

Report of the

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

---

Tokyo, Japan, 17-27 September 1974



**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS**

*FAO Member Nations in the Asia and Far East Region (at 27 September 1974)*

Bangladesh	Khmer Republic	Nepal
Burma	Korea, Republic of	Pakistan
China	Laos	Philippines
Fiji	Malaysia	Sri Lanka
India	Maldives	Thailand
Indonesia	Mongolia	United Kingdom
Japan		Viet-Nam, Republic of

*FAO Member Nations in the Southwest Pacific Region (at 27 September 1974)*

Australia	France	United Kingdom
Fiji	New Zealand	United States of America

*Date and place of FAO Regional Conferences for Asia and the Far East*

First	—	Bangalore, India, 27 July-5 August 1953
Second	—	Kandy, Ceylon, 20-25 June 1955
Third	—	Bandung, Indonesia, 8-18 October 1956
Fourth	—	Tokyo, Japan, 6-16 October 1958
Fifth	—	Saigon, Republic of Viet-Nam, 21-30 November 1960
Sixth	—	Kuala Lumpur, Malaysia, 15-29 September 1962
Seventh	—	Manila, Philippines, 7-21 November 1964
Eighth	—	Seoul, Republic of Korea, 15-24 September 1966
Ninth	—	Bangkok, Thailand, 4-15 November 1968
Tenth	—	Canberra, Australia, 27 August-8 September 1970
Eleventh	—	New Delhi, India, 17-27 October 1972
Twelfth	—	Tokyo, Japan, 17-27 September 1974

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## RESOLUTIONS AND RECOMMENDATIONS

### A. RESOLUTIONS

#### RESOLUTION 1/74: CHEMICAL FERTILIZERS AND PESTICIDES

The Regional Conference

Noting with extreme concern the difficulty the countries in the Region are encountering in obtaining their needs of chemical fertilizers and pesticides in adequate quantities and at reasonable prices;

Recognizing with gratitude the initiative taken in this regard by the ESCAP, the ECOSOC and FAO;

Noting with appreciation the contribution made by New Zealand to the fertilizer pool set up under the auspices of FAO;

Drawing attention to the fact that chemical fertilizers and pesticides constitute an essential and critical input for increasing food production which, if not sharply and quickly increased, will result in large scale suffering with possibility of widespread starvation and malnutrition;

Resolves to

- (a) appeal to fertilizer and pesticide producing and exporting countries and countries exporting raw materials required for manufacture of fertilizers and pesticides to pay urgent attention to the special needs of the countries in the Region and take all cooperative measures which will contribute to the developing countries obtaining chemical fertilizers and pesticides in adequate quantities and at reasonable prices;
- (b) invite donor countries to contribute generously to the fertilizer pool and provide effective support to the International Fertilizer Supply Scheme and assist the developing countries in exploiting fully their existing and potential capacities for manufacturing fertilizers and pesticides.

#### RESOLUTION 2/74: SMALL FARMER AND INTEGRATED RURAL DEVELOPMENT

The Regional Conference

Realizing that the efforts of the better-off farmers in well-endowed areas in generating an upward trend in agricultural production in the Region need to be strengthened and sustained by effort on the much wider base of the rural areas;

Noting that it is a pressing necessity of this Region that countries are able to mobilize actively in food production the large under-utilized agricultural labour force consisting of low-income small farmers, tenants, share-croppers, fishermen and landless agricultural labourers;

Recognizing that the problems of these categories of low income agricultural producers of this Region are extremely complex, that millions of them are denied resources to rise above subsistence level, that the agrarian and institutional frameworks surrounding them are often unfavourable and iniquitous and that for this reason there is identity between these aims of higher production and the ends of social justice;

Appreciating that integrated agricultural and rural development aimed at coordinated planning and functioning of economic and socio-political systems, infrastructural base, provision of resources and supplies is essential for enabling countries in the Region to bring about a major shift in the productive capacity, income and the quality of life of these people;

Recognizing that integrated rural and agricultural development in general and low-income small farmers development in particular call for careful experimentation, systematic research, field level consultations, local-level planning, field action projects and follow-up regional action;

Being aware that these undertakings call for additional resources and funds without delay, and that most developing countries in the Region facing critical food deficiency and steep rise in prices of inputs, are unable to enlarge effectively the number of active participants in the development process in the rural areas without assistance from outside;

Welcoming the effort of the Government of Japan in response to the initiative of FAO concerning the Centre on Integrated Rural Development for Asia, by sending out jointly with FAO exploratory teams to twelve countries, and by seeking further possibilities to be of assistance to the countries of this Region in the area of integrated rural development;

Commending the recent action taken by a number of countries in the Region at the joint initiative of FAO's regional staff and UNDP's regional project in arranging field-level consultations on the problems and development of small farmers;

Further noting that national efforts, experiments and projects would benefit from cooperation, exchanges of experience and some coordinated action among countries of this Region;

#### Resolves

- (a) to recommend to the Director-General of FAO, international agencies such as UNDP, IBRD, ADB and bilateral and voluntary institutions, that additional emphasis and resources be given to major as well as experimental field action projects, for the benefit of low-income small farmers, fishermen, and the development of agro-based small industries or other projects for such producers and for landless agricultural labourers;
- (b) To request the Government of Japan to assist FAO further towards the establishment of the proposed Centre on Integrated Rural Development in Asia in holding an experts meeting to carry out an in-depth study on the possible activities of the Centre on the basis of the identification of problems of common interests and priorities for action;

- (c) to recommend further to the Director-General of FAO and UNDP to continue and strengthen FAO activities in the Region for promoting regional coordination, experimentation, training, consultations, etc. for the integrated development of low-income small farmers.

RESOLUTION 3/74: THE STRUCTURE AND MECHANISM OF FAO'S WORK  
IN THE REGION

The Regional Conference

Considering the programme and activities of FAO in Asia and the Far East as presented by the Assistant Director-General, Regional Representative for Asia and the Far East in his document FERC/74/10;

Recalling

- (a) the urgent need expressed by the Eleventh FAO Regional Conference for the establishment of a Technical Committee which would report to the Regional Conference on priorities and programmes of the work of FAO for the Region (para. 189 of the Eleventh Regional Conference Report) and the Regional Technical Bodies to evolve as effective instrument of: a procedural framework in which Member Nations can participate meaningfully in the systematic development, formulation and review of priority areas within which the activities of FAO should concentrate; and
- (b) the stress laid by the Fourteenth Session of the FAO Conference (1967) on two important factors:
- the growing significance of the Regional Conference as high level fora for examination of specifically regional problems; and
  - the necessity for developing effective relationships between Regional Conferences on the one hand and the Regional Technical Bodies and the Regional Economic Commissions of the United Nations on the other;

Noting with appreciation that the Priority Areas of Work for this Region as formulated for the first time by the Eleventh Regional Conference (New Delhi, 1972) were incorporated in the Director-General's Programme of Work and Budget for 1974-75, and approved by the Seventeenth Session of the FAO Conference;

Noting also the general concern of Member Countries in their Country Statements and in their discussions at the Conference that FAO should be more fully responsive to the needs of Member Countries in the Region; more effective in the seeking of solutions and the process of decision making relevant to problems in the Region; and that resources for this purpose should be strengthened with the Region as appropriate in the context of the unified programme;

Emphasizing that the question of rationalizing the structure and mechanism of FAO's work in the Region should be seen in functional and operational terms;

Resolves to recommend to the Director-General and the FAO Council;

- (a) that the use of the Technical Committee as a part of the Regional Conference should be continued and linked functionally (i) to the Technical Bodies and (ii) the Regional Conference;
- (b) that a continuing and functioning procedural link should be established between the Regional Conference and the Regional Technical Bodies;
- (c) that through this link, direct inputs from the latter bodies in regard to their sectoral priority areas and activities could be fed into the efforts of the Regional Conference in formulating a framework of overall Regional Priority Areas on which FAO's Unified Programme of Work in the Region could be based;
- (d) that the statutory Regional Technical Bodies should, therefore, as one of their main functions, concentrate on the selection of the priority activities within these areas;
- (e) that the Regional Conference through the Technical Committee would synthesize these sectoral Priority Areas and activities into a framework of overall Regional Priority Areas for guidance of the Director-General of FAO in the formulation of his Programme of Work and Budget in the Region;
- (f) that two new Regional Commissions should be established namely:
  - Regional Commission on Crop Improvement and Farm Productivity, and
  - Regional Commission on Integrated Rural Development (see page 42 of the Report of the Eleventh FAO Regional Conference);
- (g) that in this way, there will be set in motion a process of mutual and fruitful inter-action between the Regional Conference and Regional Technical Bodies which would ensure the purposeful involvement and participation of Member Nations - in all relevant sectors and at all appropriate levels - in a programming exercise that will result in the building of FAO Programmes in the Region which as far as possible structured from the bottom upwards;
- (h) that this functional linkage between Regional Conference and Regional Technical Bodies should be recognized and put into effect; and
- (i) that the Regional Office should be a focal point and as far as practicable and appropriate the servicing unit for the implementation of programmes as determined by the FAO Conference.

B. RECOMMENDATIONS

I. Programme of Action on the Establishment of a New International Economic Order

International bodies should anticipate, as far as possible, emerging economic and social issues in formulating programmes in line with the principles of the Declaration and the Programme of Action.

II. World Food Security

- 1) Bilateral and international assistance in all forms, technical and financial, and including the supply of fertilizers and other inputs should be provided to the developing countries of the Region for increasing food production.
- 2) Till a surplus of production over current needs could be secured, supply deficiencies in developing countries of the Region should be covered by food aid, including credit facilities.
- 3) To be assured of success, the world food security should involve the participation of all major producing and consuming countries who should provide all relevant information to the improved information system proposed to be set up.

III. International Agricultural Adjustment

- 1) Full account should be taken of the World Food Conference discussions and decisions in the preparation of a proposed strategy of international agricultural adjustment.
- 2) In revising the guidelines, full account should be taken of the newer thinking embodied in the Programme of Action on the Establishment of a New International Economic Order and the UNCTAD proposals on stabilizing and expanding agricultural trade.
- 3) More of the country case studies on agricultural adjustment should be undertaken if funds permitted.

IV. World Food Programme

Since WFP resources so far committed by the Programme since its inception to the countries in Asia and the Far East Region, compared to those committed to the other regions, are rather low, there should be an increase in WFP food aid to the Region.

V. Joint FAO/ESCAP Programme

The programme of work of the Joint Division should be examined in detail by the FAO Council and its relevant Committees prior to formal approval by the FAO Conference.

VI. DD2 Mid-Term Review and Appraisal

- 1) In assessing progress in the agricultural sector, the long-term upward trend in agricultural output and productivity should not be lost sight of.
- 2) Any re-appraisal of international development must be concerned with (i) improving the position of the small farmer and his family by raising the productivity of the small holdings (ii) adoption of low-cost technology and relying on improved techniques and products that already exist in the Region (iii) improvement of institutional structures, and (iv) strategic importance of the rural sector and evolving indicators of rural economic and social development.

VII. Water Problems in Agriculture with Special Reference to Power Utilization

- 1) FAO should assist Member Countries by promoting or undertaking studies on comprehensive river basin development which would cover not only the development of agricultural water supplies but also the rational management of watersheds, reduction and control of soil erosion, flood control and drainage; the full utilization of hydro power potential; and proper planning of water resource allocation to agriculture. Special attention should be paid to socio-economic factors.
- 2) FAO should strengthen its activities in the field of applied research on efficient use and management of water. Such research should cover the agronomic as well as the engineering aspects and should encompass both rainfed and irrigated land.
- 3) Because of the prevailing high costs of energy, Member Countries should be helped to promote improved water development facilities including hydraulic and other water lifting devices. The proposed FAO publication on "water lifting devices" should provide information on less-power consuming facilities, and low-cost technology including water lifting devices using the power of human beings, animals, wind and water.
- 4) FAO should carry out special studies on the application of techniques for improved drainage, flood control and land reclamation.
- 5) FAO should help Member Countries in training national personnel in all aspects of water development and management through seminars and special training programmes at regional and national levels, and also through strengthened pilot demonstration projects which facilitated applied research as well as practical training.
- 6) FAO should assist Member Countries with information on the role that Farmers' Organizations could play in the operation and maintenance of irrigation facilities and in water management and control.

VIII. Increasing and Stabilizing Production in Rainfed Areas

- 1) FAO could assist countries by collecting and disseminating relevant data which could help them to work out suitable definitions and uniform classification of rainfed regions and intra-regional zones.

- 2) Greater attention should be given to the development of crop varieties with high-yielding potential and desirable agronomic characteristics including deep-water rice and a wide range of drought resistance cereals. The development of national seed industries should also be encouraged.
- 3) As measures for increasing and stabilizing productivity, strong recommendations were made for more intensive research on pests, diseases and weeds in rainfed areas, on appropriate economic control measures (including biological and ecological measures); on development of resistant crop varieties and suitable cropping patterns.
- 4) FAO should act as a clearing house for gathering, collation and dissemination of information on technologies and new research findings on developing rainfed agriculture.
- 5) Suitable cropping patterns and farming systems based on detailed analyses of agro-climatological information and data and ecological factors should be developed.
- 6) Better utilization of natural resources through the integration of pasture-livestock, the use of legume-pasture, development of tropical legumes and the cultivation of tropical pastures, tropical fruits in the humid tropics, flood control and drainage should receive greater attention.
- 7) FAO's assistance in natural resources inventories, policy analysis, programme planning, manpower training and project formulation is needed.
- 8) FAO should assist in strengthening farm machinery research and development programmes and in establishing an adequate base for farm machinery operation and maintenance programmes in the countries of the Region.

IX. Development and Participation of Small Producers in Increasing Production

See Resolution 2/74 which is supplemented by the following;

- 1) There was consensus that the problem of low-income small farmers and landless agricultural labourers in the Region is urgent not merely because of the claims of social justice but because in raising food production the countries will have to mobilize a large under-utilized agricultural labour force. This concern should be translated into political will.
- 2) In view of the handicapped and weak situation of low-income small farmers and landless labourers, special action should be initiated by way of:-
  - i) adjustments in policies and suitable legislation;
  - ii) built-in provisions for the small farmers and landless labourers in major irrigation and other national projects; and
  - iii) special multi-purpose projects specifically for the handicapped farmers and labourers.



- 3) The Conference agreed to recommend to Member Governments several concrete measures for national action:-
  - i) establishment of special funds and earmarking of resources for the development of low income small farmers;
  - ii) introduction of multi-purpose programmes of agricultural and agrarian development specifically for low-income small farmers and landless labourers. Some multi-purpose field action projects in a few compact areas may be undertaken on a small scale as an experimental measure even without waiting for nation-wide programmes;
  - iii) promotion of compact and small groups of small farmers and landless labourers to enable direct participation in decision-making and planning, to secure better facilities from credit and service agencies and to assist governments in the implementation of tenurial and land law;
  - iv) promotion of volunteer field workers of high calibre and provision of Action Research Fellowships for young nationals of the countries willing to do organizational work among small farmers out in the field; and
  - v) establishment of National Boards for the development of low-income small farmers and landless labourers, as safeguarding promotional and advisory bodies and "watchdogs".
  
- 4) For regional cooperation and support with regard to small farmer development, action by FAO was proposed on several points including the following:-
  - i) training and assistance to national governments in organizing problem-identification, problem-solving multi-sectoral, multi-disciplinary Field Workshops and further developing the methodology for them;
  - ii) seminars and training programmes for some of those involved in field action on small farmer development;
  - iii) assistance to national governments in formulating multi-purpose field action projects and where desired, in obtaining external aid;
  - iv) formation of a standing sub-committee (under the Regional Commission on Integrated Rural Development) for problems and programmes on small farmer development;
  - v) building up a system of exchange of information and experience of work-in-progress in countries of the Region on low-income small farmers and labourers;
  - vi) seeking and earmarking of some additional resources and funds at the regional level for small farmer development; and
  - vii) helping non-governmental agencies and other bodies in the Region engaged in the development of low-income small farmers and landless labourers, to establish contacts with each other; assisting and advising them in case they wish to have their own regional consultative association.

X. Integrated Approach to Agricultural and Rural Development

See Resolution 2/74 which is supplemented by the following:-

- 1) FAO should step up its assistance to Member Governments of the Region in the planning of area development projects and emphasis should be given from the outset to direct action which would help the rural poor to increase their productivity and real income.
- 2) Early establishment action was urged to establish the proposed FAO/Japan Centre on Integrated Rural Development in Asia for promoting research and training based on field action.
- 3) The process of decentralization of decision making for agricultural and rural development should be accelerated by delegating increasing responsibility to field level development staff and by fostering the formation of grass-root level institutions and farmers' organizations.
- 4) Regarding the organization of farm groups, it was recommended to actively encourage the involvement of extra-governmental organizations to assist with creation and management of such self-help rural groups as multi-purpose cooperatives and farmers' associations.
- 5) Since agricultural and rural development is a long-term process, both governments in the Region and donor agencies alike should give long-term support to projects and programmes in this field.
- 6) From its outset the Regional Commission on Integrated Rural Development for Asia and the Far East should give special attention to the problems of the integration of the low-income small farmers and landless agricultural labourers with the overall national social and economic systems.
- 7) In any operational strategy for integrated agricultural and rural development, special attention should be given to the problems of child nutrition, employment generation, population control including Planning for Better Family Living, and to securing the full participation of the rural women and youth in development.
- 8) In view of the contribution which the home economics profession can make to integrated rural development, home economics as a discipline should receive greater attention within FAO as a whole.

XI. Programme and Activities of FAO in Asia and the Far East Region

Agricultural Development Planning

- 1) The Country Perspective Study Programme could be expanded to include groups of countries such as ASEAN so as to help them in harmonizing their agricultural development plans and programmes.
- 2) Training courses and seminars should be held to improve continuously the capabilities of national personnel in agricultural development planning.

- 3) Special attention should be directed to the stimulation of effective local level planning processes.
- 4) To undertake the above activities, the Planning Unit in the Regional Office would have to be strengthened and made more operation-oriented.

#### Agricultural Statistics

- 5) The methodology adopted for the agricultural census by the participating countries should be circulated for comments and consolidated to provide guidance to them.

#### The Priority Areas

- 6) The Priority Areas adopted by the Eleventh FAO Regional Conference for Asia and the Far East are to be revised as follows:-
  - i) promotion of Integrated Food Security, Nutrition Policy and Programmes, and Minimizing Pre- and Post-Harvest Crop Losses;
  - ii) promotion of Active Participation of Small Farmers in the Socio-Economic Development, particularly Agricultural Productivity;
  - iii) development of Rainfed Agriculture with special emphasis on Appropriate Cropping Systems and Soil Management;
  - iv) promotion of Livestock Development through Cooperative Programmes between Countries;
  - v) promotion of Fisheries Development through Cooperative Programmes with emphasis on Aquaculture;
  - vi) Forestry and Forest Industry Development Planning and Conservation and Management of Forests, including Wildlife;
  - vii) promotion of Agricultural Diversification and Harmonization of Intra-Regional Trade in Agricultural and Agro-Industrial Commodities;
  - viii) Water Management at the Farm Level, and Water Logging and Salinity Control; and
  - ix) Agricultural Development Planning.
- 7) The above Priority Areas should provide clear guidance in the formulation of the medium-term proposals and the biennial programme of work of FAO.

#### Structure and Mechanism of FAO in the Region

- 8) See Resolution 3/74.



## INTRODUCTION

1. The Twelfth FAO Regional Conference for Asia and the Far East was held in the Ministry of Foreign Affairs in Tokyo, Japan, from 17 to 27 September 1974. Member Governments participating were: Australia, Bangladesh, Burma, Fiji, France, India, Indonesia, Japan, Khmer Republic, Korea, Laos, Malaysia, Mongolia, Nepal, New Zealand, Pakistan, Philippines, Sri Lanka, Thailand, United States of America and the Republic of Viet Nam.
2. The Conference was held in two parts. The first part consisted of a Meeting of the Technical Committee, from 17 to 20 September, which reported to the Plenary Meeting of the Conference. The latter which constituted the Second and principal part of the Conference was held from 21 to 27 September. It considered the Report of the Technical Committee, as well as certain other subjects of global importance, in the light of the major policy issues confronting the Region.
3. The United Nations system was represented by the following organizations:
  - Economic and Social Commission for Asia and the Pacific (ESCAP)
  - United Nations Children's Fund (UNICEF)
  - United Nations Development Programme (UNDP)
  - Office of the UN High Commissioner for Refugees (UNHCR)
  - World Food Programme (WFP)
  - International Labour Organization (ILO)
  - World Health Organization (WHO)
4. The following were represented by observers:
  - Canada
  - Germany, Fed. Rep. of
  - Holy See
  - Afro-Asian Rural Reconstruction Organization
  - Asian Productivity Organization
  - Council for Technical Cooperation in South and Southeast Asia (Colombo Plan)
  - International Cooperative Alliance
  - International Federation of Agricultural Producers
  - World Veterans Federation
  - World Food Conference
5. A full list of participants is contained in Appendix B of this Report and the list of documents in Appendix C.
6. The Inaugural Ceremony of the Conference took place on 23 September 1974. Mr. Roy I. Jackson, Deputy Director-General of FAO, in calling the Conference to order welcomed all delegates and observers to the Conference, and thanked the Government of Japan for having agreed to host the Conference. Mr. Jackson then requested His Excellency the Prime Minister ad interim of Japan, Mr. E. Nishimura, to declare the Conference open.
7. In his inaugural address, His Excellency the Prime Minister ad interim said that throughout the last two decades, the biennial FAO Regional Conference has played a very important role in promoting the exchange of opinion among the different countries in the Asian Region. On behalf of the Japanese Government, His Excellency said that he considered it a great honour that this Conference should be held in Tokyo. He extended a warm and sincere welcome to all participants.
8. Commenting on the serious demand-supply imbalance with which the world is confronted today in agricultural products, His Excellency stressed the need for Asian countries to approach this problem from an Asian standpoint and hoped that this Conference will serve as an effective catalyst in finding solutions to the global food problem. Because

of the importance of agriculture as a foundation on which the sound economic and social development of most Asian countries must rest, His Excellency hoped that FAO will increase its work in scope and depth in this Region. His Excellency concluded his address by extending his best wishes for the success of the Conference.

