

**REPORT OF THE
THIRD REGIONAL CONFERENCE
FOR EUROPE**

Rome, Italy, 8-13 October 1962



FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Reports of previous Regional Conferences for Europe are as follows:

1. **Pre-Conference Regional Meeting, Rome, 10-15 October 1949**
2. **Conference for Europe, Rome, 10-15 October 1960**

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TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
Organization of the Conference	1
Opening of the Conference	2
Closing of the Conference	3
SUMMARY OF PROCEEDINGS	5
Policy Statement by Mr. B.R. Sen, Director-General	5
Statement by the Representative of the United Nations, Mr. V. Velebit, Executive Secretary, Economic Commission for Europe	8
European Food and Agriculture in relation to World Problems	9
(a) Production, Trade and Surpluses of European countries	9
(b) Europe's Demand for Tropical Agricultural Products	11
Agricultural Policies in Europe in the 1960's	13
Orientation and Methods of FAO's Activities in the European Region	18
Resolution No. ERC 62/1 FAO Program of Work in the European Region	19
Resolution No. ERC 62/2 Control of Foot and Mouth Disease	21
Mediterranean Development	21
Resolution No. ERC 62/3 Mediterranean Development	23
European Training Programs for Countries in Process of Development	23
The Freedom from Hunger Campaign and the World Food Congress	25
The World Food Program	27
SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS	29
<hr style="width: 20%; margin: 10px auto;"/>	
ANNEX 1 - Statement by Mr. S. Mansholt, Vice-President of the Commission of the European Economic Community	33
ANNEX 2 - List of participants and officers of the Conference	44
ANNEX 3 - Documentation	65

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INTRODUCTION

Organization of the Conference

1. The Third FAO Regional Conference for Europe was held at the Headquarters of the Organization in Rome from 8 October to 13 October 1962. The main objectives of the Conference were to provide an opportunity for a broad policy discussion on selected issues of major importance to European countries, such as European problems of food and agriculture in relation to the rest of the world, European participation in the worldwide activities of FAO, and the future work of FAO in the region. The Conference was also requested to provide guidance to facilitate the Director-General in the preparation of his Program of Work for 1964/65, and thus contribute a useful preparation for the Twelfth Session of the FAO Conference to be held in November 1963.

2. The Conference was attended by delegations from the following 22 countries:

Austria	Luxembourg
Belgium	Netherlands
Cyprus	Norway
Denmark	Poland
Finland	Romania
France	Spain
Germany: Federal Republic	Sweden
Greece	Switzerland
Ireland	Turkey
Israel	United Kingdom
Italy	Yugoslavia

3. The Conference noted that, in accordance with the rules for the admission of observers, the following countries had notified their wish to send observers on this occasion:

Ceylon	Jordan
Cuba	Liberia
Dominican Republic	Nicaragua
India	South Africa
Indonesia	Thailand
Japan	Tunisia
	United States of America

4. The Holy See was represented, as well as the UN and the following Organizations belonging to the UN:

Economic Commission for Europe (ECE)
International Atomic Energy Agency (IAEA)
International Bank for Reconstruction and Development (IBRD)
International Labour Organization (ILO)
United Nations Children's Fund (UNICEF)
World Health Organization (WHO)

5. The following international organizations and institutions sent observers to the Conference:

Council of Europe (CE)
European Economic Community (EEC)
International Office of Epizootics (OIE)
Organization for Economic Cooperation and Development (OECD)

Associated Country Women of the World (ACWW)
European Association for Animal Production (EAAP)
European Confederation of Agriculture (CEA)
International Council of Women (ICW)
International Federation of Agricultural Producers (IFAP)

6. A list of the delegates, representatives, observers, of the FAO staff in attendance and of the officers of the Conference is contained in Annex 2 of this report.

Opening of the Conference

7. The inaugural session was held on 8 October, when delegations were welcomed by the Director-General. Mr. B.R. Sen referred to the increase in membership of countries in the European Region by the admission of Romania and to the fact that both Romania and Cyprus were participating in a European Regional Conference for the first time. He welcomed Mr. V. Volebit, Executive Secretary of the ECE, who represented the United Nations, as well as the representatives of the organizations of the UN family and governmental and non-governmental institutions and organizations. Mr. Sen also extended a warm welcome to the delegates of member countries not belonging to the European Region who, according to the rules and regulations of the Organization, asked to be admitted as observers to the Conference. He wished the Conference every success and was convinced that it provided an excellent opportunity to discuss European development in a worldwide perspective.

8. The Conference elected as its Chairman Mr. C.H. Nordlander (Sweden) who was succeeded after the 7th Session by Baron Ph. d'Otreppe (Belgium), Vice-Chairman. As is usual at FAO Regional Conferences, the heads of all delegations present were elected as Vice Chairmen.

9. At the proposal of the Chairman the Conference adopted the following agenda:

- I Policy statement by Mr. B.R. Sen, Director-General
- II World problems of food and agriculture in relation to Europe
 - (a) Production, trade and surpluses of European countries
 - (b) Europe's demand for tropical agricultural products
- III Agricultural policies in Europe in the 1960's
- IV Orientation and methods of FAO's activities in the European Region
- V Mediterranean development
- VI European training programs designed for countries in process of development
- VII The Freedom-from-Hunger Campaign and the World Food Congress
- VIII The World Food Program
- IX Other business

Closing of the Conference

10. At its closing session the Conference adopted the text of the report in its present form.

11. The Director-General, Mr. B.R. Sen, briefly addressed the Conference. Thanking the Chairmen for their skilful guidance and delegations and observers for their participation, he could say without any hesitation that the Conference had fulfilled the expectations placed in it. He had felt for a long time that there was a need for a European Regional Conference and, after the success of the present one, he was more than ever convinced.

12. The work of this Conference did not compete with the activities of the European technical commissions of FAO but complemented them. At the present time, when historic developments were taking place in Europe, FAO, as an organization with worldwide responsibilities, had the task of investigating and examining the evolution which affected not only the countries of the European Region but also the rest of the world.

13. In concluding, Mr. Sen wished to stress the very high level of the discussions and the excellent contributions made in the course

of the debate by all delegations and observers.

14. Baron d'Otreppe, Vice-Chairman, in the Chair at the closing session, also stressed that the Conference would have swept away any scepticism that might have been felt heretofore about the value of an FAO Regional Conference for Europe. The Conference had been able to discuss the implications of future levels of agricultural production in Europe in relation to the world situation. The attempts to understand the problems which arose in this connection and to appreciate the work that FAO was carrying out had provided an insight into the new developments that were taking place within the FAO program. The needs of the developing countries and the policies of Member countries of the European Region had to be seen as part of a single problem.

15. FAO's task in Europe was to continue to provide a major contribution of assistance and skill and all delegations were becoming conscious of their responsibilities in this matter; the old civilisation had a vital role to play. Here the Conference could be truly optimistic and the delegations could take away with them a number of valuable conclusions, together with the memory of the excellent co-operation they had experienced.

16. As the Chairman of the Conference, Baron d'Otreppe wished to thank the delegates for their participation, as well as the Director-General of FAO, the Regional Representative for Europe and the members of the Secretariat, and all the specialists who had prepared the documents and presented the items for the consideration of the Conference; their work had greatly facilitated discussions.

17. Mr. Cépède, Delegate for France, in the name of all the participants in the Conference, thanked both Mr. Nordlaander, Chairman, and Baron d'Otreppe, Vice-Chairman, who had guided the discussions with great skill and ability, for the excellent work they had accomplished, thus ensuring the success of the Conference.

18. The closing session terminated at 1.15 p.m. on Saturday, 13 October 1962.

SUMMARY OF PROCEEDINGSPolicy Statement by Mr. B.R. Sen, Director-General

19. In welcoming the delegates, Mr. Sen said that his wish to hold a biennial European Regional Conference for the FAO reflected his awareness of the important relations between Europe and the rest of the world.

20. Traditionally Europe was outward-looking; external trade was one of the main pillars of her wealth and her scientists, engineers and doctors were making a major contribution to the development of other regions. Conscious that world peace depended on world prosperity, Europe was today assisting other countries to give a true content to their independence by promoting their development and raising their standards of living. It would be appropriate that the Conference should discuss, among other subjects, the policies which would accomplish this historic mission.

21. In this great endeavour the FAO and the rest of the United Nations family played a major role and counted heavily on European support. The bold program of the Development Decade was to encourage the developing countries to achieve self-sustaining economic growth and the more developed countries to support that growth. The Freedom-from-Hunger Campaign was FAO's basic contribution to the program and, as Mr. Sen had said at the last session of ECOSOC in July, it must be a central plank in the program because you could not have industrial development without agricultural development, and without both you could not have balanced growth.

22. The purpose of the Campaign was to stimulate greater awareness of what needed to be done to eliminate hunger and to promote the practical measures to attain that goal. This meant the pursuit of agricultural development and improvement in all its aspects, the expansion of agricultural trade and the stimulation of investment. It also meant broadening the concept of food aid as a contribution to the immediate needs of developing countries.

23. Europe was already playing a big part in the Campaign. National Committees had been set up in almost all European countries and the public had become aware of the Campaign's objectives. Literature had been distributed, meetings held and funds raised; in several cases projects had already been initiated in developing countries. Only last week a meeting of the European FFHC National Committees, in Rome, had reviewed the work accomplished and made a number of suggestions. This was most satisfactory, but Mr. Sen was sure that the Conference would agree that much more still needed to be done and he would urge that governments and peoples be asked to intensify their efforts. He drew attention to the World Food Congress to be held in June 1963 - at the mid-point of the Campaign. It was designed to stimulate the interest of leaders of public opinion, educators, scientists, philanthropists and governments in the supreme challenge of an explosive population growth, and the need to increase food supplies

in the developing countries, where the growth was fastest and living standards lowest.

24. A tangible outcome of the Freedom-from-Hunger Campaign was the World Food Program which was now operational. Mr. Sen was glad that it had been strongly supported in Europe, where 14 Member countries had promised to contribute \$ 27 million out of the total of \$ 87 million so far pledged. This was a tentative beginning of multilateral action in an important area and he believed that Europe, with her highly developed agriculture and great capacity for production, would find an increasing advantage in channelling a part of her output into programs of this kind.

25. Mr. Sen then turned to the subject of technical assistance, which constituted a large and increasing part of the FAO activity. Here Europe was a giver rather than a receiver although there were significant programs in some European countries. Europe was an important contributor to the finances of EFTA and the Special Fund and a major source for the recruitment of experts, while her universities, research stations and other institutions provided training for a great number of students from developing countries. The 2,700 fellowships awarded by FAO between 1951 and 1960 for study in Europe were but a small part of this number.

26. Bilateral and multilateral programs of technical assistance must be co-ordinated and he felt that this co-ordination must take place within the receiving country and within its development program; to impose programs or priorities from outside could only end in failure. Multilateral programs presented many advantages, both in giving the receiving countries a wider choice of expertise and in giving the donor countries an assurance that their talent would be used where it was most needed. They also made available a range of experience gathered throughout the world.

27. The FAO was also concerned with servicing agriculture in Europe. A number of specialized bodies has been built up over the years, such as the European Commissions on Agriculture, Forestry and Inland Fisheries and the European Commission for the Control of Foot and Mouth Disease. The Agriculture and Timber Committees of ECE were serviced by a joint FAO/ECE Secretariat. These bodies and their subsidiaries were largely concerned with improvements in technical efficiency and suggestions for new projects would be found in a document submitted to the Conference describing FAO's work in Europe. The Conference would consider the priorities that should be assigned to these.

