter of the report, where the model was set out in full. The Conference was informed on how the assumptions concerning export availabilities and import requirements had been handled in the Provisional Regional Study; and also how it was hoped to deal with trade at the world level and to include certain important Asian countries omitted from the Regional Study, during the next phase of work on the Indicative World Plan.

142. Because of the very great interest shown in the Indicative World Plan, and its many economic and technical implications for development in the Region, it was suggested that should the subject be discussed at subsequent Regional Conferences, the technical papers might be handled on a seminar basis. All the issues could then be freely argued and ideas interchanged without procedural constraints.

#### The Planning of the Development of the Physical Resources

143. The Conference noted with satisfaction the special attention given to this aspect of long range agricultural planning in the Asian Study of the Indicative World Plan and supported the general land and water development and use policies

and objectives as proposed in the Plan. Countries further expressed a desire to receive support and help from FAO and other international and bilateral aid agencies in carrying out the proposals of the Plan.

144. It was agreed that the knowledge presently available on most of the physical resources forming the base for agricultural production was inadequate and would need to be supplemented by surveys. Delegates expressed their countries' desire to have support from FAO in these activities. With respect to soil surveys and land use capability surveys the consensus was that these surveys need to cover not only new areas to be brought under cultivation, but also areas already cultivated. The Conference recognized that the successful intensification of land use in existing cultivated areas required a better knowledge of the responsiveness of the land resources to higher levels of input use and the limitations which exist for their more intensive use. Special land capability surveys for the rational transfer of land from forest to crop use were also considered to be an urgent need in order to avoid costly mistakes in the process of opening up forest areas for settlement and for determining which areas should remain under forests.

145. The Conference recognized that the increasing needs for irrigation created an imperative demand for stocktaking of utilisable water resources in the Region to facilitate their orderly development and optimal use. In this connection, many delegates emphasized the importance of carrying out integrated surface and ground-water surveys and requested support from FAO in the task.

146. The proposals put forth by the Plan for better utilization of existing cultivated land were strongly endorsed by the delegates. These were recognized as the main policy instrument for increasing production in the shorter run as they required less investment in infrastructure than large-scale new developments and bore fruit earlier. Increased yields and increased cropping intensities were considered by delegates to be equally important components of such an intensification drive. Attention was also focussed on the inputs, services and general policies which were needed to achieve more intensive land use.

147. Delegates of countries with large unutilized land reserves, including Burma, Indonesia and Nepal, indicated the scope for their development and the problems involved. The activities of the Federal Land Development Authority of Malaysia were cited as a successful example of settlement projects aimed at opening up new land areas. The need for thorough pre-investment surveys of the potentials of such areas, and a careful planning of their development and of the services which must be made available to them were considered as the key to success in this field.

148. In discussing irrigation development policies, the Conference endorsed the emphasis which the Plan placed on the rehabilitation and modernization of many existing schemes, and it was the general opinion that the priority accorded in the Plan to small and medium schemes, and to the early completion of large-scale schemes already under construction, reflected the ongoing policies of member countries. However, wherever the opportunity existed, it was also suggested that large-scale multi-purpose schemes including generation of hydro-electric power should receive attention in the light of the role they could play in providing cheap energy sources for pumping underground or surface water.

149. Farm level development of both irrigation and drainage schemes was considered by the Conference to be a crucial component both for new schemes and also in relation to the modernization and rehabilitation of existing schemes. Special emphasis was laid on land levelling, drainage and land consolidation.

150. The Conference recognized that the fully productive use of irrigation waters, often provided at great expense, could be achieved only if all other complementary inputs and services were made available. Improved varieties responsive to higher levels of water control and nutrient availability, fertilizers, plant protection and labour and power inputs were cited as being the crucial inputs. Among the services needed to support optimal land and water use, the role of intensive extension services and improved transportation, marketing and processing facilities were emphasized.

151. A number of queries were raised by delegates on the source of the information and the magnitude of the costs given in the papers for some schemes proposed in the Plan. It was explained that careful economic considerations were an integral part of the planning process for irrigation development. However, in some limited situations, social and welfare considerations had overshadowed economic goals. The Conference supported the view that while economic criteria should form the main basis for investment allocation in irrigation, social and political considerations could not be excluded.

152. The Conference agreed that because financial resources, trained manpower and skills were limited, there was a clear need to establish priorities among alternative investments in land and water development projects. Attention was drawn to the need to consider the choices among large-scale, medium and small-scale schemes, groundwater versus surface water development, investments in irrigation schemes with potential for all the year round irrigation possibilities versus seasonal irrigation, and schemes with various levels of participation by private individuals or groups and government. The Conference endorsed the view expressed in the Plan that these were not mutually exclusive and that judicious combinations of them often offered the best solution.

153. In connection with land use and development policies related to forestry, a short résumé was given of the forest development policies proposed by the Plan. The statement highlighted the changes foreseen in demand and supply of various forest products, the proposed developments in forest product processing, and the improvements in utilization of forest resources. In this connection, a number of delegates informed the Conference of ongoing or proposed forestry plantation projects and emphasized the growing importance of this sector.

154. The Conference was informed that tidal land offered many developmental possibilities, but that these varied widely between countries of the Region. Differences existed not only with respect to the cost of development per unit of land, but there were also highly divergent use possibilities which might range from cropping to fish and shell-fish production, and the latter often offered economically attractive investment and development opportunities.

155. While the need for overall planning of the use of land and water resources for optimal economic development was fully supported by the Conference, it was apparent that the wide variations between individual countries of the Region called for a diversity of solutions for achieving suitable coordination of all land and water development activities. Arrangements might range from a fully integrated land and water development authority, to a coordinating agency bringing together the activities of a large number of specialized organizations engaged on the various aspects of land and water development and use.

156. The need for improvements in the training and skills of those charged with carrying out land and water development programmes was underlined by the Conference and further support was requested from FAO and other agencies in this work.

157. The Conference emphasized the need to improve the overall knowledge available on questions of land and water development in the Region and reiterated its interest in and support for the establishment of a Regional Land and Water Use Commission for Asia and the Far East.

158. The Conference felt that FAO's activities in relation to the agricultural use of water could be fruitfully coordinated with the general water development activities of other United Nations or international agencies. In this connection, the Conference noted with satisfaction the proposal of the Working Group of Experts of ECAFE, which had suggested the holding of a joint seminar by FAO and ECAFE on the topic of optimal utilization of irrigation waters at the farm level.

#### Prospects for Crop Production in the Region

159. The Conference was gratified to note the significant progress reported by all delegations in respect of foodgrain production and the development and widespread use of high-yielding cereal varieties, and considered the optimism expressed in the IWP for this sector to be justified. However, it was pointed out that these varieties would only give optimum results if used in conjunction with adequate levels of other inputs, and in this connection the need to improve their distribution, to provide credit for their purchase and to find suitable means of obtaining repayment from farmers was stressed. The problems of obtaining capital and foreign exchange to finance their purchase, to establish domestic production facilities, and to support the development of other agro-allied industries as a motivating factor in rural development and diversification was again referred to and was clearly a cause for concern in the Region.

160. The Conference recognized the need to switch emphasis in crop production progressively from cereals to other crops and to livestock, once cereal self-sufficiency objectives had been achieved to the fullest extent technically and economically feasible. It was pointed out that it was very unlikely that large cereal surpluses over and above domestic requirements for human and livestock supply could find profitable outlets, whether for food or feed, and the need for a careful watch on prospects for some other commodities such as fats and oils was also indicated.

161. The Conference therefore recommended that FAO should strengthen its activities in relation to diversification, both in respect of agronomic as well as economic factors; and the need to reinforce the staff of the Regional Office in respect of marketing and trade was pointed out. It was also emphasized that measures both by the developing and the developed countries would be required if problems of over-supply were to be overcome and the promising prospects for growth in the former not to be held back by deteriorating terms of trade. In this connection, the need for better arrangements for reporting stocks, both of output and inputs, was emphasized.

162. The Conference laid particular stress on the need for high priority to be given to coordinated multi-disciplinary research work in the Region. Three levels of research were considered desirable, i.e.

(a) Cooperative research of a crop-oriented nature between countries of the Region, possibly at regional stations along the lines of IRRI. It was suggested that high priority might be given to work on pulses, on tropical grasses and legumes in relation to livestock nutrition, and the Conference recommended that FAO assistance should be given to these aspects and to multiple-cropping rotations. Additional emphasis should be placed on raising the protein content and quality of cereals, particularly rice, as well as on improving its palatability, and on combating pest and disease problems. It was hoped that IRRI might be strengthened to expand its work on other crops and cropping systems.



(b) Research on problems of national importance. This should be oriented towards the solution of practical problems and again should be of a multi-disciplinary nature. Research staff should be paid well, and provided with good living and working conditions so as to attract men of good calibre. Above all, there must be good co-ordination and cross linkages with other research; as well as effective liaison with extension workers, to whom published results must be conveyed as soon as possible. The Conference also requested FAO assistance in the strengthening of national research programmes.

(c) Local research on applied problems within countries. The Conference stressed the need for such work to test the suitability of new varieties within regions of a country, and to determine their fertilizer and cultural requirements under different environmental conditions. However, it was recognized that such work raised many problems of organization and financing; as well as close links with farmers, if it were to have real value.

163. The Conference strongly supported the emphasis placed in the Plan on the establishment of efficient nation-wide seed multiplication, certification, and distribution schemes; and it recommended that FAO should give further help to countries of the Region in establishing suitable seed programmes, assisting with the supply and installation of modern seed processing plant, and training technicians in its use and in other aspects of seed production technology. The delegate from India offered his country's help in providing training facilities, and also foundation seed to other countries of the Region. In addition to cereal seed, the Conference considered that additional emphasis needed to be placed on pulses, vegetables, fodders, and certain industrial crops - especially cotton and jute. The Conference was informed that strong emphasis was now being placed by FAO on seed production, and that the Seed Specialist from the Regional Office was shortly to have discussions with the Secretary of the International Seed Testing Association, in which the possibilities of assistance in training and supply of equipment would be explored.

164. The Conference was informed that bottlenecks at harvesting were arising as a result of more intensive cropping systems, higher yields, and specific cultural requirements of the high-yielding varieties, particularly paddy. Losses were occurring both as a result of inefficient harvesting and threshing equipment, and the lack of suitable drying and milling facilities. These losses not only affected quantity, but also quality; for example, a serious reduction in protein content of rice could result from inefficient husking and milling of paddy. The Conference considered that FAO should undertake studies on ways and means of reducing labour bottlenecks at critical periods such as harvesting, by mechanization, and also in the development of machinery suited to the needs of the small farmers of the Region. The Conference recommended that consideration should be given to the establishment of suitable facilities for regional research on the development and use of farm machinery, as suggested in document FERC/68/3.