9. The Deputy Director-General of FAO then called on H.E. the Minister of Agriculture and Forestry to address the Conference. After expressing a warm welcome to all delegates and observers, H.E. opened his address with a brief comment on global and regional food and agricultural problems. There can be no optimism, the Minister said regarding the global outlook for foodstuff supply and demand, and Japan particularly with its heavy reliance on foreign supplies for its food needs cannot but be seriously concerned with this issue. Japan is pursuing active policies, to increase domestic food production, to ensure stable food supplies from abroad and to advance other policies aimed at comprehensive approaches to change the global balance of supply and demand for food. The two essential requirements for a solution of the global food problem were first to intensify individual country efforts and second, a programme of international cooperation to complement and strengthen national action. The Minister dwelt with special emphasis on the need for concentrating on Small Farmers, reminding the Conference of Japan's consistent advocacy, at international meetings, of the vital importance of small farm development. The Minister stressed again his conviction that small farmer participation in development is an indispensable issue in furthering agricultural development in the Region. To this end, special attention should be directed to projects intended to promote improved agricultural management by small farmers, as well as systemic and other improvements designed to motivate more effectively their overall productivity. The Minister laid emphasis on the need for comprehensive approaches to agricultural development encompassing not only economic but also rural social factors.

10. The Minister then described briefly the continuing efforts of the Government of Japan to promote international cooperation in agricultural development. In August this year, the Japan International Cooperation Agency was established with special orientation towards cooperative activities in the field of agriculture. Again in March 1973, the Government of Japan responded to a request by the Director-General of FAO for the idea of an Integrated Rural Development Centre for Asia based on the FAO/Japan Cooperative Programme. Japan has already supported a mission to 12 Asian countries to explore the idea with other nations and is continuing to give its serious consideration to the request. Again, in the current critical situation of fertilizer shortage, Japan whose exports of fertilizer are almost entirely to Asian countries, has an important role to play. The Minister assured the Conference of his earnest intention to fulfil Japan's responsibility to continue supply of fertilizers to the countries of Asia. In addition, Japan is actively supporting the International Fertilizer Supply Scheme established at the Sixty-Third Session of the FAO Council as a part of Japan's support to the UN Emergency Operation. The Minister concluded his address of welcome with his best wishes and prayers for a most successful Regional Conference.

11. The leader of the Japanese delegation, His Excellency, the Minister of Agriculture and Forestry, Mr. Tadao Kuraishi, was unanimously elected as Chairman of the 12th FAO Regional Conference. The Conference also nominated all Heads of National Delegations as Vice-Chairmen.

12. The Chairman expressed his appreciation of the honour accorded to him in electing him to the Chair and drew the attention of the Conference to the draft Agenda submitted to it for consideration. The Agenda was adopted unanimously (See Appendix A).

STATEMENT BY MR. ROY I. JACKSON, DEPUTY DIRECTOR-GENERAL

13. The Deputy Director-General began his statement by conveying to the Regional Conference the warmest greetings of Dr. A.H. Boerma, Director-General of FAO and his deep regret at not being able to be present himself. The statement of the Deputy Director-General outlined first the major developments of the last biennium in the global context

and background to FAO's work; the main features of the extremely disturbing world food situation; the principal proposals for a World Food Policy which FAO is advocating to meet this situation; the plans and priorities for development in the Asian Region, viewed in a global perspective; the efforts being made by FAO to improve its own efficiency and effectiveness to help Member Countries; and finally on the vital importance of inter-country cooperation among Member Countries of the Region.

14. The Deputy Director-General stated that a new phase has begun in the overall relationship between developed and developing countries. This phase found expression in the adoption by the UN General Assembly of a Declaration and Programme of Action on the establishment of a New Economic Order, the first outcome of which is the UN Emergency Operation designed specifically to provide relief to developing countries most seriously affected by the current economic crisis.

15. Since the continuing crisis in food and agriculture is the main target of the Emergency Operation, the New Declaration and Programme are of cardinal importance to FAO. Besides the natural calamities of drought and crop failure, the factors responsible for all crises are the increasing demand for food caused by population growth, the inordinate rise in grain prices and the grave world shortage of fertilizers and pesticides. The Deputy Director-General described the significant measures taken by FAO within its fields of operation to deal with the immediate crisis in fertilizers - notably the action taken to launch an International Fertilizer Scheme and a World Fertilizer Pool. In regard to pesticides, the Deputy Director-General commented that FAO has begun to gather all the relevant data.

16. There was, however, a longer term political dimension to the general problem. The World Food Conference in November 1974 provides an opportunity for all Member Governments to address themselves squarely the fundamental questions so far evaded. The most vital of which is whether Governments are prepared to take the political decisions to help one another to solve the food problem. "The conscience of the international community, as a whole, is on trial".

17. The Deputy Director-General then described the proposal of FAO for a World Food Policy (WFP) to deal with these problems on the plane of this longer term dimension - programme for world food security, international agricultural adjustment policy, international arrangement to deal with emergency food need, long term food aid policy, especially in regard to vulnerable groups of national population, an improved food information system for the world as a whole, and the most important of all a massive globally concerted drive to increase food production in the developing countries.

18. Looking at the plans and priorities for development in the Asian Region for this perspective, the Deputy Director-General urged that these plans and priorities should be directed at a fundamental and overall objective of maximizing agricultural productivity, and that these should be implemented through a broad integrated approach to rural development. Such an approach should find effective ways to involve in the impoverished rural people "the major neglected human resources on earth" and particularly the category of rural women "the most neglected human resource". He drew the attention of the Conference to the UN Resolution proclaiming 1975 as International Women Year to which FAO urges all Governments to give their full support. He referred also to the critical need for increased investment in the Asian agricultural sector and the plan for substantial expansion in the Joint UNDP/FAO Development Assistance Programme for the next UNDP cycle 1977-81.

19. Against this background, the Deputy Director-General outlined also the many ways in which FAO is trying to increase its own efficiency and effectiveness. Among these measures are the creation of a single Agricultural Operation Service in Headquarters, the evaluation of technical assistance in 16 of the Least Developed Countries, a series of country perspective studies and measures which continue to be taken to strengthen FAO regional offices within the concept and framework of a unified FAO programme.

20. The Deputy Director-General concluded his statement with a plea for greater regional cooperation among the Member Countries of Asia which he hoped would complement FAO's own efforts in this direction and help realize the unique, creative, potential of the people of Asian Region. The full text of the Deputy Director-General's statement appears as Appendix D.

STATEMENT BY DR. D. L. UMALI, ASSISTANT DIRECTOR-GENERAL,  
REGIONAL REPRESENTATIVE FOR ASIA AND THE FAR EAST

21. The Assistant Director-General, Regional Representative introduced his statement by expressing his deep appreciation of the invitation of the Government of Japan to host the 12th FAO Regional Conference in Tokyo, and also of the efforts of the Japanese Government's Ministry of Foreign Affairs and Ministry of Agriculture and Forestry for the excellence of the arrangements made and for their cooperation with FAO in organizing the Conference. He extended a welcome to the new Members of the FAO Family - The People's Republic of China, Bangladesh and Mongolia. He added that while the People's Republic of China was unable to participate on this occasion her Government had graciously offered facilities to FAO in the coming year for closer study of various aspects of Chinese Agriculture.

22. In welcoming Mr. J.B.P. Maramis, Executive Secretary of ESCAP, the Assistant Director-General, Regional Representative commented on the fact that this was the first time the Executive Secretary of ESCAP had participated in FAO's Regional Conference.

23. The statement of the Assistant Director-General, Regional Representative revolved round three principal themes:-

- 1) that the viability of the developing countries of Asia should be considered an essential objective of joint concern of both developed and developing countries;
- 2) that appropriate action for development should be based on a more profound awareness and understanding of the unique limitations, constraints, and natural hazards that now beset Asian developing countries; and
- 3) that the focus of such action should be deliberately directed towards the needs, the organization, and the participation of the millions of Asian small farmers. Action must, therefore, necessarily concentrate on the socio-cultural forces and the practical methodology which could motivate their organization and involvement in the development process. The socio-economic history of Japan, which appropriately is the host country of this Regional Conference, provides one of the most remarkable and instructive examples of progressive and consistent development achieved on a solid foundation of small farmer agriculture, small scale enterprise and traditional values.

24. The Assistant Director-General, Regional Representative invited the Conference to reflect on the fact that "a quarter century of development experience must surely convince us that something is grievously wrong with the process of development that has led Asia to the plight it finds itself in today. With allowances made for natural calamities beyond human control, and giving due credit to the undeniable achievements of dedicated groups and individuals and to the unremitting efforts of Governments and International Agencies, we see around us in Asia a nightmare spectacle of man's inhumanity man - degrading levels of poverty, pitiful standards of nutrition and intolerable conditions of waste, unemployment and unrests".

25. In the opinion of the Assistant Director-General, Regional Representative major reorientations were necessary in the strategies for agricultural and rural development. Among the suggestions he made for such reorientation were:-

- 1) A new strategy specifically aimed at drought, flood and typhoon areas in each country;



- 2) Planned anticipatory action to minimize the adverse effects of natural hazards;
- 3) The need for relay and multiple cropping systems to replace existing mono cropping of rice;
- 4) Well planned programmes for soil regeneration;
- 5) Locally based research and action to promote improved use of inorganic fertilizer; to revive and spread the more intensive use of organic fertilizer, and the techniques of green manuring, mulching and cover cropping;
- 6) Greater concentration on measures for water conservation, on water harvesting procedures and on watershed management;
- 7) Measures to minimize pre-harvest and post-harvest grain losses;
- 8) The revival and improvement of traditional, indigenous, low cost and labour intensive forms of agriculture. Small farm backyard animal husbandry and aquaculture were outstanding examples of relevant forms of agricultural development - hitherto relatively neglected in favour of exotic capital intensive forms beyond the reach of small farmers;
- 9) Greater awareness of the need to base development on the cultural, social, and traditional realities of rural Asia;
- 10) Above all, the need to focus specifically on the methodology necessary to understand, serve, and motivate the small farmer so as to bring him into the main stream of change.

26. The full text of the Assistant Director-General, Regional Representative's statement appears as Appendix E.

STATEMENT BY MR. G. BULA HOYOS, INDEPENDENT  
CHAIRMAN OF THE FAO COUNCIL

27. Mr. Bula Hoyos in expressing his personal pleasure at being able to attend the 12th FAO Regional Conference for Asia and the Far East said that this was his first visit to the Region.

28. He referred to the traditionally active, effective participation of Asian countries in the work of FAO and in particular to the outstanding contributions made recently by the Governments of Asia to the Special Session of the Council last July on the main item of the Council's Agenda - the fertilizer problem.

29. Mr. Bula Hoyos made a special reference to the great significance for the Region of the return to membership of the People's Republic of China - a Charter Member of FAO.

30. In expressing his best wishes for the success of the Conference, Mr. Bula Hoyos requested it to bear in mind in its deliberations the aims of the forthcoming critical World Food Conference.

31. The full text of the statement by the Independent Chairman of the Council appears in Appendix F.

STATEMENT BY MR. J.P.B. MARAMIS, EXECUTIVE SECRETARY, ESCAP

32. Mr. Maramis acknowledged with warm appreciation the honour and privilege of being the first Executive Secretary of ESCAP (previously ECAFE) to participate in FAO's Regional Conference for Asia and the Far East.

33. He said that the problems confronting the world, and this Region in particular, are of such magnitude and complexity that they threaten to turn this Second Decade of Development into a decade of disaster. It should be reaffirmed that among these problems the highest priority should be accorded to the problem of achieving self-reliance in food supplies. ESCAP therefore fully supports FAO's plans for a World Food Security Policy and Programme. He recognized that far more than material inputs are needed to achieve a significant breakthrough in agricultural production, stressed the social objectives for which economic growth is only the means, and recognized the value, therefore, of integrated agricultural and rural development.

34. In this context, ESCAP at its 30th Session in Sri Lanka in March this year adopted the Colombo Declaration reaffirming for the Region the principles of independence, self-reliance and cooperation. As the principal instrument to promote the objectives of the Colombo Declaration, ESCAP created at its 30th Session a Committee on Agricultural Development as virtually an Inter-Country legislative body in this field. Beginning in 1975, this body will meet biennially in the years between FAO's own regular biennial Conferences in this Region. The terms of reference of the new Committee require the closest collaboration with FAO. In this way, Mr. Maramis emphasized, the work of ESCAP will be truly complementary to the work of FAO in this Region; - ensuring that the projects and activities of ESCAP and FAO will be mutually reinforcing.

35. Mr. Maramis also drew attention to the framework of priorities laid down by ESCAP at its Colombo Session which included a special recommendation on the establishment of a World Fertilizer Fund (subsequently endorsed by the UN General Assembly) and greater concentration on agro- and agro-based industries, and the development and transfer of appropriate technology.

SUMMARY OF COUNTRY STATEMENTS

36. Country statements were submitted and read by Delegates of the following countries:-

Australia  
Bangladesh  
Burma  
Fiji  
India  
Indonesia  
Japan  
Khmer Republic  
Korea (Rep. of)  
Laos

Malaysia  
Mongolian People's Republic  
Nepal  
New Zealand  
Pakistan  
Philippines  
Sri Lanka  
Thailand  
Vietnam (Rep. of)

The Regional Situation

37. The country statements presented by member nations of the Region reflected the deep and widespread impact of the recent natural calamities of drought and floods, as well as the economic and financial upheavals on the current world scene. The Regional Conference was meeting against a background characterized, on the one hand, by rising (and, therefore, favourable) prices for the primary export commodities of the Region, and on the other, by creeping inflation, food shortages, and escalating prices for the imported inputs needed for the Region's own agricultural development. In spite of, to some extent because of, this complex of circumstances, some countries recorded impressive progress in the food and agricultural sectors.

38. Agricultural production in Pakistan increased by 4.6% over the last year. In Indonesia, significant increases were reported in a number of agricultural commodities, constituting an overall growth rate of 3.5% in the agricultural sector and a more than threefold rise in earnings from agricultural exports (from \$500 million in 1968 to \$1700 million in 1973-74). Last year, paddy production increased by 29% in the Philippines and 10% in Malaysia. Substantial extents of new land have been brought under irrigation in the Philippines (53,000 hectares) and in Malaysia, under its F. L. D. A.; while Indonesia plans to bring under cultivation a million hectares of new land by the end of Repelita 2. By far, the most notable developments have taken place in the forestry sector which has contributed substantially to the foreign exchange earnings (or savings) of Malaysia, Indonesia, Bangladesh, Burma and Vietnam (Rep. of). In Indonesia, timber has displaced rubber as the premier agricultural export commodity. The current boom in world commodity prices has brought windfall profits to those countries which are fortunate enough to be exporters of sugar, rubber and coconut. For some of these countries (notably India, Philippines, Indonesia and Australia), the gains realized, especially in sugar, have helped to compensate for losses or shortfalls in other crop areas - and to alleviate partially a situation which otherwise would have been considerably worse. Other more general redeeming features in Asian agriculture are the predominance now universally accorded to food and agriculture in national policies and the increasing responsiveness of Asian farmers to new technology and practices. Some delegates were inclined to view all these developments as encouraging indications of progress and promise. Most delegations, however, were frank and self-critical in expressing their disillusionment over the results achieved in nearly a generation of development: the still precarious and helpless dependence on external forces; the increasing incidence of poverty, privation, malnutrition and unemployment; shortages and rising prices of essential commodities; the failure to realize rich national potential in human and natural resources; in general, the continuing intractability of socio-economic mechanisms to generate balanced and self-sustaining growth. Japan diagnosed the regional malaise as one of continuing instability in the supply-demand situation in agricultural products. The growth rate of agricultural production in the Region over the past 13 years was 2.6% per annum, well short of the 4% target of the Second UN Decade, and that in nine countries, agricultural production still lags behind the rate of increase in population. In more general and dramatic terms, the Indian

Minister for Agriculture commented forthrightly that "the time has, therefore, come to ask ourselves; 'What has gone wrong with the pattern of development and international action sponsored during the last 25 years? Why is it that despite all the efforts of the United Nations and its specialized agencies like FAO, UNICEF, WHO, etc. there has been increase in hunger, poverty and want?'"

#### The Need for New Models of Growth

39. In the great majority of the country statements, certain common features were discussed which reflect - by way of indirect and implicit answer to the Indian Minister's question - a quest for new models of growth. These common features appear to be (a) a striving for liberation from the external constraints of recurring natural hazards, low exploitation of national resource potential, and shortages and expenses of imported farm inputs; (b) a clearer and deeper understanding of the implications of national self-reliance viewed in terms of the fullest use of local and renewable resources and the meaningful participation of rural people especially the hitherto apparently "unreachable" category of small and low income farmers and fishermen; (c) the emerging need for new orientations in agricultural development strategy, which can achieve the optimum blend of productivity, social justice and participatory change.

40. The external constraints that shackle the economies of Asian countries were recognized to be of three kinds: (1) a continuing dependence on capricious and precarious world markets for export commodities; (2) the complementary but still subservient role of Asian economies in relation to the economies of the developed countries; and (3) a helpless subjection to world monetary and exchange forces. The commodity boom has proved a mixed and uncertain blessing to the countries of the Region which include Australia and New Zealand whose vulnerability to the same world market forces, especially as regards meat and wool, was emphasized in their statements. The latter countries have sought to strengthen internal self-balancing stabilization measures, and have stressed the need for guaranteed and continuing access to world markets. Most other countries have seen no alternative but to diversify their agricultural economies, especially in the direction of national self-sufficiency in essential staple food crops. Yet, few countries have found the time, opportunity or assistance to achieve substantial degrees of diversification or self-sufficiency because of other even more crippling forms of dependence on the economies of developed countries, viz. a dependence on scarce and expensive imports of essential agricultural inputs such as fertilizers and pesticides, and a reliance on exotic forms of new agricultural exports demanded by the rich countries. One example of the latter is what the Indian statement described as the undue concentration on "capture fishery" (capital intensive, export oriented, marine fisheries) as against more relevant "culture" fishery (various forms of labour intensive, small fishermen centred aquaculture). A similar example is the tendency in Asian livestock development to serve the export market for meat in the rich countries instead of urgent national needs for animal protein among their own people. Almost every delegation dwelt on the obstacles to development caused by the scarcity and prohibitive prices of fertilizers and pesticides, constantly rising freight rates and contagious world inflation.

41. In their equally frank recognition of internal constraints, member countries were conscious that not all the blame should be laid at the feet of world market forces and the rich countries. Bangladesh, which more than any other country in the Region is subject to the recurring natural hazards of flood, expressed the view that it must learn to live with them by adapting (and refining) its modes of growth to disaster conditions. Malaysia and Pakistan confessed that their exceptional economic performance in recent years cannot be considered satisfactory when judged by their own national economic objectives which are to ensure the eradication of poverty and higher incomes to the rural population. The overall objectives of Mongolia, Nepal, Fiji and Laos were described as people-oriented programmes aimed at integrating agricultural and rural development. Japan gave expression to the general consensus that the optimum exploitation of potential agricultural resources was closely correlated with improvement of national socio-economic structures in terms of land reform and progressive measures of social justice and rural participation.

Sri Lanka, in particular, squarely confronted the national political aspects of development in stating that development must take account of local cultural forces and the power structures involved in the problems of productivity, and that productivity cannot be made an isolated deity for worship but must be understood in clear socio-economic terms. Similar intentions can be understood from the statement of the delegate from Laos, "Mais il demeure pas moins, que le bien etre du villageois par la motivation et la participation des villageois eux-memes reste notre principal souci et notre principal objective".

#### Approaches to New Orientations in Agricultural Development Strategy

42. Based on this general recognition of the patent need for new models of growth, several country statements provided indications of three broad alternative (but closely inter-related) approaches to new strategies for agricultural development.

