REFERENCE PAPERS

Canadian Information Service, Ottawa

No. 40

Actober 9, 1945

THE FOOD AND AGRICULTURE ORGANIZATION

of the United Nations

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of the United Nations

A new step forward in international co-operation will be taken on October 16 in Quebec City, when the Food and Agriculture Organization, first of the permanent bodies planned by the United Nations, formally comes into existence.

In a world in which the longest distances can be covered in a few hours, the affairs and welfare of each nation are clearly a matter of intimate concern to all the others. Isolationism is as out of date as the economic theories under which it flourished.

Out of a growing awareness of their inter-dependence the United Nations, which learned in war to pool their resources to win a common goal, have resolved to continue their co-operation to build a peaceful and prosperous world. From the pressing and complex problems awaiting them they selected food as the first to be tackled. Out of their preliminary study of the matter, begun two years before the end of the war, has come the Food and Agriculture Organization.

FAC, as it is commonly called, grew out of the idea expressed in the Atlantic Charter, of a peace

"which will afford assurance that all the men in all the lands may live out their lives in freedom from fear and want."

The Organization believes that the ideal of "freedom from fear and want" can be realized in fact. It considers that the first step towards freedom from want is freedom from hunger, and this will be its primary aim.

It is not, however, a relief agency, and its business is not with the immediate problem of feeding the hungry millions of the earth--that is the job of the United Nations Relief and Rehabilitation Administration. FAO is a permanent body with a long-range program of increasing world production and utilization of everything that grows. Besides food it will be concerned with fisheries, with forestry and primary forest products, and with such non-food agricultural products as cotton, wool, linen and silk; hemp, jute and other fibres; vegetable oils; hides, skins and furs used in clothing and industry; beverage materials; and tobacco. Its broad aim, in brief, is to promote an economy of abundance throughout the world in the field of food, clothing and shelter obtainable from the soil.

Historical Background

World interest in problems of food and agriculture is not a new thing. In the early years of the century the International Institute of Agriculture was set up in Rome and for nearly 40 years has done valuable work in collecting agricultural statistics and furthering collaboration among the nations in numerous technical agricultural projects.

In the depression years of the 1930's when great surpluses of food were unsaleable while millions went hungry, public attention was drawn to the paradox of want in the midst of plenty. At the same time scientists were demonstrating the profound effects of adequate food on health and the prevention and cure of specific diseases.

In 1935 the League of Nations, the International Institute of Agriculture and the International Labour Organization together undertook work on the relation of nutrition to social, agricultural and economic problems. The League set up two special committees, the Technical Commission to assess human requirements of food and the Mixed Committee to report on the relation of

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During the war years research continued. Countries which were threatened with the cutting off of food supplies were compelled to take vigorous measures to make full use of existing supplies. For the first time the nutritional needs of the people were estimated in terms of nutrients. Special allowances were made for heavy workers and for vulnerable groups. These requirements were then converted into terms of actual foodstuffs, and the available food supplies were rationed to consumers accordingly. The remarkable result was that in some countries (England, for instance) the general level of health actually improved under war conditions. The interesting feature of this result is that it was achieved under strict rationing which resulted in a diet of Spartan simplicity. Meals might be monotonous and at times even unpalatable, but because the diet was planned to include the essential mutrients, because, for instance, the flour was reinforced and substitutes were found to supply the vitamins normally obtained in such items as oranges health and working efficiency were maintained. In other countries a limit was put to the widespread starvation which would have been inevitable without asseful planning.

Now that the war is over the United Nations have resolved to continue the work on a world scale, and to this end have planned the Food and Agriculture Organization for the purpose of raising nutritional levels throughout the world and increasing agricultural production to meet them.

Origin of FAO

In May, 1943, 44 United and Associated Nations were invited by the President of the United States to send representatives to a conference on food and agriculture at Hot Springs, Virginia. The conference lasted from May 18 to June 3. Among the delegates were some of the best known world authorities on agriculture, food and nutrition.

Their early talks resulted in clear agreement on such points as these:

There has never been enough food for the health of all people. At least two-thirds of the world's people are ill-nourished and many face periodic starvation.

The modern science of nutrition proves that if all people could get enough of the right kinds of food the average level of health and well-being could be raised.

The newer knowledge of agriculture shows how to produce enough of the right kinds of foods. To do it, farmers everywhere must have the opportunity of using modern production methods.

Production in itself is not enough. Foods must be so distributed that the levels of consumption of those who have not enough are progressively raised.

This implies an expanding world economy, in which each nation will be responsible for its own progress but all will act together. Only by co-operation can nations achieve peace, prosperity and rising standards of living.

The delegates made recommendations with respect to dietary standards, agricultural production, marketing, distribution and other matters relevant to attaining their goal of freedom from wang. Being convinced that their nutrition to health, spriouiture and stonemic proviems. The Mixed Committer final report in 1937 to the Assembly of the League presented evidence of the extent of maintrition in the world, pointed out its relation to poverty and ignorance and the effect of improved nutrities of health and on spricultures It recommended that governments should establish mational mitritic committee to make proposals for putting into effect the "integrated approach" to human welfare. Some 25 governments did establish auch committees in 1937 and 1939.

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The Work of the Interim Commission

On July 15, 1943, six weeks after the end of the preliminary conference, the Interim Commission, headed by L.B. Pearson, now Canadian ambassador to the United States, began its work in Washington.

Its task was to draw up a formal constitution for the permanent organization and to prepare a declaration in which each nation should recognize its obligation to collaborate with the others in raising nutrition levels and improving agricultural production and to report its progress to the others. It decided that the constitution must be accepted by at least 20 nations before the permanent organization could be set up.

The commission was assisted by distinguished scientists and economists of various countries who gave technical advice on the scope, functions and methods of operation of the permanent organization.

Five technical reports were prepared by groups of experts, embodying the results of their studies on nutrition and food management, agricultural production, fisheries, forestry and primary forest products, and statistics. These reports contain specific recommendations for action.