165. The Conference also discussed the possible role of large-scale application of fertilizers and crop protection products by aerial or ground methods; and the need was emphasized for further study of such measures as a possible solution to problems of the effective use of inputs on large areas of paddy and in difficult hill country. Concern was expressed at the mounting pest and disease control problems arising from more intensive farming methods and the use of new varieties; and the need to attack the problem both by chemical and biological measures was emphasized. The Conference recommended that FAO strengthen its activities in this respect, with particular emphasis on field projects. The Conference was informed that FAO had established a working party in Rome on integrating the approaches to pest control problems, and that FAO/UNDP projects on crop protection were now in operation in the Region. The Conference learned that FAO was aware of the increasing urgency of preventing loss and damage to crops in every phase of the production process and that this represented one of its priority fields of activity.

### The Protein Problem in the Region

166. The Conference recognized the seriousness of the problem of malnutrition in general and the problem of protein deficiency in particular, which stemmed from the fact that available food supplies were inadequate both quantitatively and qualitatively. In consequence, clinical deficiency diseases, as well as less obvious sub-clinical malnutrition were widespread, especially among infants, children and mothers of the poorer sections of the population. It was noted with concern that there was recent evidence suggesting a relationship between early malnutrition and mental retardation, in view of its far-reaching implications for future economic and social progress in the Region. Therefore, the Conference underlined the importance of early and effective action needed to bridge the protein gap.

167. To provide the factual basis for national policies and programmes, an adequate assessment of the current situation in each country was considered essential. The Conference, therefore, noted with satisfaction that some countries in the Region had already undertaken such studies, for example the 1968 Report of the Protein Committee appointed by the National Science Council of Pakistan. It was agreed that similar comprehensive studies should be initiated as a matter of urgency in all other countries which had not yet undertaken them. Moreover, it was considered essential that the results of such studies should be promptly reflected in action programmes as an integral part of national plans for economic and social development.

168. It was recognized that, in view of the nature of the protein problem, a multipronged attack would be required for its solution. As this would call for concerted action on the part of all national authorities concerned with the production, distribution and consumption of foods, a strong coordinating body would be required and should take the form of a national food and nutrition organization. It was noted that India, Philippines and Thailand had already set up such institutions; and the Conference agreed that existing organizations throughout the Region should be strengthened by providing them with adequate staff and funds to carry out their essential tasks, and that new ones should be established in countries where they do not yet exist. Moreover, the attention of the Conference was drawn to the Resolution adopted by the last session of the FAO Conference on "Nutrition in Agriculture" which included a strong recommendation for the establishment of Nutrition Units in Ministries of Food and Agriculture. It was noted that few countries in the Region had such units, with the notable exception of India, although Nutrition Units already existed in several countries in other Ministries, especially that of Health. The Conference recommended that appropriate Nutrition Units should be established in the Ministries of Food and Agriculture in all countries in order to assist in the formulation and implementation of national food and nutrition programmes.

169. Since cereals, especially rice and wheat, were the principal contributors of protein to the diets of the Region, the Conference recommended that their nutritive value with respect to the quantity and quality of protein, should be safeguarded and, if possible, upgraded by appropriate breeding programmes. The role of legumes as valuable sources of protein was also stressed. It was agreed, therefore, that high-yielding cum-high-nutritional varieties should be sought in breeding new varieties of cereals, pulses and oilseeds.

170. The obvious importance of animal products, especially milk, as an essential food for infants and young children, was emphasized. The role of fisheries was also underlined in this connection. It was agreed that every effort should be made to improve the supplies of animal foods as well as fish in order to improve the quality of the protein supplies in the Region.

171. The Conference recognized that processed foods made from conventional food sources, which were at present not fully or properly utilized, could contribute greatly to the solution of the protein problem, especially in respect of infants and growing children. Reference was made to several such products which had already been developed in some countries of the Region. e.g. from groundnuts in India and from mungbean in Thailand. It was emphasized, however, that due attention should be paid to economic aspects so that the new products would be within the purchasing power of the poorer sections of the population who would need them most. Attention was also drawn to the need for taking into account local food habits and preferences in order to ensure that any new foods would be acceptable to the intended consumers.

172. Reference was made to the potential contribution of "unconventional" foods, such as single-cell protein from petroleum products, protein from grasses and leaves, and vegetable cheeses. Safety and acceptability would be even more important in the development of such unconventional products: and the Conference considered that while such products might provide a breakthrough in due course, current efforts would have to rely mainly on the more conventional foods and products derived from them. However, synthetic nutrients, especially the essential amino-acids which were currently becoming available, could be used to enhance the nutritive value of basic cereals. Some countries in the Region were already taking steps to enrich wheat and rice with lysine for this purpose.

173. Consideration was given to social and institutional measures necessary to achieve an equitable distribution of available supplies of protein-rich foods to vulnerable groups of the population. It was emphasized that raising production alone would not be sufficient because increased supplies would not automatically reach those who needed them. Special feeding programmes for mothers and young children as well as school feeding programmes were considered to be invaluable in this connection, and it was agreed that existing programmes in the Region need to be expanded and improved.

174. The Conference was of the opinion that nutrition education through home economics and applied nutrition programmes could be of great importance in ensuring that protein-rich foods were appreciated and used properly by mothers and children. The useful role which educational and health programmes could play in this connection was also stressed. The Conference agreed that all such programmes needed to be strengthened as quickly as possible.

#### The Role of the Livestock Sector

175. The Conference noted with concern that the growth in livestock production in the Region in recent years had not kept pace with the growth in demand for livestock products. Strenuous efforts were being made to bring about a change in this situation but for many countries the likelihood of closing the gap in animal protein before the end of the IWP time span was doubtful.

176. Growth in livestock production was hindered by economic, technical, institutional, sociological and biological barriers. Pigs and poultry offered the best opportunities for rapid growth and spectacular progress was being made in poultry production in a number of countries although in others disease problems still hampered development. Beef and milk development was hindered in several countries by the shortage of stock, and the long generation interval of cattle made it difficult to build up inventories quickly. There appeared to be a serious danger of overslaughtering of buffaloes in countries where mechanization of rice production was taking place, and also where, as in Korea, a strong demand for meat had caused cattle numbers to decline in the past three years.

177. In order to build up stock numbers it was necessary to make the livestock sector attractive from the investment standpoint. Generally speaking the return from investing in cattle was not a particularly high one and incentives might be needed to attract investors into this sector. Measures such as granting tax holidays and land leases and providing extended credit were being used for this purpose in Korea, Philippines and Ceylon.

178. Adequate preventive measures and disease control were also vital if livestock populations were to be increased. Disease, as a factor limiting production, and the need to control Newcastle disease and swine fever effectively, appeared to be of paramount importance in view of the considerable wastage caused by these diseases.

179. The Conference laid particular stress on the need for a closer integration of crop and animal production activities, since in most of the Region increased animal production centered on the availability of increased quantities of forage and foodstuffs. The new high-yielding cereal varieties offered the opportunity of self sufficiency in food grain production, as a result of which both feed grains and land for producing either forage or feed grains, might become available in areas where, until recently, they did not exist. There appeared to be good prospects for reducing the cost of cereal production and also a likelihood of the prices for animal products rising under the pressure of demand, so that an increased use of fodder and feed grains could be expected. The extent to which this occurred would depend upon the production and price policies for both cereals and livestock and it was considered that some price adjustments might be necessary since at the present time animal production was often only marginally economic.

180. The Conference recognized the need to develop the grazing resources of the Region and to increase fodder crop production, especially on irrigated lands and those under plantation crops. It was recommended that FAO should call the attention of organizations working in the field of plant breeding to the need for developing high yielding varieties of fodder crops for upland farming, especially for use in areas where livestock production and marketing were already well integrated. There would also be a need for staff to be trained in grazing management for upland areas; this was a sphere in which New Zealand might be able to provide help to other countries of the Region.

181. In view of the limited knowledge about grassland in the Region, it was recommended that FAO should assist member countries in setting up a Regional Centre for Training and Research in Tropical Pastures and Fodder Crops. In addition, more attention should be given to high altitude pasture and fodder crops.

182. The prospects for increasing animal production by the improved utilization of agricultural by-products was noted by a number of countries, including Malaysia, where this was reported to be an important feature of the work programme of the new Food Technology Division of the Ministry of Agriculture.

183. The need for improved transportation and marketing facilities for livestock products was recognized, and the roles that statutory boards and cooperatives could play in this sphere were emphasized. In addition, the expansion of export possibilities of cattle and livestock which, for certain countries of the Region, plays an important part in their foreign exchange earnings, should be given proper attention. Concern was, however, expressed over the shortage of trained manpower for all aspects of livestock development and FAO was requested to give more assistance to member countries in the training of staff at all levels. In this respect it was also suggested that member countries themselves should give more consideration to ensuring that adequate career prospects existed for staff trained in the science of animal and pasture production. At present, the limited career prospects in these fields was contributing to a brain-drain from the Region.

184. The Conference felt that it was important not to lose sight of the opportunities for genetic improvement in livestock and that every effort should be made to introduce high yielding varieties of animal germ plasm into the Region. In addition, care should be taken to conserve the existing animal germ plasm resources of the Region since these could play an important role in providing the heterotic effect in future programmes. It was also suggested that there might be scope for a regional semen pool. In this connection, the Conference noted with satisfaction the offer of 100 000 doses of semen as a donation from the World Association of Hereford Breeders for distribution by FAO in developing countries, details of which were being worked out; and it was hoped that additionally, donations of dairy cattle semen might be made available.

185. Methods of distributing improved genetic material at the farm level were also discussed and the Conference heard with particular interest of the cattle dispersal (revolving herd) scheme used in the Philippines. There was a need for more applied research in animal husbandry in the Region to ensure that future development could take place in a balanced manner, and that adequate knowledge was available on how to maximise the production from both improved and unimproved types of stock under different environments.

#### Expansion of Fish Production in Asia

186. The Conference noted particularly the desirability for rapid and energetic action by governments to improve and modernize the fisheries infrastructure; and especially to provide efficient systems for handling, distributing, storing and marketing the catch; the provision of fishing ports and harbours and ancillary services.