(a) One approach was based on a deeper understanding of the concepts of national self-reliance and the optimum use of local resources. A considerable part of the Indian statement was devoted to an examination of these aspects. It urged the adoption of policies which will ensure that adjustments are made for inevitable vagaries of weather through a "risk-distribution agronomy" and "crop life-saving techniques" as integral parts of the planning process; and strategies which will aim at increasing productivity with minimal dependence on non-renewable forms of energy, and with a mastery of the principles of energy conservation and recycling. Asian agriculture must aim to become an efficient user of renewable forms of energy and must abandon or substantially limit its dependency on expensive, unreliable forms of non-renewable energy which alien models of development currently prescribe. Technological practices in farm management must be sought which are relevant, hospitable, and as far as possible, native to specific agro-ecological and socio-economic milieu. Bangladesh provided another comprehensive view of a realistic approach suited to her conditions. Increasingly convinced that - in the short and medium term at least - she must learn to live with the prospect of recurring natural hazards, she emphasized the need for concentration on efficient deep water paddy culture (in water depths ranging from 1 meter to 5 meters), and on winter crops such as wheat, potato, pulses and oil seeds which could be grown safely and abundantly at a time of the year relatively free from flood conditions. Equally significant was Bangladesh's insistence on the increasing use of low-lift pumps, low cost tube wells and other forms of intermediate or village technology - an emphasis widely shared now by most other Member Countries. Programmes of research, training and extension are being increasingly geared to these aspects of the evolving new strategy in Bangladesh. In Nepal, the trend towards greater self-reliance on existing resources takes also the form of proposals for utilization of her abundant hydro-electric power for the manufacture of nitrogenous chemical fertilizer to counter the present dependence on imported fertilizer at prohibitive prices. The Philippines has recorded its plans for crop insurance schemes; policies for "socialized prices of fertilizer"; guaranteed prices for several crops; small-scale grain processing and storage facilities; a pilot scheme for producing coconut milk as a protein substitute; and backyard livestock fattening campaigns.

(b) A second approach to the problem of alternative strategies is through the closer integration of agricultural development with rural development. In the past, the distinction between the two, reflected in their direction by separate government ministries or departments, separate cadres and separate policies, has tended to make rural development too much a matter of social service, and agricultural development too much a matter of technology transfer. Instead, the overall objectives of Mongolia, Nepal, Fiji, Philippines and Laos have now been conceived in terms of people-oriented programmes aimed at the merger or identification of rural development with agricultural development. Other countries envisage the same process as integrated rural development. "Every package of economically viable technology", as the Indian statement expressed it, "will have to be matched by appropriate packages of services and of public policy". The Philippines reported the energetic and successful measures she is taking to redress the balance of what she called her hitherto "lop-sided economy", through new directions in integrated agricultural development (as her Masagana 99 campaign) and in measures

involving also an emphasis on decentralized agro-industry in rural areas. Recognition that an important prerequisite for these measures should be effective land reform, can be seen in the present policies of the Governments of the Philippines, Vietnam (Rep. of), and Sri Lanka - all of which record significant progress in the progressive transfer of land to the tiller, and in the improvement of tenurial conditions. In Sri Lanka, agricultural development - centred on people's agricultural productivity committees, and on remodelled cultivation committees - has been made an integral part of some of the most significant measures of social transformation in the history of the country - the Land Ceiling Act, the Agricultural Productivity Act and the Agricultural Lands Law. The crucial problem facing the country is how this accelerated social transformation can be matched with sustained motivation for increased productivity. An exciting programme with features strikingly similar to that of Sri Lanka and like the latter, of considerable interest to other countries of the Region, is envisaged by Laos.

The central catalytic role assigned to youth in the new Laotian programme is a particularly imaginative and noteworthy aspect of the Laotian Government's view of integrated rural development conceived as the optimum use of national resources. A similar imaginative recognition of the potential for socially constructive integration latent in youth and the academic sector is the Mae Klong River Basin Project in Thailand in which three major universities of the country are collaborating with the Government in a programme designed to study, motivate and serve a rural community of over two million people. Other aspects of the "integrated approach" in Thailand are intensified efforts for institutional support to farmers in credit, marketing, farm management, storage and supplies of inputs, and the stimulation of viable organization of the farmers themselves; new policies and legislation for an Agricultural Assistance Fund to utilize export premiums (collected on rice, sugar and other crops), to assist producers and enhance farm income.

While most of these programmes referred to are still in exploratory or experimental stages, their earlier prototype can be seen in the Saemaul (New Community) Movement in Korea which has already proved its worth in the contribution it has made to the outstanding achievements of the Korean agricultural sector.

(c) The third approach to the search for alternative developmental models shares all the fundamental features of the first two and is distinct only in the nature of its special focus and emphasis, viz. the small farmer. Experience continues to provide insistent confirmation that the development process tends to congeal at the top and around a few, without spreading its due benefits and impact over the lower socio-economic categories of the population. To counter this tendency, national development programmes need to build into their structures and processes a deliberate, purposive bias in favour of the small farmer. At the 11th FAO Regional Conference in New Delhi in 1972, Member Countries authorized FAO in the Region to adopt the ASARRD Project as one of its highest priority areas of attention - to study the reasons for the continued failure to involve the small farmer in the processes of development and to provide governments with guidance on appropriate approaches to the problem. In their statements at the 12th FAO Regional Conference, Member Countries expressed their appreciation of the work of ASARRD. During the later detailed discussion of this item, they also pledged their commitment to a number of the proposals ASARRD has made to governments: (notably) the creation of National Small Farmer Boards, the appropriation of a specific fund from the national budget to be devoted to small farmer development, the mobilization of special service cadres and non-governmental groups to promote viable small farmer organizations, and the adoption of new techniques (e.g. problem-solving multi-dimensional workshops) designed to stimulate the increasing involvement and participation of a sector hitherto unreached by development, and by many despaired of, as "unreachable". India has already led the way in new small farmer orientations through its Special Agency for Small Farmer Development, and has also recently completed a detailed study (through its National Commission on Agriculture) on the development of integrated farmers' service societies with special attention to the credit, inputs and services needed by small farmers.

It is of special significance that India, in spite of (or because of) the fact that it has had the longest and most varied experience of community development, should have been the first to recognize (even to anticipate) the findings of the ASARRD Project that a special corrective bias in favour of small farmers should be built into national programmes for community development. Appropriately, the Indian example is a vindication of the Gandhian conviction that Sarvodaya - the welfare of all - must begin with Antyodaya - the welfare of the small - (the last, the lowest, the least and the lost).

#### International Cooperation, Trade and Aid

43. The quest for these new orientations in agricultural development strategy has begun to lend new meaning among Member Countries of the Region to concepts of trade, aid and international cooperation in general. Inflation, the uneven and now diminishing benefits of the commodity boom, the prohibitive prices of imported agricultural inputs, have increased the realization among Member Countries that international cooperation hitherto (through trade and aid) has been tilted against their real interests. To redress this balance, Member Countries of the Region urged the need for new attitudes and policies in international cooperation. Korea deplored attitudes of "resource nationalism" and underlined the need for treating the problems of food and agriculture as global issues common to all countries.

44. All Member Countries welcomed the global approaches undertaken by FAO in response to, or at the initiative of, developing countries, notably the World Food Security Scheme, the International Fertilizer Supply Scheme and the efforts for International Agricultural Adjustment. The statement of Japan as a major developed nation in the Asian Region was of particular significance in its appreciation and acceptance of the new emphasis needed in cooperation between rich and poor countries. Japan announced the creation of a new International Cooperation Agency and its intention through this to promote Asian agricultural development as far as possible on a multilateral basis. A programme of special importance within her new policy is the feasibility study recently undertaken by a Joint FAO/Japanese Mission to 12 Asian countries to examine the prospects for creation of a Centre for Integrated Rural Development for Asia, with special emphasis on integrated agricultural development and the small farmer. On more immediate problems, Japan stressed its endeavours under the International Fertilizer Supply Scheme to assist Asian countries with essential fertilizer supplies through direct commodity loans and under other multilateral schemes.

45. Australia and New Zealand shared with many developing countries the urgent need to press continually for international agreements to stabilize and liberalize trade in primary commodities. In their special position as Asian Member Countries on both sides of the international cooperation equation, they are particularly well placed to support and voice the common interests of the Region to secure relief both at international fora such as GATT, and through appropriate specialized arrangements.

46. On the FAO's proposal for a World Food Security Programme, all countries including Thailand (the major surplus country in the Region) expressed their support. Pakistan and Malaysia, however, were careful to point out that this was a field in which imaginative forms of international assistance were needed by the rich food surplus countries. The poor countries were still invariably deficit in food and in no position on their own to set aside or have access to reserves. Pakistan and Korea (Rep. of) stressed, therefore, the responsibility of the surplus countries "to hold the stocks as well as the price line through low-interest long term loans" till the poor countries develop their own production potential. The obstacles to the latter in the form of lack of fertilizer and farm inputs were raised by Thailand and Nepal, particularly. Both urged the need for international cooperation to build up national capacities for fertilizer production. A noteworthy suggestion by Nepal was that in the early stages, fertilizer assistance should be linked to the creation of National Food Banks financed by the sale proceeds from fertilizer aid, and utilized to provide food storage facilities and other farm inputs.



47. In keeping with the new orientations for agricultural development strategy, the general consensus of Member Countries indicated that international cooperation in the form of development assistance should, at least for the present, concentrate more directly on projects which support and stimulate labour intensive development activity, national self-reliance, and integrated rural development with the fullest involvement of small farmers. The need for technical assistance for some larger infrastructural programmes would, however, still remain. One example of this is the high priority expressed by Pakistan for international technical and financial assistance for the rehabilitation of land in the irrigated Indus Basin where over 100,000 acres a year are being rendered sterile through water logging and salinity. Other requests for capital intensive aid were generally limited to the provision of national fertilizer plants (using hydropower as in Nepal) and measures for increasing local supplies of other essential farm inputs (e.g. pesticides). Malaysia advised the Conference that priority should be given to technical assistance relating to the 1980 World Census of Agriculture, and stressed the need for a regional statistical service. For most countries, however, the more urgent direction that international aid should take was clearly in catalysing the potential of its small farm agriculture with the maximum use of local resources and with full regard to local conditions. The Bangladesh and Indian statements provided the clearest illustration of this need with their emphasis on the fullest adaptation to and utilization of climatic, social and agro-ecological conditions (e.g. winter wheat and deep water rice culture in Bangladesh). For all Member Countries, the new directions for aid would also imply much greater regional attention to aquaculture and small-scale animal husbandry and the need for help (research, technical assistance and finance) in low cost technology (pumps, small tube wells, seed, and small farm equipment).

48. Attending the FAO Regional Conference for the first time, the Mongolian People's Republic expressed the view that other Asian countries may find value in the experiences in socio-economic cooperation of the CMEA (Council for Mutual Economic Assistance) of which she is a member. It was stated that one of the main objectives of the CMEA's Comprehensive Programme was to put on an equal level the development of CMEA member countries in the course of 15 to 20 years. In this Programme, the MPR would welcome close working ties with FAO and UNDP.

49. A special area on which aid was required to concentrate is in assistance to land-locked countries (e.g. Nepal and Laos). Nepal drew particular attention to this need and referred to the Lima Declaration, and U.N.-sponsored conferences at which the disabilities of land-locked countries (especially in regard to their higher transportation costs for agricultural exports and imports) were explicitly and specifically recognized.

50. Intra-Regional Cooperation The increasing degree of fruitful cooperation between Member Countries of the Region was evident from many country statements. Apart from the measures taken by Japan in connection with her proposal (already referred to) for an Asian Centre for Integrated Rural Development, the Asian Centre for Agricultural Machinery is another instance of Japanese initiative in intra-regional collaboration. Indonesia and the Philippines are collaborating in an exemplary scheme for the joint establishment and operation of a fertilizer plant, in which Indonesia will provide the ammonia and the Philippines, the phosphoric acid. The reaffirmation of the FAO's priority programme for the Region embracing nine areas of priority is a welcome indication by member countries of the importance they attach to intensive inter-country collaboration in approaches to common problems. Most of the FAO's priority areas include projects of an inter-country nature (e.g. the Asian Livestock Survey, the South China Seas Programme, etc.) which are specifically designed to promote the processes of functional regional cooperation. As a logical corollary to these processes, several member countries stressed the vital role of FAO's Regional Office. Among these, Thailand saw the Regional Office as the principal instrument in bringing about the amalgamation of regional interests with FAO's new global approaches, and as the effective coordinating centre for regional programmes.



MATTERS ARISING OUT OF RECENT UN SESSION AND  
SEVENTEENTH FAO CONFERENCE

— Programme of Action on the Establishment of a New International Economic Order

51. The Conference discussed the United Nations General Assembly resolutions concerning the establishment of a New International Economic Order as reproduced in FERC/74/12 and noted the Director-General's view that Regional Conferences afforded a suitable opportunity to consult the wishes of member governments about the way in which FAO should re-adjust its programme of work to respond effectively to these resolutions.

52. The Conference underlined the importance of the resolutions which had implications for FAO as well as other international organizations. It was felt that the programme of work of FAO was generally in line with the principles of the Declaration and with the more detailed proposals of the Programme of Action where these were relevant to the competence of the Organization. Attention was drawn to the need for international bodies to anticipate, as far as possible, emerging economic and social issues in formulating the programmes. The Conference was informed that a special working group in the FAO Secretariat was reviewing the programme of work of the Organization in the light of the aspirations and contents of the UN resolutions and that Member Governments would have the opportunity to discuss the findings of the working group through the report to be submitted to the FAO Council.

53. As regards the Special Programme to mitigate the difficulties of the developing countries most seriously affected by the current economic crisis, the Conference stressed the need for having as large a contribution as possible to the UN Emergency Operations Fund so that it could serve the purpose for which it was set up. Although there was no official information available yet, the Conference was informed that contributions pledged now, total around US\$ 2 billion and the target of US\$ 3 billion was likely to be achieved. A number of delegates pointed to the particular importance and urgency of improving fertilizer supplies available to developing countries. This was the major prerequisite for expanding food production in the short plan. The Deputy Director-General outlined the operation of the Fertilizer Scheme which provided for assessment of the needs of the countries, location of supplies and arranging the financing of the purchases.

— World Food Conference

54. The item was introduced by Mr. A. Vidal Naquet, Representative of the Secretary-General of the World Food Conference, who presented the proposals as outlined in Document FERC/74/CONF/4 prepared by the World Food Conference Secretariat (Appendix to this Doc.) and in particular, the proposal regarding the World Food Authority. The subject is presently under discussion in Rome by the Third Session of the Preparatory Committee of the World Food Conference.

55. The Deputy Director-General informed the Conference that the proposal for the creation of the World Food Authority as contained in the World Food Conference document on Proposals for Action was made by the Secretary-General of the World Food Conference himself in his own capacity, and that he was not presenting the views of the Director-General of FAO nor of the UN Secretary-General. The Deputy Director-General further informed the Conference of the outcome of the informal meeting of interested delegates (Rome, 16-20 September 1974). He said that agreement had been reached on:

- (a) The need for an integrated approach.
- (b) Main substantive elements of World Food Policy as summarized in the Secretariat Information Document.

- (c) The need for effective follow-up action which will require efficient and adequate institutions, either modified or improved existing bodies, or a new coordinating mechanism. All individual proposals for follow-up will be referred to the Third Session of the Preparatory Committee. The Secretary-General's proposals in Document INF/CONF 65/4 will have to be further examined by the Third Session of the Preparatory Committee to ensure full realization of all the main elements of individual proposals. The Third Session of the Preparatory Committee should set up a working party to examine the Peruvian Draft Declaration on the Eradication of Hunger and other ideas.
- (d) While it was generally agreed that existing organizational arrangements for channelling development aids were not functioning adequately, it was also agreed that new machinery should be set up only if necessary to meet well defined existing shortcomings or to promote better management.

56. The Deputy Director-General also stated that in addition, a suggestion was made that traditional and potential donors may wish to consult with each other on organizational requirements.

57. Mr. Bula Hoyos, the Independent Chairman of the FAO Council, stated that before proposing to create a new institution, a thorough study should be made on the result of the World Food Conference. He reminded the Regional Conference that it was agreed at the Seventeenth FAO Conference that the aim of the World Food Conference should be achieved through the existing mechanism, and said that the following questions are still to be answered: What is the relationship between the proposed World Food Authority and FAO? Whether the mechanisms of the proposed World Food Authority if created, will not overlap with the FAO Council? How to implement the decisions of the World Food Conference?

58. There was a general feeling that as representatives of the same governments from the Region were meeting in Rome for the Preparatory Committee, it was not necessary to have a detailed discussion at the Regional Conference.

59. The Delegate from Japan informed the Conference that they would put forward to the World Food Conference a proposal for a world-wide information system on the food and agricultural situation.

60. The delegations stressed the importance of the World Food Conference in their country statements, and expressed the hope that additional resources and concrete and expeditious actions could result from it. In regard to the creation of the World Food Authority, reservation was expressed by some delegations, while others stated that further in-depth study should be made into the relationship with the existing mechanism and the scope for the improvement of the efficiency of the existing organizations as well as the coordination amongst them so as to ensure a comprehensive approach to the food problem.

#### International Agricultural Adjustment

61. The Conference noted the Director-General's programme of work and timetable for the preparation of the draft of a proposed strategy of international agricultural adjustment to be submitted to the Eighteenth Session of the FAO Conference. The main components of such a strategy would be an overall frame, guidelines, indicators and monitoring, and consultations and negotiations. These would be discussed at the forthcoming session of the Committee on Commodity Problems in October 1974.

62. The developments in the last two years have underlined the need for a mechanism for bringing about orderly and acceptable changes in world agriculture. The Conference expressed continuing interest in and support for the work on international agricultural adjustment. It noted that the Secretariat would take full account of the World Food Conference discussions and decisions and that the Director-General envisaged his strategy

report as providing an opportunity for considering how the action decisions of the Conference could be fitted into a continuing and consistent policy frame as a follow-up of the World Food Conference.

63. It was urged that in revising the guidelines, full account should be taken of the newer thinking embodied in the Programme of Action on the Establishment of a New International Economic Order particularly in respect of measures for ensuring an adequate supply of inputs for implementing the production guidelines, regulation of prices aimed at protecting the terms of trade and the import purchasing power of the developing countries and providing access to markets, in respect of production for export. The UNCTAD proposals on stabilizing and expanding agricultural trade should also be considered in the revision of the guidelines.

64. To facilitate the formulation of the strategy of international agricultural adjustment, a proposal was made that the Committee on Commodity Problems at its October Session might consider the holding of a Spring 1975 Session.

65. The country case studies on agricultural adjustment were considered to be useful and interesting. More of such studies should be undertaken if funds permitted.

#### World Food Security

66. The Regional Conference took note of the conclusions and decisions reached by the FAO Conference at its Seventeenth Session (November 1973) on the Director-General's proposal for the establishment of a system of world security designed to ensure the availability at all times of basic foodstuffs adequate to maintain a steady expansion of consumption, to offset fluctuations in supplies and prices and to meet emergency situations. The scheme envisaged by the Director-General would consist of a framework for national stock policies, supplemented and coordinated by international consultations, a set of agreed guidelines, an improved system of information on the supply and demand situation and prospects, and expanded economic aid to developing countries. As the instrument for obtaining governments' cooperation, the proposal envisaged an international undertaking to be formally accepted by governments.

67. The FAO Conference had endorsed the basic objectives and principles outlined in the Director-General's proposal. It stressed, however, that in addition to the essential element of adequate food stocks in producing and consuming countries, a world food security system should include a number of other features such as international aid to promote food production in developing countries, food aid, adequate returns to farmers and stable conditions in international trade.

68. In endorsing the proposal, the FAO Conference had also made a number of decisions on follow-up actions. It requested the FAO Council to initiate, with the assistance of the appropriate bodies, regular evaluations of the adequacy of current and prospective cereal stocks in the light of the objectives of world food security, and invited interested countries, the Director-General of FAO, and the international and regional agencies concerned to assist developing countries in formulating appropriate food security policies and in identifying and mobilizing the resources required. It also requested the Director-General to establish an improved food information system in cooperation with other competent bodies. It also decided that the draft international undertaking should be reviewed by a working party of government representatives with a view to preparing an agreed text for formal acceptance by governments at the earliest possible date. This working party met in May 1974 and its report was made available to the Regional Conference.

69. The revised draft undertaking prepared by the working party laid down certain principles and guidelines, especially in relation to the promotion of increased food production and the adoption of stock policies that would result in the maintenance of a minimum safe level of basic cereal stocks for the world as a whole, sufficient to ensure continuity of supply in emergency situations. It also provided that, in periods of acute

shortages, nations holding stocks surplus to their domestic needs should make supplies available for export on reasonable terms. The draft undertaking also pointed to the need to safeguard normal production and trade and called on governments to observe the FAO Principles of Surplus Disposal and the consultative obligations attaching to these Principles.