The work of the Interim Commission is now finished. The constitution has been accepted by more than 30 nations. Invitations to the first conference of the permanent organization were sent out on August 14, 1945, the day Japan capitulated.

When the permanent Food and Agriculture Organization comes into being with the signing of the constitution by the member nations on October 16, the Interim Commission will automatically cease to exist.

Objectives

The ends for which FAO has been established are stated in a few words in the preamble to the constitution:

"The Nations accepting this Constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of

raising levels of nutrition and standards of living of the peoples under their respective jurisdictions,

securing improvements in the efficiency of the production and distribution of all food and agricultural products,

bettering the condition of rural populations,

and thus contributing toward an expanding world economy,

hereby establish the Food and Agriculture Organization of the United Nations....through which the Members will report to one another on the measures taken and the progress achieved in the fields of action set forth."

The three direct aims of raising standards of eating and living, improving the production and distribution of agricultural products and bettering the condition of rural populations are interdependent and will be tackled simultaneously. recommendations could be carried out only shrough a permanent world body in co-ordination with other inversational organizations, they recommended an Interim Commission be set up to formilate a specific pian for anon an organization.

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The bit so direct sive of rateing standards of seting and invited improving the predoction and distribution of serioritorel products and bettering the condition of rural populations are intervented and as i fackled simultaneously. The relationship between health and an adequate diet is already well established. If records of life expectancy and disease are compared for advanced and less developed countries or for prosperous and poverty stricken areas in the same countries, it is obvious that those who were brought up in poverty have on the average a far shorter and less healthy life than those in more fortunate circumstances. The average age to which an inhabitant of India could expect to live in 1931 was 27, for instance, compared with about 66 in Holland. The infant mortality rate before the war was 170 for every 1,000 live births in British India, 189 in Roumania and 225 in Chile, compared with 32 in the European population of New Zealand. The effect of better living conditions is seen in the rapid improvement of health in the more advanced the expectation of life at birth for males was 30 years; in 1931-40 it was 66 years, and about half of this advance was made after 1900.

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Ill-health and a shorter life are not the only results of malnutrition. People who are not well nourished often lack the energy and the ability--even the imagination and the will-- to better their lot. They number perhaps three fourths of the world's population. Some physical and psychological disabilities formerly considered inherited or inevitable are now found to derive from a wrong or inadequate diet. Indeed, the newer knowledge of nutrition suggests that the majority of the world's people have not begun to realize their full potentials as human beings.

If all peoples are to have a proper diet there must be more food produced--much more. The world has never had enough. Even in the United States, perhaps the best-fed country in the world, it was estimated in 1936 that for everyone to have a diet that would furnish the allowances of nutrients recommended by the U.S. National Research Council, the consumption of leafy, green and yellow vegetables would have to be increased by 90-130%; citrus fruits and tomatoes, up to 50%; milk, 40-70%; eggs, up to 15%; meat, up to 5%. In the less developed countries the increase would have to be very much larger with more emphasis on the energy-producing foods.

An important part of the work of FAO will be to correlate the science of nutrition with the science of agriculture, so that the right kinds of food will be grown in the right quantities to meet the known nutritional needs of the world.

As with food, so with the fish and forest resources and all the other agricultural products that man uses. The aims of FAO are clear and definite. They are, in brief, to further action that will raise standards of living and improve the production and distribution of everything that is grown.

FUNCTIONS

FAO's task is not to solve the world's food problems but to help the nations individually and collectively to solve their own by supplying them with the requisite information, advice and encouragement. FAO has no legislative or executive powers and few administrative ones. It cannot coerce anyone. It will simply serve as a world centre for the exchange of knowledge. The responsibility for making use of it lies with the nations themselves.

At this point in the world's development man's knowledge of how to obtain what he wants from nature has far outstripped his social arrangements for putting it to practical use. The natural sciences have shown how the fertility of the soil can be increased, how new and more productive strains of crops and livestock can be bred, how diseases and insect pests that constantly menace the food supply can be combatted. Industrial science has developed new tools and machines, new means of storing, processing, handling The relationality of react health and in adequate dier is diready well actualized and less developed countries or for prosperous and poverty stricted areas in the same countries, it is obvious that those who see besucht up in poverty have on the average a far shorter and less healthy life than those is more for parate or countries. It is obvious that those who see besident up in more for parate or live in 1981 was 27 for instance, compared with short could expose to live in 1981 was 27 for instance, compared with short dis in Bolland. The infant mortality rate bofore the war was 100 for search with the births in Fritish india, 169 in hourants and in 28b in Chile, somether into if is births in the result of the replicit is the develop in the distor intian openitions is seen in the replicit in the Hourants and in 1860-51 for instance the expectation of life at births for malas was 30 years; in 1830-60 it the sometries in result decades. In the Hourants in 1860-51 for instance the expectation of life at births for malas was 30 years; in 1831-60 it was been expectation of the sales was 30 years; in 1831-60 it was

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All this is only the beginning of what promises to be a new era of scientific discovery. The possibilities are immense. All that is needed to make this a world of peace and plenty is the will to do it and the determination to work out a way. Proof that the will is there is seen in the establishment of FAO. Its task is to help find the way.

FAO's functions include the promotion of research; the dissemination of knowledge; the exchange of services; and the making of recommendations for international and national action with regard to the improvement of nutrition, the production, distribution and consumption of food, fibres and other agricultural products, and the development and conservation of agricultural, forestry and marine resources. This is a wide program and it will probably be a considerable time before the Organization can cover the entire field.

One of its chief jobs will be to promote research. New knowledge must be sought and the knowledge already existing must be adapted to local conditions and re-examined as conditions change. The Organization will suggest projects to co-ordinate these already being carried on by several nations, and will keep research workers informed of one another's progress. It will facilitate the exchange of important biological materials (breeding stocks, for example) and in some cases lend the services of members of its own technical staff to an institution or a country. In a word, it will stimulate, promote and, where appropriate, conduct research focussed on world needs in food, agriculture, forestry and fisheries.