187. In relation to modernization and mechanization of fishery craft and gear, the Conference recognized the difficulties confronting Member Governments in providing essential foreign exchange and heard with interest comments from several delegations concerning the action being taken to attract foreign capital.

188. The Conference welcomed the establishment of the IOFC and commended the close liaison that had already been developed between it and the IPFC, especially in the field of statistics and stock assessment studies.

189. The Conference emphasized the need for a marked increase in the facilities for training fishermen, fish culturists, research staff, extension officers and fisheries administration personnel, and hoped governments would take early steps to provide these.

190. Recognizing the high potential, under proper management, of natural inland waters and artificial improvements, the Conference recommended that FAO take a more active part in the development of this potential, through project preparation and implementation including re-stocking, the establishment when appropriate of hatcheries and the enunciation of a practical methodology. Arrangements for and improvement in the fisheries of the Mekong Basin which involved international cooperation on the part of the riparian countries was specifically mentioned.

191. The Conference especially emphasized the need for the improvement of fishery statistical services and the desirability of the adoption in all countries, of common bases for the collection and analysis of such statistics. Because of inadequacies in the base data, it was stressed that certain of the supply forecasts in the Plan must be considered as highly provisional; and it was hoped that they could be revised as and when improved statistics became available.

192. In particular, in relation to stock assessment studies on the offshore fisheries, the Conference noted the necessity to ensure reliable intercalibration in terms of fishing power of the various research vessels engaged in fisheries research in the Region.

193. The development of tidal lands, mangrove swamps and other brackish water areas for protein production through the culture of fish and selected invertebrates was strongly emphasized, and the Conference noted with appreciation the appointment by IPFC of a Working Party on Coastal Aquaculture set up with the objective of organizing a symposium on this subject in 1970.

194. The Conference was concerned with the problem of avoiding waste, particularly the discarding of low quality fish, and recommended that further intensive study should be undertaken of the possibilities for utilizing such fish, together with the question of developing and encouraging the use of presently unutilized materials in the form of new by-products.

#### Providing the Framework and Incentives to Development

195. The Conference stressed that the provision of greater incentives to farmers and the farmers' responsiveness to them had made a substantial contribution to the improved agricultural production situation in the Region. There was now a general realization on the part of governments that the provision of physical inputs was not sufficient by itself, and that a positive programme of incentives was also necessary to induce farmers to purchase them, in particular through price stabilization and the improvement of marketing and related facilities. Prices and price relations would become increasingly important to producers as they modernized their farming and used more purchased inputs.

196. There were, however, many difficulties in the formulation and implementation of successful price stabilization and support schemes. Particularly in the case of basic foods such as cereals, it was necessary to consider the interests of consumers as well as producers, although it was noted that the lower unit costs of production of the high yielding varieties made it easier to provide producers with adequate incentives and incomes while at the same time keeping down consumer prices.

197. For many products producers incentives were adversely affected by price trends in world markets, and reference was made in this connection to the need for a concerted effort to achieve improvements in the world trade situation, including the consideration of a suitable international arrangement for rice. It was suggested that examples of successful incentive schemes and methods of setting prices should be studied so that other countries could benefit from them. The need was stressed for better information on production, trade, consumption and stocks as a basis for more effective price policies.

198. In the changing production situation in the Region it would probably be necessary to make substantial modifications in price policies. The present emphasis on cereals would need to be reduced and due attention given to other crops, including those of nutritional importance, and to livestock and fodder crops, if serious distortions in the pattern of production were to be avoided and adequate support provided for programmes for the diversification of production. Price policies for cereals should increasingly be set at levels which would encourage the more efficient producers, and induce the less efficient to shift to other crops. It was desirable to take advantage of the lower unit costs of production of the high yielding varieties to lower cereal prices gradually as additional stocks became available in order to make it economic to feed them to livestock. Price policies should also give increasing attention to improving the quality of production.

199. However, there was general agreement with the IWP's recommendation that it was desirable to retain as much flexibility as possible and that modifications in price policies should be approached with great caution. Until the situation became clearer there should be no attempt to bring about abrupt downward adjustments in prices that might prejudice the primary aim of expanding cereal production, and which in any case, might be politically difficult. In the meantime, costs of production and producers' responses to price alterations in the changing circumstances should be carefully studied, and cereal prices relative to those of other products and of inputs kept under constant review.

200. In a number of countries subsidies on fertilizers and other inputs had proved a useful element in incentive policies, but in many cases it had been possible to eliminate them as technological improvement became more widespread. Reference was also made to the incentive effect of crop and livestock insurance.

201. The Conference stressed that availability of credit could be a powerful incentive to the increased use of purchased inputs, and the selective allocation of institutional credit could be used to encourage the diversification of production. However, there were many difficulties in supplying credit to farmers, especially where they did not have adequate title to their land. The suggestion was made that the farmers themselves should be more closely associated with the determination of the need for loans and the credit worthiness of the applicant. It was noted that the IBRD and ADB were putting increased emphasis on the provision of financial and technical assistance for agricultural credit institutions. Bigger efforts must be made to mobilize rural savings, both through the establishment of savings institutions and through suitable systems of taxation, with due regard to their effect on incentives.

202. A major problem was to implement incentive policies in such a way that the price set by the government was actually effective at the farm level. It was essential that farmers should be fully informed of official prices. Many farmers' freedom to make decisions was hampered by unsatisfactory land tenure conditions. But above all, the implementation of price policies depended on the marketing system, which also played a key role in promoting the transition from subsistence to commercial agriculture.

203. The Conference noted that the marketing system would face an enormous challenge during the period of the IWP merely to move the greatly increased quantities both of agricultural products and of the inputs required by the producers. The improvement of transport facilities was therefore of particular importance. Concerning marketing facilities, advantage should be taken of the experience of countries that had developed expertise in this field. The Conference requested that FAO should make available designs for various marketing and storage facilities suitable for tropical conditions, especially for perishable products. In the establishment of such facilities, careful feasibility studies should always be undertaken.

204. Greater attention should be paid to market research when it was proposed to develop new products, especially to meet the rapidly changing requirements of export markets. The Conference considered that FAO should do more work on marketing extension, with due regard to the degree to which this could be provided through existing extension services. Great stress was laid on the need for the training of marketing personnel at all levels, including non-governmental officials. The Conference called for increased FAO assistance in this respect. It was felt that the role of governments in marketing should generally be limited to what was necessary to ensure and regulate the effective action of the private sector and stimulate competition; more research should be undertaken on government policies to encourage greater private investment in marketing enterprises.

205. The availability of adequate storage facilities would assume enhanced importance as marketed supplies increased. Moreover, governments must have access to sufficient storage if they were to have any command over prices. In a number of countries the grain storage system had in recent years become largely oriented to handling imported supplies and might therefore require considerable modifications as a result of the changing supply situation. It was suggested that international financing agencies should assist in the establishment of storage facilities and in the financing of stocks, not only on a national, but also on a sub-regional or regional basis.

206. The Conference considered that further work was needed under the IWP on agricultural processing industries. It was essential that such facilities should be available at the right stage in the development of production, particularly for perishable products.

207. The Conference strongly endorsed the general approach recommended by the IWP for the provision of coordinated government services to farmers, through comprehensive rural centres established in the main market towns or at other suitable central points. This amounted to providing an integrated package of institutions and services similar to the package of improved production techniques that had already gained widespread acceptance. An incidental advantage would be that such centres provided an opportunity to furnish agricultural field workers with improved working conditions and accommodation, which should make it easier to attract personnel of high calibre to this type of work.

208. It was emphasized, however, that suitable modifications would be needed to meet local circumstances, even within individual countries. The Conference noted that variations of this approach were already being used in several countries of the Region, and in fact the IWP's proposals were to a large extent based on systems that had proved successful in practice. It was stressed that this was an area in which the exchange of experience between countries would be particularly valuable, in view of the different experimental approaches now under trial. FAO was therefore requested to assist in a constant review and evaluation of such measures. The Conference also requested FAO to help countries in the planning and implementation of suitable services, possibly along the lines of the proposed agricultural development centres, where these did not exist already.

209. It was noted that the establishment of comprehensive agricultural development centres was bound to be costly in terms of both finance and trained personnel. Their introduction would therefore have to be gradual, and this was in line with the policy now being followed in several countries of the Region of concentrating scarce resources initially in the more favoured areas. They were likely to be especially useful when irrigation or settlement schemes were being implemented in areas where a wide range of institutions did not already exist, and in projects for the development of particular commodities.

210. Their successful introduction would depend heavily on the existence of adequate organizations for the direct participation of farmers, such as cooperatives and other farmers' associations. While the establishment of such organizations had not always proved successful in the past, it appeared that recent technological developments might make farmers more aware of the value of group action. Co-operative undertakings would however have little appeal to farmers if they were not convinced of the practical advantages that they could obtain from them. For that reason cooperatives must become as efficient in their management and operation as any other business enterprise. The Conference considered that the applicability of such organizations to differing situations and phases of development should be studied, including the reasons for their generally greater success in China (Taiwan) and Japan than in other countries of the Region. It was also considered useful to examine how different countries had been able to associate women more closely in rural development.



211. The importance of land tenure changes in providing incentives for farmers was emphasized as a means of achieving social justice and increasing productivity. Therefore, in particular, attention should be directed to tenancy reform in order to avoid the eviction of tenants by landlords anxious to take advantage of the new profitability of cereal production, and to give a fair deal to share croppers.

212. Throughout the discussion, the Conference laid great stress on the need for attention to the social aspects of agricultural development. The changes now under way could bring a substantial social transformation in the countryside, and the gap between the better and worse off groups was likely to widen. While the first priority must be the development of a prosperous agriculture, which could hardly be achieved rapidly without some concentration of scarce resources on the areas of high potential, it was essential to study carefully the likely social consequences of such a policy and of the new technology. How to help the less favoured areas would pose serious problems until sufficient non-agricultural employment was available. It was particularly in the institutional field that measures should be devised, not only in support of the agricultural revolution now taking place, but also to provide the means for mitigating the social problems that might arise in the future.

213. Reference was made to the possible implications for trade policy that might tend to be read into any overall imbalances between the estimates of demand and supply when the Regional Studies were aggregated to the world level. It was considered desirable that the IWP World Report should not be released before the judgement of member governments had been balanced with those of the secretariat. The Conference also recognized that it was for member governments to translate the implications of the IWP into appropriate action for the improvement of agricultural production and food supplies that was now feasible.