70. The Regional Conference noted that the report of the working party had already been endorsed in principle by the Council and would shortly be reviewed by the Committee on Commodity Problems. After formal adoption by the Council at its 64th Session in November 1974, the text of the undertaking would be transmitted to governments with an invitation to signify their readiness to adhere to it. The undertaking, at the request of the Council, would also be submitted to the World Food Conference.

71. The Regional Conference was informed that, in accordance with the Conference Resolution, the Director-General had taken steps to strengthen the food information system with a view to monitoring continuously and comprehensively the world situation and prospects for food production, demand, trade and stocks.

72. The Regional Conference was also informed that the Director-General had initiated an action programme, in cooperation with other interested agencies, intended to provide interested developing countries with coordinated assistance in the field of food security. A series of missions was being organized to assist individual countries in formulating their stock policies and programmes and in identifying the external assistance required.

73. The Regional Conference expressed warm support for the proposed scheme, which, it believed, could make an important contribution to the objective of world food security. The Regional Conference laid particular stress on the importance of increasing food production in developing countries.

74. To increase production, there was an urgent need for bilateral and international assistance in all forms, technical and financial, and including the supply of fertilizers and other inputs. It was pointed out that stocks could only be built up from increased production and that, until a surplus over current needs could be secured, supply deficiencies in developing countries would have to be covered by food aid, including credit facilities, since current high prices made it difficult or impossible for developing countries to import on commercial terms. Bilateral food aid programmes and the help of the World Food Programme were thus essential for meeting shortage situations.

75. The Conference also emphasized that no plan for world food security could be assured of success without the participation of all the major producing and consuming countries. It noted that, for the purpose of securing such wide involvement, the Director-General had invited non-member nations of FAO to participate in further consideration of the revised text of the undertaking. There was agreement also on the importance of an improved information system and the Conference considered it essential also in this respect that all major grain consuming and producing countries participate in providing relevant information for the system to be of maximum usefulness.

76. Some delegates pointed out that some of the matters covered by the undertaking might be the subject of negotiation in the multilateral trade negotiations of the GATT and that their inclusion in the undertaking could not be regarded as pre-empting these negotiations. It was also pointed out that a new international wheat agreement might include provision for relief.

77. Finally, the Conference expressed warm approval of the Director-General's action in arranging for missions to individual developing countries to assist them in working out their food security policies.

## WORLD FOOD PROGRAMME

### Review of World Food Programme Activities in the Region

78. The Conference heard with interest the statement by Professor V. Marrama read on behalf of Dr. Francisco Aquino, Executive Director of the World Food Programme. The Conference also noted with satisfaction the Executive Director's report on the activities of the Programme in the Region as presented in Document FERC/74/5.
79. The Conference appreciated the important role played by the Programme in support of a large number of economic and social development projects, within the context of the development plans and priorities of the Governments in the Region, and particularly in the alleviation of human suffering among the victims of several natural and other disasters in the Region.
80. The Conference noted with serious concern the situation arising out of the alarming rise in the international prices of food commodities and transportation costs which had considerably reduced the resources of the Programme in real terms and hence its ability to provide aid to the needy countries particularly at a time when the need for food aid in the developing countries had become much more pressing than ever before. It was regrettable that in its present tight resources situation the Programme may not be able to undertake during 1975 new commitments of more than US\$ 120 million of aid whereas it had in the pipeline requests totalling about 600 million dollars. The Conference, therefore, urged all Governments in a position to do so, to pledge or increase their existing pledges to the Programme to enable it to meet the rising demands for food aid to the developing countries particularly those most seriously affected by the prevailing economic crisis. Those not in a position to contribute food commodities were urged to provide all-cash donations to the Programme to enable it to purchase essential food commodities from developing exporting countries.
81. Some delegates proposed that in order to assure the provision of stable resources to the Programme in future, all Governments, in a position to do so, should make their commodity pledges in physical quantities rather than in monetary terms. The Conference was informed that this matter would be discussed at the Twenty-Sixth Session of the World Food Programme Inter-governmental Committee (IGC) in October 1974 within the context of a proposed study on ways and means to insulate the Programme's resource position from price fluctuations.
82. A number of delegates considered that the percentage of total World Food Programme resources so far committed by the Programme since its inception to the countries in Asia and the Far East Region, compared to those committed to the other regions, was rather low. These delegates pointed out that apart from the fact that more than half of the world's population live in Asia, some 250 million of about 460 million persons suffering from under or malnutrition are in this Region and that in terms of both calory and protein intake the Region ranked the lowest. They further pointed out that the UNDP had already decided to increase its Indicative Planning Figure (IPF) for countries in this Region for the next 1977-1981 cycle to US\$ 600 millions from US\$ 350 millions for the current 1972-1976 cycle and that in order to make the UNDP assistance more effective it was necessary that this was matched by a similar increase in World Food Programme food aid to the Region.
83. Reference was made to the high cost to Governments of internal transportation of food within the recipient countries which at times was more than the local price of food itself. The Conference noted with appreciation that, in the case of the least developed countries, World Food Programme had already decided to consider the provision, on request, as far as its resources would permit, of upto 30% during 1974, upto 40% during 1975 and upto 50% during 1976, of the total internal transport, storage and handling costs actually incurred by the least-developed countries in respect of World Food Programme supplied commodities.

84. The representative of UNICEF commended the work of the Programme especially in the field of assistance to the vulnerable groups of mothers, infants and pre-school children and suggested that in order to make World Food Programme aid more effective due attention should be paid:-

- (a) to the food habits of the intended beneficiaries in determining the type of commodities to be provided, especially in nutrition improvement projects; and
- (b) to ensuring that complementary expert assistance in all aspects of food management, and also in nutrition education was available to the beneficiaries.

The Conference was informed that World Food Programme had a whole-time Nutrition Adviser on its staff, and worked closely with the Nutrition Division of FAO and with WHO in the formulation and technical back-stopping of all WFP-assisted projects.

85. The delegates of Australia, Japan and U.S.A. in particular assured the Conference of the continued support of their respective Governments to the Programme.

REPORT OF THE TECHNICAL COMMITTEE

86. The Conference next examined and discussed the Report of the Technical Committee on the following items of the Agenda:-

DD2 Mid-term review and appraisal.  
Water problems in agriculture with special reference to power utilization.  
Increasing and stabilizing agriculture in rainfed areas.  
Development and participation of the small producer in increasing production.  
Integrated approach to agricultural and rural development.  
Programme and activities of FAO in Asia and the Far East Region.

87. The Report of the Technical Committee as amended and adopted by the Conference is set out below. A note on the Proceedings of the Technical Committee appears in Appendix G.

AGRICULTURAL DEVELOPMENT PERSPECTIVES AND STRATEGIES FOR THE REGION

- DD2 Mid-term Review and Appraisal

88. It was noted that the preliminary review and appraisal of progress of the agricultural sector in the Region during the Second Development Decade (DD2), presented in Document FERC/74/4, represented the preparatory work already under way in FAO for providing the material to the United Nations for the preparation of the overall mid-term review and appraisal of progress. FAO would be progressively refining the preliminary material on regional and global progress in the agricultural sector which would be brought together in the 1975 issue of the State of Food and Agriculture for discussion by the Eighteenth Session of the FAO Conference.

89. In assessing progress in the agricultural sector, it was felt, that the long-term upward trend in agricultural output and productivity should not be lost sight of. A view was expressed that the setback to agricultural production during the second year of the decade could be regarded as a temporary deviation from this trend.

90. The first four years of the Development Decade were too short a period to draw any definite conclusions on the achievement of the four per cent average annual increase in agricultural production called for by the strategy for the decade. Nevertheless, no effort should be spared to increase agricultural production, considering that during the past 13 years (1961 to 1972), the average rate of growth of regional agricultural production had been about 2.6 per cent which was only slightly above the rate of growth of population, leaving very little margin to improve nutritional levels; and considering that in 9 of the 16 countries of the Region, growth in agricultural production was less than that in population. The situation was recently further compounded by world wide inflation and the energy crisis which had affected seriously the availability and prices of agricultural inputs. It should also be borne in mind that the progress in different areas of the Region has also not been uniform and that in addition there has been differential rates of progress with different crops. A review and appraisal of the strategy of the second development decade is needed in order that new approaches could be made towards achieving the required 4 per cent annual increase in agricultural production set out for the decade.

91. The high degree of instability in agricultural production was recognized. While there was no evidence that production fluctuations have worsened in recent years, there was no doubt that their effects were now much greater and more widely felt than in the past and as such called for planned measures to soften their impact. Several delegations pointed out that in preparing the instability index, it would be better to indicate only the negative fluctuations from the trend rather than the average fluctuations (positive and negative) around the trend.

92. In respect of factors affecting agricultural production, emphasis was placed on the need for more research and provision of quality seeds, fertilizers and pesticides, improvement of soil and water management; maximization of the use of organic manures; the efficient use of available supplies of inorganic fertilizers and pesticides, the prevention of pre-harvest and post-harvest losses and effective extension services and other measures involving the farmers themselves in making better use of advisory information.

93. The need for achieving the target of official development assistance specified in the strategy for the Second Development Decade was underlined. In this connection, the Australian and New Zealand delegates announced their Governments' intention to increase the allocation of aid to the developing countries in the Region. It is necessary, however, to ensure that the best use is made of the aid provided.

94. In the review and appraisal of progress of the agricultural sector, the performance of the export sector should be given particular attention, as it provided the import capacity, one of the important determinants of economic growth. Stress was, therefore, laid on access to markets in the developed countries for the agricultural products of the countries of the Region.

95. It was emphasized that any re-appraisal of international development strategy must in the first place be concerned primarily with improving the position of the small farmer and his family. In addition it was recognized that overall agriculture development of the Region must necessarily depend to a large measure on raising the productivity of these small holdings. The adoption of low cost technology was stressed particularly in the context of the energy crisis which made it all the more important to rely on improving techniques and products that already existed in the Region, rather than too rapidly introducing techniques from outside that were not easily adaptable. It was also essential to lay stress on improvement of the institutional structures to promote agricultural development.

96. The strategic importance of the rural sector and the need to have indicators of rural, economic and social development were underlined.

97. Regarding the addition of such important issues as the establishment of a system of minimum world food security and international agricultural adjustment to the international strategy for DD2, it was felt that considerable care should be exercised in maintaining a balance between the objectives. Moreover, in any case, these important issues would continue to receive great attention.



SELECTED AGRICULTURAL DEVELOPMENT PROBLEMS IN THE REGION

-Water Problems in Agriculture with Special Reference to Power Utilization

98. The Committee discussed Document FERC/74/6 which was supplemented by the statement of the Secretariat briefly describing current problems of water development and management in the Region as well as FAO's past and possible future action. The supplementary comments made by the Secretariat highlighted the importance of an integrated approach toward water development and of coordinated action among the Government Departments concerned. The Secretariat also expressed the importance of training activities at all levels by organizing seminars, training courses and publications.
99. During the course of the Session it was unanimously agreed that availability of assured and controlled water supply to agricultural land plays a basic role in increasing land productivity and crop production including multiple cropping and diversification of crops.
100. A number of delegates pointed out the constraint of lack of energy and transmission facilities in irrigation development particularly in respect of ground water resources. The countries of the Region should take special steps to make available energy for agricultural purposes and rural electrification keeping in view the competitive needs of other energy users such as industry, mining, etc. To this end, every effort should be made to develop local energy resources, particularly hydro-electric power. The need for assistance from International Organizations and developed Countries for power development and transmission was also recognized.
101. It was urged that Member Countries and FAO should put increasing emphasis on comprehensive river basin planning and development for agriculture. This reflected the tendency that water demand would be rapidly increased in various sectors with a result that the competition from other water users would become a serious problem. It was, however, felt that the allocation of water to agriculture should not be reduced in quantity and quality, including proper planning of water resources allocation to irrigation and hydro-power. In this connection the need for careful assessment of water resources was cited by many delegations. Strong suggestions were made to fully utilize the available resources through careful development planning and exploitation of both surface and ground water.
102. The importance of socio-economic considerations in the development of water resources was stressed. In view of limited funds available in most developing countries, careful selection of priority projects must be made. It was pointed out that in some countries, the lack of basic data and of adequate expertise hinder proper water development planning. In this connection, it was stressed that water development should fully take into account the natural conditions of the basin, particularly rainfall and cropping patterns together. FAO was requested to render its assistance in these particular fields.
103. A number of delegations drew attention to the importance of comprehensive river basin development which would cover not only the development of agricultural water supplies but which would include also the rational management of watersheds, the reduction and control of soil erosion, flood control and drainage and the full utilization of the hydro-power potential. FAO was requested to study these subjects.
104. The need for more efficient use of water was the utmost concern of the delegations, particularly in view of the rising cost of construction, operation and maintenance of watering facilities. A strong recommendation was made to FAO to strengthen its activities in the field of applied research concerning efficient use and management of water. It was stressed that water management activities should not be confined to engineering aspects only but also to agronomic problems. Several delegations requested that FAO's water management activities should cover both irrigated and rainfed areas. In other words it was suggested that emphasis should be placed on water conservation and management for cultivated land as a whole.

105. Several delegates drew attention to the importance of the fullest utilization of existing irrigation and drainage facilities through their rehabilitation and improvement. The improvement of existing irrigation systems may reduce the need for undertaking new and expensive irrigation projects with long gestation periods. In relation to drainage and reclamation there is an urgent need for comprehensive development programmes in some areas of the Region. The need for assistance from International Organizations and developed countries was recognized.

106. Attention was drawn to the need for fully integrating the activities carried out by various agencies concerned in the development, management and use of water, and to the need for full cooperation between agencies responsible for engineering aspects and those dealing with agricultural and institutional problems. Such coordinated activities should be initiated at the earliest stage of water development planning for agriculture. It was pointed out that the subject should receive full attention of Member Countries and in FAO's future programme.

107. In view of the financial difficulties the Member Governments are facing due mainly to the rapidly increasing cost of the construction of irrigation facilities, many delegations stressed the need for further financial assistance from international and bilateral aid agencies. It was suggested that cooperation between FAO, multilateral and bilateral agencies be strengthened and expanded in order to make use of experience and information accumulated by FAO and other International Organizations.

108. Because of the very high cost of energy prevailing, the delegations unanimously agreed that improved water development facilities including hydraulic and water lifting devices should be introduced. The delegation of Japan showed the Government's willingness to help Member Countries by providing expertise and improved equipment.

109. The delegations were informed that FAO had under preparation a publication "Water Lifting Devices". It was pointed out that this publication should provide information in the field of less-power consuming facilities as well as of low cost materials for watering devices. This should include improved water lifting devices utilizing the power of human beings, animals, wind and water.

110. The Committee highlighted the importance of flood control and drainage improvement which not only reduce crop losses due to inundation but also protect valuable agricultural land. Application of proper techniques in this particular field is also needed for land reclamation. FAO was requested to carry out special studies.

111. A number of delegations stressed the need for training activities in water development and management at all levels especially for medium and field level personnel. Delegations stressed that FAO should step up training activities in this particular field through organizing seminars and training programmes on regional and national basis. Delegates also drew the attention of FAO to the fact that training activities through pilot demonstration should be strengthened. Such pilot projects should facilitate applied research as well as practical training.

112. There was general agreement on the importance of the role that Farmers' Organizations could play in the operation and maintenance of irrigation facilities and in water management and control. FAO was requested to assist countries in the Region with information on this subject.

113. The Committee fully supported the concept that a "systems" or "package" approach should be applied to water development and stressed the importance of the mobilization of all available facilities and inputs including water, fertilizer and others to effect a concentrated and integrated drive leading to higher crop yields.

Increasing and Stabilizing Agricultural Production in Rainfed Areas

114. The importance of rainfed agriculture in Asia is reflected in the fact that the rainfed areas cover about 80 per cent of the total arable land. Large number of families depend on rainfed agriculture, most of them living under conditions below subsistence level. Every effort should, therefore, be made to improve and stabilize agricultural productivity in order to improve the socio-economic conditions of farmers living in those regions. Accordingly the Committee endorsed FAO proposed lines of action outlined in the Conference Document FERC/74/7.

115. The meaning and definition of rainfed agricultural areas vary from one country to another. In order to evolve meaningful research and development strategies for such areas; it was suggested that FAO could assist countries by collecting and disseminating relevant data which would help to work out suitable definitions and uniform classification of rainfed regions and intra-regional zones taking into consideration not only rainfall and distribution but also information on climatic factors, soils and other physiographic factors predominant in those areas.

116. It was emphasized that detailed analysis of hydro-meteorological and ecological factors, in particular rainfall patterns, are essential in the design and establishment of appropriate cropping systems for different rainfed zones and the selection of the most suitable cropping systems which will fit local conditions and give satisfactory yields under such conditions.

117. It was mentioned that one of the most important factors in increasing and stabilizing agricultural productivity in rainfed areas is the need to develop crop varieties with high yielding potential, early maturity suitable for double cropping, and the various climatic and soil conditions prevailing in rainfed areas. The importance of deep-water rice cultivation in the economy of many countries in the Region was recognized. It was stressed that these countries should receive assistance in their national programmes for research on and the breeding of improved deep-water rice varieties through direct technical assistance and the exchange of basic genetic resources, other breeding material and technical information. FAO should follow up on the start it has given in this direction.

118. It was noted that problems associated with producing and distributing improved seed and planting materials immediately follow the identification of superior types and varieties. Emphasis, therefore, should be placed on the development of sound and efficient national seed industry programmes to make available in time adequate quantities of quality seeds to farmers.

119. Although raising yields and improving yield stability of individual crops merit high priority, it was felt that raising the output per unit area per annum should be given due importance. Where the rainfall distribution pattern permits, this could provide a large increment to food supply, particularly on small farms as well as increasing income and employment. In this connection, the development of a wide range of drought resistant crops was strongly recommended. The cultivation of these crops for food and feed offer good opportunities for increasing and stabilizing production particularly in rainfed areas.

120. In discussing problems of increasing production in rainfed areas the development of sound soil, water conservation and management practices was emphasized. More research on improved tillage practices, incorporation of plant residues, use of mulching techniques, placement of seed and fertilizer, water harvesting and other measures leading to moisture retention and better soil structure are urgently needed.

121. Pests, plant diseases, rodents, and weeds play an important role in reducing yields in rainfed agriculture. In certain areas because of these constraints the extension and cultivation of crops is almost impossible. Recognizing that with intensification of agriculture in rainfed areas, pest and disease problems, particularly weeds, will become

more serious, it was strongly recommended for increasing and stabilizing productivity, that research on pests, diseases and weeds in rainfed crops should be intensified and appropriate, economic control measures, including ecological and biological measures, the development of resistant crop varieties and suitable cropping patterns should be developed. The specific need for intensifying work on pest and disease control where new high yielding varieties have been introduced was also stressed. It was urged that efforts in this field should be strengthened and both FAO and that governments should pay greater attention to this problem.

122. It was noted that in the wet areas of the humid tropics, flood control and drainage practices are of utmost importance not only to enable improved management of the main crop but to allow better and efficient land use on the same plot of land. The cultivation of tropical fruit trees and tropical pastures in such areas was emphasized.

123. In the review of progress being made in the Region of mixed and multi-cropping possibilities, opportunities should be sought (1) for introducing livestock and improved pastures into the system through crop-livestock integration, and (2) where possible in certain countries such as the Khmer Republic to manage pastures under light forest cover. This is not only to make better use of national resources but also to improve the nutrition and living standard of small farmers.

124. With the current shortage and high prices of fertilizers, it was suggested that greater efforts should be made to utilize atmospheric nitrogen, organic manure and plant residues more fully. The use of legume/grass pasture and the development of tropical legumes in Australia were noted as examples of the way in which technology could be of value in the provision of low cost plant nutrient inputs in certain circumstances.

125. There was unanimous support for FAO's travelling seminars and workshops on rainfed agriculture. Additional seminars and workshops are needed in order to examine more fully the main problems affecting the use of technology in rainfed areas of monsoon Asia to identify gaps in research and development programmes and to suggest appropriate action programmes for implementation.

126. In support of national programmes for improvement and development of rainfed agriculture, Australia and Japan announced their intention of extending technical assistance, under existing and new programmes.

127. The need for a better understanding of the role of farm mechanisation in improving both land and labour productivity was generally recognized. Farming conditions varied considerably within the Region in some areas both continuous and seasonal labour shortages made farm mechanisation almost essential while in others the demands of timely sowing, crop diversification and of the establishment of systems of settled farming in place of shifting cultivation made some sort of selective mechanisation an urgent requirement. On the other hand indiscriminate mechanisation could lead to rural unemployment. It was strongly felt that Member Countries would need assistance in strengthening their own farm machinery research and development programmes and in establishment of an adequate base for farm machinery operation and maintenance programmes.

128. It was stressed that FAO should act as a clearing house for gathering, collation and dissemination of information on technologies and new research findings related to development of rainfed agriculture. FAO had a particular role to play in establishing links with national, regional and international research institutes and centres.

129. The Committee recognized a need for an inter-disciplinary planning approach to the objective of increasing and stabilizing production in rainfed areas. In this connection, FAO was requested to provide assistance in natural resources inventories, policy analysis and programme planning, manpower training and the formulation of projects and schemes for direct government's participation.