One of the principal sources from which the Organization will gather information will be the periodic reports made by member nations. The Organization will determine the lines along which these reports will be made. Statistics will be obtained regularly from member nations and from international authorities and will be made generally available, and means of obtaining more accurate statistical information will be devised.

The need to make useful facts about nutrition and the consumption and production of foods more widely known is so great that promoting the dissemination of knowledge will be given equal emphasis with research. The encouragement of education in the fields of nutrition and production will be another important activity.

As an effective means of disseminating information the Interim Commission recommends that FAO issue a variety of publications, some for professional use, some designed to meet the needs of particular groups of producers and consumers and the general public. It suggests, for instance, a periodic survey of world nutrition, consumption and production; a periodic summary of the reports of member nations; a periodic review of legislation relating to food and production; reviews of scientific literature; regular bulleting dealing with crops, production, stocks, prices and other data; a journal of articles for the general reader on the problems and progress of FAO; and a yearbook of international statistics.

The commission further suggests that the Organization should promote more specific educational activities. These might include assisting government and other agencies in planning the improvement of educational institutions in work relating to food and agriculture. In both urban and rural schools there are great and often unrealized opportunities for teaching elementary facts regarding food and nutrition, for the production of more food will not improve health unless people know how to choose a sensible diet. The organization will further assist governments in advancing adult education. In addition it will inform the public about its own activities. and transporting foods. The selence of mitrition has taught what foods the human body needs for maximum health and officiency.

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FAO's advisory functions will include making recommendations ranging from a suggestion on some minor point to drawing up and submitting for approval an elaborate program of action on a complex problem; and from advice given to a single member nation to advice given to all the member nations.

The effectiveness of advice and recommendations depends on the qualifications of those who give them. With a staff equipped with a wide range of qualifications and experience, the Organization will be in a position to take the initiative in making recommendations designed to stimulate both individual and co-ordinated action. An example of the sort of undertaking it might suggest is a world agricultural census.

FAO will be concerned also with agricultural credit and commodity arrangements. Obviously the basic purposes of the Organization will not be achieved unless international credit for agricultural products is made available on a considerable scale. The Interim Commission recommends that a single international authority be established to administer international credit and that FAO be recognized as a complementary body with specific functions with respect to agricultural credit. Credit will be needed for such agricultural development, as, for example, the re-equipment of agriculture, mechanization, land reclamation, irrigation, afforestation, increased storago, processing and marketing facilities.

FAO feels that commodity arrangements can have an important part in coordinating conflicting national price and marketing policies, in eliminating excessive fluctuations in prices, in mitigating some of the effects of trade cycles, in maintaining supplies for consumers and ensuring markets for producers. The commission suggests that an international conference be called, in which FAO would participate, to formulate principles to which all commodity arrangements should conform.

If the commission's proposals concerning international authorities for agricultural credit and commodity arrangements are not carried out or are unduly delayed, it proposes that FAO should ask the member nations to make suitable arrangements in these matters in the agricultural field alone, with FAO undertaking the administrative work.

In addition to all these activities, the commission suggests certain administrative functions which FAC might undertake. These include the administration of international agreements, the performance of such services as organizing the control of insect plagues or noxious weeds; the expenditure of part of its funds to establish fellowships, to carry out research projects, to found research institutes or to make grants-in-aid for other purposes; and the administration of gifts or endowments to further its work. In all its activities FAO should make the fullest use of the facilities and resources of other organizations to achieve its purposes. It might consider or make proposals for the distribution on special terms of surplus stocks of agricultural products to peoples whose consumption is low. It might have functions to perform in connection with rehabilitation work that may need to be continued beyond the life of UNREA. In co-operation with other international bodies it might help to procure and distribute food and other supplies to relieve famine resulting from floods, drought, earthquakes or other calamities.

All such responsibilities the constitution permits FAO to assume at the appropriate time.

Administrative Set-Up

The policy-making body of FAO is a conference composed of one representative from each member nation. The conference will meet at least once a year, and each nation will have one vote.

Between sessions an executive committee of from nine to 15 members will act for the conference. A director-general, who will be appointed by the conference, will select and organize the staff and direct the work of the Organization. He will be advised on matters of policy and administration by the executive committee and will be assisted in the technical end of the work by standing advisory committees on which world experts will serve. Personnel of the staff will be selected from as many countries as possible, but the first consideration in making appointments will be technical competence.

Regional offices will be established as the director-general decides with the approval of the conference.

The permanent headquarters of the Organization will be determined by the conference. Until the question of official languages is decided, all business will be conducted in English.

Expenses

For the first year, when the Organization is getting under way and will have only a small staff, FAO will operate on a budget of \$2,500,000. Any unspent balance from this will form the nucleus of a capital fund. The commission recommends that the average expenditure for the first five years should be estimated at about \$5,000,000 yearly.

A temporary apportionment of expenses has been recommended by the commission. No member nation will be asked to pay more than 25%, and the four major powers will assume 54.5% of the total expenses. For the first year the United States will pay 25% of the expenses, the United Kingdom 15%, the Soviet Union 8% and China 6.5%; France will pay 5.69% and Canada is sixth in the list, with 5.06%. Provision is made for new members to the extent of 2% of the total expenses. The contributions of the liberated countries have been scaled down as a measure of temporary financial relief. When world conditions improve and they are able to pay more, the proportions allocated to some of the other countries will be reduced accordingly.

Membership

The original members of the Organization will be those of the nations representated at Hot Springs who accept the constitution, but provision is made for the admission of other nations to full membership by a two-thirds majority vote of the conference.

Initial membership is for a period of not less than five years. Any member may withdraw at the end of that time provided it gives notice a year in advance and has fulfilled its financial obligations.