28. Mr. Sen then referred to the very serious menace of the African type of foot and mouth disease, SAT-1, which had spread from the Persian Gulf to the frontiers of Greece. Lack of support from all but a few member governments in Europe had gravely prejudiced the plan to control the epidemic that had been drawn up in July; the disease had spread further and the plan must be revised. The International Office of Epizootics had just called a meeting in Vienna and he would stress that a catastrophe faced the livestock industry of Europe unless an immediate provision of funds were made on a scale adequate to control the disease.

29. Mr. Sen then referred to the Mediterranean Development Project and to the establishment of regional development zones in Turkey, Greece, Morocco and Tunisia; other projects had been approved by the Special Fund in Syria, Lebanon and Iraq. The regular exchange of experience between zones had been of great value, as was also the meeting held in Badajoz in October 1961. As there recommended, he had called upon an advisory expert group; and also proposed to study the problems of establishing a cold chain for Mediterranean produce, in consultation with OECD, ECE and other organizations interested in the matter.

30. Two European problems called for special consideration, international trade in agricultural products and the modernization and development of European agriculture. Both were now under discussion in government circles, and both had wide implications for the developing countries, since Europe and the United States were their principal markets and provided the foreign exchange for their own development plans.

31. Supply and demand projections for the major commodities had been prepared by FAO and had been further elaborated after presentation to the Committee on Commodity Problems and the Commission on International Commodity Trade, earlier this year; they would be considered by this Conference. These projections were discouraging for the developing countries in that they suggested that the European demand for their agricultural produce would grow no faster than their population. This result could however be modified by increasing purchasing power in Europe and by removing obstacles to consumption and trade. Purchasing power depended on economic growth; here Europe had an outstanding record and it was important for the rest of the world that this growth should continue. It was equally important that fiscal burdens and other barriers should be removed. It only strengthened the bias of developing countries towards self-sufficiency if they encountered these barriers to trade. There could be a significant increase in imports of such commodities as coffee and cocoa if excise taxes were removed, and this could not affect farm income in Europe. It was an objective of the European Economic Community that the tariffs on tropical products should be low.

32. Another European contribution to the problems of developing countries would be through international commodity agreements, which prevent wide fluctuations in foreign exchange receipts by stabilizing prices. It was gratifying to see the successful conclusion of the recent International Coffee Conference and the progress towards an agreement on cocoa. It was understood that the United Kingdom and EEC might confer on certain temperate agricultural products. Through its Committee on Commodity Problems, FAO could, in co-operation with the United Nations, provide a useful framework for such commodity discussions.

33. Finally, Mr. Sen spoke of European policies for agricultural production. Although Europe was prosperous, well-fed and technically advanced, there was still a wide gap between productivity in European agriculture and industry, due largely to the smallness of farms; it

made for high-cost production, kept down farm incomes and retarded economic growth. It was true that increased output might bring problems of surplus disposal but this could be met by a better orientation of European production towards international trade and by the afforestation of some marginal land. The FAO European Timber Trends Study, now nearing completion, foresees a deficit in industrial wood of 70 million cubic metres by 1975. The European demand for timber would still have to be met in part from tropical areas, where the development of forestry and forest industries should be encouraged.

34. The surpluses that were likely to emerge in Europe would be in the milk products and other protein foods that could improve the diets of less developed countries. Here Europe could make a valuable contribution to the World Food Program and, in building up the economies of these countries, create a commercial outlet for such products.

35. In the coming months, certain decisions would be taken that had an important bearing on the above subjects and on all aspects of the relationship between Europe and the rest of the world. They would determine whether Europe was to remain an outward-looking region. All these decisions were interrelated; to increase the volume of aid required on expansion in trade; an increase in imports would require the modernization of agriculture if farm incomes were not to suffer. All were included in the agenda of the Conference and were indeed aspects of a single problem - how Europe can best help herself and shoulder her responsibilities to the developing nations. The challenge was to adjust domestic policies so as to meet the expectations of people who look to Europe for leadership. Mr. Sen was confident that, in this hour of decision, the great quality of European leadership would not fail to respond to the challenge.

Statement by the Representative of the United Nations

36. The Conference then welcomed a statement by Mr. V. Volebit, Executive Secretary of the Economic Commission for Europe and the representative of the United Nations at the meeting.

37. Remarking that the various agencies of the United Nations family were becoming increasingly interrelated, Mr. Volebit said that, with regard to the United Nations Development Decade in particular, it was gratifying that FAO was emphasizing the role of agriculture in the context of overall economic development. Europe's relationship with other parts of the world much depended on its ability to maintain its importance as a buyer of the exports of the developing countries. Recent work in FAO had shown that the outlook in this respect was sombre. Eastern Europe's imports from these countries had been rising strongly, but still represented a small fraction of world trade, while the recent development of Western Europe's imports from the developing countries and the short-term outlook for this trade were not very encouraging. There were, however, a number of ways in which the situation could be improved, and, in a number of forms, efforts were being directed towards removing or diminishing existing obstacles to trade.

38. In the longer run, the economic growth of European countries would be crucial in determining the size of the market open to the developing countries. Here the development of sub-regional economic integration in both Eastern and Western Europe could form the basis of a prosperous and expanding market, although the anxieties of countries outside these groupings had also to be taken into account. However, even on the most favourable assumptions the European market for primary products was not likely to rise as fast as the developing countries would like and the need progressively to modify existing policies was urgent.

39. The Executive Secretary of ECE welcomed the Freedom-from-Hunger Campaign as a major contribution to the UN Development Decade, and expressed his organization's full support for the World Food Congress which FAO was organizing for mid-1963. Finally he paid a tribute to the day-to-day co-operation between FAO and the United Nations, exemplified by the joint FAO/ECE Secretariat in Geneva.

European Food and Agriculture in relation to World Problems

40. The Conference had before it two papers ^{1/} analyzing the problems facing Europe during the sixties for the major agricultural commodities produced in Europe on the one hand and the imported commodities from the developing countries on the other. These two papers were largely based on a worldwide projection study presented to the Joint Session of the FAO Committee on Commodity Problems and the UN Commission on International Commodity Trade in May 1962.

41. The methods used to arrive at these projections were summarized. Attention was drawn to the assumptions made, the reliability of the results obtained and the possibility of using some of the results in the formulation of commodity policies.

(a) Production, Trade and Surpluses of European Countries

42. The paper referring to this item reviewed recent trends in agricultural production, food consumption and trade in agricultural commodities of European countries, examined the 1970 prospects for the major products of European agriculture and discussed some of the problems emerging from the projections of the possible situation around 1970. ^{2/}

43. During the 1950's agricultural production in Western Europe had increased at an average rate of around 2.7% per annum. This had come about largely as a result of favourable price, income and employment policies throughout Western Europe and had been reflected in steadily increasing yields per animal and per unit of land.

^{1/} For the documentation of the Conference see Annex 3.

^{2/} The paper was based on the conclusions of the original FAO document CCP 62/5 "Agricultural Commodities - Projections for 1970", Rome, 1962.

Important changes had occurred in the food consumption pattern, and the region had become more self-sufficient, although there were significant exceptions for certain countries and products. Exportable surpluses had also begun to grow.

44. The projections for 1970 attempted to assess, using certain assumptions (constant prices and a continuation of present production trends and current policies), how this situation might develop in the 1960's and what policy changes might be called for as a result. On the basis of the assumptions made, output of grains, dairy and meat products and sugar in Western Europe as a whole was likely to grow faster than demand. Western Europe would still remain a major importer; but would be less dependent on imports of these products in 1970 than in 1957-59. Surplus problems might well arise, particularly for dairy products and sugar, and the region was likely to be less dependent on imports of soft wheat.

45. The approach to self-sufficiency in food in Western Europe would tend to aggravate the surplus situation on world markets. Moreover, the possibilities of increasing commercial sales to low-income countries were not large. The problem of achieving income parity between farm and non-farm occupations might well become still more acute in the 1960's and most of the increase in per caput farm income could probably only come from a further decrease in the agricultural labour force. In view of the likely pressure of surpluses, it was necessary to consider the extent to which they could be used in food aid programs, such as the World Food Program, and it was considered that dairy products and other products rich in protein probably offered the greatest scope for such aid. Although it could not be expected that food aid programs, in the absence of some basic adjustments in agricultural policies, could provide a solution for the surplus problem of European agriculture, this was not to be taken as implying that European countries could not make a very substantial contribution to the World Food Program, as well as to other forms of economic aid.

46. The paper stressed the immense changes which European agriculture was undergoing as a result of the advance of technology. National policies would need to take full account of the continued rise in agricultural production and productivity which was in prospect, especially as, with labour, livestock and machinery under-utilized, the potential for further increases was still very large.

47. A number of delegations emphasized the contradictions which were at present apparent in European agriculture, and which rendered solutions to current problems more difficult. On the one hand, there was a clear tendency towards surpluses of a number of key commodities; on the other, agricultural techniques could well be considerably improved, which would lead to still higher production. Some delegations expressed the view that it was the advance of techniques and know-how, and now the existence of high support prices which was leading Western Europe towards an agricultural surplus situation. Others, however, believed that it was the high prices and subsidies which provided the basis for the use of improved techniques. It was

also believed that, even if prices were lowered so as to discourage the growth of surpluses, the need to preserve their incomes would lead farmers to raise their production still further.

48. While generally praising the methods used in the projections study, some delegates believed that the macro-economic approach of the study tended, almost by definition, to neglect the full impact of the human element, and probably underestimated the importance of improved education, research, advisory services, etc., on the long-run growth of agricultural production. In general, however, the Conference was in agreement with the paper's main conclusions concerning the probable future diverse rates of growth of agricultural production and food consumption in Western Europe.

(b) Europe's Demand for Tropical Agricultural Products

49. The paper referring to this item of the agenda presented an analysis of the European demand for tropical products. It pointed out that the overall picture of the agricultural exports of developing countries had been a sombre one in recent decades and anticipated that the prospects for the 1960's would not be very bright either. Indeed, on the basis of the projections made for 1970, it did not seem that, at constant prices, the volume of agricultural imports into Western Europe could rise by more than 2% per year. Even on the most favourable assumptions, the growth of total imports of all developed countries from the developing countries was unlikely to exceed 2 1/2 % per year, i.e. the projected rate of population growth in the developing countries. In other words, on a per caput basis the exchange earnings derived from exports of agricultural commodities could at the best remain stable in the developing countries.

50. The major reasons for the relatively slow growth of Western Europe's imports were: first, the low rate of population growth (0.7% compared with 2.4% in developing countries), second, the fact that per caput consumption of a number of tropical products was approaching saturation in several countries of North Western Europe, and third, the increase in competition of synthetics with agricultural raw materials.

51. Imports of sugar cane and tropical oils in Western Europe were expected to show very little progress, if any, during the sixties. Cane sugar would have to face the competition of increasing domestic production of sugar beet, and tropical oils with butter and other animal fats which were expected to be in plentiful supply in North Western Europe; moreover, in developing countries, exportable supplies of oilseeds were unlikely to increase rapidly.

52. As regards agricultural raw materials, the major feature during the fifties was the competition with synthetic products and this competition was likely to develop further, in particular in Eastern Europe and the USSR. Western European imports would probably increase somewhat more rapidly for rubber and wool than for cotton and jute, but wool exports concerned mainly high-income

countries. Timber was the only commodity for which the Western European deficit was expected to rise sharply; imports of tropical woods had already risen rapidly and the import demand was likely to grow further during the sixties.