130. Due to competition among crops with similar climatic, soil and seasonal requirements and the low risk-bearing capacity of farmers living in rainfed areas, the need for incentives such as appropriate price policies and crop insurance were felt to be necessary as an integral part of any improvement programme in these regions. International technical assistance in this field needs to be expanded.

131. It was recognized that the scope of agricultural development in rainfed areas should not be confined only to the higher rainfall areas but that attention and assistance should also be extended to the development of the areas of lower rainfall as well, which form an important resource in some areas in the Region.

#### Development and Participation of the Small Producer in Increasing Production

132. In considering the paper (FERC/74/8) "Development and Participation of the Small Producer in Increasing Production", the Committee also took note of some of the experiences, findings and methodology of Field Workshops on the problems and development of small and landless farmers held recently in six countries (Indonesia, Nepal, Sri Lanka, India, Bangladesh and Korea (Rep. of)) followed by a Regional Seminar of senior officers of these countries under the UNDP/FAO Regional Project (ASARRD).

133. The observations of the delegates covered a wide range. In the first place, it was recognized that the problems of low-income small farmers and agricultural labourers in the countries of the Region are extremely complex and that solutions to those problems were going to be intricate, involving numerous structural and programme adjustments and far-reaching decisions. At the same time, neither the challenge of these complexities nor past failures and frustrations in attempts to provide low-income agricultural producers, a firm landbase and access to resources for raising their income and contributing adequately to production, can justify inaction in face of pressing urgency today.

134. The Committee agreed with the working paper that an academic discussion of the definition of "small farmer" was not necessary in this Conference. It is more relevant today for the countries in the Region to identify the categories of small agricultural producers and landless labourers who deserve special attention in the particular situation of each country. The smallness of the size of the holding cannot be the only criterion for this purpose. The Committee noted the categories indicated in the working paper and recognized that low income and a potential for viability may be more important factors than the size of the land unit. The question of the inadequacy of the title "small farmer" was also raised but it was realized that no single title can perhaps be comprehensive enough.

135. There was consensus in the Committee that the problem of low-income small farmers and landless agricultural labourers in the Region is urgent not merely because of the claims of social justice but because in raising food production, the countries will have to mobilize a large under-utilized agricultural labour force. The new technology of crops has brought about a situation in which no country can hope to sustain the initial upward trend of agricultural production without actively involving the small-holder, the share-cropper and the landless labourers in the process. The small farmer is efficient within his own limitations. He has the potential for raising the output as intensively as the middle-level enterprising farmers. But limited availability of irrigation, credit, chemicals and other inputs, limited physical base i.e. land and tenurial status, unfavourable market mechanism, limited opportunity for steady employment with reasonable wages, incapacity or disinclination of existing institutions to help and little share in their control and operation are some of the impediments. The Committee noted that the adverse effect of these impediments has been aggravated by the neglect of this sector in certain policies and organization of agricultural and rural development programmes and local rural institutions in several countries. Any further neglect will be hazardous for the economic well-being as well as political and social stability of the countries of the Region.

136. Having unanimously emphasized the need for urgent action for the development of low-income farmers and landless labourers, the Committee referred to two important pre-requisites. The first is that the programmes for action have to be evolved in the overall context of the socio-economic development in each country and should be appropriately linked to them. The second and an even more important pre-requisite is the exercise of a political will in favour of a clear policy to provide the opportunity and resources to low-income small farmers, tenants, share croppers, landless labourers, etc., in order to enable them to raise their incomes and contribute effectively to agricultural production. In several countries in the Region today, the top-level political leadership has been keen on a quick spread of the benefits of economic development to the rural poor and particularly the low-income small farmers. This is evident from the reports of the Field Workshops. During the discussions, it appeared that in one country a major policy shift with regard to land ownership and productivity is already in process; in another country a large-scale special programme for small and marginal farmers has been in operation. While welcoming these signs of concern for the poor at the top-level, the Committee felt that this is just the time for the translation of this concern into a political will without which special action and programmes proposed in the working paper may have only a marginal effect.

137. There was general agreement that in view of the handicapped and weak situation of low-income small farmers and landless labourers, special action at the national levels should be initiated by the governments. Special action may imply national policies and legislative and executive measures to promote small farmer development; built-in provisions for them in major irrigation and other national projects and special multi-purpose projects.

138. In supporting the policy of special action, delegations recognized that there are certain distinctive needs of low-income farmers for which specific action deserves priority. At the same time, such programmes and institutions should be suitably linked with programmes for the general community. Moreover, activities under special action should converge upon the small farmer and should be simultaneous and synchronized properly.

139. While endorsing the measures proposed in paragraphs 16 to 29 of the working paper, the Committee emphasized in particular the following major proposals:-

- (i) Member Countries should consider the location of special funds and of earmarking some resources for the development of low-income small farmers and landless labourers. Some delegations pointed out that they have either launched some special funds already or have, in pursuance of the Field Workshops, decided to do so.
- (ii) The introduction of special and distinct programmes also merits consideration by Member Governments including coordinated and synchronized action on items such as land registration and tenurial rights, small farm technology and low-investment cropping, subsidiary income raising activities, "total" credit, availability of inputs and services under single roofs, local group-storage and marketing, productive employment for the landless through rural works related to the needs of local infrastructures, direct training on the farm and in groups and research priority at small farm sites and socio-economic laboratories.

Some delegations proposed the adoption of an aggressive policy of credit availability for small farmers without collaterals. Hiring centres for small machinery and bullocks were proposed by a delegation. Another delegation, while supporting special multi-purpose programmes, emphasized the priority of land reforms. More than one delegation proposed special programmes for small fishermen, an idea that found general acceptance.

- (iii) It will be desirable to promote compact and small groups of small low-income farmers and landless farmers below the level of cooperatives and village committees so that poor and handicapped individual farmers may directly participate in decision-making and avail themselves of the facilities offered by cooperatives, banks and government. The groups could also be a help to governments in the enforcement of land and tenurial laws while functioning mainly as production groups.

All delegations supported this proposal but some emphasized the need for a suitable relationship between these groups and general organizations for the village or area as a whole.

The fear was expressed that if the groups are to work through cooperatives as suggested in the paper the groups will meet with frustration unless the cooperatives are made independent organizations of the people. It was pointed out that groups are meant to support rather than replace cooperatives or village and area committees. The proposal did not visualize that groups be set up by governments.

- (iv) Extra-governmental bodies to undertake the responsibility for the organization of grass-root groups as well as to act as intermediaries between government agency cooperatives, etc., on the one hand and the small farmers on the other, need to be promoted. These may be academic and research institutions, voluntary organizations, banks and business establishments, etc. For this purpose, the need for the promotion of volunteer field workers of high calibre and the availability of action fellowships for researchers, who would also do organizational work (as different from extension work) among low-income farmers, was emphasized.
- (v) Multi-purpose field action projects in a few areas should be undertaken quickly without waiting for nation-wide programmes to be launched. These field action projects could also be socio-economic laboratories for academic and research institutions that are willing to step out into the field of action.
- (vi) It is suggested that governments should consider establishing a National Board or Committee for the development of low-income small farmers and landless labourers. It could be a safeguarding, promotional and advisory mechanism rather than an operational one. Primarily, it should have a "watchdog" role on behalf of the handicapped agricultural producers.

One delegation pointed out that in the constitution of a National Board, care should be taken to avoid domination by persons whose interests and ideas conflict with the interests of the low-income farmers, etc. Another delegation announced that it had already decided to set up a Board.

- (vii) The innovational technique of Field Workshops with multi-level and multi-sectoral participation, identifying problems and seeking solutions in specific local areas deserve to be encouraged and used by Member Countries. It should be elaborated for local-level planning of small farmer development.

Some delegations who had had experience of Field Workshops stated that this methodology opens out new possibilities as an aid to various kinds of field programmes.

- (viii) The Committee agreed that the proposals made in the report of the Regional Seminar on Small Farmer Development held in Bangkok in August, 1974 deserve to be considered by all Member Countries.



140. The Committee heard the accounts of various activities and programmes that several Member Countries presented. Some of this information was unknown to the countries within the Region even though in academic circles, particularly in the west, much has been written about them. FAO and the project team should try to collect more of such information about on-going activities within the Region and circulate it.

141. The Committee put forward the following proposals for regional cooperation and support:-

- (i) Seminars and meetings on specific aspects of programmes (such as subsidiary occupations) should be held for personnel concerned with policies as well as field action.
- (ii) A system of exchange of information and experience of work-in-progress in countries of the Region on low-income small farmers and labourers should be built up.
- (iii) A regional standing committee on small farmer development should be established by FAO at the governmental level under the proposed Commission on Integrated Rural Development. (One delegation observed that this matter should be taken up again at the time of the consideration of the proposal for setting up the Commission.)
- (iv) Countries should be assisted in the formulation of field action projects and similar activities for small farmers and FAO should put them in contact with bodies interested in giving financial assistance to such projects.
- (v) Regional training programmes on the techniques of Field Workshops and local-level planning should be organized and necessary guidelines and audio-visual support should be built up. Countries should be assisted in the translation of the material in local languages.
- (vi) Countries should be helped to build up action fellowships and volunteer field workers for the service of small farmers by their own nationals.
- (vii) Bodies engaged in the development of small low-income farmers and landless labourers in countries of this Region should be helped in establishing contacts with each other. If they wish to have a regional consultation association for the purpose, FAO should advise and assist them.
- (viii) FAO in the Region should seek and receive the cooperation of other international organizations in promoting small farmer development.
- (ix) At the regional level, some additional resources and funds for small farmer development programmes should be earmarked. The proposed regional reserves of inputs like chemical fertilizers could make available a portion for the purpose.
- (x) FAO should consider how to facilitate these programmes at the regional level structurally.

142. The delegation of the Government of Japan expressed the willingness of its Government to make available its experiences to assist projects for small farmers and landless labourers.



Integrated Approach to Agricultural and Rural Development

143. The Committee acknowledged rural development to be an indivisible and continuous process starting with agricultural development. But to be successful, it must simultaneously go far beyond agricultural development reaching into the overall socio-political and economic system of any country. There was general agreement that rural development, in the regional context, meant a rural transformation which both requires and produces changes in the power structure, locally, nationally and internationally. In view of the fact that the vast majority of the population in the Asia Region live in the rural areas, the Committee recognized that rural development based on agricultural development was synonymous with national development.

144. The Committee endorsed the strategy of the integrated approach to rural development, as outlined in the Conference Document FERC/74/9. It was noted that this strategy was based on the very important assumption that sustained rural development could only be achieved through integrated action involving the rural people themselves, including the low-income small farmer, the landless agricultural labourers and their families, and the fishermen and their families. In so doing, it recognized two essential aspects of such integration that of the need to fully integrate rural development plans within overall national development plans and the need to take into account in an integrated manner all essential and inter-related socio-political, economic, nutritional and technical factors. There was unanimous agreement that this could best be achieved through adopting the "systems approach" to rural development.

145. Within the framework of national and sectoral planning, the Committee considered the area development planning concept provided the most suitable vehicle for achieving integrated agricultural and rural development. Several delegations stressed that this comprehensive approach did not mean that all problems had to be tackled at the same time but that the scope and planning of single activities, however, needed to fit within the framework of a flexible masterplan in accordance with priorities, availability of finance and trained manpower. The hope was expressed that FAO might step up their help to Member Governments of the Region in the planning of area development projects.

146. The Committee unanimously acknowledged the desirability to give emphasis from the outset to direct action which would help the rural poor to increase their productivity and real income, thereby, moving them from the position of passive observers to active participants in the economic development process. It was stressed that in Asia, where all resources are exceedingly limited, early attention must be given to encouraging thrift and savings amongst the masses so that the process of self-generating development might be put in motion at the earliest possible date. It was recognized that to ensure the participation of the rural weak special action would have to be taken to guarantee the ready availability of goods and services to them.

147. It was fully recognized that obstacles to integrated rural development lie as much outside the rural sector as within it and that it was here where the systems approach proved essential in keeping the proper linkages between and within the various sectors of the total economy. The importance of creating a favourable political climate for positive rural action, consistent with social justice was mentioned by several participants.

148. While stressing that due to the uniqueness of each rural area there appeared to be no hard and fast rule as to the balance between the various components of a rural development programme, there was unanimous agreement on the need for much more research into the correct methods and approaches to employ under similar circumstances. Several participants stressed that this could best be done through operational research within existing or newly established agricultural and rural development projects supported by a mechanism for national and regional consultation and exchange of experiences. Reference was made to the very important role which the proposed FAO/Japan Centre on Integrated Rural Development in Asia could play in furthering systematic research and training in this field of emerging importance. In view of the fact that many countries are

presently launching such activities, the hope was expressed that consideration be given for early action to be taken for the establishment of such a centre. The Committee, therefore, warmly welcomed the statement by the delegate from Japan that his Government intends, subject to the Diet's approval of the financial implications, to assist FAO to convene an expert meeting in the Region in 1975 in order to make sound preparations for the establishment of the Centre through an in-depth study of the possible structure and function of the Centre based on an identification of problems of common interest and priorities for action.

149. It was acknowledged that rural development, by its very nature, required large elements of decentralized decision-making. The paramount importance of securing the active participation of as many people as possible, from all levels of society, but particularly the rural poor and field level development staff in planning, implementation and evaluation of rural development programmes was repeatedly stressed by delegations. It was recognized that essential to the local decision-making process was the necessity for governments to delegate increasing responsibility to field level staff and to foster the development of grass-root level institutions and farmers' organizations. The experience shared by several delegations clearly indicated the complexity of the problem of helping farmers, particularly the lower income small farmers, to organize themselves into viable groupings. In this connection, note was taken of the possible necessity for governments to deliberately encourage the involvement of extra-governmental organizations in assisting with the creation and early management of self-help rural groups such as multi-purpose cooperatives and farmers' associations.

150. Based on the practical experience cited by many delegations the Committee recognized that the land tenure and production structure system presented the biggest single obstacle to integrated rural development in most developing countries of the Region. Therefore, rural transformation in most countries pre-supposes agrarian reform measures. Full recognition of this fact is essential in planning activities at all levels.

151. Agricultural and rural development is a long term process. In view of this, the Committee expressed the hope that both governments in the Region and donor agencies alike would give long term support to projects and programmes in this field. At the same time, it was recognized to be a continuous and dynamic process requiring flexibility to permit future changes as development progresses. To facilitate such a continuous adjustment of policies, it was considered necessary that appropriate arrangements be made to permit constant evaluation and feed-back to the decision-making process. It was noted that the proposal to establish a Regional Commission on Integrated Rural Development as recommended by the Eleventh FAO Regional Conference in New Delhi, would serve to provide governments of developing countries in the Region with such a mechanism for integrated agricultural and rural development based on practical regional experience. It was stressed by several delegations that this Commission should, from its inception, give special attention to the problems of the integration of the low-income small farmers and landless agricultural labourers into the overall social and economic system.

152. While endorsing the above points as being essential factors in any operational strategy for integrated agricultural and rural development, the Committee expressed the hope that special attention would also be given to the problems of child nutrition, employment generation and population control including Planning for Better Family Living, and to securing the participation of women and youth in development. The contribution which the home economics profession can make to integrated rural development was emphasized and it was stressed that home economics as a discipline should receive greater attention within FAO as a whole.

153. The full participation of the rural women and youth population in agricultural and rural development programmes was recognized to be of great importance both socially and numerically as they represent a large share of the total labour force in agriculture.

FAO PROGRAMME IN ASIA AND THE FAR EAST

— Programme and Activities

154. There was general appreciation of the comprehensive nature of the review of the programme and activities of FAO as presented in the Document FERC/74/10. Not only did the activities undertaken reflect the strong and active role that FAO has been playing in assisting countries in the Region in many aspects of agricultural development, but also the use made of all available resources.

155. It was noted that a restructuring of the Regional Office had been effected, the principal features of which were the setting up of a Policy and Planning Unit, and the adoption of an inter-disciplinary team approach involving the closest possible working relationship between the Regular Programme staff and the staff of the Regional Projects supported by the UNDP and other extra-budgetary resources.

156. The activities undertaken were related to the nine Priority Problem Areas which were adopted by the Eleventh FAO Regional Conference in New Delhi in 1972. It was recognized that since 1973 was a transitional biennium, the efforts of the Regional Office could not be entirely concentrated on the agreed Priority Areas. Nevertheless, the work accomplished was regarded as substantial.

157. The Priority Area concerning the improvement of rural institutions with special emphasis on the small farmers and small fishermen represented the essential thrust of FAO's work in the Region. It was unanimously re-affirmed that the principal focus of FAO's work should continue to be the small farmer and the small fisherman to which should be added other low-income groups such as village artisans whose economic position also had deteriorated in recent years. In commenting on the activities undertaken under each of the Priority Area, it was stressed that special attention be given to such problems as plant protection, storage, and processing; the maximum recycling of biological and farm waste; risk distribution agronomy; irrigation in arid areas; water logging and salinity; and the harmonization of modern with traditional technological practices, particularly in the context of the current energy crisis.

158. In respect of the Priority Area "Agricultural Development Planning", many delegations stressed the great usefulness of the country perspective studies in establishing a close and continuous dialogue with governments. The opportunity provided by these studies for active participation by governments was recognized as a valuable experience. They needed, however, to be supplemented by training courses and seminars to improve continuously the capability of national personnel in agricultural development planning. It was also felt that the Country Perspective Study Programme could be expanded to include groups of countries such as ASEAN so as to help them in harmonizing their agricultural development plans and programmes. To undertake these activities, the Planning Unit in the Regional Office will have to be strengthened and made more operation-oriented.

159. Several delegates dwelt on the vital importance of the Agricultural Census. The Regional Office was invited to consult participating countries on the methodology adopted and to circulate this for comments, which, when consolidated for eventual use, would provide valuable guidance to countries.

160. It was observed that document FERC/74/10 did not include reference to problems and constraints in the implementation of field programmes. In order that such problems could be examined and minimized, it was recommended that the Agenda for future Regional Conferences should include provision for adequate evaluation of field programme activities.

The Priority Areas

161. In the light of the experience gained in the last two years, and in the context of current and emerging issues, it was agreed that the nine Priority Areas adopted by the Eleventh Regional Conference should be reviewed.

162. The urgency and importance of food security at the present time were felt to necessitate a recognition of this problem in broader terms than those of productivity alone. In the present context, concentrated attention was essential on all aspects of pre- and post-harvest crop losses, as well as on the qualitative nutritional aspects of food security. It was, therefore, recommended that a new Priority Area be adopted which reflected this realization and stressed the fullest integration of these aspects, viz., "Integrated Promotion of Food Security, Nutrition Policy and Programmes, and Minimizing of Pre- and Post-Harvest Crop Losses".

163. Several delegations urged that water management is as much a problem of irrigated as of rainfed areas, and that it should be retained as a separate Priority Area, with a focus on mixed farming including livestock.

164. Since the promotion of aquaculture and inland fisheries would increase the income of small fishermen, it was recommended that the Priority Area, "Promotion of Fisheries Development through Cooperative Programmes" should place particular emphasis on aquaculture.

165. It was recognized that planning still continued to be largely "top-down" and not the two-way process it should be. It was, therefore, recommended that under the Priority Area, "Agricultural Development Planning", special attention should be directed to the stimulation of effective local level planning processes.

166. The formulation of the Priority Area, "Improvement of Rural Institutions with special emphasis on the Small Farmer and Small Fisherman", was felt to be a still inadequate reflection of the re-affirmation that the small farmer and other low-income groups should be the primary and intensive focus of FAO's work in the Region. It was stressed that the participatory aspects of the farmer's role in development, both as producer and beneficiary, should receive prior attention over the institutional aspects. It was, therefore, considered that this Priority Area should be re-defined and seen as the "Promotion of Active Participation of Small Farmers in Socio-Economic Development, particularly Agricultural Productivity".

167. After careful review of the list of Priority Areas, it was, therefore, recommended that they should be revised as follows:-

- a) Promotion of Integrated Food Security, Nutrition Policy and Programmes, and Minimizing Pre- and Post-Harvest Crop Losses;
- b) Promotion of Active Participation of Small Farmers in the Socio-economic Development, particularly Agricultural Productivity;
- c) Development of Rainfed Agriculture with Special Emphasis on Appropriate Cropping Systems and Soil Management;
- d) Promotion of Livestock Development through Cooperative Programmes between Countries;
- e) Promotion of Fisheries Development through Cooperative Programmes with Emphasis on Aquaculture;
- f) Forestry and Forest Industry Development Planning and Conservation and Management of Forests, including Wildlife;

- g) Promotion of Agricultural Diversification and Harmonization of Intra-Regional Trade in Agricultural and Agro-Industrial Commodities;
- h) Water Management at the Farm Level and Water Logging and Salinity Control; and
- i) Agricultural Development Planning.

168. The need for flexibility in the selection and use of Priority Areas was underlined. They needed constant review and periodic revision in the light of socio-economic developments within the Region. It is intended that the revised list of Priority Areas as determined and defined by the Regional Conference should provide clear guidance to the Director-General of FAO in the formulation of the Medium-Term proposals and the biennial programme of work of FAO.