Following is the list of countries that have indicated their intention of accepting the constitution of FAO:

Australia Belgium China Czechoslovakia Denmark Dominican Republic Ecuador Egypt France Greece Guatemala Haiti Honduras Iceland India

Iraq Liberia Luxembourg Mexico Netherlands New Zealand Nicaragua Norway Paraguay Philippines Poland Union of South Africa United Kingdom United States Venezuela between teastions an executive committee of from nine to 15 members will not for the conference A director general, who will be appointed by the conference, will select and organize the staff and direct the work of the Organization. He will be advised on matters of policy and administration by the executive committee and will be assisted in the technical and of the work by standing advisory committees on which world experts will serve. Fersonnel of the staff will be selected from as many committees as poshible, but the first consideration in mains appointments will be technical competence

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Australia Belgium Calus Ctechnoloveins Dominic Dominica Sconnor Prance Prance Distemate Bondicas Bondicas A bill to provide for Canada's participation in the Food and Agriculture Organization was introduced in the Canadian House of Commons on October 4.

Relations with Other Organizations

The functions of FAO are more comprehensive than those of any previous international agency in its field, but other agencies have covered sections of the work, and the question of FAO's relationship to them naturally arises. The general principle to be followed is that world-wide organizations should be merged into FAO while it should support and co-operate with regional organizations and help them to adapt themselves so far as possible to its programs.

This principle will be considered in relation to the I.I.A. (the International Institute of Agriculture in Rome) the only world agricultural organization of long standing, and to the three international bodies dealing with forestry and forest products--the Centre International de Sylviculture (C.I.S.), the Comite International du Bois (C.I.B.) and the International Union of Forest Research Organizations.

In the field of fisheries there are three regional organizations, each representing a comparatively small number of countries. Much of the work which these bodies have done for a few countries should be done for all. The commission recommends that there should be a continuous exchange of information with them on devclopments and products.

Close association will be maintained between FAO and such wartime agencies as the Combined Food Board and the Middle East Supply Centre. Some of the data they have collected will be of value to the Organization -for example, the study of comparative levels of food consumption made by the Combined Food Board.

By itself FAO could make only limited progress towards its goal of abolishing want, but it will have as working partners international organizations concerned with solving world problems of labour, credit, monetary stabilization, trade and commerce, health, education, security and other matters vital to the welfare of all peoples. The constitution provides for FAO becoming part of the United Nations Grganization, where it will take its place in relation to the Social and Economic Council among the other international organizations with specialized responsibilities. The success of FAO will depend to a large extent on the success of the whole United Nations effort towards international security and an expanding world economy.

The First Year

FAO begins its operations at a time when the world is trying to reestablish itself after the ordeal of war. In the transition period many governments will be making efforts to increase agricultural production, to raise the living standards of producers and otherwise to initiate sound policies relating to food and agriculture. It will be easier for them to adopt new programs before the old patterns of thought and action become reestablished. This period offers a rare opportunity for the nations to make a new and concerted attack on old problems.

The problems will be many. In some countries the war has so dislocated economic life that food distribution has broken down, millions are hungry, and farmers lack implements, fertilizers, seeds and livestock. In others farmers are wondering how long they can continue the high production of wartime, and governments are preoccupied with problems of prices and possible surpluses. Organization was introduced in the Canadian House of Commune on Schools 4

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Some suggestions as to activities that might be given priority have been made by five technical committees working with the Interim Commission, which have studied and reported on problems of nutrition and food management, agricultural production, fisheries, forestry and primary forest products and statistics.

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APPENDIX

RECOMMENDATIONS OF THE TECHNICAL COMMITTEES

NUTRITION AND FOOD MANAGEMENT

I. International Surveys by FAO of Existing Conditions

Statistics: The committee notes that "good national food management largely consists of political and administrative skill in applying scientific and statistical knowledge to the improvement of human nutrition and agriculture," Knowledge of consumption habits and nutritional status as well as statistics of acreages, import stocks, prices, etc., are essential.

Hence the committee recommends:

That detailed studies of the techniques of measuring and comparing the food consumption and nutritional status of the western and less developed countries be undertaken by FAO and that particular attention be paid to the type of statistical materials required.

Immediate steps to meet urgent problems: Attention of the delegates at the conference is expected to be focused on immediate steps to meet the most urgent problems of malnutrition, especially in the less developed countries. The committee gives greatest urgency to measures affecting the vulnerable groups - i.e., those people who are most subject to physiological stresses and strain and who are least able to obtain for themselves the right kind of food.

The group includes expectant mothers, nursing women, pre-school and school age children, adolescents, the very poor, workers in industrial countries and native labour in tropical and colonial territories. In pre-war Austria the sickness insurance institutions found that special attention had to be paid to the health and nutrition of adolescent apprentices in order to prevent sickness and breakdown when they became workers. Methods used included summer vacations with abundant good food, fresh air, rest and medical attention. Britain during the war made provision for extra foods for this group.

In seven years the mortality of a group of native workers in the Belgian Congo fell from 53 to eight per 1,000 as a result of improvements in feeding and housing.

Measures taken by various countries include direct distribution of food supplies, food-stamp plans, cash relief allowances, school and in-plant feeding schemes, etc.

The committee recommends:

That FAO arrange for a detailed study of special food distribution schemes for vulnerable groups and for a study of the relative values of cash allowances versus food-in-kind relief programs.

Methods of transporting and preserving foodstuffs: Great progress has been made during wartime in the transport and preservation of foodstuffs. The test of a product or program, however, was, "Will it help the war?" rather than, "What will it cost?"

Problems like these arise: "Can a cheaper winter egg or milk supply be obtained by using a dried product produced in the season of peak production?" ... "What are the economic and nutritive values of fresh green winter vegetables as compared with quick-frozen?"

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The committee recommends:

an examination on a wide basis of the comparative costs of currently available methods of preserving and transporting foods of animal origin, fresh vegetables and fruits.

II. International Studies by FAO of Potentialities for Progress

Increased international trade: In order to achieve rapid progress in world nutrition the committee notes that increased world trade in food and feeding stuffs will be necessary.

The committee recommends:

that FAO collaborate with appropriate international commercial and financial organizations in a study of methods of increasing international trade in food and feeding stuffs.