#### IV. CONCLUDING ITEMS

##### FAO STRATEGY AND REORGANIZATION: REORGANIZATION OF REGIONAL CONFERENCES

##### FAO Strategy

214. Referring back to the Director-General's opening statement and the five areas of concentration he had proposed for focussing integrated action of the various departments and divisions of FAO, the Conference gave its general approval to this strategy for the Region.

215. There were a very large number of bodies at international level in Asia and the Far East that were now giving first priority to agricultural development. It was hoped that the five areas of concentration, which generally reflected the priority needs of the Region, would serve as catalysts to thinking and discussion within such bodies, and might thus contribute in channelling dispersed efforts toward an integrated and coherent work programme.

216. Within the United Nations family itself, the Conference urged that FAO's coordinating and leadership role in the field of its special competence be fully recognized, of course within the broader framework of overall economic and social planning and action.

217. The Conference was conscious of the dangers of dissipation of efforts at national levels when dealing with agricultural problems. It felt that the five areas of concentration proposed constituted a valid set of guidelines for coordinated work and action among all national agencies at the country level.

218. The Conference endorsed the order of priority and considered that the choice of priorities within these broad objectives should be decided in each country itself in the light of local situations and needs. It was moreover recognized that although the degree of specificity among the areas of concentration varied, as did the potential for immediate gains, there was a measure of interlocking among them which in itself constituted a healthy start for action programmes at both national and regional levels.

219. The war on waste, it was suggested, offered a particularly attractive start, with the promise of more immediate and economical results in the face of expanding populations and food supplies. The advisability of the early establishment of demonstration areas for measures for checking avoidable losses and waste was therefore emphasized.

220. The Conference welcomed the assurance of the Director-General that, having obtained the Region's broad acceptance of his proposals, he would now work these out in greater detail, and ask the Regional Office to follow up and work out their detailed implications through discussion at individual country levels.

##### Reorganization

221. The Conference did not support the proposal to merge the functions of Executive Secretary of the United Nations Regional Economic Commission with those of the FAO Regional Representative.

222. Among reasons given for opposing a merger were: membership of the two bodies was not identical; there were cases of varying emphases on approaches which would make the fusion of roles in one man unfeasible; such a merger might lead to greater centralization in Rome at a time when in the interests of effective action, more authority should be vested in the Regional Office; and the inadvisability of launching such an experiment in FAO's most populous region.

223. The Director-General's alternative proposal for the structure of the Regional Office, however, received general approval. It was felt that the representation of major divisions combined with funds for consultants and the enhanced authority implicit in reorganization would better equip the FAO Regional Office to sustain effectively the impetus of Asian agricultural development. A plea was made for strengthening the resources of the Regional Office.

224. Coordination between ECAFE and FAO required careful review in the interest of avoiding duplication. In this context the possible strengthening and broadening of the scope of the joint ECAFE/FAO Agriculture Division was raised; however it was recognized that there was sufficient room for expanding the joint activities of the two organizations without a change in the terms of reference of the Joint Division.

225. The Conference noted the proposal that the staff in the Regional Office should have a broad background in the fields covered by their divisions. They were the representatives of their division and would assist the Regional Representative and Headquarters in the formulation of regional policy and in the formulation of programmes and projects. Operational responsibilities would in general be vested in appropriate technical staff at country levels and in the operational offices in Headquarters.

226. There was also widespread support for appointing full-time FAO country representatives. The sub-regional office in New Delhi should continue for the time being as a group-country office. Its function and relationship with the Headquarters and Regional Office of FAO should be elaborated and defined in the light of the desires of the countries at present being served by it.

227. The Conference noted with satisfaction the measures already initiated by the Director-General in seeking improved arrangements with UNDP in the appointment of full-time FAO country representatives.

227a. The Director-General's initiative in reviewing and curtailing activities and meetings whose priorities had lessened through today's changing circumstances was also commended.

#### Conference Reorientation

228. It was generally agreed that the FAO Regional Conferences presented to member countries an excellent opportunity for exchange of information and of experience on achievements and on problems of national agricultural developments. They should further be geared to fulfill a two-fold purpose. The first was to give an indication of the FAO assistance required in the light of national and regional needs in order to surmount the problems that handicap progress in agriculture.

229. Their second all-important function was to provide an opportunity for the formulation and integration of general agricultural policies in the Region. The Conference was apprised of the essentially exploratory and orientational function of FAO Regional Conferences and the absence of any legislative powers, which were vested in the FAO Council and Conference only.

230. The view was expressed that there should be a much closer relationship in timing between the FAO Regional Conferences and the Sessions of the Regional Economic Commission. It was not proposed that there be joint meetings; but the FAO Regional Conference should be held, where possible, in close conjunction with Sessions of the Regional Economic Commission. This, it was felt, would contribute to better understanding and integration of their respective programmes. The desirability of securing some common country representation at meetings of the two organizations was affirmed.

### Regional Representative's Statement

231. In his statement on the Reorientation of FAO's work in the Region, the Regional Representative referred to the high level of the debate. This has been largely due to the careful selection of agenda items of basic importance to the Region and to the excellence of the background documentation. The Conference had undoubtedly been very successful.

232. The Conference had agreed on the five priority areas proposed by the Director-General, believing these to be of crucial importance to the Region. The emphasis to be given to each priority area within individual countries, would naturally vary from country to country according to local needs and situations, and it was for countries themselves to make this determination. FAO would be happy to assist them in this task by sending representatives to each country for discussions on individual priorities and needs, and on country programming and project formulation.

233. In concluding, he thanked the host government for the splendid facilities provided and for the warmth of the hospitality extended. Special thanks were due to the Chairman of the Conference and members of the Government's Organizing Committee for their cooperation and valuable services which had helped to ensure a successful conference.

### Date and Place of the Tenth FAO Regional Conference for Asia and the Far East

234. The delegate of Australia stated that action was being taken in his country leading, he hoped, to an invitation being extended to FAO, to hold the next Regional Conference in his country. Both his country and New Zealand, as members of the South Pacific Region, had invariably attended the FAO Regional Conference for Asia and the Far East, since its inception. They valued this association with the countries of the Region and sincerely hoped that arrangements could be satisfactorily concluded to enable them to act as hosts.

### Closing of the Conference

235. The delegate of Ceylon then expressed his thanks to all concerned for the success of the Conference. He was sure that all delegates would carry back with them to their own countries, happy memories of beautiful Thailand and its fine capital city of Bangkok. Thanks were also due to the Chairman of the Organizing Committee and to the FAO staff and to the sister UN Agencies who had participated. He was happy that the Regional Office would remain to serve the interests of countries and he expressed the hope that the discussions initiated on Council membership would bear fruit.

236. The delegate of Laos referred to the interesting and lively discussions which had taken place in such a friendly atmosphere of goodwill and understanding. The Conference had been a great success and this was due first to the tact and discretion of the Chairman and the able way in which he had guided the discussions. He supported the views expressed by Ceylon on Council membership.

237. The delegate of Australia expressed his thanks to all concerned with the success of the Conference and to the Thai Government for its generous hospitality.

238. The Chairman, in his concluding remarks, thanked delegates for their expressions of regard and said he felt that the regional cooperation engendered would be a lasting aspect of the conference now concluded. He thanked also the Director-General and the staff of FAO for all their efforts and was confident that FAO would continue to do all it could to assist the countries of the Region.

239. He then declared the Ninth FAO Regional Conference for Asia and the Far East, closed.

APPENDIX I

LIST OF DELEGATES, OBSERVERS AND REPRESENTATIVES

DELEGATES

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Representative      Mr. Earle S. Hoffman  
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BURMA

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Additional Secretary  
Ministry of Agriculture and Forests, Rangoon

Alternate            U Khin Maung  
Deputy Director (Research)  
Directorate of Agriculture, Rangoon

Associates           U Tin Maung  
Executive Officer (Rubber Project)  
Agricultural and Rural Development Corp., Rangoon

U Ngwe Soe  
Committee Member  
Trade Corporation No. 1  
Rangoon

CEYLON

Representative      Mr. P.C. Imbulana  
Deputy Minister for Food and Agriculture  
Ministry of Food and Agriculture, Colombo

Alternates           Mr. L.N. de L. Bandaranaike  
Director of Agricultural Development  
Ministry of Agriculture and Food, Colombo

Mr. M.S. Perera  
Director of Agriculture  
Department of Agriculture

FRANCE

Representative      Monsieur Robert Chabrolin  
Directeur de Recherches  
Chef de Service à l'Institut de  
Recherches Agronomiques Tropicales  
et des Cultures Vivrières (IRAT), Paris

Alternate            Monsieur Michel Auchere  
Représentant Permanent de la France  
auprès de la C.E.A.E.O.

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Embassy of India  
Bangkok

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Minister of Agriculture  
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Director-General of Agriculture  
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Miss M.M. Crowley, Regional Home Economics Officer, Bangkok

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Mr. A.N. Seth, Rural Institutions Officer, Bangkok

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Mr. Cedric Day, Deputy Regional Representative for Asia and the Far East, (Western Zone), New Delhi

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Mr. G.G. Watterson, Reports Officer  
Mr. Boon Indrambarya, Conference Officer  
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Mr. C. Roland-Gosselin	}	Translators
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## APPENDIX II

### LIST OF DOCUMENTS

#### Working Papers

FERC/68/INF/1	Information Note
FERC/68/INF/2	Provisional Timetable
FERC/68/INF/3	List of Documents
FERC/68/1	Provisional Agenda
FERC/68/1a	Provisional Annotated Agenda
FERC/68/2	Regional Representative's Review of FAO's Activities in the Region
FERC/68/3	Main Conclusions and Policy Implications of the IWP Regional Study for Asia
FERC/68/4	Planning the Integrated Utilization of Land and Water Resources
FERC/68/4a	Irrigation, the Base for Increased Agricultural Production
FERC/68/5	Impact and Probable Implications of the High Yielding Foodgrains Programmes
FERC/68/5a	Key Inputs for Increased Production (High Yielding Variety Programme)
FERC/68/5b	Key Inputs for Increased Production (Fertilizers)
FERC/68/6	The Protein Problem in the Region
FERC/68/6a	The Role of the Livestock Sector
FERC/68/6b	Expansion of Fish Production in Asia
FERC/68/7	Economic Incentives and Marketing Policies as an Instrument for Progress
FERC/68/7a	Integrated Rural Institutional Development for Providing Government Services to Agriculture
FERC/68/8	Regional Structure and Reorientation of Regional Conferences
FERC/68/8a	Proposal by the Delegation of Thailand
FERC/68/8b	Cover Note
FERC/68/8b Annex I	Extract from Provisional Report of the Council on its fifty-first Session
FERC/68/8b Annex II	The Strategy for the Future Work of FAO
FERC/68/8c Annex I	Provisional Report of the Council (51 Session)
FERC/68/8c Annex II	FAO Reorganization Plan