53. One possibility of stimulating the export earnings of the developing countries was to increase their exports of processed goods at the expenses of raw materials, such as cotton and jute products rather than raw cotton or jute, oils rather than oilseeds, etc. However, such a modification in the pattern of trade would require structural changes both in the developed and the developing countries.

54. Imports of coffee, cocoa and tropical fruits during the sixties were expected to increase substantially for Western Europe (by about 3% per year) and could rise very rapidly in Eastern Europe and the USSR. Imports of tea would show very little progress.

55. Particular attention was given in the paper to the extent to which a reduction might stimulate Western European imports of these commodities. On the basis of a detailed survey of retail price formation for 12 European countries, it was estimated that a complete abolition of tariffs and taxes could stimulate imports of coffee and citrus by about 11%, those of cocoa by about 8% and those of bananas by about 5%. Imports of tea would not be affected. Altogether, for the 12 countries reviewed, total imports could hardly increase by more than 150 million dollars. This would help the developing countries but would certainly not solve their problems.

56. The Study showed that in view of the relatively small proportion of the import value in relation to the retail price, and of the low price elasticity at retail, the effect of a change in export prices on the quantities imported would as a rule be very limited. Under these conditions, a lack of balance between exportable supplies and import demand in a non-organized world market might induce wide price fluctuations, which emphasized the need for world commodity agreements.

57. The Conference expressed its general agreement both with the analysis presented and with the conclusions reached in the FAO Study. The difficulty of making projections particularly for developing countries, was underlined in view of the lack of reliable statistical data and of the impact of human factors on economic growth.

58. The Conference was in favour of expanding trade, specially through the reduction of taxes and duties on tropical products. Several delegations reported that steps in this direction had already been taken in their own countries. However, it was stressed that the scope for increasing imports by reduction of taxes and duties in Western Europe was extremely limited, as had been brought out in the working paper. More emphasis was therefore placed on organizing world markets and on price stabilization. It was noted that in some countries, though the volume of imports had increased, the value of imports had remained constant owing to a fall in prices.

59. Some delegations pointed out that the developing countries would also have to reshape the pattern of their economic growth: to develop trade between themselves, to explore all possible ways of increasing investment within these countries and, especially, of making more effective use of human resources. All such structural developments should be followed closely.

60. One possible change of direction in the pattern of trade of the developing countries, which the Conference considered promising, was a diversification of exports. Instead of depending solely on beverages, foodstuffs and raw materials, the developing countries should explore markets for forest products and light manufactured goods, especially those based on agricultural raw materials. In view of the expected increase in the European timber deficit, the Conference stressed that possibilities for expanding the export of tropical forest products should receive serious consideration.

Agricultural Policies in Europe in the 1960's

61. The Conference had before it a paper dealing with problems of agriculture in a growing economy. In reviewing the developments in Europe in the last decade the paper stated:

"Altogether the nineteen-fifties were not merely a decade of expansion but one of substantial changes as between the principal sectors of the European economy. Agriculture effected very considerable adjustments, showing its capacity to absorb technical progress and to devise ways of saving labour. But it seems clear from the evidence that these adjustments, although large, were not large enough. There is no evidence that the gap between industrial and agricultural incomes was significantly reduced in spite of the massive governmental aid to farmers."

Regarding the outlook, it set forth the view:

"The nineteen-sixties seem likely to present agriculture with the same difficulties as in the nineteen-fifties but in a more accentuated form, and with the same problems of adjustment but in a less favourable environment. The difficulties will be more accentuated because demand will grow more slowly than in the nineteen-fifties. Such developments will exert greater pressure on prices. Farmers will have to compensate for lower prices by lower costs of production, if farm income is to be maintained and more so if it is to increase."

"Already in the fifties the improvement in farm income was largely due to the decrease in the number of people employed in agriculture. In the sixties, the adjustment of agriculture to the emerging situation may prove more difficult than in the past because the opportunities for

improvement within the existing framework of farm sizes have diminished; in many countries mechanization has already gone as far as is practicable, and, in some cases, even further than is economic, while the reduction in manpower which has hitherto consisted largely in the departure of hired workers and of the farmers' sons and brothers becomes more difficult when the next step would be the departure of a large number of the farmers themselves."

62. In view of this situation, a number of objectives for the near future were set out, of which two were specially emphasised:

"The essential objective of policy should be to raise farm incomes at such a rate as will appreciably narrow the gap between agriculture and industry. The second objective should be to achieve a more rapid progress in all round efficiency on farms."

63. These objectives could be reached only if appropriate measures were taken to improve the input/output ratios:

"The weakness of the agricultural economy is its under-employment of manpower and fixed capital, as a result of the present farm structure.

"The solution cannot, however, be found in an isolated policy for agriculture. An agricultural policy can succeed only if it is supported by a general economic policy and, in particular, by a regional development policy.

"If governmental policies help to create additional job opportunities for farm families - particularly in backward rural areas - they improve market conditions for agricultural products at the same time. Creation of job opportunities is not enough, however, to reduce the under-employment in agriculture. The younger generation must be given the education which will enable it to qualify for the jobs which become available. Such education will equally advance those who stay in agriculture, by making them better able to utilise efficiently their resources for their benefit. Those who stay in agriculture must also be prepared to live in an advanced industrial society and to learn to use the methods prevailing in it.

"As the slow rate of market expansion for agricultural produce will remain a limiting factor as regards the improvement of agricultural incomes, farmers will have to earn more from quality production and from participation in the earnings from processing and distribution. They will have to draw greater benefits from a division of labour which would permit them to acquire greater

skill for a limited range of production. In order to do all this the farmer has to overcome his weakness as an "economic man", i.e. as an atomistic producer in a highly organized world. The organizational efforts of the farmers must, however, be supported by governments. Out-moded legislation must be removed and new laws designed to encourage and protect their undertakings must be introduced."

64. In the discussion in which almost all delegations and many observers participated, it was repeatedly stated that the central focus of agricultural policy should be the farmer rather than the farm - the farmer, as a human being, with his personal problems, his attachment to the soil, his place of work, which is also his home. The objective of establishing an economically viable farm enterprise is pursued, in order to enable the farmer to earn a living much more closely approximating to the standards of living of workers in other occupations. This should be the guiding motive behind all programs for improving the environment in which the farmer operates: for example, the consolidation and amalgamation of holdings, the better utilisation of mechanical equipment, the improvement of agricultural education and advisory services.

65. Similarly, attention should be given, as the Conference agreed, to the situation of farmers at present working on the margin. Such persons should be helped to become the operators of really viable farms or they should be helped to change their occupations by the provision of vocational training for urban jobs, or they should be given the opportunity of early retirement pensions and, in any case, they should be provided, through income support programs, with the wherewithal to live during a period of transition. It was this pre-occupation with the human aspect of Europe's farm problem which characterised the more detailed discussion by the Conference of agricultural modernisation programs.

66. The Conference agreed that there was a need for a further adaptation of agricultural policies to the changing circumstances of European agriculture. The rapid development of techniques and production and the slow expansion of outlets for most agricultural products which were in prospect called for far-reaching structural changes in European agriculture. Without such changes to reduce costs of production by increasing the productivity of labour and capital, the incomes of people employed in agriculture would not keep pace with the expected continuing rise in incomes in the non-farming sectors of the economy.

67. The representative of the European Economic Community pointed out that the EEC in the framework of its Common Agricultural Policy was committed to a policy of structural reform, even if market policies had, for the moment, to be given priority. A number of delegations described the measures already taken in their countries to improve the structure of agriculture. Others reported that bodies had been set up within their countries to study possible changes in agricultural policies and felt that the paper before the

Conference would prove extremely useful in this work, it was suggested that the paper receive wider circulation.

68. Considerable emphasis was given to the need for a thorough analysis of the reasons for the disparity in incomes between farming and other sectors in order that action might be taken to eliminate gradually the basic causes. Furthermore, agricultural policies should be readjusted to facilitate a more efficient utilisation of resources, for instance of land, of livestock, of machinery and other inputs.

69. It was furthermore believed that measures for structural reform would imply a far-reaching degree of economic integration between the countries of the region. A continuing confrontation of policies seemed to be required to obtain the greatest possible agreement on changes of policies, and to assure that such changes would benefit the region as a whole. The representative of the Council of Europe stressed how useful it was for members of political bodies to be confronted with the views of experts on agricultural matters.

70. It was also pointed out that structural reforms would have to be accompanied by wider moves towards co-operation on the part of farmers, especially in order to utilize to the full certain types of machinery, and to obtain a more important share in the profits from such activities as marketing and processing. The latter could in particular provide a valuable additional source of income for farmers.

71. The representative of the International Federation of Agricultural Producers indicated the extent to which the views of farmers' organizations and of governments had recently grown closer. The need for a reduction in agricultural employment was now generally accepted, and FAO's warnings of an approaching surplus situation were better understood. He emphasized, however, the extent to which farmers were attached to present systems of price support, and believed that measures for structural change should supplement and not replace the support policies at present in existence. He also thought it was necessary to investigate more closely the real capacity of other sectors of the economy to absorb manpower from agriculture in the years ahead, in the light of current perspectives for the growth of the European economies.

72. The representative of the Organization for Economic Co-operation and Development pointed out that his Organization was highly interested and active in the search for satisfactory solutions to the problems facing agriculture in a growing economy. Moreover, the questions raised by the representative of the International Federation of Agriculture Producers were being given particular attention.

73. One delegation, while pointing out that European agricultural policies should always be considered in relation to the problems of the rest of the world - a facility only FAO could offer, expressed the view that the regional examination of such matters could better be undertaken within the framework of ECE, of which all European

countries were members. Other delegations, however, felt that even such regional discussions should take place within the framework of the European Regional Conference of FAO.

74. In view of the statement made by the representative of ECE concerning the current situation of agricultural markets in Europe, one delegation suggested that the Director-General of FAO might consult with the Executive Secretary of ECE with a view to finding appropriate organizational forms for the discussion of problems of trade in agricultural products among European countries in the light of the new situation in this field.

75. There was general agreement that the possibility of finding non-agricultural employment in the future for farmers' children largely depended on considerable investment now in better general education and in training in urban occupations. It was already clear that future employment needs would be predominantly for technically skilled manpower. Moreover, the structural reforms proposed for agriculture would also call for farmers with a much higher level of general and technical education.

76. In this respect, the representative of the International Labour Organization described some aspects of his Organization's work, which was aimed at an expansion and improvement in vocational training programs. The representative of UNICEF welcomed the importance the Conference was giving to the social and human aspects of Europe's agricultural problems and recalled the recent evolution of UNICEF's policy aimed at giving due importance to the problems of children in any program or plan of economic development both at the national and international levels.

77. It was generally recognized that part-time farming had become an important feature of European agriculture. This duality of sources of income was believed to have many different aspects, varying between countries and regions of the same country and between different farm income levels in certain circumstances. A more thorough investigation of this widespread phenomenon seemed to be required. One problem was that people with two occupations tended to neglect one or the other.

78. Certain delegations reminded the Conference that, although most European countries were more interested in the problem of how to encourage cost reduction without necessarily stimulating a larger volume of output, there were European countries which, while welcoming intergovernmental discussions on the methods of reducing production costs, were still primarily interested in expanding agricultural production.