#### The Structure and Mechanism of FAO's Work in the Region

169. In examining the programme and activities of FAO in Asia, presented by the Assistant Director-General/Regional Representative in FERC/74/10, the Technical Committee discussed particularly the role of the Regional Technical Bodies, as reviewed in that Document. This review follows on the urgent need expressed by the Eleventh Regional Conference that the Regional Technical Bodies should evolve as effective instruments of a procedural framework, through which member nations can participate meaningfully in the systematic development, formulation and review of Priority Areas within which the activities of FAO should concentrate. It was also recalled that the 14th Session of the FAO Conference (1967) laid stress on two important factors: (1) the growing significance of the Regional Conferences as high-level fora for examination of specifically regional problems; and (2) the necessity for developing effective relationships between Regional Conferences on the one hand and the Regional Technical Bodies and the Regional Economic Commissions of the United Nations on the other.

170. It was noted with appreciation that the Priority Areas of Work for this Region as formulated for the first time by the Eleventh Regional Conference (New Delhi, 1972) were incorporated in the Director-General's Programme of Work and Budget for 1974-75, and approved by the 17th FAO Conference. In formulating a set of Priority Areas at that time, the Eleventh Regional Conference did indeed make a beginning in taking into account the findings of the Regional Technical Bodies and other ad-hoc Regional Meetings. The need was strongly felt, however, for the establishment of a continuing and functional procedural link between the Regional Conference and the Regional Technical Bodies. Through this link, direct inputs from the latter bodies in regard to their sectoral priority areas and activities could be fed into the efforts of the Regional Conference in formulating a framework of overall Regional Priority Areas on which FAO's Unified Programme of Work in the Region could be based.

171. The statutory Regional Technical Bodies should, therefore, as one of their main functions, concentrate on the selection of their sectoral priority areas and the priority activities within these areas. The Regional Conference would synthesize these sectoral Priority Areas and activities into a framework of overall Regional Priority Areas for guidance of the Director-General of FAO in the formulation of his Programme of Work and Budget in the Region. It would examine policy issues endorsed by the FAO Conference for implementation within the regional context, and in consultation with the Regional Technical Bodies concerned, which would in turn take these policy issues into account in shaping their priority activities in their respective fields of responsibility. In this way, there will be a mutual and fruitful interaction between the Regional Conference and Regional Technical Bodies which would ensure the purposeful involvement and participation of member nations, in all relevant sectors and at all appropriate levels, in a programming exercise which will result in the building of a Programme of Work for FAO which is at all times fully and functionally structured from the bottom upwards.

172. It was also recommended that the practice (adopted for the first time at this Conference) of a Technical Committee Meeting before or during the Regional Conference should continue. It was felt that such a Technical Committee could contribute significantly to procedures which would strengthen the link with the Technical Bodies, by serving as the instrument and intermediary of both the Regional Conference and the Regional Technical Bodies in their mutual interaction.

173. The Technical Committee was fully aware of the legal and constitutional implications involved in attempting to restructure FAO's organization in the Region. It does not envisage a constitutional or new organic link between the Regional Conference and the Regional Technical Bodies. It emphasized, however, that the question should be seen in functional and operational, rather than constitutional and legal terms. It was, therefore, strongly urged that this functional linkage between Regional Conference and Regional Technical Bodies be recognized and regularized in the working rules and procedures of the Organization.

174. The Technical Committee considered also the proposals for the establishment of two new Regional Commissions, viz. :-

- 1) a Regional Commission on Crop Improvement and Farm Productivity to replace the existing Regional Commission on Farm Management but to assimilate the latter's functions in it, for the reasons mentioned in paras. 65-67 of Document FERC/74/10;
- 2) a Regional Commission on Integrated Rural Development as substitute for the Regional Commission on Agricultural Extension as already agreed upon in principle by the Eleventh Regional Conference, and which at the latter's recommendation was abolished by the FAO Council at its 54th Session in 1972 (paras. 68-69, Document FERC/74/10).

175. There was general support for the above proposals. Two delegates, however, made some reservations making reference to the recommendation of the FAO Council to reduce as much as possible the number of statutory bodies for financial reasons and to make ad-hoc arrangements instead. It should be noted, however, that as far as cost is concerned, there is practically no difference whether it is a statutory body or ad-hoc meetings because the secretariat of statutory bodies of the Organization in the Region is handled by already available FAO staff. Nor do the new proposals represent a net increase in the number of Regional Technical Bodies since the new bodies suggested either replace or absorb existing ones.

176. On the question of the role of the Regional Office in the proposed functional restructuring of FAO's work in the Region, it was considered that the Regional Office would be the focal point and the servicing unit for implementation of programmes as determined by the Regional Conference and the Regional Technical Bodies (in the ways described earlier) within the Unified Programming System of FAO. It was considered necessary, therefore, to strengthen those aspects of the Regional Office (in manpower and financial resources) which would enable it to discharge these functions with efficiency and expedition.

#### Joint FAO/ESCAP Programme

177. The programme of work of the Joint FAO/ESCAP Agriculture Division was formulated on the basis of felt needs revealed by the Member Governments. In drawing up the programme, continuous consultations were maintained between the FAO Regional Office and the ESCAP through the establishment of a task force consisting of representatives of Joint FAO/ESCAP Division and other concerned divisions of ESCAP as well as of FAO Regional Office. These consultations were helpful in ensuring coordination and harmonization of the programmes between the two organizations and also among the other divisions of ESCAP.

178. A revised and integrated programme of work for 1975-77 in the field of food and agriculture which was identified as a priority area of work of ESCAP by the Commission at its Thirtieth Session was under preparation. So far, the following sub-programmes were considered to constitute the main components; (a) development of infrastructure for agriculture, (b) stabilization and expansion of food supplies, (c) diversification of agricultural production and preservation of food resources, (d) increased supply of agricultural requisites, and (d) development of nutrition policies.

179. The specific activities to be undertaken under each of the above mentioned sub-programmes would be carefully and systematically scrutinized by the meetings of Advisory Committee of Permanent Representatives to ESCAP together with the secretariats of FAO and ESCAP to ensure full complementarity of the activities to be undertaken by the two organizations.

180. The establishment of the Committee on Agricultural Development as a legislative body of ESCAP was considered very useful for integrating and harmonizing all the related activities of ESCAP to the development of food and agriculture. In servicing the work of this Committee, the Joint FAO/ESCAP Agriculture Division should maintain full collaboration with the Regional Office of FAO. It was recommended that the preparation of documents including the draft programme of work for consideration by the Committee should be prepared in cooperation with the FAO Regional Office to ensure effective functioning.

181. It was pointed out that the programme of work of the Joint FAO/ESCAP Agriculture Division agreed between the Director-General of FAO and the Executive Secretary of ESCAP had hitherto been approved by the Commission, but not explicitly reviewed by the legislative bodies of FAO, i.e. the Council and the Conference of FAO. Some delegates suggested that the programme of work of the Joint Division should be examined in detail by the FAO Council and its relevant committees prior to formal approval by the FAO Conference.

182. The Conference appreciated the effort made by both the organizations in implementing the decision taken by the Commission to strengthen the Joint FAO/ESCAP Agriculture Division by augmenting one professional post from FAO and three professional posts from ESCAP. In this connection, sizeable contributions from Japan and Netherlands in the form of trust fund to ESCAP for the work of the Joint Division was appreciated.

183. With the augmented resources to the Joint Division, it was urged that the projects approved with the resource commitment should be expeditiously implemented. In particular, one of ESCAP's projects, the Asian Centre for Agricultural Machinery should be put into operation as soon as possible. The Conference appreciated the contribution made by Japan to this particular project and urged that the project should be executed with greater involvement of FAO in addition to ESCAP, UNDP and UNIDO.

184. The UNDP Resident Representative, Mr. T.F. Power, Jr., in a detailed statement to the Conference welcomed the substantial references to UNDP participation in FAO's programme in the Region, made in Document FERC/74/10, as well as in the statements of the Deputy Director-General and the Assistant Director-General/Regional Representative, and those of many delegates. He supplemented these references with updated summary figures on the full extent of UNDP support to FAO in the Asia Region. He also stated that the UNDP foresees a doubling or more of aid allocations to Asian countries for the next IPF period (1977-81). He added that it was also likely that the Governing Council will increase the Asian Regional IPF from US \$ 40 million in the current UNDP cycle (1972-76) US \$ 93 million in the next cycle (1977-81).



CONCLUDING ITEMS

- A Brief Summing-up by the Assistant Director-General, Regional Representative

185. In a brief concluding statement, Dr. Umali outlined the main features and highlights of the Conference. He was deeply impressed by the very high degree of consensus and cordiality in the exchanges between delegates of Member Countries of the Region - both developed and developing. All Member Countries were unanimous in their expressions of support for FAO's global policy recommendations, for the revised scheme of priorities for the Region, and for a more functional regional orientation within FAO's overall unified programme of work. These decisions, Dr. Umali said, would be of great value in providing fresh encouragement and strength to FAO's work in the Region.

186. Dr. Umali also noted the special emphasis placed by Member Countries on programmes and policies of self-reliance, the use of local resources, increased productivity and specially on specific programmes, such as aquaculture, farmers' organizations, and integrated rural development. The strengthened reaffirmation of Member Countries in the need to accord maximum priority to the problems and welfare of small farmers was perhaps the dominant theme of the Conference.

187. Dr. Umali made special reference also to the great significance for FAO's work in the Region of the statements of the Executive Secretary of ESCAP, Mr. Maramis, and of the UNDP Regional Representative, Mr. Power. These statements reflected the greatly increased collaboration and participation of the two major UN partners in FAO's work in this Region, and should prove a special source of strength and encouragement.

188. Dr. Umali stated that these were the outstanding features of a particularly successful Conference meeting at a time of deepening gloom and crisis both for this Region and for the world. He concluded by expressing his hope that the deliberations of this Regional Conference would find adequate reflection and receive appropriate recognition at the highest political levels during the critical World Food Conference due to meet in November in Rome.

- Adoption of Resolutions

189. In addition to the recommendations made during the discussions on the Agenda items, the Conference agreed unanimously to adopt Resolutions on the following subjects which were considered of special importance. The Resolutions appear in the section entitled "Resolutions and Recommendations".

- 1) Resolution 1/74: Chemical Fertilizers and Pesticides
- 2) Resolution 2/74: Small Farmer and Integrated Rural Development
- 3) Resolution 3/74: The Structure and Mechanism of FAO's Work in the Region.

- Date and Place of the Thirteenth FAO Regional Conference for Asia and the Far East

190. The delegates from Indonesia, Malaysia and New Zealand informed the Conference of their willingness to host the Thirteenth FAO Regional Conference. The Conference appreciated the offers made by these countries and recommended to the Director-General for consideration.

- Closing of the Conference

191. Several delegates expressed their warmest appreciation of the hospitality of the Government of Japan, its assistance to FAO in the successful organization of the Conference and in the arrangements for their accommodation and attendance.



192. The Chairman made a brief concluding statement in which he thanked the Deputy Director-General, the Assistant Director-General, Regional Representative and FAO Staff for their help in the organization and conduct of the Conference. He then declared the 12th FAO Regional Conference for Asia and the Far East closed.



AGENDA

- I. INTRODUCTORY ITEMS
  1. Opening of the Conference
  2. Election of Chairman and Vice-Chairmen
  3. Adoption of the Agenda
  
- II. SITUATION AND PROSPECTS OF FOOD AND AGRICULTURE IN ASIA AND THE FAR EAST
  4. Director-General's Statement
  5. Statement by the Executive Secretary of ESCAP
  6. Statement by the Assistant Director-General, Regional Representative for Asia and the Far East
  7. Country Statements
  
- III. MATTERS ARISING OUT OF RECENT UN SESSION AND THE SEVENTEENTH FAO CONFERENCE
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  11. International Agricultural Adjustment
  
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  12. Review of World Food Programme Activities in the Region
  
- V. AGRICULTURAL DEVELOPMENT PERSPECTIVES AND STRATEGIES FOR THE REGION
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LIST OF DOCUMENTS

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FERC/74/1(a)	Provisional Annotated Agenda
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FERC/74/3	International Agricultural Adjustment
FERC/74/4	DD II Mid-term Review and Appraisal
FERC/74/5	Review of World Food Programme Activities in the Region
FERC/74/6	Water Problems in Agriculture with Special Reference to Power Utilization
FERC/74/7	Increasing and Stabilizing Production in Rainfed Areas
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FERC/74/8	Development and Participation of the Small Producer in Increasing Production
FERC/74/8-Sup.1	Development and Participation of the Small Producer in Increasing Production - Proposals for Regional Support and Cooperation regarding Small Producer Development - made by the Regional Seminar of six countries held in Bangkok from 26 to 30 August 1974
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APPENDIX D

STATEMENT BY MR. ROY I. JACKSON, DEPUTY DIRECTOR-GENERAL

Mr. Chairman, Excellencies, Distinguished Delegates,

In my long association with Japan I have usually appeared here in connection with fisheries. This was so even on the last occasion, in December 1973, when I addressed the opening session of the FAO Technical Conference on Fishery Products. Today I am appearing in a new role and in a broader context. No matter. It still brings me once again to Japan, which is always a great pleasure for me, and once again gives me the opportunity to see many of my host of Japanese friends.

I should first like to convey to you the warmest greetings of the Director-General, Dr. Boerma, and his deep regret at not being able to be present here himself on this occasion. I know that he very much wished to attend this Regional Conference for Asia and the Far East, but he is obliged to remain in Rome for the highly critical Third Session of the Preparatory Committee of the United Nations World Food Conference and the meeting of Governments that is preceding it this week. Only an occasion of this importance for the future of the whole world food situation would have prevented him from being here.

I should also like to express on behalf of FAO our sincere thanks to the Government of Japan for inviting us to hold this Twelfth Regional Conference for Asia and the Far East in Tokyo. As we know from past experience, the Government is not only a charming and kindly host but is also highly efficient in its preparation and organization of facilities for a conference of this size, as we can see for ourselves in this conference building.

In referring to our good fortune in meeting in Japan, I should also mention the advantage it gives us of being able to see for ourselves some of the progress being made in agriculture in this country. As is well known, Japan is one of the world's leading nations in fisheries, with an unrivalled diversity of fishery products. But it is also a major producer of rice, achieving very high yields per acre. At the same time, Japanese farming of all kinds has greatly expanded in the past two decades or so and provides an inspiring model of development of interest to all countries concerned with increasing their agricultural output.

Mr. Chairman, it is only ten months since most of us met in Rome at the FAO Conference - yet what a world of change we have seen in this short period. The greatest commodity boom of our time has reached a climax in massive increases in the price of oil, leading to a fundamental and very sudden shift of economic power in favour of an important group of developing countries. As a consequence of these events, the overall relationship between developed and developing countries have entered a new phase, which found expression during the recent Special Session of the General Assembly in the adoption of a Declaration and a Programme of Action on the Establishment of a New Economic Order.

In its Declaration, the General Assembly solemnly proclaimed the united determination of Member States to work urgently for the establishment of a new international economic order based on equity, sovereign equality, interdependence, common interest and cooperation among all States. In order to bring about this new order, the General Assembly recognized that it was necessary to adopt and implement "a programme of action of unprecedented scope" and also "bring about maximum economic cooperation and understanding among all States, particularly between developed and developing countries, based on the principles of dignity and sovereign equality".

The Declaration and Programme of Action will be of cardinal importance for FAO in the years ahead. The first phase of the Special Programme is the United Nations Emergency Operation, designed to enable the developing countries most seriously affected

by economic crisis to maintain unimpaired their essential imports during the months ahead. FAO is participating, along with other agencies, in the planning of this Operation. It still remains to be seen, however, whether the Operation can muster contributions on a scale that matches the needs.

The preparations for launching the United Nations Emergency Operation takes place against the background of continuing crisis in the sector with which we are concerned, namely food and agriculture.

As most of you are aware, last year the world was confronted with the most serious food situation since the aftermath of the Second World War. Because of widespread drought and other unfavourable crop conditions, coupled with high demand, cereal stocks dropped to their lowest level for a quarter of a century. Per caput food production in the developing countries was even lower than it was 10 years ago. The drought in the Sahelian Zone in Africa and in other areas has caused widespread distress, serious hardship, large-scale loss of livestock, and threatened millions of people with famine. And, as you know, lower harvests in some parts of this Region resulted in heavy drawing on buffer stocks and the need to import substantial quantities of grain.

Despite the fact that farmers all over the world are doing their utmost to grow more food and that there are encouraging crop prospects in some regions, I fear that I cannot foresee a major improvement in the situation in the immediate future. Certain vital areas - including the United States, the world's "breadbasket" - have been faced with either drought, floods or pests, and also have to cope with shortages of fertilizers and pesticides and rapidly rising production costs. So, at present, it seems unlikely that the 1974 harvests will be big enough to replenish the run-down stocks. Yet such buffer stocks are essential if we are to have any sort of safeguard against acute food shortages in the future and the possibility of famine in large areas of the world whose total population must be numbered in hundreds of millions. The truth is that despite all our technological progress, leading to great increases in crop yields per acre in many areas and the expansion of total production, the large majority of the world's farmers remain at the mercy of the weather. This is, of course, now true for developed as well as developing countries. But I need hardly say that the risks involved for developing countries are far, far more serious.

As we are all aware, the present highly critical world food situation is due to many other factors besides those common, age-old adversaries of the farmer - drought and other unfavourable natural conditions. One important cause is, of course, the growth of population, resulting in a continuing increase in the demand for food, which, as we all know, has been greatest in the developing countries. As a result of the general situation, those countries had to increase their imports of cereals up to an estimated 60 million tons in 1973/74 - a rise of around 25 per cent in wheat and coarse grains. And this has happened despite some remarkable increases achieved in agricultural production in the developing countries in the past decade or two.

Another serious aspect of the situation has been the dramatic rise in grain prices which has particularly hit the developing countries, especially those which face a constant problem of earning enough foreign exchange to finance essential imports. In fact, we in FAO have estimated that the food bill of the developing countries will have risen from about four billion dollars in 1972-1973 to at least ten billion dollars for 1973-1974. And the effect of this has been compounded by a simultaneous cut in food aid programmes.

In summary, world food supplies are still perilously dependent on the harvests of a single season. There are still many unknowns, as some crops have not yet been harvested. In particular, it is too early to forecast the crucial rice crops in this Region. So far, the vital monsoon rains have been uneven - below average in some areas and with very serious floods in others - and it is not yet possible to assess the combined effect of the whole Region's production, especially as there is a grave question-mark over the availability of fertilizer supplies. It is clear that, with population growing and an



uncertain supply outlook, the overall cereal situation remains very volatile. There is no cause for alarm yet. But, with stocks at rock-bottom levels - and well below the minimum level considered necessary for world food security - a critical situation could arise if a widespread crop failure occurred in one of the world's major producing areas in 1974/75. It is therefore essential that the international community should be as well-prepared as possible to meet any such emergency situation. The outlook will have to be kept under close and constant review during the months ahead.

Another particularly worrying feature of the present world food situation is the shortage of fertilizers and pesticides. In the case of fertilizers, the roots of the present problem go back a number of years. In the late sixties, the industry found itself with excess capacity, and it under-invested in new plant. By 1972, with demand for fertilizers rising strongly, a reversal from over-supply to shortage had already begun. Then came the world food crisis which added a dramatic new dimension to the situation. With all countries striving to increase their food production, fertilizer supplies have fallen far short of market requirements and prices have risen steeply. The developing countries have had to compete with the industrialized nations for the inadequate quantities available. Many have been unable to procure the full amounts of fertilizer they were seeking, and all have had to cope with the pressure on balance of payments resulting from much higher prices.

I must stress that the fertilizer crisis amounts to a major world problem. Not only has it been of the greatest concern to FAO, but it has also, during recent months, played a significant part in the debates of the Special Session of the General Assembly and of ECOSOC. In the middle of May ECOSOC adopted a resolution, which I regard as historic, requesting the Director-General to draw up an emergency plan of operations for increasing the supply of fertilizers to developing countries, including the establishment of a fertilizer pool. He was also asked to call an emergency session of the FAO Council to consider this plan. If I describe this resolution as historic, it is because it provides the necessary political backing for the efforts which FAO has been making since 1958 to set up international arrangements for the supply of fertilizers to developing nations.

Before I describe the action we are now taking on the fertilizer front, I must say something about the parallel problem of pesticides - a problem which is just as important to many Asian countries as that of fertilizers. Worldwide demand for pesticides has been soaring, while production is currently static if not actually declining. The basic reason for this unsatisfactory performance on the production side is to be found in the environmental restrictions introduced in developed countries. These have complicated and indeed discouraged the investment in new capacity which the industry should have been making in recent years. There has also, very recently, been yet a further serious complication. One of the basic substances of the pesticide industry, benzene, has other industrial uses. It is currently being bought up in large quantities by the petroleum companies to be used as a substitute for lead in petrol - this also to meet environmental standards. As a result, there is a very serious shortage of it for pesticide production. The shortage of pesticides is still to a considerable extent being masked by a running down of inventories. When the inventories are exhausted, around the end of this year, we expect major difficulties to arise. We tentatively estimate a worldwide deficit of between 20 and 30 per cent, while in North America the figure may be as high as 40 per cent.