Reduction of margin between producer and consumer: If the margin between the producers' cost and cost to the consumer can be reduced, more people can buy more foods. Simplifications in services, in packaging, in complex products have been introduced during the war.

The committee recommends:

that FAO take the opportunity that exists now of investigating possible methods of reducing the margin between the producer and the consumer by the reduction of such unessential services. This does not preclude the need to study improvements in the efficiency of essential services.

III. National Studies

Vast amounts of information from member countries will be required by FAO in its international studies.

The committee recommends:

that every government be invited, through its national nutrition organization, jointly with other appropriate national authorities, to survey in detail its own resources in relation to its overall needs and on the basis of this survey to draw up an integrated nutrition, food trade and agricultural program.

IV. Specific Means of Assistance

Conservation of food values: One of the most economical ways of increasing a nation's supply of nutrients is by better conservation of the nutrients placed there by nature. Where polished rice is used as a staple food the population suffers a high rate of beri-beri due to loss of vitamin Bl. In some parts of India rough rice is soaked in water, steamed and dried and in these regions beri-beri does not prevail. When rice is hulled rather than polished it is a much better food, higher in protein and vitamins. Nutritive losses occur in processing, storage, transportation, home preparation and cooking of many foods. Maximum conservation of the nutritive values in available foods can easily make the difference between a diet that is marginal and one that is fully adequate.

The committee recommends:

that FAO be prepared on request to assist countries in studies of the possibilities of improving diets through better conservation of the nutritive values of foods.

Modifying food habits: The ultimate test of successful national food management lies in its application and acceptance in the home. Food habits are difficult to change quickly. Martime experience in the United Kingdom has shown that much can

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The committee recommends:

that FAO should (a) assist governments to make family dietary surveys and studies of the relationship of food to other living expenditures. (b) further the study of methods of effectively modifying food habits. (c) aid in formulating adequate family food plans for different countries.

Other recommendations under this heading are concerned with the supplying by FAO of technical information; the supply of trained personnel in the field of food management and the science and humanities associated with food and agriculture; and the question of periodic conferences.

V. Scientific and Technical Research

While knowledge of nutrition has grown by leaps and bounds in the last 25 years scientists feel that they have only begun to explore the subject.

In the final analysis continued progress towards better nutrition can only be made possible through fundamental research. FAO will keep in close touch with this work in all parts of the world and encourage it in every possible way.

The committees recommend early attention to:

(a) a reassessment of the physiological bases of nutrition to provide tables of dietary requirements for use in all countries.

(b) establishment of a common scientific basis for determining and expressing food values; inprovement in techniques of food assay; further and more reliable data on nutrient composition of the world's food supply.

(c) further development and improvement of clinical methods for measuring nutritional status and their application to large groups of people.

(d) the long-time effects of diet on health, physical and mental well-being of human beings.

(e) physiological and psychological bases of appetite and food habits and their relation to food needs.

Further recommendations cover:

(a) encouragement - with assistance on request to governments - in measuring relative efficiency of domestic and imported foods and supplying nutrients in terms of land, labour, monetary and other resources.

(b) encouragement of comprehensive reviews by governments of the present knowledge of agricultural factors affecting the composition of foods.

(c) assistance to governments, on request, in studies of the various aspects of fortification of foods.

(d) encouragement of experimental research on plant and animal breeding leading to greater yield or improved nutritional quality of food for the same resources in land and labour.

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(f) an authoritive review of the application of science to the preservation, storage, transport and manufacture of food.

AGRICULTURAL PRODUCTION

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The committee in its report emphasizes that many of its recommendations are long term projects which will take years or even decades to show results, as for example breeding of stock and developing varieties of crops suited to certain difficult climates or areas. It therfore recommends that the initial work of FAO be directed to improvement of farm production methods and increased food output, particularly in the less developed countries, and to aiding the countries engaged in commercial agriculture to integrate and harmonize their agricultural programs.

Immediate action

The committee recommends:

1. Missions of qualified experts who will go on request to less advanced countries, concentrating at first on those which will (a) help expand extension work (defined as the process of carrying the result of scientific work to the farmers and getting them to put the improved practices into use); (b) help expand the production of protective foods.

2. Immediate technical improvements: Particularly in the underdeveloped countries very rapid improvements in agricultural production can be brought about by the adoption of simple technical improvements already available. Examples cited include (a) poultry improvement. Even the poorest farmers in the poorest regions are likely to keep a few hens. Bulgaria and Iraq are two countries where a program of poultry improvement has been highly successful. In Bulgaria it started in a village co-operative society which acquired an incubator and distributed high quality chicks to farmers with advice on feeding and disease control; (b) improved insect control with newly developed insectidices and new techniques such as airplane dispersal; (c) better control of animal and plant disease; (d) development of native sources of feedstuffs; (e) improved dairy practices which may result in rapid improvement in quality and quantity of milk; (f) greater production of fruits and vegetables and application of new methods of preservation; (g) introduction of well-known farm machinery or even improved hand tools is the first need in some areas, in others fertilizers are badly needed; (h) improved acclimatized seed, the practice of summer fallowing semi-arid lands between crops could greatly improve production in some areas.

3. Work on commodity situations and production programs: The committee recommends that in the first year FAO make an appraisal of prospective production, exports, imports, and consumption of all major commodities in all countries; begin work on collecting and improving statistics and initiate a system of regular reports by governments to FAO.

4. Collaboration with UNRRA: The work of UNRRA in rehabilitation of agriculture is necessarily temporary and quite limited in scope but its influence may last for years. The committee recommends continuation and extension of working relationships between UNRRA and FAQ in this field. (e) a comparative internations: survey of reed assoription, granning and advertising in its scientific, beninical, commercial and legal aspects.

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AGRICULTURAL FROMUCTIC

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Long-term Program

The broad long-term program envisaged by the Technical Committee on Agricultural Production is comprehensive, and many recommendations are made in addition to those cited as most urgent.