79. The Conference agreed that a re-shaping of European agricultural policies could make a major contribution to the growth and prosperity of the economies of Europe and, in so doing, could make Europe a better neighbour to the developing countries overseas. In the re-shaping of policies the central importance of the human factor should not be lost sight of. It was only by giving the farmer the environment and the opportunity to contribute his maximum effort, and

by sustaining and progressively improving his standard of living, that the broad objectives could be achieved.

80. Dr. Mansholt, Vice-President of the Commission of the EEC, agreed with the analysis of European farm problems presented to the Conference. He elaborated on EEC's Common Agricultural Policy which he believed would benefit not only the countries of the Common Market but other interested countries as well. (Dr. Mansholt's statement is reproduced in full in Appendix 1.)

Orientation and Methods of FAO's Work in the European Region

81. The Conference had before it a working paper on this subject, containing, as an appendix, a detailed review of recent and current FAO activities in the European Region. The working paper contained information on the orientation of FAO's present work in Europe, listed the suggestions made by the European bodies of FAO regarding future work and described the working methods used in the implementation of FAO's European Program.

82. While the Conference recognised that FAO's major task was to serve the developing countries, it drew attention to the fact that FAO's work in Europe had not merely proved successful and useful to Member countries of the Region, but also, in many cases, to countries of other regions. It therefore expressed the hope that the activities of FAO in the Region would continue to be effectively implemented.

83. The Conference reviewed the work of FAO in the European Region in all its aspects, including not only agriculture proper but also the other fields of activity which were FAO's responsibility. The Conference felt that technical questions should be dealt with by the existing European bodies of FAO and that it, itself, should be primarily concerned with matters of general policy.

84. The Conference noted the suggestions for future work that had been made by the European and Mediterranean bodies of FAO, particularly the problems connected with the modernisation of European agriculture, forestry and fisheries, and emphasized the need for improving the living conditions of those engaged in these activities.

85. Regarding the problems of small farms, agricultural structure and capital requirements, each of which was in itself a vast field, it was suggested that projects should be selected which would throw more light on differences between farm incomes and incomes in other sectors, on social problems of the farming community and on methods of improving vocational training, both in rural and urban activities. Work on rural youth, nutrition and home economics should be continued and expanded.

86. The Conference called particular attention to the proposed joint project of the European Commission on Agriculture and the European Forestry Commission on the technical, economic and social

factors affecting land use and the relation between regional planning and land use.

87. In the field of forestry and forest products, the Conference felt that the projects proposed by the European Forestry Commission and the Joint Mediterranean Forestry Committee seemed valuable. Particular attention should be given to policy problems arising out of the study of Europe's prospective demand for forestry products, especially from developing countries.

88. In regard to fisheries, it was felt that the projects suggested by the European Inland Fisheries Advisory Commission should be followed up and facilities provided for sufficiently frequent meetings of the working bodies established by this Commission.

89. The Conference stressed the importance of taking into account the work in these and allied fields undertaken by other international organizations in Europe. It was understood that the Director-General would arrange for frequent consultations with those organizations and that FAO's European work would be adjusted in the interests of overall co-ordination.

90. As to the organizational structure of the European Commission on Agriculture, the Conference noted that this was under examination and hoped that, in any re-shaping, its information service on achievements in agricultural sciences and other technical and economic fields of agriculture would be strengthened. Due importance and status should also be given to the bodies dealing with rural sociology and agricultural structures.

91. The Conference then adopted the following resolution:

RESOLUTION NO. ERC 62/1

FAO Program of Work in the European Region

THE CONFERENCE

Having noted with satisfaction FAO's recent and present activities in the European Region,

Having examined carefully the suggestions of FAO's European and Mediterranean bodies for future work of the Organization in the Region, and in the light of the discussions at this present Conference,

Recommends to the Director-General that in the selecting of projects he take into account the work undertaken by other international organizations and give priority to the projects which throw further light on the disparity between rural incomes and incomes in other sectors and on the problems relative to the human factor in the populations concerned,

Further recommends to the Director-General that he take and, when necessary propose to the Council and Conference, measures which may enable the various FAO bodies in the Region to execute their tasks with full efficiency.

92. The Conference expressed the wish that its suggestions assist the Director-General in drawing up his Program of Work and Budget for the 1964/65 biennium and was pleased to note that some of its suggestions might be implemented within the framework of the Budget for 1962/63.

93. Satisfaction was expressed with the development of the work of the Codex Alimentarius towards harmonizing food standards, both at regional and worldwide levels. The Conference noted that a first meeting of the proposed new Codex Alimentarius Commission would be convened in June 1963. While the need for a wider co-ordinated approach in establishing food standards was recognized, it was stressed that in some cases a regional approach would be necessary.

94. The Conference noted that the 11th Session of the FAO Conference had decided that this work would be financed from a Special Trust Fund and that the matter would be reviewed by its 12th Session. One delegation suggested that, on account of the importance of regional work, such as that of the European Council of the Codex Alimentarius, the co-ordination and servicing of such regional work should be financed from the FAO Regular Budget.

95. Special attention was given to the very serious menace of the African type of foot-and-mouth disease, SAT-1, the control of which would require millions of doses of vaccine. A plan drawn up by an Emergency Meeting of the European Commission for the Control of Foot-and-Mouth Disease, held last July, had not made any headway because only a few European Governments had responded positively and, with the further spreading of the disease, the original plan was no longer valid. The Conference was informed that the International Office of Epizootics had just concluded a meeting of the Veterinary Directors of European countries in Vienna, which had called for immediate action and endorsed the findings of the above-mentioned Emergency Meeting. The Conference was informed that the Council of Ministers of the European Economic Community would meet early in November 1962 to consider the questions of the participation of EEC in the measures to be taken and of its co-operation with FAO in the control of the disease and the prevention of its further spread into the European Region.

96. The Conference then adopted the following resolution:

RESOLUTION NO. ERC 62/2

Control of Foot and Mouth Disease

THE CONFERENCE

Having taken account of the reports of the Emergency Meeting of the Executive Committee of the European Commission for the Control of Foot-and-Mouth Disease, endorsed by the Session of OIE in May 1962, and of the Joint FAO/OIE Meeting held in Teheran in June 1962, and having been informed of the further spread of the disease in the European parts of Turkey,

Recognising the need for urgent action to control the outbreaks of disease caused by SAT-1 type of virus in the interests of the affected countries, appreciating the danger which this virus presents to neighbouring countries, to Europe and to many other countries which have trade contacts with Europe and the Near East,

Aware of the fact that there are insufficient facilities in the affected countries and that there is insufficient money available from the UN Technical Assistance Board, and that the Director-General addressed a letter dated 25 July 1962, No. G/A-X/654-AN, to Member Governments,

Noting that, if funds are forthcoming immediately, sufficient vaccine can be made available,

Recommends:

- (i) that, as a first phase in the campaign against this disease, the scheme outlined in the Report of the Emergency Meeting of the European Commission for the Control of Foot-and-Mouth Disease held on July 20 and 21 1962 and endorsed by the OIE Meeting held in Vienna on October 1 and 2 1962 should be implemented, having regard to any reassessment required in the light of the current situation, and
- (ii) that Member Governments take as rapidly as possible all necessary steps for helping the affected countries in their fight against the disease and endeavour to make funds available to finance the operations required.

Mediterranean Development

97. The Conference noted that activities related to the Mediterranean Development Project were taking three major directions: assistance in the establishment of national and regional plans, co-ordination of research and training, and specific action projects. As regards assistance in national and regional planning, it was envisaged

that a Mediterranean Expert Group appointed by the Director-General (following the endorsement by the 11th Session of the FAO Conference of a recommendation of the Madrid-Badajoz meeting) would examine the extent to which adjustments were necessary in FAO's approach and targets in the light of changes in the situation since 1956, which was the reference date for the Mediterranean country studies. The Group would also advise on the general approach to regional planning in the spearhead zones in the Mediterranean. Four such zones had already been established with FAO/Special Fund assistance in Greece, Morocco, Tunisia and Turkey, and the Special Fund had approved requests for assistance for new zones in Lebanon, Syria, Iraq and the UAR. FAO was attempting to establish a unified approach towards these zones on the same principle of integrated development and with emphasis on the re-adjustment of land use patterns. An interchange of experience would be promoted; a link had been established between the FAO zones and similar zones in Spain, France and Italy. It was emphasized that the planning of these zones was essentially the responsibility of governments, and that the role of FAO and the Special Fund was essentially one of assistance. It was also stressed that, considering the time needed to carry out surveys, steps for the implementation of their major recommendations should be initiated before their final elaboration. While the main burden of such implementation was with the governments, FAO was also in touch with international aid-giving agencies to keep them informed of progress and explore ways in which assistance might be granted. The International Bank and the Development Assistance Committee of the OECD were mentioned in this context. Use would also be made of the opportunities provided by the World Food Program and Freedom from Hunger Campaign.

98. In the ensuing debate several speakers stressed the importance of maintaining the integrated approach (covering economic, social and technical aspects) to the problems of Mediterranean Development, and emphasized the basic unity of the Mediterranean area which gave the possibility of common solutions. It was pointed out that the Mediterranean area could, in this search for common solutions, be an example to other regions. Activities promoted by this project should not be confined to those yielding results in the medium and long-term; short-term measures (such as the control of animal and plant diseases) which could have long-term significance should not be neglected. The establishment of a chain of development zones based on well-grounded pre-investment surveys would have a major impact on long-term Mediterranean Development. Several delegates stressed the importance of co-ordination in research, which should be linked to criteria of economic desirability. Special importance was attached to the co-operation with such institutes as the International Centre of Higher Studies in Mediterranean Agriculture, founded on the initiative of the Council of Europe and the OECD. It was noted that the International Centre at Metaponto was now ready to extend its facilities to non-OECD countries in the Mediterranean area and to co-operate closely with FAO. The need for co-operation in training was also emphasized and the Conference expressed its interest in the promotion of the cold chain project and in similar action projects.

99. The Conference adopted the following resolution:

RESOLUTION NO. ERC 62/3

Mediterranean Development

THE CONFERENCE

Expressing its satisfaction with the action taken by the Director-General within the framework of the follow-up action on the FAO Mediterranean Development Project and the co-operation of several governments and international organizations in the common task,

Considering the creation, on the initiative of the Council of Europe and the OECD, of an International Centre of Higher Studies in Mediterranean Agriculture at Bari and Montpellier as a particularly encouraging example of such co-operation,

Congratulating the Director-General on maintaining the integrated approach in FAO activities in the Mediterranean area and, more specifically, for the promotion of a chain of development zones,

Thanking the United Nations Special Fund for its co-operation in the establishment of such a chain,

Convinced of the necessity for an intensification of efforts to strengthen the co-ordination of developmental activities in the Mediterranean area, especially in the field of regional development; and of research and teaching designed to promote rural development in its broadest sense, as well as of the necessity to assist more effectively the Mediterranean countries in the implementation of concrete projects,

Requests the Director-General to provide the necessary facilities to this effect, subject to sufficient funds being available.

European Agricultural Training Programs for Countries in Process of Development

100. The Conference considered a working paper on agricultural training programs sponsored by European Governments for the benefit of developing countries and examined means for further increasing the effectiveness of such programs and for ensuring better co-ordination of bilateral and multilateral technical assistance in this field. Among the major issues discussed were: the desirability of intensifying efforts to develop permanent facilities within the developing countries; the most suitable location for short-term training facilities, ensuring adaptation to local requirements of assistance in agricultural education and training directed to developing countries, including the role which might be played by FAO; and the feasibility of combining general education and technical and vocational training in agriculture at the primary and secondary levels. Discussions of these and related issues was supplemented by information on governments' current and planned assistance in this field.