#### Background Papers

FERC/68/CONF/1	Director-General's Introductory Statement
FERC/68/CONF/2	Orientation of FAO's Work during the Next Biennium
FERC/68/REP/1	Introduction
FERC/68/REP/2	Review of Activities and Orientation of FAO's Short-Term Work
FERC/68/REP/3	Main Conclusions and Policy Implications of the Indicative World Plan

NINTH FAO REGIONAL CONFERENCE FOR ASIA AND THE FAR EAST

Bangkok, 4 - 15 November 1968

A G E N D A

A. INTRODUCTORY ITEMS

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3. Adoption of Agenda

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## APPENDIX IV

### SUMMARY OF RECOMMENDATIONS

#### I. RECOMMENDATIONS ADDRESSED TO MEMBER GOVERNMENTS

1. Governments should undertake a review of the entire agricultural price support and incentives system as a basis for the introduction of any modifications which may be necessitated by the advent of the high-yielding varieties.  
(page 17, para 98)  
(page 32, para 197)
2. The Conference urged developed countries, which constituted an important market for the agricultural exports of the Region, to liberalize their trade and import policies, particularly through the elimination of trade and tariff barriers and the provision of preferential treatment for processed and semi-processed exports from developing countries.  
(page 7, para 35)
3. The Conference felt that the five areas of concentration proposed by the Director-General constituted a valid set of guidelines for coordinated work at the country level. The choice of priorities within these broad objectives should be decided by each country in the light of its local situation and needs.  
(page 36, paras 214, 217, 218)
4. The Conference felt that the representation of major divisions, together with funds for consultants and the enhanced authority implicit in the reorganization would better equip the Regional Office to sustain effectively the impetus of Asian agricultural development.  
(page 37, para 223)
5. The Conference fully supported the appointment of full-time FAO country representatives and noted with satisfaction the measures already initiated by the Director-General in seeking improved arrangements with UNDP in the appointment of full-time FAO country representatives.  
(page 37, para 226)
6. Governments should consider the desirability of ensuring some common representation in their delegations at meetings organized by ECAFE and by FAO, particularly the annual session of ECAFE and the FAO regional conference.  
(page 37, para 230)
7. Countries should make a thorough examination of the possibility for integrating animal husbandry more closely with crop husbandry. Particular attention should be devoted to the introduction of a feed crop as the second crop in double cropping systems, to the raising of livestock by utilizing farm products and to the production of grasses and forage legume under plantation crops.  
(page 10, para 51)  
(page 30, para 179)
8. The importance of establishing research and training centres for animal production, animal health and dairy technology was stressed. Such centres should take all aspects of training into account.  
(page 11, para 54)



9. Governments should take adequate measures for the prevention and control of livestock diseases which were a decisive factor in limiting production. Special attention should be paid to Newcastle disease and swine fever.  
(page 11, para 55)  
(page 30, para 178)
10. Governments should ensure that adequate career prospects exist for staff trained in the sciences of animal and pasture production where limited prospects now prevailed.  
(page 30, para 183)
11. Every effort should be made to introduce high-yielding varieties of animal germ plasm into the Region while taking care to conserve existing resources.  
(page 31, para 184)
12. Increasing attention should be given to forest and forest soil surveys and appropriate provision should be made for strengthening national forest services through improved management and expansion of production and processing.  
(page 11, paras 58,60)  
(page 25, para 153)
13. Special attention should be devoted to integrated surface and ground-water surveys, development of hydrological services, water utilization and management, coordination of the work of all national agencies concerned with land and water development and studies associated with the world soil map.  
(page 12, paras 64,65)
14. Irrigation development policies should take full account of
  - (a) small and medium schemes
  - (b) the early completion of large-scale schemes under construction
  - (c) large-scale multi-purpose schemes including generation of hydro-electric power
  - (d) farm level development of irrigation and drainage schemes  
(page 12, para 64)  
(page 24, paras 144, 145, 148)
15. Countries should take early and effective action to bridge the protein gap which had far reaching implications on economic and social progress in the Region. In order to do this they should make an assessment of the current situation in their own country since this was essential for providing a factual basis for national policies and programmes. The results of such studies should be promptly reflected in action programmes as an integral part of economic and social development plans.  
(page 30, para 70)  
(page 28, para 166)
16. The nutritive value of cereals should be safeguarded and if possible upgraded by appropriate breeding programmes. The role of legumes was also stressed.  
(page 28, para 169)
17. Every effort should be made to improve supplies of animal foods as well as fish as a means towards increasing protein supply. (page 28, para 170)
18. The Conference stressed the importance of nutrition education and urged that home economics and applied nutrition programmes be strengthened urgently.  
(page 28, para 168)
19. In the field of plant production and protection the importance of exchanging breeding materials and information on their characteristics should be stepped up.  
(page 14, para 72)

20. National programmes for seed production, multiplication and distribution should be established and effectively strengthened. (page 14, para 73)  
(page 27, para 163)
21. Research and demonstration for improved fodder crop production and better utilization of natural pasture land was stressed. (page 14, para 75)  
(page 27, para 164)
22. Concentrated efforts should be made for strengthening and improving national and international plant protection research and for the establishment of pesticide laboratories and development of techniques in the control of major pests, diseases or weeds common to countries of the Region. National plant quarantine services for preventing the introduction and spread of injurious pests, diseases and weeds into the Region should be strengthened. (page 15, para 78,80)  
(page 27, para 165)
23. High priority should be given to coordinated multi-disciplinary research work in the Region at three levels:
  - (a) co-operative research of a crop-oriented nature
  - (b) research on problems of national importance oriented towards the solution of practical problems.
  - (c) local research on applied problems within countries. (page 26, para 162)
24. Attention should be paid to a need for integrated and synchronized planning for fisheries development in such fields as modernization and mechanization of craft and gear, provision of harbour and shore handling facilities, adequate storage and marketing facilities and improvements in distribution. (page 15, paras 82,8)  
(page 31, para 186)
25. Training of fisheries industries workers, administrators and extension workers should be greatly expanded. (page 15, para 83)  
(page 31, para 189)
26. International action at both regional and world levels for resource assessment and rational management were urgently needed. (page 15, para 84)
27. Inland fisheries were extremely important and especially apt in countries where communications and markets to inland rural population were difficult. (page 16, para 86)  
(page 31, para 190)
28. Governments should improve their fisheries statistical services and all countries should adopt common bases for the collection and analysis of these statistics. (page 16, para 88)  
(page 31, para 191)
29. To avoid waste, the Conference recommended that further intensive study should be undertaken in the utilization of low-quality fish now being discarded. (page 32, para 194)
30. Governments should explore the possibility of negotiating an international rice agreement on the lines of the existing wheat agreement. (page 16, para 94)

31. Price policies for cereals should be set at levels which would encourage the more efficient producers while inducing the less efficient ones to shift to other crops. They should also take into account improvements in the quality of production. However, no attempt should be made to bring about abrupt downward adjustment in prices, as this might prejudice the primary aim of expanding production. The prices of cereals should be studied relative to the prices of inputs. (page 32, para 198)
32. Greater efforts should be made to mobilize rural savings, through savings institutions and suitable systems of taxation. (page 33, para 201)
33. The role of governments in marketing should generally be limited to what was necessary to ensure and regulate the effective action of the private sector; government policies should encourage private investment in marketing. (page 33, para 204)
34. Government services to farms should be through comprehensive rural centres established in the main market towns or other suitable points and should provide an integrated package of institutions and services. Measures should be devised to support the agricultural revolution now proceeding and to provide the means for mitigating social problems that might arise in the future. (page 18, para 104, 106)  
(page 34, para 207)
35. National Departments of Agriculture should be well organized and provide a proper link between extension and research. (page 19, para 111)
36. Programmes of agricultural education should include training for women and girls. (page 18, para 107)
37. Donor governments were urged to channel their contributions through WFP as a means of ensuring efficient coordination between food aid and economic and social progress. (page 20, para 125)
38. The Conference strongly recommended that consideration be given to realigning aid both bilateral and multi lateral towards the supply of production inputs and to providing technical and material assistance to governments wishing to develop their own production. (page 20, para 124)
39. Governments were urged to recognize the value of farm broadcasting as an aid to agricultural production and they should consider making special concessions where necessary to national producers of cheaper audio-visual equipment. (page 21, para 129  
para 131)

## II. RECOMMENDATIONS ADDRESSED TO THE DIRECTOR-GENERAL

### Development Department

1. The FAO Regional Office should be retained as an entity and should not be merged with ECAFE.
2. FAO should appoint full-time country representatives.
3. There should be a much closer relationship in timing between the FAO regional conferences and sessions of regional economic commissions.

### Fisheries

4. FAO should pay special attention to the development of inland and brackish fisheries which for many countries of the Region offer considerable potential as a means of increasing protein supplies. (page 7, para 34)
5. FAO should further develop its fisheries and intelligence service. (page 16, para 88)
6. FAO should take a more active part in the development of programmes for restocking and managing natural inland waters, helping, as appropriate, in the development of hatcheries, and the enunciation of a practical methodology. (page 31, para 190)

### Commodities

7. Since the main exports of the Region are agricultural, it was urged on the developed countries which constituted an important market for these products, that they liberalize their trade and import policies particularly through the elimination of trade and tariff barriers and make provision for preferential treatment of processed and semi-processed exports from developing countries. FAO in co-operation with other international organizations concerned such as UNCTAD and GATT should continue its work on negotiating commodity arrangements to stabilize the prices of agricultural products and help improve the trade position of developing countries. (page 7, para 35)
8. Commodities not yet studied by FAO or not studied in sufficient depth such as pulses, tobacco, spices and vegetables should be taken up. (page 16, para 91)
9. Efforts should be intensified to evolve an acceptable technical framework for a possible international rice arrangement to bring about price stability which would be fair to both exporting and importing countries. (page 16, para 94)

### Plants

10. FAO should play a catalytic role in promoting intra-regional co-operation, in the field of HYV, non-cereal crops, exchanges of seed and fisheries development. (page 8, para 37)

Plants (contd.)