They include:

1. Recommendations for Education and Extension Services concerned with (a) collecting and making available to governments all the latest and best educational materials; (b) improvements in extension methods, a quick comparative survey being suggested; (c) adequate training of personnel both for scientific research and extension work, the suggestion being made that several Spanish or Arabicspeaking countries, for example, might co-operate to establish a regional institution for such training; (d) education of youth, both voacational and agricultural. Danish folk high schools, British Young Farmer's Clubs and American 411 Clubs are cited. FAO might provide advisers on request and arrange inter-change of leaders between countries; (e) Education and Rural Welfare. Close contact is recommended between FAO and governments and organizations concerned on matters of general and vocational education such as rural welfare, housing and health services.

2. Recommendations for Technical Improvement of Productivity (a) Soils: In many parts of the world soil is being blown or washed away at alarming rates. Vast areas of China, important parts of Africa, Australia and several Middle East countries are suffering from extensive soil erosion. In this field forestry and agricultural workers must work together. Measures for flood control, irrigation and drainage could bring into production large areas of land and support increased population. Egypt and the Netherlands have brought land drainage to a high peak of efficiency. Egypt and the U.S. are leaders in flood control methods.FAO should make comparative studies of legal and administrative measures already developed to give assistance to other countries in programs of soil conservation, land drainage, irrigation and flood control.

(b) Fertilizers: A survey of postwar needs for fertilizers, availability of raw materials and processing facilities together with exploration of the wartime expansion in chemical and fixed nitrogen plants, their postwar use and possible adaptation for production of fertilizers is recommended.

(c) Livestock: Efficiency of livestock management has greatly increased in the more advanced countries through progress in scientific breeding, feeding and disease control. In addition to assisting member governments in all phases of livestock production it is suggested that FAO draw up international conventions providing standards covering drugs and biologicals for livestock feedstuffs and related products in which uniformity of standards might benefit international trade.

3. General Program

(a) Reports of Scientific Progress: Concise and authoritative summaries of wartime scientific advances in each major agricultural field are an immediate need; (b) FAO should act as a clearing house for scientific information; (c) co-ordination of research programs should be undertaken by FAO; (d) panels of experts from whom missions can be sent to countries on request should be organized; (c) integration of agricultural programs with consideration of pertinent related programs such as transport, Agricultural Production is comprehensive, and many recommendations are made in addition to those dited as most argunt.

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4. Other Problems affecting Agricultural Production

- (a) Land Problems: Considerable areas in Brazil, Central Africa, Sumatra, Borneo, Madagascar, New Guinea and South China are still agriculturally virgin. In other areas improvements in agricultural production are retarded by the system of land tenure, e.g., sharecroppers in the U.S. FAO should collect and summarize experiences of different countries in the matter of land settlement and tenure and make results and expert personnel available to countries desiring assistance.
- (b) Labour: FAO should consult with the I.L.O. and other international organizations to secure utmost co-operation in matters affecting wages and conditions of employment, improved working conditions, social security provisions, migratory workers, the supply of farm labour and betterment of general living conditions.
- (c) <u>Co-operation</u>: Studies are recommended of (1) agricultural co-operative methods in different regions (2) special legislation affecting cooperatives (3) the relationship of co-operative organizations to governments.
- (d) <u>Credit</u>: Satisfactory credit facilities are essential to improved agricultural production. FAO should collect and disseminate the experiences of the many countries in which agricultural credit flourishes on a sound basis.

5. Problems of General Economic Development

Many economic problems of a general nature affect agriculture: Measures affecting the cost of the international movement of goods, stability of exchange rates, living standards, transportation, etc., are mentioned, and co-operation of the FAO with the appropriate international bodies in the interests of agriculture is recommended.

6. Re-orientation of Agriculture and the Co-ordinations of Policies

As individual countries develop programs for the re-orientation of their agriculture, taking into account nutritional needs, productive possibilities, etc., there will be an inevitable impact on exports and imports of these countries of feed, food and industrial supplies. Unless the programs of the various countries are integrated, the committee points out they will not be fully workable. It recommends action by FAO8 (a) to assist in the technical problems of re-orientation; (b) to furnish reports of prospective world patterns of production, consumption and world trade; (c) to arrange periodic discussions both regional and world-wide, on these matters; (d) to aid governments to develop international arrangements for individual commodities or groups of commodities, including disposal of surplus commodities on advantageous terms to countries of low purchasing power and great need; (d) to see that everything possible is done to arrange for productive use of displaced people and resources if reduction or restrictions of production are necessary; (f) to establish and maintain close working relationships with related international institutions. establishment of new industries and general industrialization. (f) Study of methods of financing agricultural programs as as to be prepared to advise the projected international Bank for Reconstruction and Development concerning requests for loans.

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8. Re-orientation of Agriculture and the Co-ordinations of Policies

FISHERIES

The technical committee points out that fish, because of its high protein value, is one of the more important sources of food in a program for raising the nutritional levels of peoples throughout the world. Fish is one of the least costly of the protein foods and the most quickly and easily obtained from nature.

World production of fish is estimated at about 39,000,000,000 pounds annually (pre-war figure). Of this total about two-thirds is marketed for human consumption and about 40% of the marketed quantity, or 10,400,000,000 pounds, is edible.

There is considerable waste of the fish caught because of uneven distribution and because of local prejudices which cause people in one part of the world to refuse to eat a fish which in another part is considered a delicacy.

FAO will study the possibilities of more intensive prosecution of existing fisheries, greater utilization of the catch and greater exploitation of little developed fisheries.

The Technical Committee makes the following recommendations, under seven general headings, as some of the immediate functions of FAO in the field of fisheries:

1. Information

FAO should encourage all the nations to establish comparable systems of collecting and publishing fishery data, and to this end should arrange a conference to plan the adoption of uniform methods. Publications should be exchanged between the countries and a catalogue prepared of sources of fishery data so that all published reports are made known. Agencies publishing reports should be encouraged to prepare summaries of them for the use of research workers. Eventually it may become desirable for FAO to arrange for the publication of digests of important contributions to the knowledge of fisheries.