The problem will hit both developed and developing countries. However, while the developing nations produce about half their own fertilizer requirements, they depend almost entirely on imports from industrialized nations to meet their pesticide needs. A situation of such drastic shortage as we foresee can only be met by an allocation system, designed to ensure that available supplies are equitably distributed. A number of producing companies are already applying such an allocation system to their clients, and we have no indication that developing countries are being unfairly treated. However, the situation must be very carefully watched as the problem develops.

Now I must revert to the action taken by the FAO Council at its recent special session, where the question of emergency measures in regard to fertilizers and pesticides was the main substantive item on the agenda. We have arranged to circulate, for the information of the Regional Conference, the section of the Council's report dealing with the matter, so I do not need to repeat what is in this document. I would only like to explain briefly the basic concepts behind our action.

We have now formally launched an International Fertilizer Supply Scheme as an overall framework for efforts by the international community to eliminate the fertilizer deficit of developing nations. The Scheme involves the participation of developing countries, who should keep us currently informed of their requirements; of industry, who have promised to keep us au courant of the supply position; of donor governments, who should step up their fertilizer aid programmes and keep us informed of their plans and allocations; and of financial agencies, which should give priority to financing fertilizer purchases and should work with us in meeting needs as they arise. Foremost among the sources of finance I expect to be the United Nations Emergency Operation, which as I mentioned a few minutes ago, was set up by the General Assembly at its recent Special Session to help the developing countries hardest hit by economic crisis. Within the framework of the Scheme, FAO acts as a clearing house, endeavouring to match fertilizer supplies with fertilizer deficits and with finance. The basic target which we have proposed for the Scheme is that no developing country should have, in 1974/75, a lower aggregate supply of fertilizers than it did in 1973/74, and that an increment of at least 12 per cent should be achieved wherever possible.

As an integral part of the overall Scheme we have established a fertilizer pool for operation by FAO. I must emphasize the distinction between the Scheme - which is a broad framework covering bilateral as well as multilateral action - and the pool, which is strictly multilateral in character, and consists of voluntary contributions to FAO in fertilizers or in cash.

The Scheme, including the pool, is already in formal effect, and we have been in touch with governments to get operations started. I am confident that, despite the difficulties, we shall be able to make an impact which will progressively build up in the months ahead.

With regard to pesticides, we are still in the data-gathering stage. The range of pesticide compounds is so great, and the overall situation so complex, that no one has a complete picture of the present state of affairs and the outlook for the near future. FAO is consulting all parties concerned, and we have been promised the full cooperation of industry. In its recent resolution the FAO Council has called for the allocation of pesticides to meet the needs of developing countries, has invited the governments of developing countries to keep FAO informed of their requirements, and has similarly invited the governments and industry of exporting countries to keep us informed of the supply situation. We shall come out with proposals for further specific action later in the year if the situation so warrants.

Mr. Chairman, I have spoken at length of the emergency situation in fertilizers and pesticides because it is one of the most important and immediate problems we are facing. However, there is also a longer-term dimension to the problem. In the present state of agricultural technology, fertilizers and pesticides are essential requirements for intensifying agricultural production. We expect that demand will continue to rise strongly for many years to come. It is most important that there be an overall strategy for fertilizer and pesticide production not merely for the developing countries but in the developing countries. This point is of particular significance to the developing countries of this Region which use almost half of the total of fertilizers taken by the developing countries of the world, currently around 11.5 million tons. For their own safety and well-being, they must substantially increase their manufacture of both fertilizers and pesticides, because without an adequate supply of these they have no chance of increasing cereal production to meet the continually growing demand.

This brief account I have given of some of the main features of the present extremely disturbing world food situation brings out one thing above all. It is once again the developing countries that face the worst. In fact, the extent to which they are at the mercy of the situation is perhaps more marked than in the past. I believe that we have now reached a point where the conscience of the international community as a whole is on trial. A much more determined and concerted effort must be made than ever before to do away with a situation in which, at the best of times, hunger and malnutrition is the common lot of so many human beings in the developing world and in which the possibility of widespread famine can never be discounted.

Fortunately - and partly as a result of the present critical situation - there is now a more promising opportunity than ever before to do something. This is the convening of the World Food Conference which, as you will know, meets under United Nations auspices in Rome next November. For the first time since the Hot Springs Conference of 1943, which led to the actual founding of FAO, governments will be tackling the world food problem not just from a technical point of view but in a political context calling for decisive action. But this very fact means that it is an opportunity that the international community dare not throw away. With governments represented at the political as well as the technical level, the world must face up to the implications of those fundamental questions that have so far largely been evaded. Are governments prepared to take the political decisions that are necessary to bring about the improvements in the world food situation that millions of people are crying out for? Are governments prepared to take the necessary political decisions to help one another to do this? If the results of the Conference show that the answers to these questions are, in factual practical terms, largely negative, then this Conference will have demonstrably failed the ordinary people of the world.

I do not wish to go into any details about the Conference, since Mr. Alain Vidal-Naquet, the Chef de Cabinet of its distinguished Secretary-General, Mr. Sayed Marei, will be speaking to you about it shortly. I would only urge every Member Nation of FAO in Asia and the Far East to send top-level representatives to Rome in November so that the voice of this vast Region may be clearly heard on an occasion which may yet hopefully be a turning point for the peoples of the world as a whole.

If I do not go into details about the World Food Conference itself, I would nevertheless like to put forward to you some of our ideas for a World Food Policy which we in FAO have been advocating and for which I hope that the Conference will provide the political support I have been talking about.

The first element in this Policy is the concept of minimum world food security, which the Director-General advanced last year and which was endorsed by the FAO Conference in November. As you will know, the central feature of the concept is the setting up of a coordinated system of national policies for holding reserve stocks of cereals in both developed and developing countries. International cooperation in the scheme would be achieved through regular consultations in the FAO Council, which could determine what action was needed to meet the threat of a food shortage in any part of the world. The idea has now been embodied in an international undertaking for acceptance by governments. The next step would be to translate the scheme into a programme for action.

But, although an agreed system for national stock-holding policies is an essential element to prevent food shortages, it does not by itself amount to a comprehensive World Food Policy. Other vital - and closely linked - elements are needed. The first is international understanding on a series of measures for price stabilization, expanded markets for developing countries and international agricultural adjustment. The second calls for more effective arrangements to deal with emergency food needs. The third requires more rational, systematic longer-term food aid policies better adjusted to more general requirements, such as meeting the minimum nutritional needs of vulnerable groups. The fourth calls for an improved food information and outlook system covering the whole world, while the fifth and final requirement - and without question the most important of all - is a massive drive to increase agricultural production in developing countries.

Of this vital need to increase agricultural production in developing countries we in FAO have spoken often before. All I want to do now is to stress again that, without a further very substantial increase - in which developing countries themselves must, of course, take the lead but for which the support of richer countries is also essential - there can be no real long-term hope of overcoming the world food problem. Moreover, along with enlarged opportunities for agricultural trade by developing countries - which again is a matter where their own efforts need to be backed by much greater far-sightedness and liberal wisdom on the part of the richer nations - the need for a vast increase in their agricultural production is the other key element in FAO's approach to international agricultural adjustment on which, as you know, we have now been working for some time.

Obviously, the implementation, as opposed to the mere acceptance, of a World Food Policy - particularly as regards increasing agricultural production in the developing countries - will require, above all, vastly increased investment of resources by both developing and developed countries. It thus needs to be brought out very clearly at the World Food Conference that acceptance of such a Policy, or just certain elements of it, means a commitment to provide the resources needed, whether this is through domestic investment or through foreign aid.

To conclude these general observations on our approach to a World Food Policy, I should like to make it clear that, in seeking the political support of the World Food Conference for the various elements in the Policy which I have mentioned, FAO is not abdicating any of its intellectual leadership in matters of world food and agriculture. After all, FAO has a large volume of technical expertise collected over the years. What we are seeking is the political mandate to apply it more effectively than we have been able to in the past. We want to do this in cooperation, of course, with all others who are technically competent and want to make the kind of unprecedented effort that is needed to come really to grips with the world food problem.

Mr. Chairman, I should now like to turn to the situation in Asia and the Far East. I shall not deal with our activities here except in a broad way as my colleague and friend, Dr. Umali, our Assistant Director-General and Regional Representative, will, of course, review these extensively a little later.

I should like to begin by referring to certain problem areas which are, in general, common to most of the developing countries in the Region. You will recall that, at the Eleventh Regional Conference, these were defined as nine priority areas. They covered: improvement in rural institutions and services, with special emphasis on the small farmer and small fisherman; development of rainfed agriculture; promotion of adequate machinery for livestock development through cooperative programmes between countries; promotion of integrated food and nutrition policies and programming in the Region; promotion of agricultural commodities and agro-industrial products; promotion of cooperative fisheries development programmes; forestry and forest industries development planning and conservation and management of forests, including wildlife; water management at the farm level; and agricultural development planning.

At this point, I should mention that, in the first UNDP cycle under Country Programming for the years 1972 to 1976, the total value of the Indicative Planning Figures for the Region comes to less than \$ 350 million. The illustrative Indicative Planning Figures submitted for the next cycle - the years 1977 to 1981 - total about \$ 600 million for the Region. This means that, if FAO's share of the allocation remains at the present level, our programme with UNDP in the Region in those years could be around \$ 200 million.

In view of the real possibility of such an expansion in our development assistance programme, this Conference should, I suggest, review the list of priority areas I have just mentioned in the light of experience during the past two years in order to provide guidance in organizing programmes in the years ahead. It may well be that, in the changed circumstances of today, new priorities have emerged. Relative to all I have already said about the world food situation and outlook, it is clear that a top priority must be to increase

substantially cereal production. Cereals form the staple diet of the 2,000 million or more people in this Region and a truly massive effort will therefore be called for the raise output to the required level.

In reviewing the priorities situation, I would hope that the Conference would also take into consideration other broad issues, particularly those related to the general overriding problem of rural poverty and the urgent need to bring about effective integrated rural development.

It is, for example, essential to the development of the rural sector in most countries of the Region that much greater efforts should be made to provide education and training and to build up the infrastructure, starting with roads, transport and communications, without which rural communities will remain cut off from the more progressive urban areas. I should say that FAO's policy is to include a built-in training component in all projects in developing areas for which it is the executing agency. Further, we urge governments to institutionalize training facilities at the national level or at the group or regional level in cooperation with other countries.

As experience has suggested, a broad integrated approach to rural development is required. It should include the improvement of agricultural practices, the use of better varieties of seeds, the provision of amenities, such as clean water supplies, electricity and so on, the building up of agro-allied industries, and, as I have said, the provision of education and training, especially, in the first place, vocational training to improve work performance. Such an approach is multi-disciplinary and inter-agency. I might particularly mention the assistance that can be provided by the World Food Programme in the construction of roads and irrigation works.

When we consider the problems of rural development in any part of the world, it is clear that impoverished rural people who, in total, number hundreds of millions, form the largest neglected human resource on earth. Until we can involve them all in the development process we shall not obtain the great increases in agricultural production which are essential if we are to reach the desired level of food security. And when I say "involve them all" in the development process, I am thinking especially about the involvement of rural women who have, perhaps, been the most neglected human resource of all. In the changing economic and social patterns of the world, this is no longer acceptable. As you may know, a resolution has been adopted by the United Nations General Assembly recently, proclaiming 1975 as International Women's Year. We in FAO fully support the resolution and its theme of Equality, Development and Peace. We would also urge all FAO Member Governments to give their full support to the resolution and endeavour to ensure that the women of their countries are encouraged and enabled to play their full part in planning and implementing development programmes.

While still on the subject of development, I should like to refer briefly to the question of investment promotion in the Region. Investment is, in a sense, the lifeblood of development and we have consistently and persistently through the years pursued a policy of promoting investment in agriculture, including forestry and fisheries. As you are aware, we cooperate with the World Bank Group through the FAO/IBRD Cooperative Programme. In 1973 the Programme organized 114 missions to investigate investment opportunities throughout the world, of which 51 were to countries in this Region. Up to the end of the Bank's financial year, 30 June 1974, funds amounting to 230 million dollars had been invested in agricultural projects by the Bank in this Region. We also work in close cooperation with the Asian Development Bank, on behalf of which we are currently investigating projects such as one for jute-seeds in Bangladesh and another for livestock in Vietnam. In addition, there is the FAO Bankers' Programme, through which we seek to promote investment by commercial banks in development projects in this and other Regions, and also the FAO Industry Cooperative Programme, through which commercial and industrial enterprise in the richer countries are encouraged to assist the development of agro-allied industries in the developing world.

Mr. Chairman, in the context of all I am saying regarding development assistance to Member Countries, I should make it clear that we are still trying in many ways to increase our own efficiency and effectiveness. We hope that these efforts will be matched by Member Governments, since it is only through the cooperation of all concerned in technical assistance that the level of performance can be raised.

A useful step in this direction was taken by UNDP when it introduced the Country Programming System in 1972. We have fully supported this initiative and, despite certain difficulties, that might have been expected, in getting the new system satisfactorily into operation, I think that, in general, it has made a promising start. It has the virtue of requiring governments to pinpoint their priorities and to plan the use of their resources, whether domestic or foreign, with considerable care. Experience with it has, however, pointed to the need for advice and assistance to governments in many countries at the pre-programming stage. FAO would be pleased to provide this service in its fields of competence.

As part of our own efforts to improve performance we have merged the five Operations Services in the Agriculture and the Economic and Social Departments into a single Agricultural Operations Division. We feel that this centralized approach will enable us to maximize efficiency in handling this field work and eliminate delays. We have, however, retained the separate Operations Divisions for Fisheries and Forestry as we believe these can best handle their very specialized field operations.

We are also taking other measures to improve performance, such as the evaluation of technical assistance in 16 of the world's least developed countries. By analysing the performance of projects there, we expect to be able to determine how future assistance could best be given. Further, we are making case studies of five multi-disciplinary projects in order to analyse the whole package of assistance. Such an analysis should provide us with a practical guide for more effective planning and implementation of large-scale multi-disciplinary projects in the future, especially in the field of integrated rural development.

A further aid to the programming of field activities is the series of Country Perspective Studies which we are now at work on. These studies, which are undertaken at the request of Member Governments, provide useful guidance in programming development for the governments concerned as well as for all organizations engaged in this activity.

Finally, Mr. Chairman, I should like to refer briefly to the question of regional cooperation. It is FAO's policy to promote such cooperation where this is feasible and of value to all the partners concerned. We have, for example, promoted a number of regionally conceived projects and programmes. Two which come readily to mind are the Indian Ocean Programme and the South China Sea Programme. This kind of regional approach is of course complementary to national development efforts. Where countries share a common resource, all stand to benefit through joint management and rational exploitation of it. Similarly, where the cost of facilities for training are too heavy for a single country to carry, joint support for them on a group or regional basis is to the benefit of all.

In view of the importance we attach to the regional concept, we have followed a policy of strengthening our Regional Offices and at the same time ensuring a greater degree of integration between them and Headquarters. With this objective in mind, the Director-General recently undertook measures that will give further practical effect to the concept of the unified FAO programme. The aim is to have Headquarters and the Regional Offices working as a single body in policy-making, planning, programming and in determining priorities. So, the Regional Representatives now share responsibility with Headquarters for FAO's programme as a whole. Further, the FAO Council has agreed that a small policy and planning group should be set up in each Regional Office of the developing regions to match similar groups in the technical departments and divisions at Headquarters. Arrangements such as these will, we believe, greatly strengthen our work in the regions.

Mr. Chairman, the main reason why I have chosen to conclude my statement here today on this note of regional cooperation is that I know that it is something which the Director-General would have wished to stress had he been able to be here. I am, in a sense, conveying his farewell message to the countries of this Region as a whole - a Region which, by reason of the vastness of its population and its importance in the developing world, is absolutely crucial in the achievement of solutions to the grave problems which lie over the world's food and agriculture. And the essence of his message would be something like this. With all the great traditions, the consummate skills and the creative capacity which have always marked the peoples of this Region, in the rural areas as well as the large cities, what is needed above all is that they should now come closer together than ever before. It is in this way that they can best hope to achieve the better life for themselves and for their children which must be the chief object of man's struggle everywhere.

Thank you.





STATEMENT BY DR. D.L. UMALI, ASSISTANT DIRECTOR-GENERAL,  
REGIONAL REPRESENTATIVE FOR ASIA AND THE FAR EAST

Introduction

On behalf of the Director-General of the Food and Agriculture Organization of the United Nations, I wish to express our deep appreciation to the Government of Japan for inviting FAO to hold its Twelfth Regional Conference for Asia and the Far East in Tokyo. This is the second time that the Government of Japan has hosted the FAO Regional Conference.

At the outset, I would like to express our heartfelt thanks to the Ministry of Foreign Affairs and to the Ministry of Agriculture for the excellent arrangements that have been made and for all the assistance and cooperation extended to us in organizing this Conference. To His Excellency Eiichi Nishimura, Prime Minister ad interim and His Excellency Tadao Kuraishi, Minister of Agriculture and Forestry, we are grateful for taking time from their very busy schedule to inaugurate this Conference and for their stimulating addresses, giving a lead to our deliberations.

I would like to welcome Mr. J. B. P. Maramis, the Executive Secretary of ESCAP. This is the first time that the Executive Secretary of ESCAP has participated in FAO's Regional Conference which truly reflects the current keen interest of ESCAP in agricultural development.

To the new members of the FAO family - the People's Republic of China, Bangladesh, and Mongolia - I would like to extend a warm welcome. Although the People's Republic of China has not been able to participate in this Conference, I may mention that the Government has agreed to provide facilities to FAO for the study of various aspects of Chinese agriculture.

The choice of Japan as the venue for this Conference has a special meaning in that the developing countries of this Region have a great deal to learn from her progressive socio-economic history that has made Japan an oasis of plenty and prosperity in this Region. Her socio-economic history reveals that Japan did not take any big jump to industrialization without the base of a productive and dynamic agriculture which started with land reform at all levels, resulting in the elimination of feudalism, followed by decentralization policies of credit, extension, marketing and cooperative services for small farmers and small-scale enterprise in manufacturing and commerce for landless farm workers. All these activities are linked to wide networks of regional and urban centres. Her concern with agricultural development is not only for the productivity of the farm, but also the productivity of the individual farmer. It is indeed inspiring that Japan, starting from the rubble of the war with meagre natural resources and capital, has now reached this present state of a highly modern and industrialized society through self-reliance, creativity and hard work.

### Asia's Most Pressing Problems: Food Scarcity and High Food Prices

Next to poverty, food scarcity and high food prices are Asia's most pressing problems. To millions of people in Asia, hunger is a daily fact of life. Today, this is the grim reality in the Region which harbours 60% of the population of the world, where the land-man ratio, due to relentless thrust of expanding population, is fast declining; where droughts, floods, and typhoons keep on recurring and the soil is generally depleted because of overwork and misuse. This ponderous problem will grow much worse in the coming decades unless effective, positive and competent measures are soon taken to avert its dire consequences. It is, therefore, imperative that the developing and developed nations evolve the capability for immediate decision and short and long-term measures to resolve decisively the alarming food deficiencies. The rich nations should continue to bear the humanitarian burden of helping feed millions, who through no fault of theirs, cannot adequately feed themselves, and keep in mind that in the long-range perspective, the less costly course would be to help develop the productive capacity of the poorer countries toward attaining food self-sufficiency. At the same time, it is essential that the poorer countries in this Region should do some hard thinking on how to mobilize their vast human resources in agriculture so as to revive, accelerate and, above all, to sustain the pace towards food self-sufficiency generated by the breakthrough in farm technology.

#### Food Reserve System

The global food outlook calls for the creation of a new internationally-managed food reserve system. FAO Director-General Boerma's proposal for an international coordination of national reserve policies which was endorsed by the FAO Conference last November deserves full support and immediate implementation. Even importing countries do have an obligation to assume responsibility for their own reserves. They will have need to buy further ahead. It does not mean that they have to store the food reserve within the country. It can be stored in the seller's country but they should take the title to it for their own protection. The world community has a basic humanitarian obligation in ensuring that famine is averted in the densely populated low-income countries following a poor crop year. Under this system, there shall be a special programme of assistance to developing countries in building up their needed reserve. As the demand for food in the Region increases in magnitude and in urgency, effective measures to improve and stabilize food production should be undertaken.