101. Delegations participating in the debate were unanimous in stressing the great importance of agricultural education and training in agricultural development. Similarly, despite the efforts already being made, it was felt that even more resources should be allocated to this type of assistance. In general, it was considered that more assistance should be directed to help establish facilities within developing countries but there were qualifications. Facilities for higher level education were costly and the required teaching staff did not exist in these countries. Moving too fast in the direction of higher level institutions in the circumstances could result in inferior quality education. On the other hand, facilities did exist in European countries for higher level education in agriculture and many of these had in the past concentrated on preparation for work in developing countries. Use should be made of these facilities for undergraduate and especially postgraduate education.

102. Intermediate level agricultural education facilities should generally be established in developing countries but even here there were exceptions as one delegation pointed out. The differences between countries offering and receiving training and the subject matter involved were important considerations. There was a good case for regional facilities for some types of intermediate level training within developing areas.

103. Experience in training farmers had suggested that this generally needed to be done locally. Carefully selected individuals could however in some cases benefit from training in advanced countries. There was also support for the view that farmers could best be trained through out-of-school programs.

104. The combination of general education with vocational and technical training in agriculture at the primary and secondary levels was examined and it was agreed that, generally speaking, training at the primary level had to be pre-vocational or pre-technical in character and oriented towards stimulating interest in agriculture and in rural occupations. At the secondary level there was some possibility of this combination but, even here, various factors, such as the entry requirements for government service, prevented its general adoption.

105. It was felt that FAO could assist in co-ordinating programs by helping developing countries to determine the kinds and numbers of agricultural training institutions which would best meet their requirements, as in the special FAO Program of Agricultural Education and Training in Africa. As a result of this, information could eventually be made available to donor countries on the kinds of agricultural training institutions which particularly merited support in Africa. It was suggested that FAO should expand this type of work and, at the same time, make fuller use of experts and facilities available in various European countries.

106. Another form of co-ordination which FAO was requested to continue and expand was in the content and timing of courses offered in the highly successful training centres organized in a number of European countries. Several delegations reported the intention of their governments to continue, expand and, in at least one case increase the frequency of such training courses. FAO was requested to continue support to these centres through helping to select trainees and by making lecturers and fellowships available. Such short-term training centres met a continuing need. Some of them could be successfully conducted in Europe while others might be transferred to developing areas as was already being done by at least one European government. It was suggested that the Director-General should approach the UN Special Fund concerning the possibility of making available to FAO an annual allocation to support training centres organized in Europe for the benefit of developing countries.

107. On the supply of experts for technical assistance assignments, the Conference was informed that the Netherlands was creating a pool of experts, consisting of 1) senior specialists in tropical and sub-tropical agriculture, and 2) junior experts or assistants. It was suggested that perhaps in the future the UN would need to think of creating an international corps for technical assistance. Another delegation suggested that consultant firms might be the answer to the need for experts on a long-term basis.

108. One delegation suggested that FAO should consider establishing a library of agricultural films which could be made available for training purposes to Member Governments and, particularly, to those in developing regions. Such a library would be composed of films donated by governments. This suggestion was left for consideration at a later date.

The Freedom from Hunger Campaign and the World Food Congress

109. The Conference had before it two working papers which reviewed the salient facts of food and population in the world and the role the Freedom from Hunger Campaign was designed to play. The Conference recognized that the Freedom from Hunger Campaign was a re-dedication of FAO to its basic purposes, and sought to raise the productivity, income and welfare of rural peoples everywhere, through a mobilization of the talents, energies and determination of the people in the battle against hunger and poverty.

110. Already 48 National FFHC Committees had been established, 18 of which were in Europe. In several European countries nationwide appeals for the Campaign had either been successfully concluded or were under way; several committees had coupled these appeals with extensive educational campaigns reaching into schools, homes and factories. Other activities were also being planned, or

undertaken, to encourage citizen participation. The impact of the Campaign was enhanced by its close relationship with two important new programs; the Development Decade and the World Food Program.

111. As the Campaign developed, a number of characteristics were becoming more evident: the Campaign was a people-to-people movement aimed at world partnership and international solidarity. The newly independent countries were increasingly conscious of their responsibilities and the Campaign would help them help themselves. This help must however be long-term in character and linked with national development plans in the spirit of the ECOSOC resolution on the Development Decade. Good co-operation had been established with the Organizations of the UN group and with other inter-governmental bodies. It was to be hoped that there would be adequate governmental support for the plan to issue postage stamps in celebration of the Campaign, although not more than 14 European countries had so far announced their intention to participate.

112. The Conference was reminded of the urgent necessity to create machinery for the Campaign in those countries which had not yet done this. Farm labour groups and associations of women and youths should be encouraged to participate in the Campaign and in the Freedom from Hunger week, planned to begin on 21 March 1963.

113. A number of delegations spoke of work in support of the Campaign in their own countries and mentioned certain difficulties that had been overcome. It had been necessary to educate the public and also national organizations which had large assistance programs of their own. There was also a tendency to lose sight of long-term objectives because of the appeal of more spectacular short-term results. It was recognized that in all these matters FAO would need to be reimbursed for direct administrative expenditure incurred, but a service charge should not be allowed to become a deterrent to support for the Campaign.

114. The Conference was also informed of the preparations for the World Food Congress in the context of the present world situation. The available food supply was insufficient to meet the needs of the increasing population. This increase was taking place at a faster rate than was anticipated even recently. It was also taking place most rapidly in the developing regions of the world. Besides, the attainment of political independence by many countries of Africa and Asia was creating a keener awareness of economic disparities than before. In terms of adequate nutrition, the effort required to meet the world's food needs added another dimension to the problem. This was why the FAO felt that at the mid-point of the FFHC the World Congress should be held.

115. At the Congress representation would be individual, the participants being drawn from Member Governments as well as from influential social and economic groups. The Congress aimed at reducing technical papers to a minimum so as to afford maximum time for full discussion. Every subject would be introduced by one participant from a developed country and one from a developing country so that the

points of view of aid-receiving and aid-giving nations could be focused before the subject was discussed. It was hoped that the Congress would present to the world a plan for multilateral and national action to solve the great and urgent problem of hunger and malnutrition.

116. The Conference recognized the value of the Freedom from Hunger Campaign and of the World Food Congress, which was an important part of it, as also the urgency of the problems that were being faced.

The World Food Program

117. The Executive Director of the World Food Program, Mr. A.H. Boerma, introducing the paper presented to the Conference on this subject, referred to the establishment of the World Food Program approved by the Resolutions of the 11th Session of the FAO Conference and of the 16th United Nations General Assembly. The Program was designed on an experimental basis to show how food could be used as a form of external aid. Careful selection of projects was essential to demonstrate the value of the experiment. The Program was important not only to developing countries but also to developed countries including those in Europe. He had been impressed by the interest shown and the support given by the many countries he had visited.

118. Mr. Boerma mentioned that no less than 36 countries had contributed to the Program and the total pledged contributions to date were about \$ 88 million out of the target of \$ 100 million; more pledges were expected. It was encouraging to observe that both developed and developing countries, as well as the Holy See, had contributed to this sum. A number of issues had, however, arisen from the terms of some of the pledges.

- (a) In the case of commodities, adequate supplies of most cereals had been pledged but there was a serious shortage of rice and perhaps of sugar. Only sixty tons of rice had been pledged and since rice was a very important staple food of hundreds of millions of people Mr. Boerma intended to negotiate with governments so as to increase the supply of rice.
- (b) Several countries had pledged services which specified shipping to be purchased on the open market. However, some countries had specified that their own shipping services should be used to move all or a portion of their commodity pledges. This matter was creating difficulties and was to be discussed at the second meeting of the World Food Program Intergovernmental Committee, meeting in Rome from 29-31 October 1962.
- (c) A small proportion of the total cash pledged was in inconvertible currency which in some cases would be difficult to use in the Program. This was another matter to be discussed at the Second Session of the Committee.

The total cash pledged was some \$ 16 million, about 50% short of the target of a third of the total pledged contribution (\$ 100 million). Cash was required to purchase additional shipping, additional transport costs to land-locked countries, payment of insurance charges, purchase of complementary foods and internal transport, and associated costs in countries unable to meet these costs themselves, or arrange for them to be met from sources other than WFP. Cash was also required to pay for administrative costs of the Program. It was, therefore, hoped that contributing countries would review their pledges with a view to reducing the imbalance.

119. On the operation of the Program, Mr. Boerma mentioned that three exploratory teams had visited Indonesia, Somalia/Tanganyika and Brazil and had returned with 48 projects which, after scrutiny, had been reduced to 16 that were suitable for assistance under the WFP. These covered pre-school and school feeding, and social and economic pilot projects.

120. As far as emergency feeding projects were concerned, the Program had received only one request for assistance - from Iran - and this was being actively pursued. Several agencies, such as UNICEF and CARE, were actively concerned with school feeding, but there was room for experimentation under this type of assistance also, especially in studying its effects. As regards social and economic projects, there were many possibilities open to the Program. These included land settlement, irrigation and dam building, afforestation, community development and livestock production projects, in which food could be used to stimulate food production.

121. Recruitment was in progress for staffing of the WFP Secretariat. This would be kept to a minimum and the Program would rely as far as possible on the administrative and technical advisory services of the UN, FAO and other Specialized Agencies.

122. It was clear that very few projects could be carried out with food aid alone and that the non-food aid component of projects, including technical assistance, must come from sources such as the International Bank for Reconstruction and Development, the United Nations Technical Assistance Board, the Freedom from Hunger Campaign and bilateral programs. These and other organizations should therefore consider making available to developing countries, on request, appropriate non-food aid and technical assistance.

123. In the discussion which ensued, delegations expressed concern about the short-fall in the cash contributions and agreed that governments should do their best to help achieve the objective of the minimum cash contribution (one-third of the \$ 100 million target). Concern was expressed about the shipping pledges.

124. The importance of providing non-food aid, including technical assistance, to support WFP projects was stressed, as also the need to undertake an overall study on the future development of multilateral food programs.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

(a) European Food and Agriculture in relation to World Problems

- (i) The Conference endorsed generally the projections of agricultural production and food consumption in Western Europe indicating a more rapid rate of growth of the former. It called attention to the great scope for still further improvement in agricultural techniques which, with or without encouragement of support prices, might lead to surpluses of a number of key commodities (see page 9-11, para. 47-48).
- (ii) The Conference was in favour of expanding trade in tropical products, especially through the reduction of taxes and duties. It considered that developing countries should also give attention to possibilities of diversifying their exports, especially in the direction of forest products and the products of light industries including those based on agricultural raw materials (see page 11-13, paras. 58-60).

