

## AGREEMENTS:

INTERNATIONAL  
ORGANIZATIONS

FAO OF THE  
UNITED NATIONS

THE INTER-AMERICAN  
SYSTEM

OECD AND  
OEEC

REGIONAL  
ECONOMIC GROUPS

THE EUROPEAN  
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AGREEMENTS

# *International Organizations*

by RALPH W. PHILLIPS

GOVERNMENTS everywhere have formed many organizations in this century to deal with international problems, including those of agriculture. Some, like the League of Nations and the International Institute of Agriculture, have passed from the scene and have been replaced by others.

It would be idle to pretend that the many organizations that now exist reflect a new and strongly developed sense of community among nations. Why, then, have they been brought into being? What purposes do they serve for their member nations? How do they achieve these purposes? Do they contribute enough to the solution of the complex problems of a modern world to justify their continuation? Without them, how could the present and ever-increasing needs for intercourse among nations be met?

The first question can be answered best in relation to man's history, for the emergence of these organizations as important mechanisms for the conduct of international affairs is but a modern expression of a trend that is as old as man himself.

Man can store up and use knowledge. Each generation adds to the store. Each new generation has at its disposal all the knowledge that has been acquired and passed on by those that have gone before. A generation does not live out its life instinctively

according to a pattern followed by the generations before it; it adds something new and develops a pattern of its own. Life therefore grows ever more complex, more highly organized.

When man first emerged long ago as *Homo habilis*, a being with the intelligence to fashion and use tools, his pattern of life was simple. It changed little from generation to generation.

Over the long period of prehistory, bits were added—tools, clothes, better shelters, fire, some knowledge of the stars, the lever. Even so, progress was slow, compared with the rate achieved after organized agriculture began, and slow, indeed, compared with the rate at which knowledge has been accumulating during the 20th century.

In order to cope with the application of his increasing store of knowledge, man has had to develop increasingly complex organizational arrangements at the community, provincial, and national levels, and, in relatively recent times, at the international level. Agriculture has shared fully in this trend and has been a major contributor to it.

Organized agriculture had its beginnings only about 10 thousand years ago in the development of cereal agriculture on the flanks of the Near East mountain ranges. If all man's existence could be telescoped into a single year, the time during which cereal agriculture has been practiced would occupy only about 2 days.

The practice of growing cereals provided the basis for the formation of the Near Eastern village-farming communities, which, in turn, provided the social and economic conditions where-in the meat-producing animals were domesticated.

As organized agriculture spread over the world, as cities developed and farmers grew food for city dwellers as well as themselves, as sailing ships and then modern vessels moved around the world, and airplanes speeded the movements of people and products among nations, the need for mechanisms for consultation among countries arose and increased.

This need was accentuated by the rapid development of knowledge of agricultural science and technology during the past 50 years and by the surplus production of some products in some countries resulting from the application of that knowledge. International organizations emerged in response to the need for better mechanisms for consultation among nations about agriculture and the many other affairs of people.

AGRICULTURAL SCIENTISTS began to organize for the international exchange of information only about a century ago. For example, the first International Veterinary Congress was held in Hamburg, Germany, in 1863, and this group has met at regular intervals ever since. At about the same time, the problems of sugar producers resulted in the signing in 1864 of what was perhaps the first intergovernmental commodity agreement.

Many nongovernmental groups that were interested in various phases of agriculture had begun to meet on an international basis before 1900, particularly in Europe.

The International Commission on Agriculture was formed in 1889. It was the result of efforts by private individuals and groups in Europe who felt the need for organization to offset the inherent weaknesses of the industry and to deal with common problems of agriculture on a worldwide basis. They were stimulated to form it largely by the severe agricultural depression of the 1880's and 1890's. It was probably the first formal international group established to deal with the general interests of agriculture.

The first international intergovernmental body formed to deal with the general problems of agriculture also had its roots in that depression. It was the International Institute of Agriculture (IIA), with headquarters in Rome. It owed its existence almost entirely to the vision and energies of David Lubin, an American, who had seen the misery among farmers during

the depression and set out to try to help farmers through some international mechanism.

The IIA convened international meetings in many fields, assembled and published statistics on world agriculture, organized the first world census of agriculture in 1930, and issued many technical publications.

Its work was brought nearly to a standstill by the Second World War. Then, following the establishment of the Food and Agriculture Organization of the United Nations in 1945, the IIA was dissolved, and its assets were absorbed by FAO. Thus, within the first half of the 20th century, the first international intergovernmental agricultural organization had been set up and had lived out a useful existence and had been replaced by an organization with broader duties.