2. Research

Biological: Investigations to determine the natural history, distribution, migrations and environments of fishery species, the size and extent of fish populations, the methods of obtaining maximum production without endangering the future supply and effective methods of artificial propagation, stocking and disease control are fundamental to the intelligent use of fishery resources. FAO: should encourage such research and should likewise encourage the exchange of students and research workers among nations to ensure co-ordination of activities.

Nutritional: There is already a large volume of information available concerning the nutritional components of fishery products. This knowledge and the results of new studies should be utilized to the fullest extent in order to popularize fish as an excellent source of protein food in countries suffering from protein deficiency.

Technological: This concerns the handling of fish aboard the vessel, its preparation for market by freezing, drying, salting, canning and other methods of preservation, the storage and transportation of fishery products and the preparation of by-products such as fish meal and oil. Existing knowledge is already so far in advance of application that the efforts of FAO should be directed towards securing adoption of the improved methods. The committee suggests that FAO make existing reports on these matters

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Sociological and economic: Fishermen and shore workers are, as a rule, in the low-income group of labour. FAO should encourage studies on the relation of fishery methods of production and employment to general well-being and public health, to occupational hazards and diseases and to opportunities for education and community life. Few studies have been made in this field. Research should extend to the economies of production, processing and distribution (involving studies related to costs, prices and investments) and to consumption. It should likewise cover such problems as collective bargaining and labour organization, labour exchange, social security, living conditions, insurance laws, cooperatives and others of the kind. In this work it is recommended that FAO co-operate with such international bodies as those concerned with labour, health and education.

3. Education

FAO should encourage the establishment of fishery schools or fishery courses at existing institutions. The schools should be the centre of extension work for the dissemination of information to fishermen and shore workers. FAO should encourage the further development of existing research laboratories, the establishing of new ones, where necessary, in the major producing regions and the use of research vessels. The laboratories could serve as centres from which to carry on exploratory work to locate virgin fishing grounds and to demonstrate the newer techniques of producing, processing and marketing fish.

4. Conservation of resources

For the present at least it is recommended that FAO confine its efforts in the field of conservation to stimulating interest in research and promoting international co-operation. Because problems of conservation are different in various areas it is considered preferable that international action be taken on a regional basis. The nations should be invited to consider the desirability of periodic conferences between regional authorities. One of FAO's immediate activities should be to draw the nations' attention to the necessity of reviving existing international organizations for the study of fisheries and the desirability of establishing councils to co-ordinate research in areas not served by such organizations. With respect to the improvement of fishing methods, FAO should encourage practical demonstrations of modern fishing vessels and gear and should encourage the adoption of pondfish culture wherever practicable.

5. Processing, marketing and distribution

Processing: The fundamental problem of irregularity of supply should be the concern of all maritime nations. More efficient methods of catch must be employed and the application of new methods of preservation must be studied. FAO should encourage the assembling and dissemination of this information in usable form.

Marketing and Distribution: Fish, one of the least expensive food products at the point of production, is one of the more expensive foods in the retail store, and this retards consumption. Studies should be undertaken and procedures recommended that will bring fish within the reach of low-income consumers. Standardization of quality, packaging and weight should also be studied. attable to all restarch workers, and that it sponsor period ternational conferences of fishery technologists to discuss oblame arists in the sector

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6. Credits

FAO should encourage governments to grant credits to study technical advances that would help remove some of the risks that have hitherto discouraged capital investment in the fisheries. International credits may be required to develop the fisheries of countries like China and India, where lack of protein is an outstanding dietary deficiency.

7. Commodity Arrangements

Commodity arrangements can be successfully applied only to nonperishable material. Nevertheless, FAO should study the possibilities with respect to processed fish, particularly with respect to the effect of commodity arrangements on production and in providing opportunities for supplying consumer markets from the most efficient sources of production. As an integral part of this program FAO should study the effects of tariffs and other international barriers on world trade as well as the effect of abnormal fluctuations in exchange rates which restrict production, distribution and consumption of fishery products. Such information should be furnished to the governments of producing and consuming countries and to other interested authorities.

FORESTRY AND PRIMARY FOREST PRODUCTS

The report of the T_echnical Committee on Forestry and Primary Forest Products indicates that the number of ill-housed and ill-clad persons approximates the number of ill-fed; that human beings whose diets are improved usually desire corresponding advances in housing and clothing.

"This close link between food, shelter and clothing exists in production as well as in demand," it states. "Agriculture not only supplies food, but also most of the materials needed for clothing and housing." Consequently the consumption program of FAO must go beyond freedom from want of food. It will be among FAO's functions to ensure that measures stimulating the consumption of the right foods and directing them into proper channels are supplemented by and co-ordinated with similar national and international action for all other products and resources that come within FAO's scope.

Forests are one of these resources. They cover some 22% of the earth's land surface (compared with 11% for land under cultivation).

It has been estimated that a rise of world wood consumption from its present average of approximately 25 cubic feet to 60 cubic feet per person would be required to provide people on all continents with adequate amounts of lumber, pulp and other forest products. The consumption goal would probably be even higher if allowance were made for the new products of wood chemistry.

The committee suggests that the basic objectives of a world forest policy should be:

- (1) The adequate consumption of forest products to improve housing, clothing and general living standards in all parts of the world.
- (2) The managed use of the world's forests and forest soils for the continuous production of raw materials.
- (3) The conservation of all forests performing important social or protective functions,

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(3) The concervation of all forests performing important social or providing functions. Closely co-ordinated activities geared toward the following more specific goals therefore are recommended:

- (1) Application of efficient silviculture and management to all forests in use.
- (2) Afforestation on denuded lands, with particular regard for the needs of portions of Asia.
- (3) Maintenance of protection forests and their extension to meet the requirements of different areas.
- (4) Development of unexploited forests, as rendered possible by economic circumstances.
- (5) Promotion of integrated, modern forest industries,
- (6) Balanced expansion of processing facilities for various primary forest products, in accordance with trends in world demand and the permanent productive capacity of forests.