(b) Agricultural Policies in Europe in the 1960's

- (i) The Conference urged that the central focus of agricultural policies in Europe should be the farmer. The reform of agricultural structures in order to make farms more viable economically should be undertaken so as to enable farmers to earn incomes closer to those earned in other sectors. Expanded vocational training for urban employment, income support measures and early retirement pensions should also be regarded as measures designed to take care of farmers during a transition period of radical agricultural adjustment (see page 13-15, para. 64-65).
- (ii) It was recommended that structural reform should be accompanied by arrangements for greater co-operation among farmers - the so-called "vertical" and "horizontal" integration - in production services, in processing and marketing in order to reap some of the benefits of large scale enterprises (see page 16, para. 70).
- (iii) Because part-time farming in various forms has become an important feature in Europe and because opinions differed as to its advantages and disadvantages, the Conference recommended a more thorough investigation of this subject (see page 17, para. 77).
- (iv) The great majority of delegations expressed the view that the discussion of these and other policy problems could best be conducted in the European Regional Conference, though one or two delegations felt that these matters could also be usefully considered within the framework of the Economic Commission for Europe (see page 16-17, para. 73).

(c) Orientation and Methods of FAO's Work in the European Region

- (i) The Conference felt that it should concern itself chiefly with matters of general agricultural policy, while the existing European and Mediterranean bodies of FAO should deal with technical questions (see page 18, para. 83).
- (ii) Because FAO's work in Europe is useful, not only to European Members but also to countries in other regions, the Conference expressed the hope that the activities of FAO in the European Region might continue to be effectively implemented (see page 18, para. 82).
- (iii) The Conference recommended to the Director-General that, in selecting projects for European work in the fields of agriculture, forestry, fisheries and nutrition, he take into account the work undertaken by other international organizations and give priority to the projects which throw further light on the disparity between rural incomes and incomes in other sectors and on the problems relative to the human factor in the populations concerned (see page 19, Resolution No. ERC 62/1).
- (iv) The Conference called particular attention to the proposed joint project of the European Commission on Agriculture and the European Forestry Commission on the technical, economic and social factors affecting land use and the relation between regional planning and land use (see page 18, para. 86).
- (v) In the field of forestry and forest products, the Conference felt that the projects proposed by the European Forestry Commission and the Joint Mediterranean Forestry Committee seemed valuable. Particular attention should be given to policy problems arising out of the study of Europe's prospective demand for forestry products, especially from developing countries (see page 19, para. 87).
- (vi) In regard to fisheries, it was felt that the projects suggested by the European Inland Fisheries Advisory Commission should be followed up and facilities provided for sufficiently frequent meetings of the working bodies established by this Commission (see page 19, para. 88).
- (vii) The Conference recommended to the Director-General to take and, where necessary, to propose to the Council and Conference measures which may enable the various FAO bodies in the region to execute their tasks with full efficiency. The Conference hoped that in any re-shaping the information service on achievements in agricultural sciences and other technical and economic fields of agriculture would be strengthened. Due importance and status should also be given to the bodies dealing with rural sociology and agricultural structures (see page 19, para. 90 and Resolution No. ERC 62/1).

- (viii) The Conference, noting with satisfaction the development of the work regarding Codex Alimentarius, stressed that in some cases a regional approach would be necessary (see page 20, para. 93).
- (ix) The Conference recommended that, as a first phase in the campaign against foot and mouth disease SAT-1, the scheme outlined in the Report of the Emergency Meeting of the European Commission for the Control of Foot and Mouth Disease held on July 20 and 21 1962 and endorsed by the CIE Meeting held in Vienna on 1 and 2 October 1962 should be implemented, having regard to any re-assessment required in the light of the current situation. The Conference also recommended that Member Governments take, as rapidly as possible, all necessary steps for helping the affected countries in their fight against the disease and endeavour to make funds available to finance the operations required (see page 20-21, Resolution No. ERC 62/2).

(d) Mediterranean Development

- (i) Convinced of the necessity for an intensification of efforts to strengthen the co-ordination of developmental activities in the Mediterranean area, especially in the field of regional development; and of research and teaching designed to promote rural development in its broadest sense, as well as of the necessity to assist more effectively the Mediterranean countries in the implementation of concrete projects, the Conference requested the Director-General to provide the necessary facilities to this effect, subject to sufficient funds being available (see page 21-23, para. 97-99 and Resolution No. ERC 62/3).

(e) European Agricultural Training Programs for Countries in Process of Development

- (i) The Conference, emphasising the importance of agricultural education and training in agricultural development, called attention to the need for increased government expenditure and increased technical assistance in this field (see page 23-24, para. 101).
- (ii) It recommended that more assistance be given to establishing facilities, particularly in the developing countries themselves, at least for lower and intermediate level education. Higher level education, being more costly and requiring highly trained staff, could in most cases be advantageously provided in Europe (see page 24, para. 101-102).
- (iii) FAO should help the developing countries to determine the kinds and number of agricultural schools and institutions which would best meet their requirements (see page 24, para. 105).

- (iv) FAO was requested to continue to support the highly successful training centres organized in a number of European countries and should help select trainees and make lecturers and fellowships available. Short-term training centres, either in Europe or developing areas, are a continuing need. It was suggested that the Director-General might approach the UN Special Fund concerning the possibility of making available to FAO an annual sum of money to support training centres organized in Europe for the benefit of newly developing countries (see page 25, para. 106).
- (v) It was suggested that the United Nations might find it desirable to create an international corps for technical assistance, while some delegations advocated greater use of consultant firms (see page 25, para. 107).

(f) The Freedom-from-Hunger Campaign and the World Food Congress

- (i) The Conference noted with satisfaction that Freedom-from-Hunger Campaign Committees had already been established in 18 European Member Countries but called attention to the urgent need to create machinery for the Campaign in those countries which had not yet done so (see page 25, para. 110-112).
- (ii) The Conference recognised the need for FAO to be reimbursed for direct administrative expenditures for the implementation of projects incurred, but expressed the view that a service charge should not be allowed to become a deterrent to support for the Campaign (see page 26, para. 113).
- (iii) The Conference stressed the importance of the World Food Congress as a means of informing and educating representatives of influential, social and economic groups from all countries of the need for multilateral action to solve the problem of hunger and malnutrition (see page 26, para. 114-116).

(g) The World Food Program

- (i) The Conference expressed its concern about the short-fall in cash contributions to the World Food Program and agreed that governments should do their best to help achieve the objective of the minimum cash contribution of one third of the hundred million dollars target (see page 27-28, para. 123).
- (ii) The importance of providing non-food aid, including technical assistance, to support World Food Program projects was stressed as also the need to undertake an overall study on the future development of multilateral food programs (see page 28, para. 124).

STATEMENT BY MR. S. MANSHOLT

Vice-President of the Commission

of the

European Economic Community

Mr. Chairman, Ladies and Gentlemen,

It is a great pleasure to be present once again at an FAO Regional Conference for Europe and to be allowed this opportunity of giving you a broad outline of the progress of the European Economic Community in the field of agriculture since the last Regional Conference.

One thing, however, needs first to be emphasized, namely that the ideas and the interpretation of the facts that I shall be putting before you are not my personal views but those of the Commission of the European Economic Community.

I must begin by saying that, in one sense, what we have achieved so far in the Community in the field of agriculture is only a beginning. However, it can already be said that our Community is "under way", and I am convinced that there will be no going back on this year's decisions. We can only go forward, therefore, showing that we have our responsibilities not only to each other in the Community, but to what we call the "third-countries" - the rest of the world - as well.

It was with great interest, Mr. Chairman, that I read the document entitled "Agricultural Policies in Europe in the 1960's" - an excellent document, I may say, and a most courageous one. For it is not merely eloquent as regards the rather serious situation of which we are all aware, but sets out guide lines for our future policies. We in the Community are also making similar studies, and our findings where agriculture is concerned seem to me to be in agreement with those of your Conference. For information on the possibilities of agricultural development, we receive much statistical data from many international organizations, especially from FAO, as well as from the United Nations and various regional organizations, all of which describe a serious situation and prove that we still have not found an effective means of solving our difficulties. Thus, for example, the Working Paper you have before you states that for the OECD countries in the nineteen-sixties the prospects are for a rate of increase of their gross national product slower than in the nineteen-fifties. A further fact demonstrated by the same document is that demand for food products does not grow proportionally. While

national income can be expected to rise by about 40 per cent, the increase in demand for food is unlikely to exceed 17 per cent. Now, these figures are cause for considerable anxiety to all those responsible for agricultural policy in Europe. They are a warning that, if present policies are left unchanged, the production of certain commodities will outstrip demand by 1970, due to a ten-year rate of growth of 25 per cent, as against the 17 per cent rise in demand I mentioned just now. This means that we are running the risk of very shortly having non-disposable surpluses of certain commodities - surpluses, that is, that we cannot market through normal channels.

In other words, it is to be feared that, in Europe, which is already industrialized and is daily becoming more so, there will be, say, ten years from now, in spite of a remarkable rise in the level of living and in demand for farm products, a surplus for which no normal outlets can be found. The increased purchasing power of the population will not be sufficient to absorb the excess, so that there will be not only a decline in imports of agricultural products into Western Europe, but the creation of surpluses. These may be temporary for some commodities but will be structural for others, for the development occurring in Western Europe is a development of structure.

Considerations of this kind demand a re-appraisal of our agricultural policy, for it is absurd, I feel, that it should be possible to create unmarketable surpluses in an industrial region in the process of expansion. If, however, it is the case - and all the statistics seem to demonstrate it and all the experts say it is so - then we must re-think what we have to do. Moreover, we must also note that there is an even more serious problem: that is, if the disequilibrium between production and consumption worsens further, the terms of trade for agricultural products will deteriorate relative to those for industrial products. Indeed, the problem is already with us because, since 1954, agricultural prices have been in constant decline in relation to prices in the industrial sector. Where does all this lead? It leads to a difficult situation for exporting countries, but especially for the underdeveloped countries needing to export agricultural products and import industrial goods. For these countries the situation is disastrous.

So, as I say, we are committed to adopting a common agricultural policy. And this is only a beginning, though, even now, important decisions have been taken. In six years' time the common market for agricultural commodities will be an accomplished fact. This much has already been decided, it is no longer a question to be debated at the policy level - we have only to agree on the measures to implement the decision. To do this, time is running short, because 1970 has been fixed as the deadline by which the Common Market, with its common agricultural policy, is to come fully into effect. Although the exact content of that policy remains to be decided, common machinery has been set up for dealing with a wide range of commodities such as wheat and other cereals, pigmeat, vegetables and wine, and we are in the process of creating similar machinery for other products. Only yesterday morning, supplementary, specific decisions were taken for dairy products, rice and beef, and we are now developing the market organizations for

tobacco and vegetable fats and oils, products for which we shall have to come to a decision sooner than originally expected. The fact that we cannot proceed more rapidly is due entirely to our physical limitations - those of our organization no less than of governments. However, we are making fairly rapid progress, perhaps too rapid. At the very moment when we are introducing these measures for the Six, we have the United Kingdom, Norway, Denmark and Ireland knocking at the door, and other countries like Sweden, Austria and Switzerland applying for associate membership. Consequently, since our intention is to develop a fully viable agricultural policy, our deliberations must be conducted in terms of an enlarged Community, and responsibilities must be faced as if we were already a Community nine or ten strong. It is obviously pointless working out a policy for the Six if we know that one day - and I personally am convinced of this - the Community will be expanded.

It should be realized that at the start our task is quite difficult because the present situation is far from being rosy. Obviously, the Community as such is not responsible for all the current problems, because hitherto there has been no such thing as a common policy but only a series of national policies. A few years from now we shall no longer be able to say the same, and the Community's political situation will be very delicate if it embarks upon a mistaken agricultural policy. We are fully aware that once the enlarged Community becomes an accomplished fact (and one may suppose that this will be so by the end of the year) our responsibilities will be very great indeed. Then, both in the field of agriculture and of world agricultural trade, it will no longer be national decisions that are important but those of the Community. Even now, where markets are concerned, it is no longer possible to take decisions at the national level because all major decisions are, in effect, those of the Community.