#### Need for Yield-Improving and Stabilizing Strategy

This Conference is meeting at a very crucial stage in the development phase of the Member Countries of the Region. Scarcely has agricultural production in the Region started to recover from the adverse effects of the severe droughts of 1971-72 than floods and typhoons in large areas in Bangladesh, Burma, Northeast India, Thailand, and the Philippines have recurred. Our hearts naturally reach out to the victims in the devastated areas. Many areas of the Region are particularly prone to these natural calamities which bring about a marked instability in food production. Very often, these calamities are not given serious consideration. In fact, what are generally resorted to are merely relief measures, at best some sort of crash programmes with limited and short-term impact. The areas in the countries that are prone to these natural hazards

are well-known, but because they recur every year, these hazards are taken for granted in the natural order of things. We have to evolve a strategy for the drought, flood and typhoon areas which should be carefully delineated in each country. As a rule, there should be a plan for both good and poor growing seasons. In every country, there are areas that are inundated almost every year. For these areas, we should develop cropping patterns that can avoid the fury of the floods during the crucial months.

#### New Cropping Patterns Offer Promise

The uncertainty of floods and droughts in the Region calls for a climatological evaluation for the prediction and early warning of these calamities. Information could be obtained from the weather satellites launched by the NASA of the United States. By a careful adjustment of planting dates and by a suitable choice of crops and their varieties, it may be possible to tide over the difficult periods and thereby increase the productivity of these problem areas. For the drought areas, there are known crops and crop varieties in the countries of the Region which are relatively photo-insensitive and which are early maturing. With these varieties, various cropping patterns can be developed to suit the different climatic conditions like early or delayed monsoon season, long breaks in the monsoon and inadequate rainfall. It would be necessary to establish appropriate seed and fertilizer stockpile and organize community seedling nurseries in order to allow alternative crop schedules. We must be able to initiate anticipatory action to minimize the effects of the adverse weather rather than be content with palliative measures after the calamity had taken its toll. Also, there should be provision made for mid-season correction. In rice planting areas that are usually visited by typhoons, a scheduling of planting is of utmost importance. As much as possible, the crop should be planted so that the heading time of the rice plant, the most vulnerable stage of rice plant growth will not coincide with the typhoon season. The natural resources of sunshine and equitable climatic conditions need to be exploited for developing cropping patterns which will obviate the traditional mono-cropping of rice in most of the countries in the Region. Relay and multiple cropping systems with vegetable crops, particularly legumes, will be the other bold but essential step which will help in offsetting the nutritional imbalances met with in many parts of the Region.

#### Awareness of Soil Depreciation

When the land-man ratio further declines rapidly due to rapid population growth, more food has to be produced on less and less land. The irony is that the continuously increasing demand for food often undermines the ecological foundations of the Member Countries. As a result, the food production capacity of farming areas has become dissipated by poor soil husbandry. Much of the barren unproductive land we have today were once fertile and verdant green. What aggravates the situation is that so much of the good productive crop land are being utilized without restraint for industrial development, recreational facilities, roads and residential development. Furthermore, a high incidence of the deforestation of mountains is wrought by people, who because of population pressure, have been pushed to the hills where they grow crops for survival and this has contributed to the destruction of natural watersheds resulting in more frequent and severe flooding of productive farming areas. Consequently, not only is the food production capacity immensely cut back but the productive farming areas are likewise diminished. Due to centuries of cultivation by traditional methods and in the absence of proper shaping and grading of lands, many cultivable areas in the Region have become unfit for cultivation due to prolonged erosion. Through the process of minimum tillage and stubble mulching, crop productivity in these areas could be very much boosted.

It is urgent that a strong awareness of the concept of soil depreciation be developed among the public in general and among decision and policy makers in particular. It is still possible to achieve a continuous increase in agricultural productivity without any long-term harm to the productive capacity of the soil. It is also still possible for crop land whose fertility has been depleted to be regenerated if soil regeneration programmes are backed by a strong determined political will. The concern for soil regeneration is both pragmatic and humanitarian. No nation can afford to neglect it.

#### Supplementary Fertilizer

Fertilizer is now in short supply and the outlook is for higher prices even if production could catch up with demand. In the context of the energy crisis, every effort should be made to promote such food production technology as are economical in the use of energy and fertilizer. Because fertilizer use at present is rather wasteful, there is an urgent need at present to improve fertilizer use efficiency through such procedures as adjusting effective doses, effective weed control, better water management, split application, and placing fertilizer a little below the soil surface. With the use of nitrification inhibitors where leaching losses are likely to be high, a higher efficiency of fertilizer use could be attained.

The energy crisis has posed a challenge to Asian creativity and resourcefulness in discovering or rediscovering methods of production that require less energy as in utilizing locally available production inputs that most Asian farmers have taken for granted. It is about time we revived the art of composting and making use of waste plant materials and animal manures as organic fertilizer instead of just burning them. It is about time we made use of the art and science of green manuring which gives back about 20 tons of organic matter per hectare per crop and crop rotation which reduces building up of pest and diseases population. We should make more use of the technique of mulching which conserves moisture in the soil, cover cropping which improves the physical condition of the soil, controls weeds and minimizes soil erosion. All these traditional techniques build and improve soil fertility.

#### Conserving and Storing Water

It is well known that water use in many countries is very often inefficient and wasteful. There is wastage of water at all points in the distribution system in many areas of the Region. There is more than enough of water when it is not needed and inadequate amounts available when needed for growing crops during the winter season. Even high rainfall areas do experience seasonal droughts due to the absence of arrangements for either storing water or tapping perennial streams through lift irrigation. In every ecological area, plans for water storing, conservation and utilization should be emphasized and encouraged. Suitable water harvesting procedures like run-off water storage structures, both for individual and for larger watersheds, can conserve large quantities of water that would otherwise be lost through non-beneficial evaporation, stream flow and seepages. Watershed management is an important aspect of agricultural development plan for any country. It is known that through transpirational losses from forest areas in the semi-arid regions, stream flows are very much reduced. Recent researches have shown that through effective control of transpirational losses by the use of metabolic or reflective type anti-transpirants, which have little interference with photo-synthetic processes but effectively reduce transpirational losses from foliage, stream flows from watersheds could be increased. What is really important is how to make water available for agricultural purposes when needed. In many countries of the world, larger areas of fertile agricultural land could be harnessed for food production if water resources could be suitably harnessed.

### Prevention of Pre-Harvest and Post-Harvest Grain Loss

An integral aspect of food security on which considerable emphasis will be laid in the forthcoming World Food Conference is the prevention of pre- and post-harvest crop losses and wastage. Particular attention needs to be paid to losses in on-farm storage of grain, in procurement and processing operations and in storage during stockpile or buffer stock operations. It has been estimated that losses in storage amount to as much as 10 to 20% of the grain stored. FAO policies, programmes and activities will, therefore, concentrate on the development of integrated pest control systems for reduction of pre-harvest and post-harvest losses in food and commercial crops.

### Improving the Traditional and Indigenous

It is perhaps about time also that we revived, encouraged and improved on the farm family backyard methods of raising farm animals - chicken, ducks, pigs, geese, cattle, and the water buffalo - because these methods of production minimize pollution and provide gainful occupations to the whole farm family. In the backyard production of poultry and livestock, unlike commercial production methods, animal feeding does not compete with human food consumption. The apparent neglect of the duck which may be regarded as the truly Asian bird is regrettable. Yet, the duck can thrive under a lower level of management compared to the chicken. In fact, it can maintain itself in a semi-self-supporting way. It can even make efficient use of farm and kitchen garbage effectively and thus take the role of an efficient waste disposal unit. The same is true of pigs raised under backyard and farmyard conditions. They thrive in leftover food and farm and kitchen wastes which are normally thrown away. For several decades, we have not met with even a fair degree of success in introducing into tropical Asia western breeds of beef and dairy cattle. Yet, we have neglected the Asian water buffalo, a God-given animal to Asians, so adapted and productive under our tropical hot, wet and humid environment, and resistant to many diseases of ruminants. Under difficult conditions, it can thrive on dry rice straw and water alone. Its digestive system is 11% more efficient than cow's. A docile animal, even children can handle and manage it. And if subjected to an input and output analysis by considering its contribution to the farm family in terms of milk, meat, calves, fertilizer and animal draft power, the water buffalo emerges with flying colours as the more efficient and more adaptable animal compared to cattle, considering the kind of feed and care it is normally given.

### Potentials of Aquaculture

However, we must explore other potentials for food production that show promise under Asian conditions. One of these is offered by aquaculture. Among farm animals, fish is the most efficient converter of plant food from natural bodies of water into nutritious animal food. There are immense possibilities in the Region for increasing food production with quality protein food through fresh water ponds, impounded or closed bodies of water, brackish water as well as through coastal aquaculture. On a per-unit-area basis, aquaculture maximizes food production with astounding yields reaching up to 2,000 to even 4,000 tons of fish per hectare a year on a very intensive culture such as with the use of fish cages. As an integral part of the agricultural farming system, aquaculture also provides the small farmer the opportunity to diversify his crop production and to make use of what would otherwise be unutilizable land when flooded during the monsoon season.

Needed: New Programme Planning and Implementation Processes

Standard approaches to development borrowed from the highly developed economies of the West have thus far failed to generate in this Region the agricultural development that would solve our foremost problem of food insufficiency. It is a stark reality that agricultural production in rural Asia is preponderantly in the hands of the small low-income agricultural producer and will very likely remain so for a long time to come. Despite all these, however, small-farm management techniques and small-farm production technology are hardly attended to. Agricultural and rural development in this Region must be oriented to the cultural, social, and traditional realities of rural Asia. A serious scrutiny and re-examination of our programme planning and implementation processes seem to be in order. Is it not about time that we re-examined the potentials for development of indigenous things and approaches to development that we Asians have neglected in favour of those we have borrowed but many of which have failed under Asian conditions?

Chances are that most of us have not had the experience of feeling the pangs of hunger and poverty. That is the lot of the poor of Asia. The casualties and miseries caused by the great wars of history pale into insignificance compared to the misery and starvation of millions caused by hunger and poverty which according to Indira Gandhi is the "worst pollution of mankind." A quarter century of development experience must surely convince us that something is grievously and basically wrong with the process of development that has led Asia to the plight it finds itself in today. With allowances made for natural calamities beyond human control, and giving due credit to the undeniable achievements of dedicated groups and individuals and to the unremitting efforts of governments and international agencies, we see around us in Asia today a nightmare spectacle of man's inhumanity to man - degrading levels of poverty, pitiful standards of nutrition and intolerable conditions of waste, unemployment and unrest.

It is this situation that must have led Nobel prize-winning economist Jan Tinbergen to say "the solution to the problem of development is not in sight ... it has reached an impasse. The analyses and models that have been used hitherto to attack development problems have proved to be inadequate ... part of the true situations has been left out of consideration. This means that the analyses we are using do not accurately reflect reality ... that policies based on them must be revised."

If we take note of economic history with wisdom, noting the steps which all earlier developing nations have taken, and realizing the greater problems and pressures of today's generation, we can hope to evolve a far saner and more realistic approach to development.

In planning for development, we should pay particular attention to the improvement of the life of the small farmers and fishermen, landless workers and shifting cultivators. Any form of development is not worthy of its name if the greater mass of people are neglected economically, culturally and politically. The uplifting of man is our main concern. It is much better to develop slowly than lopsidedly with some favoured individuals becoming a hundred or a thousand times richer than others while the masses of people suffer grinding poverty. But the fact is that this fear of slow development resulting from giving special attention to low-income agricultural producers is not justified. The small farmer is efficient and if given access to inputs and the market, his performance per acre can be as good as, if not better than, that of bigger producers. Several studies have demonstrated this.

FAO is currently trying to evolve a new development strategy in which the great mass of small farmers, peasants, landless farm workers can be viewed as human capital. This we have in abundance as assets of the poorer countries for development. What is needed is an effective way of liberating their enthusiasm, energy and creativity. This can be done by a small farmer action programme implemented through the grass-root groups in the villages, providing opportunity for involvement to the low-income small farmer and landless labourer in the planning and implementation process, develop a sense of community and thus acquire a sense of identification and accountability to their own programmes.

To reach out to the small farmers, FAO is also developing a new methodology on local level planning in which plans, policies and programmes for the villages, agro-ecological area or watershed, are formulated right in the area of development and not in the offices of high officials in the capital who may have only a mental picture of situations. This approach provides the opportunity for planners to learn directly from the people and from nature. The programmes are formulated in such a way as to provide viable socio-economic opportunities for farmers and landless labourers and women. If there is such a thing as mass production technology in industry, it should be also possible for agriculture to have production technology for the masses in which the masses are trained, organized and mobilized along the road of self-reliance or do-it-yourself revolution.

Our new development strategy should not be all action without thought orientation. Too much pragmatism very often results in panic thinking. The pragmatic approach should be viewed not only tactically, functionally and operationally, but intellectually with the proper long-range perspective. In our action programmes, let us avoid grandstanding measures or showcase projects. Let us have models that are based on solid philosophy and principles but flexible and adjustable to suit local situations on a country-wide basis. Such kind of programme can be achieved if the programme is drawn up in the field, in the areas of development rather than in headquarters. Such programme should be the least doctrinaire, least copycat, but most relevant to existing realities, needs and aspirations of the villagers. Let us do away with ready-made recommendations for the beneficiaries.

Here, I would like to refer to the response that my colleagues and I have been having to our modest attempts to experiment with this methodology of generating field-level thinking and action for small farmer development. Some countries have already begun to provide resources for small farmers development programmes; others have been stimulated to do so. I welcome particularly the search for appropriate institutional adjustments and innovations. In this task, as also in that of finding additional resources for the low-income producers, developed countries and international financing agencies may have to be bold and even unconventional in their aid policies.

### Food is Power

There is no question that significantly increasing food production will alleviate unemployment and under-employment and thus improve the income of the rural poor. Food also plays a significant role in reducing population growth. In the poor countries of the Region, population control may not succeed in a given planned period, as historical experience has revealed that a reasonable standard of living, an adequate food supply, reduced infant mortality rate, better education, and adequate health services provide the basic motivation for keeping the size of the family small. Food insufficiency poses a threat to political stability. We are all aware, I am sure, that a hungry man is an angry person. The rumblings of the stomach eventually become the grumbings of

society. We know of governments that had been toppled due to lack of food among the masses. It must be realized that food is also power.

Concluding Statement

The Regional Conference is being held at a crucial period when there is so much anxiety among Member Countries at the seriousness of food inadequacy and the unsatisfactory impact of modern strategies of development especially on the small and marginal farmers whom McNamara referred to as "the wretched strugglers for survival."

I do hope that our deliberations, guided by our experiences and wisdom, will provide the occasion for the voice of Asia and the Pacific to be heard in the pursuit of a saner and better world for the Region.



STATEMENT BY MR. G. BULA HOYOS,  
INDEPENDENT CHAIRMAN OF THE FAO COUNCIL

Mr. Chairman, Ministers, Mr. Deputy Director-General, Delegates, Ladies and Gentlemen:

It is very pleasant for me to be with you in this FAO Regional Conference for Asia and the Far East, a region which I am visiting for the first time.

This is one of the most important regions for FAO because of the countries it contains and the traditionally active and effective participation of their governments' representatives in the work of our Organization.

Representatives of Asia and the Far East made an outstanding contribution to the special session of the Council last July, particularly on the main topic - fertilizers - which are of fundamental importance in this Region, where there are major consuming and importing countries as well as exporting ones.

You are gathered here less than a month and a half ahead of the forthcoming World Food Conference. I am sure that in your deliberations, you will bear in mind the aims of that important meeting. Last November, when that Conference was about to be convened by the United Nations General Assembly, the FAO Conference made a number of recommendations for it. These opinions of our governments have been guideposts for FAO's contribution to the work in preparation for that gathering, to which we are all looking forward with high hopes and expectations. It has been recognized in FAO and every other international forum involved that the world food problem is continuing to worsen. There are times when we are heartened by news announcements of good harvests in certain regions and countries. I would regard these occasional tidings and developments as purely incidental, however. The main thing is to lay solid and enduring foundations so that in the future no country any where in the world, no human being, however lowly, shall lie under the menace of hunger in a century in which we are witnesses to fantastic discoveries and dazzling advances of science ranging from man's conquest of extra-terrestrial space to the most sophisticated and costly weapons.

The FAO Conference stated that "the world food problem ... could not be solved within the agricultural sector alone, but should be examined within the broad context of development problems". These problems have many aspects, some of which are beyond the competence of FAO.

Accordingly in this Regional Conference, at which are represented countries of great influence and eminence in the world, it may be to the point to recall that in FAO the Governments declared that "the convening of a World Food Conference would be a significant step only if the international community had the political will to take decisive steps to overcome the world food problem".

I will now refer to an important event that took place early last year and relates directly to this Region: the return of China to membership of FAO. In this new stage, the participation of this great nation - a charter member of FAO - has done much to consolidate the universal character that the Director-General has endeavoured to impress on our Organization. This is FAO's last Regional Conference in developing countries during 1974, though we are indeed holding it in the developed and powerful, hospitable and charming country of Japan. It is very gratifying for us to be in Tokyo, where I have been able to admire the overwhelming progress of this country, and at the same time, have delighted in the kind, generous and cordial ways of its people.

Allow me to convey through you, Mr. Chairman, my most cordial greetings to all the distinguished government representatives met in this Conference. The results of your proceedings will surely provide new and useful guidelines for FAO's policy and programmes in this Region.

I am bound by most cordial personal ties of friendship to Mr. Umali and greatly admire the excellent work being done by our Assistant Director-General and Regional Representative of FAO for Asia and the Far East. With the wise counsels of this meeting as their guide, he and his associates will redouble their efforts in FAO's constructive and beneficent activities to further the aspirations and interests of Member Nations in this Region.

Thank you, Mr. Chairman, for your courtesy in allowing me the floor. On behalf of the FAO Council, I give you my best and most sincere wishes for the success of this Conference.

REPORT OF THE TECHNICAL COMMITTEE

The Technical Committee of the 12th FAO Regional Conference for Asia and the Far East Region was convened on Tuesday, 17 September, and ended its meetings on Friday, 20 September 1974.

The meeting was opened by Dr. D. L. Umali, Assistant Director-General of FAO and Regional Representative for Asia and the Far East Region. The Assistant Director-General welcomed delegates and observers to the meeting, and on their behalf and on behalf of the Director-General of FAO, expressed his thanks and appreciation to the Government of Japan for their generous hospitality and the facilities placed at the disposal of the meeting.

In a brief preliminary statement, the Assistant Director-General explained that for the first time, this Regional Conference will be preceded by meetings of a Technical Committee whose report would be considered at the policy level by the main Regional Conference which was to follow next week.

The Assistant Director-General said that this innovation in procedure was adopted on the basis of the recommendation made by the 11th Regional Conference (New Delhi, 1972), which in para. 189 of its report stated as follows:

"To better fulfill the programme and review functions, more time will have to be given to governments both to prepare adequate briefs prior to the Conference, and to consider the programme from a technical point of view during or immediately prior to the Conference before presenting the final choices to the policy-makers who would be able to attend the Conference for only a short period. Consideration might, therefore, be given to the convening of either pre-conference working parties or sessional committees for the purpose."

This suggestion was again stressed by Member Countries of this Region during informal meetings of their delegates attending the FAO General Conference in Rome in November 1973.

The Assistant Director-General said that this Regional Conference will, therefore, be divided into two parts: (a) a Technical Session consisting of meetings of a Technical Committee from Tuesday, 17 September, to Friday, 20 September, and (b) a Plenary Session from Monday, 23 September, to Friday, 27 September. At the end of its meeting, the Technical Committee would be expected to submit its report under each agenda item, through the Chairman of the Technical Committee, to the Regional Conference meeting in Plenary Session from Monday, 23 September, to Friday, 27 September. The latter will then have before it a realistic and carefully evaluated assessment of technical considerations on which decisions involving policy, could be reached on the items studied by the Technical Committee. In addition, the Plenary Session will consider certain other policy issues (from regional and national

points of view) arising out of the new global proposals suggested by the Director-General, namely, the schemes for World Food Security and International Agricultural Adjustment, and the proposal for a New International Economic Order. The Plenary Session will also have the opportunity to hear a statement on the World Food Conference. The Assistant Director-General concluded his brief statement with an expression of his best wishes to the Committee for a successful meeting.

Election of Chairman and Vice-Chairmen

The Technical Committee elected the following officers;

Chairman:	Mr. Soegeng Amat Proposed by Japan Seconded by Fiji
Vice-Chairmen: I	Dr. H.R. Arakeri Proposed by Nepal Seconded by Thailand
II	Mr. Abdul Rahaman bin Pilus Proposed by Bangladesh Seconded by New Zealand

The Committee also nominated Dr. Ernest Abeyratne of Sri Lanka to function as its Rapporteur.

Agenda of Meeting

The Committee adopted the following agenda of items for consideration submitted to it by the Secretariat:

- V. 13 DD2 Mid-term Review and Appraisal
- VI. 14 Water Problems in Agriculture with Special Reference to Power Utilization
- VI. 15 Increasing and Stabilizing Production in Rainfed Areas
- VI. 16 Development and Participation of the Small Producer, in Increasing Production
- VI. 17 Integrated Approach to Agriculture and Rural Development
- VII. 18 Programme of Activities of FAO in Asia and the Far East Region.

The Report of the Technical Committee, as adopted by the Plenary, is embodied in paras. 88 - 176.