11. Assistance should be provided in the development of commercial fruit and vegetable production throughout the Region.
12. In view of the considerable losses of foodgrains and other commodities in storage, notably those caused by rodents, determined efforts should be made, possibly through a Regional cooperative programme financed under UNDP for designing and implementing measures for rodent control. Consideration might also be given to the establishment of an International Rodent Research and Control Institute. (page 15, para 78)
13. FAO should strengthen its activities in relation to diversification, both in respect of agronomic as well as economic factors; consideration should be given in this context to re-inforcing the staff of the Regional Office in the field of marketing and trade. (page 26, para 161)
14. FAO assistance should be given to work on pulses, tropical grasses and legumes in relation to livestock nutrition. (page 26, para 162)
15. Further help should be given to countries of the Region in establishing suitable seed programmes in the supply and installation of modern seed processing plant, in the training of technicians in its use and in other aspects of seed production technology. (page 27, para 163)
16. The mounting pest and disease control problems arising from more intensive farming methods and the use of new varieties required the application of both chemical and biological measures in which FAO should assist. (page 27, para 165)
17. FAO should call the attention of Organisations working in the field of plant breeding to the need for developing high yielding varieties of fodder crops for upland farming especially for use in areas where livestock production and marketing were already well integrated. (page 30, para 180)
18. FAO should assist member countries in setting up a Regional Centre for Training and Research in Tropical Pastures and Fodder Crops. (page 30, para 181)

Animal Production

19. FAO should pay particular attention to the possible impact of HYV on animal husbandry and to the possibilities offered for the establishment of a viable feed-compounding industry based on locally produced grains and by-products. FAO should assist zonal and regional control and eradication schemes in the animal health field, since the impact of these exceeds that of national schemes. (page 11, para 55)

### Rural Institutions

20. In the interest of the priority given by FAO to HYV it should consider organizing special training activities for extension staff. (page 18, para 105)
21. FAO should keep under constant review and assist in the evaluation of measures, designed to provide coordinated government services to farmers through comprehensive rural centres, providing an integrated package of institutions and services, wherever these existed; and where they did not, help should be provided in the planning and implementation of suitable services. (page 34, paras 207/203)
22. FAO should do more work on marketing extension with due regard to the extent to which this could be provided through existing extension services. It should also step up its help in the training of marketing personnel at all levels. (page 33, para 204)
23. FAO should make available designs for marketing and storage facilities for perishable products under tropical conditions. (page 33, para 203)

### World Food Programme

24. Agricultural inputs and production requisites should be included as an integral part of WFP aid since in this way the break-through in agricultural production could be significantly promoted. (page 20, para 124)
25.
  - (a) WFP should consider the feasibility of providing commodities in short supply in a country in exchange for local produce which was surplus to consumption requirements.
  - (b) Relate food components more closely to local food habits.
  - (c) Consider the possibility of helping in the establishment of food reserves.
  - (d) Simplify the mechanics of applying for food aid.
  - (e) Consider the possibility of meeting local food transportation costs from WFP resources where provision had not been foreseen in the national budget. (page 20, para 126)

### Land and Water Development

26. The Director-General should consider the establishment of a Regional Commission on Land and Water Use for Asia and the Far East in the interests of efficient coordination and of ensuring maximum benefit from the large investments in land and water development in the Region. Care should be taken to avoid duplication of effort with the work of ECAPTE in this field. (page 12, para 63)

### Nutrition

27. (a) Emphasis should be laid on a relatively few specific lines of policy, which could be pursued by the majority of the countries rather than on a large number of policies which were too wide in their scope.
- (b) School feeding programmes under FFHC and WFP should be stepped up and special emphasis should be given to the provision of protein-rich foods under these programmes. (page 13, para 70)

### Economic Analysis

28. Consideration should be given to realigning multilateral aid towards the supply of essential inputs, and to providing technical and material assistance to countries for developing local production of such inputs. (page 22, para 135)
29. Urgent consideration should be given to holding a meeting jointly with ECAFE on the harmonization of production and trade in the Region. (page 22, para 136)

### Agricultural Services

30. A study in depth on all aspects of the problem of mechanization in the Region should be carried out as a matter of urgency. (page 22, paras 136/164)

### Indicative World Plan

31. FAO should appoint coordinators for INP to ensure a continuous dialogue between national planners and FAO staff working on indicative planning; policy guidance should be provided through further visits of the Regional team to Asia. (page 22, para 134)

STATEMENT BY DIRECTOR-GENERAL

Mr. Chairman,

This, as you know, is the first time that I have attended a regional conference in Asia in my new capacity as Director-General of FAO. Yet I feel myself upon familiar ground here in this unique city of Bangkok which, (in common with many other parts of the region), I visited often in the past as Director of the former Economics Division of FAO, and more recently as Executive Director of the World Food Programme. It is therefore a particular pleasure for me to be with you today, since I feel myself to be among old friends.

We in FAO are well aware that this region, by far the most populous of any, is at the centre of the world food problem. In this I entirely share the views of my distinguished predecessor, Mr. B. R. Sen, who of course was himself from this area, and we are going to do everything in our power to make our work still more effective. Yet at the same time I must emphasize that FAO can only help governments to help themselves; the primary task is that of the member nations and their national administrations. The role of FAO is secondary, a supporting one. I believe that it can nevertheless be of great significance to a country that possesses a real will to achieve agricultural progress.

Since this is my first appearance here as Director-General, I should like to depart somewhat from the traditional type of introductory statement made at our regional conferences. Instead of concentrating on the agricultural problems of the region, I should like to present to you a somewhat broader picture. I would like to tell you something of my plans for the development of FAO as a whole, of the thinking which lay behind them, and of the progress which I have been able to make in my first ten months in office. Finally I would like to say something of the marked changes which have come about recently in the world food situation.

In the course of the year I have been devoting a good deal of thought to the role of FAO in the United Nations family and in the world as a whole, as well as to the strategy which could best be adopted if we are to attain our objectives. At the recent session of the Council I submitted a note on this subject which we have circulated to you, together with the relevant extract from the Council's report. Perhaps I may briefly explain the chief issues.

First, how do I see FAO? I see FAO as one of the group of agencies which we call the United Nations family. It is a major agency. But it is only one of a group. I am convinced that our and the whole UN family's success in improving the political, social and economic situation of the world will depend in large measure on the extent to which all the agencies work together as a team. If we dissipate our energies in jurisdictional disputes or in meaningless competition we shall get nowhere.

At the same time, we must have clarity and order in our affairs. FAO is the agency with specific responsibility for working out food and agricultural policy. However, there are now many other organizations with interests in various aspects of agriculture. It becomes quite a problem to ensure that we have a single world policy for agriculture, forestry and fisheries and not a whole series of policies promoted by different organizations. This can only come about if governments reach their policy decisions in FAO, and then stick to them when agricultural matters come up for discussion in other bodies. I hope very much that the governments of this and the other regions will indeed use the facilities of FAO for settling questions of agricultural policy. From my side I shall do my best to ensure that the secretariat lives up to the requirements of this challenging task.



We must recognize that major decisions regarding agriculture can only be taken after studying their implications for the total economy. So far as FAO is concerned, this means that we must co-ordinate our thinking with the agencies responsible for other sectors, and participate in the establishment of an overall framework for development as a whole. Especially useful in this context is the planning work which the United Nations itself is now carrying out in preparation for the Second Development Decade. Our own work on the Indicative World Plan for Agricultural Development will be tied in closely with these activities of the United Nations. I believe that the United Nations family can thus gradually move towards defining a valid set of objectives not just for FAO but also for all the organizations responsible for specific economic or social sectors.

For the moment we do not have such an overall development strategy. I do believe, however, that it is possible for FAO to orient its work towards a small number of specified objectives, and to concentrate its efforts in order to achieve the greatest possible impact. After careful consideration, and in the light of our work on the Indicative World Plan, I have proposed five such areas of concentration. They are:

1. Work on high-yielding varieties of basic food crops
2. Filling the protein gap
3. A war on waste
4. The mobilization of human resources for rural development
5. Earning and saving foreign exchange

I am glad to say that at its session just ended the Council approved both this general approach and the specific choice of areas of work.

I must emphasize that, within these five areas, we shall be attempting not merely to refine and concentrate our own activities, but also to mobilize the greatest possible volume of external resources. I am firmly convinced, for instance, that work by FAO in the preparation of action programmes in these five fields will be of value to governments financing bilateral aid programmes. This was indeed confirmed by some of the speakers at our Council. I am strongly in favour of any such rapprochement between multilateral and bilateral endeavours. Our aim is to achieve the best possible results, and whether specific projects are financed bilaterally or multilaterally seems to me a secondary issue. I shall therefore do my best to foster relationships between FAO and bilateral programmes, and to assist donor governments in channelling aid towards the agricultural sector.

In the developing nations, circumstances vary greatly from one country to another. Some governments may be particularly interested in promoting the use of high-yielding varieties of cereals, others may prefer to concentrate on protein foods, while others again may be mainly interested in programmes for rural development. I fully recognize that priorities at the national level are set by the recipient government and not by an international secretariat. The individual governments will thus be able to decide which of the five areas are of particular concern to their countries, and to work out action programmes accordingly. When a government requires assistance falling outside the five areas, we will do our best to give the necessary assistance.

It would take up your time unduly if I were to give a complete analysis of the scope of the five areas. You will find details in my original note for the Council which has been circulated to you, and I would refer you to this text for an outline of my views. I would now like to make some remarks concerning the relationship of the five areas of concentration to the Far East region. I would add that there is much relevant material on this subject in the papers before you, and particularly those concerning the Indicative World Plan. The Regional Representative's Review of FAO's activities in the region also contains a good deal of relevant information, although it was mostly written before our strategy had really taken shape. Indeed, our ideas are still in the process of crystallization and the very recent debate in the Council has added some interesting new elements.

The first priority area is particularly, although not exclusively concerned with the new high-yielding varieties of rice and wheat which have been developed in the Philippines and Mexico respectively, after much patient work by the plant-breeders. As you know, these varieties have been successfully adopted by many developing countries, notably in this region. Indeed, it is our judgement that this is the most exciting development in the agriculture of the developing countries for a great many years. Its potential value is particularly striking for Asia, where many countries, and particularly the biggest ones, have relatively little land available for new cultivation. They must rely almost entirely on increases in productivity for their future agricultural progress.

As we see it, efforts in this area fall into three main fields. There is first a need for more breeding work and research to develop varieties adapted to a wider range of conditions, including dry-land farming, as well as to ensure resistance to disease and insects. At the same time we must seek to extend the principle to other cereals, and even to certain non-cereal crops.