The achieving of these goals should be accompanied by progressively better incomes and living conditions of forest workers, operators and owners. Simultaneously a relative reduction in the cost of forest products should become possible and facilitate their efficient and economical distribution.

The committee's recommendations for immediate activities include projects that might be started at once and those that might be started as opportunities arise and staff facilities permit. The first group includes:

- (1) Assessment and comparison of lumber requirements of various regions for the reconstruction period (1945 to 1950) with lumber supplies available for domestic consumption and export.
- (2) Study of short-term pulpwood supplies and of the existing pulp capacity in various regions and countries, followed by an appraisal of pulp requirements by major categories of products.
- (3) Investigation of the war effects on forests, with special emphasis placed on the productive capacity of forests by major categories of products (sawlogs, veneer logs, mine props, pulpwood, etc.) the investigation to begin with Europe, including the Soviet Union, and North America.
- (4) Arrangements to resume as soon as possible international statistics on forests and forest products.
- (5) International studies of the progress in forest management, sciences related to forestry and new methods of wood utilization.
- (6) Preparations for the first world forest census to be ini-tiated as soon as possible.

Recommendations of projects that might be commenced as opportunities arise and staff facilities permit include:

- (1) A survey of afforestation projects in different parts of the world, with a major section devoted to afforestation in the Near and Middle East and China.
- (2) Preliminary studies and surveys necessary for the commercial development of virgin forests.

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(2) Freinitary Studies and surveys noossaary for the compercial

- (3) Establishment of general rules relating to the certification of tree seeds and planting stock.
- (4) Establishment of wood balance sheets for all major countries and for the world (by continental groups).
- (5) Continuation of studies to attempt to counterbalance excessive cutting with the rebuilding of growing stock.
- (6) Advice on measures and policies to secure the gradual achievement of consumption goals.
- (7) Analysis of pulp consumption in relation to pulpwood supplies.
- (8) Convening the Third World Forest Congress at which FAO's program might be discussed.

STATISTICS

The report of the Technical Committee on Statistics states that the high purposes of the nations in establishing FAO can only be served if policy and operation both have a firm foundation of factual information.

It remarks: "More often than not the lack of factual information has delayed the inititation of steps to relieve distress until suffering has reached the acute stage." Thus only by providing a sound statistical service may an organization such as FAO function effectively and in time.

The report adds that because statistical programs call for frequent requests to governments, collaboration in the field of statistics is imperative; also that interpretation should become a most important end product of the proposed statistical activities.

The committee recommends that FAO:

- (1) Establish a statistical unit and assign to it the task of planning statistical inquiries; collecting, compiling and publishing statistical reports; improving statistical techniques; and such other functions as are needed to provide statistical information of high quality and utility.
- (2) Develop a program of statistical inquiries to member governments on nutrition and food management, agricultural production and primary processing, agricultural prices, fisheries, agricultural credit, forestry and primary forest products, and such other subjects as are primarily within its field.
- (3) Arrange with the other international agencies for the collection, jointly or otherwise, of statistics relating to labor in agriculture, forestry and fisheries, international trade in agricultural products, and such other subjects as are of joint interest.
- (4) Collaborate with the other international agencies that collect statistics in the international field by providing such other agencies with statistics in its field which they require, and by obtaining from them statistics in their fields which it requires.
- (5) In developing the programs, at first confine the actual collection of reports from governments to series selected on the basis of relative importance and availability, keeping in view the broader objective to which energies will be directed, and providing for continuing progress in conformity

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The deleved the initiation of steps to relieve distress while suffering hese reached the south stage." Hous only by providing a found spatistical service may an organization such as HAD function offersively and in the

the report adds that because statistical programs call for frequant requests to poversmeate, collaboration in the field of statistics is imperative; also that interpretation should become a most important and product of the proposed statistical activities.

CAN Fuil strees redemonds that TAC

A setablier a statistical unit and assign to it ine task of planning statistical invittes; odilecting, onepiling and publicables statistical reports; improving statistical sconsiques; and such other functions as are needed to picuide statistical information of high cusifity and utility

Several per program of statistical impairies to member porerments on mutrition and food management, agricultural preduction and primary processing, agricultural prices, fisteries, agricultural oredit, forestry and grimery fores products, and auch other subjocts as are primarily within the field.

of interaction the other international agencies for the collection. Simily of enternalise, of statistics relation to inter in agriculture. Forescripted, if therein, there outlong trade in agriculture, forescripted, and such other subgeore as are of joint interest.

deliverenterette auth the other lateranetional equates the adliest samplifies in the international field by providing -auth other agencies with aschizoids in its field which the routh other agencies with aschizoids in its field which the incluse which it requires

In constructing the programs, at fires continue the scrual collection of rephysic trus governments to terion selected on the basis of relative importance and sealinghility, lempt in rise to braider objective to wrish anargies will be streated, and providing for continuing provingers for any with the abilities of the nations to establish the necessary means of obtaining the information.

- (6) At an early date propose to the governments that they take a world census of agriculture, forestry, and fisheries by 1950 or as soon thereafter as practicable; and that FAO assume the lead in developing plans for such a census.
- (7) Arrange regional and world-wide international conferences of technical workers in the several fields to develop programs of statistical inquiry and improvement in techniques in those fields.
- (8) Select a standing advisory committee of statistical experts to advise with the director-general on programs and procedures.
- (9) Appoint panels of technical statistical experts in the several fields who will act in an advisory and consultative capacity to officials of nations requesting assistance.
- (10) On request send missions to countries with inadequate statistical services to advise officials in matters relating to the development of the statistical work of the countries.
- (11) Prepare brochures on approved and successful statistical methods as an aid to improvements in the statistical work of the member nations.
- (12) By all means at its disposal work toward a continuous improvement in national and international statistics concerning food and agriculture.

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GANADIAN INFORMATION SERVICE