And so we understand how great are our responsibilities. We know that the enlarged Community will have an economic potential such that its influence on the outlets for agricultural commodities of third countries, including the developing countries, will be good or ill, depending on the policy we ourselves adopt.

I have no intention here of quoting long lists of figures, but I have in front of me a table showing data on the enlarged (nine-member) Community's share of world imports for certain agricultural products. I see, for instance, that for wheat, its share is one quarter, while other cereals represent something like 60 per cent. The figure for beef is 60 per cent and, for mutton and lamb, 80 per cent. Total meat imports of the enlarged Community account for more than half of world imports. For other products: sugar, one quarter; vegetable fats and oils, over a half; tropical products - coffee, cotton, tobacco, etc., - somewhere between one third and one half. When one considers that almost all these products could be affected one way or the other by the common agricultural policy, the great importance of the latter becomes abundantly clear.

What chances are there, then, of increasing imports into our Community? Above all, it is essential to examine what measures we shall be taking to encourage production. If we stimulate production (and it is very easy to do so artificially) it is clear that within a decade we shall cease to be an importer and shall become an exporter of a whole range of products. It is also reasonable to assume, however, that there will be a very large rise in the consumption of certain commodities.

One further fact must be realized, namely, that production is now on the increase in Europe as a result of incentives given in individual countries, independently of there being a Common Market, a Community, whether of six or more members. Indeed, but for the Community, I am quite sure that countries like France or the Netherlands would be trying to expand agricultural production, as one means of obtaining a higher income for their farmers. Higher productivity often goes hand in hand with expanding production, but we are quite certain that, if the Community did not exist, there would not be as much of a rise in gross national product and in standards of living in Europe as is actually taking place. That is clear to everyone. By creating a Community and inaugurating a joint policy in all fields leading to a very large industrial expansion as well, we may hope to give a great stimulus to consumption. It is difficult to give figures here and now. In any case, your own documentation contains projections; but where we in the Community are concerned, our conviction is that, ten years from now, consumption of eggs and poultry will go up by nearly 40 per cent and over 100 per cent respectively - something of immense importance to producers of cereals. Indeed, the actual development is already outstripping our estimates, with consumption of all types of meat rising fairly rapidly, although demand for fats shows no comparable rise, and, in my view, this will be minimal in the future.

We should now ask how the EEC can help to solve the various problems likely to arise. Shall it be through the common agricultural policy, by aid to developing countries, by world agricultural commodity agreements, or by raising our imports of industrial goods from the developing countries? A word or two on each of these possible lines of approach may be to the point here.

In the first place, our common agricultural policy aims at raising the standard of living of our farmers - surely a reasonable goal. Farm incomes are still relatively low in Western Europe, being approximately 70 per cent of those in other comparable sectors of the economy; a major task confronting us, therefore, is to raise these incomes. Yet the big question which arises is whether it is possible to increase agricultural incomes by raising the prices of agricultural products. To be sure, we can put up prices, and in our market organizations we have all the machinery for the purpose. Yet if anyone were to ask me if this is the only way of raising prices I would directly reply "no". This is certainly not the only means, in my view; nor is it the best, for it, too, has its limitations. In Europe we could never adopt a policy of artificially stimulating agricultural production, as this

would jeopardise the equilibrium between production and consumption, and would compromise our responsibilities towards third countries, particularly the developing ones.

There is evidence to show - and you have the figures before you - that already, in what is likely to become "the Nine", the level of self-sufficiency in agricultural products is, on the average, something like 90 per cent, approaching 100 per cent for certain specific products and, for others, even exceeding 100 per cent. If we implement our common agricultural policy as at present formulated, in such a way as to raise prices in our Community to any appreciable degree, we can all too easily raise production to such an extent that before a dozen years are out we would become major exporters.

I have in front of me figures to show what might happen to cereals, for instance. Important discussions are at present going on with regard to their prices in Western Europe. Many people in Germany maintain that European prices should be based on those of their country. Let me assure you that were we to follow such a policy - a policy of high prices - present imports of cereals which stand at about 20 million tons, i.e. about half the world total, might decline inside 12 years to 5 million tons; a quarter, therefore, of what they are at present. With a careful, prudent policy (which means, among other things, facing up to our responsibilities) and basing ourselves on a price somewhat higher than the low French price - I cannot tell you what the actual price will be, I can only say that it will be determined prudently, so as to avoid overstimulating production - we will, so our experts assure us, have import requirements of about 9 million tons in ten years' time. We have thus seen that the Community has the choice of two policies, one prudent, the other less so; but I think that I have shown you the limits within which our policies can develop.

Turning now to meat, and especially beef, our imports will be larger in future, even if we should aim at limiting dairy production in favour of meat. The latter solution is essential, and it is precisely this policy of stimulating production of meat as against that of the dairy sector (since we already have a surplus of milk fat, for instance) that the Council of Ministers adopted yesterday. Nevertheless, even with such a policy, meat import requirements in 1970 will be at least at the same level as at present for the Six, say between 400,000 and 500,000 tons (it is rather difficult to give exact figures) of beef. The situation would be virtually the same for an eventual Community of Nine, although the level would be higher, at about 900,000 tons. At all events, a prudent price policy also seems essential in this sector.

Where dairy produce is concerned, the situation appears very serious indeed. Already in the Six there is an exportable surplus of practically 1.7 million tons. The Nine today are still importing 4.6 million tons of milk. However, even assuming a cautious price policy, without overstimulating production, we estimate that the surplus for the Six will by 1970 have risen to 2.4 million tons. With a policy of high prices, which would have a certain stimulating effect on production,

particularly in France, surpluses would by then reach nearly 9 million tons of milk in the Six, or the equivalent of about 400,000 tons of butter.

Now, what can we do if our intention is to raise farm incomes? If we fix the price paid to farmers for milk at about 28 pfennigs per litre, even this is high enough to stimulate production. And yet farmers ought to be getting a price around this level (it is, indeed, lower than the current guaranteed one in the Netherlands). But, if we do, a fund will have to be set up for the disposal of butter surpluses, and this would cost us practically DM 2,000 million each year, for, with milk standing at 28 pfennigs a litre, the price of butter would be 5 DM higher per kilo than margarine. If we are to dispose of our butter outside Europe (since the latter already has a surplus of this commodity) prices could be based on those obtaining for margarine. Coming back, then, to the question as to whether we should adopt a price policy that acts as an incentive to production, it must be admitted that such an expedient would cost practically DM 2,000 million each year in seven or eight years' time. Now, it is obvious that a sum of such magnitude could be better used otherwise than in supporting a commodity in surplus.

The working paper you have in front of you goes on to discuss whether other measures could not be devised to help low-income farmers and re-adjust price policies in the interests of a reform of agricultural structures. This is a reasonable objective, I should say, if it is to apply to high-price countries where some lowering of price levels is essential. In other countries, where prices need to be raised, other expedients must be found to encourage consolidation and larger farms.

This question of price harmonization is in the forefront of our deliberations. What would be the result of harmonizing prices for instance for the Netherlands and France? Would there in this case be sufficient incentive for improving the structure of farming? My own conviction is that it is still possible to arrive at a formula of price harmonization for cereals, whereby prices would go up in Holland, and possibly also in France. However, for pigmeat, poultry and eggs, we have as yet no guaranteed prices. The question of dairy produce still awaits agreement, though some decision is expected today. I think it is a good policy not to offer absolute guarantees for these commodities, for in the transformation of cereals into livestock products there is no limit to the production increases possible. Preparatory to its entry into our Community, the United Kingdom Government is pressing for guarantees in respect of these commodities, but if such guarantees were to be given it would create considerable difficulties for our Community.

What other ways are open to us, therefore, of raising farm incomes? The best is to reduce production costs - i.e. increase productivity - and I feel the Community is still in a favourable position here, together with the whole of Western Europe, because it is in a phase of full industrial growth, with expanding employment opportunities. We must therefore profit from this period to take decisions, for there is no time to lose. I find it an extremely dangerous attitude to talk of having 25 or 30 years ahead of us. In my view, things should be done the moment it becomes possible to do them. The period we are now in

when expansion is in full swing offers us a great chance of raising farm productivity, and I fully agree with the FAO Report that there should be fewer farmers and farm labour in agriculture, and that appropriate measures should be introduced to that end. We are all aware that this is a highly delicate point of policy, and it is a proof of courage to say it frankly. Surely, the various farmers and other interested organizations - except for those that do not wish to look the facts in the face - can understand that, in reducing the numbers of farmers and farm workers, productivity is raised. This should be brought about not by measures which force them off the land but by means of incentives to change their occupation. Employment opportunities in industry and other sectors must be offered to the younger generations, and governments should see that they are made aware of the openings in other occupations and provide them with the means of acquiring the necessary training. But naturally that is not enough either. What is needed is a far-reaching program of regional and industrial development, with the creation of the necessary infrastructure. Yet the fact remains - and I shall never tire of saying so - that the fundamental condition of any such change is education and vocational training. Neglect these, and your countryfolk, your farmers' sons and daughters, who want to get jobs in industry will always be in the weakest bargaining position, simply because they cannot offer the requisite skills: "class" differentiations will develop within industry, and that we must of course avoid.

What we must strive for is a situation in, say, 20 years' time in which farmers represent between six and ten per cent of the population of a country, as now in the United Kingdom. Inside the EEC, the average stands at about 10 per cent, though individual regions have more than twice that figure. And the statistics make it clear that we could never offer a farm population representing 30 per cent of the country's total an income in any way comparable to that of industrial workers - to make such a promise would be sheer demagoguery. Only when the proportion of farm population to industrial population becomes such that productivity starts to rise (as is already the case in certain regions of our Community) - that is, only when farmers, applying all the modern production methods, achieve a full employment of their time, shall we be able - I do not say to guarantee - but to have some reasonable expectation that their incomes will be comparable to those of workers in other sectors of the economy. We must therefore raise farm productivity per head.

Precisely when we were discussing prices, we were confronted with the effect they have - in our Community and in Western Europe as a whole - on farm incomes. As so often in such cases, we turned to our "Three Wise Men", as we call the economists and university professors we consult on many of our problems, and asked them to study what impact lower cereal prices in Germany would have on farm incomes there. I am gratified that these experts have been able to point out the road to follow. They have told us that if a reduction in prices is necessary in order to avoid stimulating production in Western Europe (and we are still of the opinion that it should not be stimulated), cereal prices in Germany must be lowered. Now this amounts to a policy of reducing the farm population in such a way that, at some time from now, say, in 1975, per caput incomes in agriculture - whether of the farmer or of the farm worker - shall have increased in step with, and to a level

comparable to, those in industry. A few figures will illustrate what I mean. By reducing wheat prices in Germany from DM 43 to DM 37 and assuming a diminution in the farm population from the present 2.6 million to 1.5 million - roughly one million loss - the present per caput farm income of DM 5,000 could be raised to about DM 9,000. Is this really feasible, you will ask? If we consider the present rate of decline in the farm population of Germany, despite the heavy immigration from the East in recent years, I feel that, by and large, our program of increasing productivity in agriculture, primarily one of structural improvement, can be achieved, (though not, perhaps, without difficulties during the transition period).