There are next the physical problems of extending the area under high-yielding varieties. This will call for further massive investments to include irrigation systems or to bring new areas under irrigation; to increase production of fertilisers and pesticides; to ensure continuing supplies of high quality seeds.

Lastly, there are such vital ancillary matters as expanding transport and storage capacity, improving marketing facilities, price stabilization, and a whole range of institutional and economic problems which, if not solved, may make the production of these varieties unprofitable and unattractive to farmers.

You will recall that the record crops of 1967 already gave rise to some such ancillary problems in this Region. The inadequacy of storage facilities became evident in some areas where, owing to large arrivals at market points, grain had to be left lying in the open. This caused waste and a marked fall in prices paid to farmers. Some governments were unable, despite their efforts, to maintain minimum levels of price support because public sector storage capacity was exhausted. Also, a few governments who were in the past importers of rice have reached a position where they have become potential exporters of sizeable quantities of rice but are encountering difficulties in finding profitable outlets. It is clear that under such conditions the maintenance of adequate national price support systems becomes very difficult if not impossible. All these considerations lead to the conclusion that in order to draw maximum benefit from the introduction of these new technological developments both technical and economic aspects must be kept under constant and careful review.

Our second area of concentration is the protein gap. This seems likely to remain the most serious agricultural problem for Asia in coming years. While the new high-yielding varieties offer the prospect of rapid progress in respect of cereals, no comparable breakthrough is yet in sight for the production of high-protein foods. A good deal of work is being done on semi-conventional and non-conventional sources of protein, but for the moment we do not have a formula that would appear to combine widespread acceptability with reasonable cost.

The Indicative World Plan papers before the Conference contain a specific analysis of prospects for increasing both vegetable and animal protein supplies in the region. It is, of course, well-known that demand for protein foods, particularly those of animal origin, increases a good deal more quickly than total demand for food, as rising incomes give people a chance of improving their diet. The overall, and alarming, conclusion of our IWP studies on this point is that the possibilities of matching the projected demand with adequate supplies of animal protein are so remote that prices can be expected to rise appreciably. Our proposed supply targets, which are based on what we consider to be reasonably possible rather than what we consider to be desirable, are designed to ensure to the fullest extent possible the maintenance of current levels of per capita consumption of animal protein and if possible to improve on them. Even this modest task will be particularly difficult for the livestock sector, which will have to achieve a growth rate more than twice as fast as that in the recent past if it is to meet the proposed objective. I venture to say, Mr. Chairman, that this particular area of concentration deserves the very closest attention from this Conference.

Our third priority area is a war on waste. There are many forms of waste, both direct and indirect. The most obvious form of direct loss, and one which we propose as a sub-priority within this priority area, is the loss which occurs between harvesting and consumption, for instance in the storage of cereals and in the marketing of perishable foods. Indirect losses include those resulting from the misuse of land, water, forestry and fishery resources. A particularly striking example of this, quoted in my note to the Council which is before you, consists in the waste of irrigated arable land. The note includes an analysis, which I do not need to repeat now, of how we would set about tackling this very vast problem. I am convinced that work in this area has a tremendous potential for increasing effective food supplies. It may often be far cheaper to save a ton of food from rot, insects and rats than to produce an extra ton. So let us use our limited resources to save, to avoid waste. I was very much struck by a recent conversation with a senior official from one of the larger member countries of this region. He told me that, according to estimates made by his government, the avoidable - I repeat, avoidable - food losses in his country were approximately equivalent in value to the entire national budget. This, I believe, gives a measure of the scope for an effective war on waste.

Our fourth area is a broad one: to promote the mobilization of human resources in rural areas. The concept of integrated rural development is by no means a new one. FAO and other agencies have long been working in this field. Many aspects of it are, for instance, implicit in the schemes for community development launched with varying success in a number of countries. Nevertheless, I feel that efforts in this direction still fall very far short of what would be desirable. Human resources, manpower, represent after all the richest asset of most developing countries. Progress depends in the last resort not on finance, not on policies, but on people. The road to development runs through the village, not through the capital city. It is to the village that we must go if we are to build up a better future.

In practical terms, this means that FAO will be working very closely with other agencies in such activities as agricultural training at all levels, agrarian reform, the establishment of agricultural cooperatives, farm credit, extension work and so on. Activities that have often in the past been carried on quite independently of each other must be grouped into a single package programme. In this way, I firmly believe we can achieve a far greater impact than through carrying on the same types of programme in a diffuse and uncoordinated fashion.

The fifth and last of our special areas is the earning and saving of foreign exchange, concerning which there is again a great deal of relevant material in the IWP papers before you. This is a problem of particular significance to the Asian region. On the one hand, both the volume and value of the region's agricultural imports have roughly doubled in the twelve years from 1955 to 1967. On the other hand, earnings from agricultural exports, the main source of foreign exchange for most countries of the region, have tended to decline. While agricultural exports of all developing regions fell in 1967, for the second year in succession, this region fared worse than any, with a decline of no less than nine per cent from the year before. The main reason was a steep fall of 17 per cent in average export prices of raw materials, only partly offset by some improvements in prices of foodstuffs. This worsening of the region's trade balance, aggravated by unpredictable fluctuations in world demand and prices, adds immeasurably to the difficulties of investment and economic development.

There may be some opportunities for the expansion of exports. In fact, as I have already mentioned, the increasing supplies of rice will provide such opportunity. However, these supplies will have to compete with those from traditional exporters, and this will be difficult. I am convinced that the time has come to explore the possibility of negotiating some kind of International Rice Agreement, possibly along the lines of the International Wheat Agreement. Similarly, for other foodstuffs, the negotiation of trade and commodity agreements may provide some solution, but we know from experience that such international agreements are by no means easy to bring about. This however should not discourage us from taking all the necessary steps, together with our sister agencies, particularly UNCTAD, to achieve significant progress in this important area.

I also maintain that the value of import saving must not be underestimated. This is much more within the control of individual governments than are export earnings, which are always at the mercy of world market fluctuations. I do not, of course, suggest indiscriminate protectionism. But there seems no doubt that a significant part of the food and agricultural imports of the region could be efficiently grown here if countries set themselves this task.

One sector which I believe could contribute substantially to improving the trade balance of the region is forestry. Forests occupy more than one third of the region's land surface. They contain much of the world's resources of fine hard woods, for which demand is growing rapidly. The value of the region's exports of forest products rose fourfold over the past decade to \$840 million in 1967. But though striking progress was made by some countries in upgrading exports from raw materials to such processed forms as sawn wood, veneer and plywood, the greater part of the trade is still as roundwood. Export earnings could be considerably enhanced if more of the trade were in processed form. This in turn could be aided by a reduction in the relatively high tariffs imposed by some importing countries, including Japan. For much of the trade in forest products is intra-regional and in this, as in so many other trade matters, there is need for more cooperation between the countries of the region. I may add here that FAO is at present organizing an integrated survey of the markets available to the countries of the region.

Forestry could make an equally significant contribution to import savings. For though it is an exporter of roundwood and the simpler forms of processed wood, the region is a major importer of more elaborately processed goods. Imports of pulp and paper alone amounted to nearly \$600 million in 1967 and are rapidly growing. The development of a viable paper industry, in which FAO is trying to assist, could also be accelerated by closer cooperation between the countries of the region.

Mr. Chairman, I have advanced a few ideas concerning the application of our strategy in Asia. I believe it would be of great value for our further work if delegations could give, in however preliminary or tentative a fashion, their views on the relevance of the five areas of work for their own development plans and policies. We shall follow up these observations through direct discussions with the governments concerned when we reach the stage of formulating action programmes. In this phase, I plan to make full use of our Regional Office.

Here then, Mr. Chairman, we have the first elements of an FAO strategy for development. I confess that I find the whole enterprise an exciting one. It has already aroused many expressions of interest from both donor and recipient governments, as well as from other agencies. I am convinced that, with the cooperation of all our member nations, we can achieve over the years a very significant impact.

There is another subject which has played a rather large role in the life of the Secretariat during recent months, and has tended to dominate much of the discussion in our governing bodies for quite some time past. I am referring, of course, to the reorganization of FAO. The process of reorganization was started three years ago, and has now reached an advanced stage. At its recent session the Council considered a joint report submitted by the Director-General and the ad hoc Committee on Organization, and approved a great many changes in our structure. We can now see fairly clearly how the FAO Secretariat will be organized in coming years.

One very important change is the establishment in Rome of a new Development Department. A vitally important new element in it is the Area Services Division, which includes a strong service unit for each region. The Division's main function is the formulation and coordination of our field programmes and projects, in particular projects financed by UNDP. Thus it will appraise new projects (in close liaison with the Economic Analysis Division), and channel them to the most appropriate technical division for implementation with maximum speed. I hope in this way to bring about a much sharper geographical focus in our field work. We shall aim at providing a balanced programme of assistance to individual member nations, based on their overall needs rather than, as happened all too often in the past, on the energy with which projects were promoted in particular fields.

In addition special operational services are being set up in those technical divisions with the heaviest load of field projects. The intention is to relieve our specialist staff members of much of the burden of routine and administrative work now falling on them but which could often be carried out by operational people with a less highly specialized technical background. The Organization should thus be able to make optimum use of all the qualifications of its professional staff.

The Development Department will, in the same way, handle projects under the Freedom from Hunger Campaign. It will also be concerned with joint projects carried out in association with bilateral programmes. It includes an Investment Centre, covering not only the FAO/IBRD Cooperative Programme but also cooperation with the regional development banks in Africa, Asia and Latin America. We hope also to interest some commercial banks in agricultural investment. So far as the FAO/IBRD Cooperative Programme itself is concerned, I welcome most warmly the recent statement by the new President of the World Bank, Mr. McNamara, that he is planning, with the continuing assistance of FAO, to quadruple the volume of the Bank's agricultural loans over the next five years. I have already promised Mr. McNamara that we shall step up the level of our activities under the Cooperative Programme, and I look forward to an increasingly fruitful collaboration with the World Bank.

Mr. Chairman, I have spoken so far mainly about our Headquarters structure. The important question of our regional structure was extensively debated in the two sessions of the ad hoc Committee on Organization, but no final conclusion was reached and the matter was left open for further discussion in the Council and in the Regional Conferences. Broadly speaking, there are two alternative suggestions.