It is in these terms, as I see it, that our policy should be conceived. We must steer clear of an easy price policy, where the Minister of Finance is left to find DM 2,000 million in subsidies for dairy produce, and shrug it off with an "Après nous, le déluge!" Far from it. We must seek ways and means of raising farm incomes, and remember that, if we wish to reduce prices, this must be accompanied by a policy of structural improvement. Now, a "structural policy" is far more than just these bare words would suggest: it implies a social policy and a far-reaching improvement in infrastructures, and I may say here that we attach a great importance to such policies. However, we are moving carefully, by stages. Our first step was to set up the Common Market. Now we can tackle together the recasting of the structure of European agriculture. An initial step in that direction will be to co-ordinate policies on agricultural structure, and thereafter to create a fund for structural improvement. I can tell you that the Council of Ministers has resolved that an amount equal to one-third of what we spend in support of agriculture shall be devoted to the improvement of structures, and above all of infrastructure. This means that a policy must be defined, and I am very grateful to know that in FAO these problems are being studied by countries together. Indeed, it is necessary that all of us together work out a policy on the basis of our common objectives in agriculture. Obviously, the task of framing policies for structural development and increased productivity is not unique to the Six, for we are all faced with the same difficulties, but the Community may be able to provide an incentive for other countries in this direction. Meanwhile, we must all co-operate as closely as possible in working out a program for Western Europe as a whole. For there is no doubt about it, a program is needed; we must know where we are going, we must have a clear idea of the size of the farm population we hope to arrive at, of what steps are necessary to achieve this and of how we can finance them. If each of us goes his own way, Europe, for want of a single plan, will remain where she is today, so that by 1975 we shall be up against insurmountable difficulties.

So much for Europe. I now wish, Mr. Chairman, to speak about the developing countries. We have a great interest in these countries, but it has already been explained to you that our import possibilities will be limited and will remain so even with our policy of increasing productivity. We have approached other economists, Professors Cépède, Willbrandt and Maugini, to report on the real possibility of enlarging outlets for agricultural products in the EEC for the associated overseas countries and territories and for other developing countries.

You will forgive me, Mr. Chairman, if I take the wiser course of refraining from discussion of this matter before I see their report. However, this much I feel I can say: that, even with a cautious price policy, such as I have mentioned, it is more than likely that we shall produce surpluses - not perhaps of cereals, because we already have our stocks of these, but surplus of protein foods (animal proteins in particular), i.e. milk powder and similar products. So we are back again at the same problem. To create a surplus is not so much an evil in itself but in the fact that we shall be producing more than we need and at higher prices than others are prepared to pay.

In what direction, therefore, can we develop our agricultural policy so as to prevent the formation of surpluses and to help the underdeveloped countries? We must avoid the easy solution of first promoting production in some sector or other that lends itself to such treatment, thus creating surpluses, and then seeing what can be done about finding an outlet for them. Our planning must be guided by the fact that there is an enormous need for food products in the world - indeed, this must be the cornerstone of our policy. We do not want to be misjudged for restricting production when there is a chance of raising nutritional levels elsewhere in the world, because we know that one-third or one half of humanity still suffers from malnutrition. The same problem has been before us ever since Hot Springs and Quebec. Great efforts have been made since then and I must congratulate the Director-General of FAO for all that he has achieved so far. Yet we also know that we are still not able to solve the problem. Without going into detail, I simply wish to say that our policy must be one designed to enhance the effectiveness of efforts to free the world from hunger. To do so we must, in the first place, organize ourselves at the European level, as we are trying to do at this moment. As you know, negotiations are at present underway with our friends from the United Kingdom and we shall probably enter upon similar negotiations later with Norway. If agreement is reached this year or next, both countries will become members of the Common Market.

It is equally well known that we are already up against the problem of the market in the United Kingdom for the products of certain countries, mainly of the Commonwealth. The EEC has made it clear that the Commonwealth should not be accorded any preferential treatment once the common policy comes into full operation. The Commonwealth countries will be considered as third countries. However, it is clear that no such policy can be adopted if certain general guarantees are not given, and it is all to the good that the United Kingdom's demands for maintaining such outlets should have obliged us to make certain promises. A number of guarantees have indeed been offered, and, as you know, agreement has been reached, though, as you might expect, not without reservations - politicians always make reservations - regarding the principle that the Community should offer third countries exporting to world markets worldwide agreements and should make certain guarantees. We have, therefore, decided to organize an international conference to study the difficulties of the world trade in food products and agricultural commodities in general, and to conclude agreements. We have already drawn up the list of commodities for which we shall attempt to reach such agreements - cereals, dairy produce, fats and oils, and many

others, a whole list of commodities for which we look forward to concluding worldwide agreements. The actual content of such agreements has not yet been decided upon - and this question is much in our minds - but I may say that the Commission feels that they should be much more than mere trade pacts or simple quota guarantees. It is our conviction that these agreements should be the beginning, the basis, of an organization of world markets. Indeed, it must be so. Once the Community accounts for practically half of world imports and acquires a certain form of central direction that will result from the common agricultural policy, it will no longer be necessary to organize the world market. It was impossible to do this when many individual nations were exporters and importers, but the moment the importers adopt a common policy, the exporters have no choice but to come together. Obviously, if we announce that "the levy on cereal imports is equal to the difference between world prices and the internal price", the exporting countries will think "then we can raise world prices and the levy will be correspondingly smaller". Now that is a first step towards organizing the world market. It means that a code of good conduct in agricultural policies will have to be established - both for price and production policies. There will also have to be a stockpiling policy and, as the final stage is approached, a policy for raising standards of living in underdeveloped countries through a policy aimed at improving the nutritional level of the hungry peoples of the world.

What has been decided, subject to certain reservations, between the United Kingdom and our Community, may be the beginning of an organization of the world market, where we shall discuss in substance internal and world market prices, and policies of production, stockpiling and surplus disposal. Mr. Chairman, when we think of the huge gap that exists today between the industrial and non-industrial countries, it would indeed be a most happy conclusion if we could create a Community, if we could together organize something concrete on a worldwide scale.

In conclusion, Mr. Chairman, I would like to say that we can never solve the problems of the underdeveloped countries by action in the agricultural sector alone. Even with the best of world organizations, a reasonable level of farm prices and a production policy aiming not at producing whatever will bring in the biggest profits in a national context but what people really need, we know full well that if standards of living are to be raised in underdeveloped countries something more is needed. Thus, for example, if we wish to bring about a 3 per cent per annum rise in the standard of living of underdeveloped countries (and this is a minimum figure compared with the rate in industrialised regions) this means that in 20 years' time - and here I am basing my remarks on figures published by the Economic and Financial Committee of the United Nations - the countries of Latin America, Africa, the Near East and Far East will have to expand their exports by about 250 per cent.

Now is this target really attainable? Those countries cannot hope to achieve such an expansion in the absence of possibilities for their exports. And yet we have been saying that the potential for imports of agricultural products of the industrial countries, i.e.

the USA, Canada and our future enlarged Community and its associated countries - Europe, that is - is not as great as all that.

For the development of the underdeveloped countries, Western Europe would indeed, on the basis of the figures I have quoted, have to raise its imports by practically \$8,000 million - a figure, as we already know, that can never be reached by imports of agricultural products alone. Let me be optimistic and say that, in the near future, we may be able to double or treble the financial aid that we give at present. I am not sure that governments are prepared to make an effort of such magnitude, when I think of the difficulties encountered up to now in organizing ourselves and creating a fund for aid to developing countries. Possibly therefore I am being too optimistic in saying that our future financial aid will be two or three times greater than at present. Yet even should we increase our aid in these proportions, our efforts would still fall well short of the needs of the underdeveloped countries. My personal conviction is that the gap can only be filled, and the difficulties only surmounted, by imports of industrial goods. We concerned with agricultural problems have indeed our responsibilities in all matters touching on agriculture, but we are not the only ones. When I hear it said at a meeting that we should have a liberal policy in agriculture, and that we should import more from the developing countries, I agree entirely. We must indeed be liberal; but I would like to see those, particularly the industrialists who ask us to practise a more liberal policy, being just as liberal in their turn when it comes to industrial goods. I still have my doubts on this matter, Mr. Chairman, because even now when we have introduced our common external tariff, I know what difficulties stand in the way of lowering the parts of it which concern industrial products to the outside world. With jute imports, for example, which are so important to Pakistan and India, where production of that commodity is expanding, we already see not only certain hesitations but a positive reluctance on the part of members of our future enlarged Community to lower their tariffs.

In my view, President Kennedy's policy of creating trade opportunities is a sound one. For us the Trade Expansion Act of 1962 is an invitation to lower our tariffs. Not only can this be the point of departure for negotiations between the United States and the enlarged Common Market, but I believe that it is essential to adopt an agricultural policy whose sole objective is to increase productivity, which in turn will enable us to maintain the Community's imports at the highest possible level. But, we must still pursue a concomitant policy of lower tariffs for industrial products and greater competition in this sector, because only thus can we enable the underdeveloped countries to compete with us and raise their incomes.

Thank you, Mr. Chairman.

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Mr. C.H. Nordlaander (Sweden) was elected Chairman of the Conference and presided over seven sessions. He was then replaced by Baron Ph. d'Otrophe, Vice-Chairman (Belgium).

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The Conference established a working group to prepare proposals regarding FAO's future work in the Region. It was composed of Messrs. M. Cépède (France), Chairman, H.J. Kristensen (Denmark), Mme. E. Beaurain-Pihkala (Finland), S.G. von der Recke (Germany, Federal Republic), G.L.A. Maandag (Netherlands), S. Mihai (Romania).

Dr. I. Moskovits, Deputy Regional Representative for Europe, was Secretary-General of the Conference. Mr. F. George, Program Liaison Division, Mr. T. Peebles, Chief, Conference Affairs Section, Conference and Operations Branch, Mr. D. Music, Commodities Division, and Mr. I.R. Loerbroks, Technical Officer, Technical Department, acted as assistant secretaries. In their work they were assisted by Mr. J. Annan, Assistant to the Executive Director, FAO/UN World Food Program, Mr. I.H. Ergas, Assistant to the Director-General, Mr. R.C. Fortunescu, Assistant to Co-ordinator, Freedom-from-Hunger Campaign and Mr. D. Basu, Commodities Division.

DOCUMENTATION

- ERC/62(1) Provisional Agenda
- ERC/62(2) "World Food Program"
- ERC/62(3) "Freedom from Hunger Campaign in relation
and supplement 1 to Economic Development and the World Food
Congress"
- ERC/62(4) "European Training Programs Designed for
Countries in Process of Development"
- ERC/62(5) "Agricultural Policies in Europe in the
1960's"
- ERC/62(6) "Europe's Demand for Tropical Agricultural
Products"
- ERC/62(7) "Production, Trade and Surpluses of
European Countries"
- ERC/62(8) "Orientation and Methods of FAO's Activities
in the European Region"
- ERC/62(9) "Mediterranean Development Project"
- ERC/62(10) Provisional List of Participants
- ERC/62(11) Text of the Opening Statement by the
Director-General
- ERC/62(12) "World Problems of Food and Agriculture in
their relation to Europe" (statement by
Mr. L.M. Goreux)
- ERC/62(13) List of documents
- ERC/62(14) Draft Report of the Third Regional Conference
(ERC 62/
REP/1) for Europe (Parts I and II)
- ERC/62(15) Statement of Mr. S. Mansholt, Vice-President
of the Commission of the European Economic
Community