The first, which I myself put to the ad hoc Committee, would involve a radical change in the present arrangements. It is designed primarily to bring about a greater impact by the United Nations family at the regional level. This proposal is that the Executive Secretary of the United Nations Regional Economic Commission act in a dual capacity as the FAO Regional Representative, taking his instructions on all agricultural matters from the Director-General. This proposal was welcomed by the Secretary-General of United Nations and also aroused considerable interest and support in the summer session of the Economic and Social Council. I would have liked to try it out experimentally in at least one region. I cannot really say that it met widespread support during the recent discussions in the Council, but the matter has been left over for further consideration at the Regional Conferences.

During the Council debate, most governments appeared to prefer the second alternative, namely the maintenance of the FAO regional offices as constituted at present, although with some modifications designed in the first instance to allow the Regional Representative to play an increased role in the overall policy-making of the Organization, and secondly to streamline the regional office so that it may play a more effective role in our work. It may be useful at this point if I explain in a little more detail how I see the structure and functioning of the regional offices.

The regional office staff must be limited to generalists in the various technical areas in which we are working. Each of these generalists is able to draw on the more specialized knowledge available within his parent division at Headquarters. However, I also consider that the Regional Representative should be able to obtain, on an ad hoc basis, the services of specialized technicians who may be required for a specific task at the regional level. To finance the provision of such specialists, I have proposed the creation of a consultants' fund amounting to some five or six hundred thousand dollars for the biennium, most of which would be placed at the disposal of the Regional Representatives. Each Representative would in this way have a sum of about a hundred thousand dollars at his disposal which he could use, subject to consultation with Headquarters, for the recruitment of any necessary technicians.

I am quite convinced that regional offices would thereby enjoy a higher degree of flexibility and mobility than they at present possess, without on the other hand having to waste resources by keeping a large number of specialists on their regular staff. Through this approach, the Regional Representative should be able to constitute, as and when required, task forces or teams, for visits to individual member nations for discussion of action programmes in our five areas of concentration, or any other subject requiring action within the Region. I hope that my ideas commend themselves to this Conference and I look forward to learning your reactions.

A subsidiary problem, which gave rise to an extended discussion at our recent Council meeting, is that of Sub-Regional Offices. It is my firm opinion that Sub-Regional Offices, that is to say, offices which report to the Regional Office, which in turn reports to Headquarters, cannot be effective within the FAO structure as it is now shaping up. In my opinion, sub-regional offices should be converted into country offices, if necessary multi-country offices, reporting directly to Headquarters. I cannot see myself that this detracts in any way from the status of the offices concerned, while it will certainly lead to a considerable increase in their effectiveness. In the particular case of the Asian region, I believe that to transfer the New Delhi office from our regional to our country structure would be a logical move, since it is already in fact virtually functioning as a group-country office.

There is little that I need say on Regional Conferences. The ad hoc Committee on Organization fully endorsed the views expressed by the Conference on their importance, and pointed out that they should be regarded as the main forum for identifying the felt needs of member countries which should be taken into account in framing FAO's Programme of Work and Budget. For reasons of timing, it was considered that their major role lay in the development of FAO's programme on a medium term basis. This will become increasingly significant as we refine our development strategy. The Council, for its part, examined the relationship between the Regional Conferences and the Regional Economic Commissions, and emphasized the need for coordination to ensure that the FAO meetings are used by governments as the forum for discussing agricultural policies at the regional level. You will no doubt be taking into account the remarks of both the ad hoc Committee and the Council in connexion with item 8 of your agenda, concerning the re-orientation of Regional Conferences.

The final element in our structure is, of course, our network of Country Representatives. This is an element of prime importance. The country representative must play a key role in ensuring that FAO does, in fact, achieve that geographical focus I mentioned a few minutes ago, in its assistance to individual member nations. The strengthening of the country representatives must be seen as the natural complement to the establishment of a strong Area Services Division in Headquarters. I believe that everybody concerned is agreed on the importance and the urgency of a substantial increase in the number of our country representatives. Opinions diverge, however, on the arrangements for such an increase and the methods by which it might be financed.

We have, as you know, an agreement with the United Nations Development Programme under which FAO Senior Agricultural Advisers are incorporated in UNDP Field Offices and work under the Resident Representatives. While the general principle of integrating the UNDP and FAO country representation is not being called in question, I must say that the precise arrangements worked out with UNDP have not proved fully satisfactory to either party. With the approval of the Council I therefore opened discussions with the UNDP in New York just about ten days ago with a view to arriving at a new arrangement modified in some important respects. While many particulars still remain to be worked out, I am confident that over a period we can reach an agreement that will enable both UNDP and FAO to increase and extend the effectiveness of the services we are providing to developing countries.

Mr. Chairman, I have spoken at some length about changes in the structure of the FAO secretariat. However, I do not myself regard this as being the only question that needs to be tackled under the heading of reorganization. An improved structure can certainly give us a more rational framework for distributing our tasks. But just as important is the manner in which we actually carry out our work. By this I am referring to our administrative methods and techniques as distinct from questions of structure. To assist us in ensuring that our administration is run on the most modern lines I am obtaining management advice from an internationally-known firm of management consultants. I am confident that with their help we shall be able to ensure the best possible utilization of our staff resources.

At the same time I am setting in train a close scrutiny of the traditional activities carried out under our Regular Programme. We are all aware, I am sure, how easy it is for activities that have been carried on for some time to become an accepted feature, to such an extent that nobody questions their real significance or utility. A series of meetings can easily become an annual or biennial event which is looked forward to by the participants even when the purposes for which it was set up have been largely met. I firmly believe that such activities which have outlived their true usefulness should be suspended or eliminated, and that the resources so released should be devoted to something which is more in line with the current needs of the developing countries. I very much hope that I can count on the cooperation of our member nations in this region to assist me in this task. Quite frankly, there is sometimes a vested interest in traditional activities on the part of governmental services just as much as on the part of the secretariat. We are bringing our structure and our administrative methods up-to-date; we must do the same with our programme or the whole exercise will fail to achieve its final objective.

I have already mentioned our Indicative World Plan for Agricultural Development in talking of our strategy and the five areas of concentration. The Plan is being constructed initially on a regional basis, using data on most of the individual countries in the Region. The regional studies for all developing areas have now been completed or are almost completed. We felt it would be neither feasible nor particularly useful to submit the detailed documents to the Regional Conferences; instead, we have chosen to prepare an overall summary of our findings and a brief analysis of selected issues for your consideration. The complete text of the regional studies is, however, being circulated separately on a selective basis for comment by specialists in national administrations. Comments received will be taken into account both in the finalisation of the regional studies and in the preparation of our world study which is to be ready for consideration by our Conference at the end of next year. I am sure you will have an interesting and useful discussion of the papers before you.

Mr. Chairman, I am sorry that it will not be possible for me to stay with you throughout your session because of the pressure of other duties. I very much hope, therefore, that I can hear some expression of your views on the strategy of the Organization and on our regional structure, and possibly some general comments on our Indicative World Plan documents, while I am still with you.

There are other important items on the agenda, but for your views on these I must look forward to receiving the report which you will be drafting, as well as the reports of the senior staff members who will be remaining with you.

I would specially mention the detailed review prepared by my Regional Representative, Mr. Ahsan-ud-Din, of the present work and short term proposals for the region put forward by the various divisions and services of FAO. This review was circulated well in advance to give ample time for its consideration by Member Governments, in accordance with the request of the last round of regional conferences for a fuller opportunity to examine in depth the work of the Organization in their regions.



Under the same agenda item you will be taking a look at the activities in the region of the World Food Programme. The WFP, with which I was so long associated, remains very close to my heart. I look forward to its continued growth under my successor as Executive Director, Mr. Francisco Aquino, an old and valued friend of FAO, and at one time on its staff.

Now I would like to say something about the hopeful transformation which seems to be coming over the world food situation, and particularly the food situation in this Region.

As is well known, harvests in 1967 were generally good. Our estimate is that world food production was 3 per cent higher than the year before. Still more important, nearly the whole of this increase occurred in the developing countries where the rise was 6 per cent. In Asia it was no less than 7 per cent. This is a welcome contrast to the period from 1964 to 1966, when food production in the developing regions remained almost stationary while per caput production actually fell by about 5 per cent because of the continuing growth of population.

The information available to date suggests that the rise in food production is continuing into 1968, despite some setbacks due to weather, notably in India. Indeed there are good grounds for believing that the long lag in food production which characterised the last decade may at last be coming to an end.

As already mentioned, one reason is, of course, the emergence of the new high-yielding varieties of cereals to which I believe we can legitimately apply the much over-worked term "breakthrough". These varieties have already made a considerable impact on the food situation of the region, though as yet they cover only a small percentage of the total cereal area.

At the same time, many governments are putting greater emphasis on agriculture in their planning and investment programmes. The disastrous harvests of 1964 and 1965 brought home how dependent economic development is on an assured food supply. The gradual running down of North American grain stocks, so long a safeguard against famine, must also have exerted an influence.

We are now beginning to reap the fruit of the long years of gradual development of research and extension services, of long-term investment in irrigation and infrastructure, of improvements in agricultural institutions. Farmers are taking more readily to the use of fertilisers and improved practices. Governments are making greater efforts to provide essential inputs. The growth of fertiliser consumption in this region is a particularly striking example. In the five years to 1957 it averaged 600,000 tons, leaving aside Japan and Mainland China. In 1965/66 this figure had risen to two million tons. In 1966/67 it jumped another 35 per cent in one year to 2.7 million tons. These figures illustrate vividly the new spirit which is growing up in Asian agriculture.

I believe, too, that FAO and other international agencies can claim some share in the improvement. We have done much to bring home to governments the gravity of the food problem, and to understand a problem is a first step towards tackling it. More positively, we have made some contribution in field studies and investment. I may mention our work on irrigation, on fisheries, on storage of cereals and price stabilisation, as three aspects familiar to the countries of this region. Compared with the efforts of the governments of developed and developing countries, of many official and private institutions, above all the efforts of many millions of enlightened and progressive farmers, what we have been able to do has been modest. Yet FAO has been a spearhead, a focal point round which these efforts have ranged themselves.



I believe, therefore, that we can look to the future with cautious optimism. Hunger and malnutrition are still with us, not necessarily because of the lack of food supplies but because of a lack of purchasing power. The solution of the world food problem, therefore, is tied very closely to the process of general economic development. We cannot hope for an easy solution to this problem while population grows at its current unprecedented rate.

And yet, as I see it, we now have the means at our disposal to bring about a steady improvement in world nutrition. Still more, the world is at last finding the will and the energy to make use of its new tools.

It is now up to us to press steadily forward towards a world free from hunger. Together let us make it a reality.