Although international agricultural organizations are new, governments have set up a considerable number that deal directly with agriculture or with some matters related to agriculture.

These organizations fall into four broad categories: Those that deal with agricultural problems as a whole; those that deal with trade in agricultural products; those that are concerned with overall economic problems and consequently with agriculture as a part of the total economy; and scientific and technical organizations whose activities touch upon agriculture.

**TWO INTERGOVERNMENTAL** organizations deal with agricultural problems as a whole and are limited to work in this field.

One is the Food and Agriculture Organization of the United Nations (FAO), is international in scope.

The other, the Inter-American Institute of Agricultural Sciences (IAIAS), is an arm of the Organization of American States and is regional in scope.

FAO was established in October 1945 and grew out of a conference held in Hot Springs, Va., in May and June of 1943. Its headquarters are in Rome. It had 106 member nations and 6 associ-

ate member nations at the close of the Twelfth Session of the FAO Conference in December 1963.

FAO deals with a broad sweep of agricultural problems, including human nutrition, the use of land and water, production and protection of plants, production and health of animals, fisheries, forestry, rural institutions and services, the use of atomic energy in agriculture, agricultural commodities, analysis of agricultural economic problems, and world statistics.

IAIAS was created in accord with a resolution of the Eighth American Scientific Congress in Washington in 1940, following a recommendation of the Governing Board of the Pan American Union. The convention under which it was formed did not enter into force until November 30, 1944.

Its objectives are to encourage and advance the development of the agricultural sciences in the American Republics through research, teaching, and extension. For many years its activities were centered at Turrialba, Costa Rica, where attention was given primarily to research and the training of graduate students. Some training and other technical assistance activities were carried out in member countries, and the Institute cooperated with FAO in a number of inter-American meetings on technical problems.

In recent years, the IAIAS has been undergoing a reorganization. The main training and research center remains at Turrialba, but administrative headquarters have been established in San José, Costa Rica, and subregional institutes have been developed at La Molina, Lima, Peru, for agricultural engineering and at La Estanzuela, Uruguay, for work in Temperate Zone grassland and animal husbandry.

**ORGANIZATIONS** that deal with problems of trade in agricultural products are the International Wheat Council, the International Sugar Council, the International Coffee Organization, the International Olive Oil Council, the International Cotton Advisory

Committee, the International Wool Study Group, and the International Seed Testing Association.

The first four administer international marketing agreements. The others deal with problems related to trade, but they are not directly involved in trade itself.

The General Agreement on Tariffs and Trade also must be considered in this group, even though its functions extend much beyond agricultural commodities that move in international trade. In addition, a number of regional bodies, including the European Economic Community, are concerned with trade.

The International Wheat Council was established in April 1942 to administer the first International Wheat Agreement. It replaced the International Wheat Advisory Committee, which had been set up in 1933. Its headquarters are in London.

The International Sugar Council was established to administer the International Sugar Agreement that first came into force in September 1937. Its seat is London.

The first International Coffee Agreement was signed in September 1962, and came into provisional force in July 1963. The headquarters of the International Coffee Organization, which administers it, are in London.

There is also an International Olive Oil Agreement, operated by an International Olive Oil Council, with headquarters in Madrid. The United States is a member of the three commodity groups I mentioned but not of this agreement.

The International Cotton Advisory Committee, established in September 1939, assembles and analyzes data on world cotton production, consumption, trade stocks, and prices; observes developments in the world cotton market; and suggests measures considered suitable and practicable for the achievement of better international collaboration. Its headquarters are in Washington.

The International Wool Study

Group provides information regarding the supply-and-demand position and probable trends. It gives attention to measures designed to stimulate world consumption of wool and to problems that arise in world trade in wool. Headquarters are in London. Its first meeting was held in 1947.

The International Seed Testing Association is concerned with the adoption of uniform methods of testing and with uniform terminology that, in turn, facilitate trade in seeds. It sponsors comparative testing and research to improve techniques and holds congresses for an exchange of information. The headquarters are in Copenhagen. It came into existence in 1924 as an outgrowth of the European Seed Testing Association, which was formed in 1921.

The General Agreement on Tariffs and Trade (GATT) came into force on January 1, 1948. It grew out of proposals by the United States for a multilateral approach to the solution of international trade problems—high tariffs, quota restrictions, and other artificial barriers, which had grown up almost everywhere during the economic depression years of the thirties and which became even more widespread after the Second World War.

The agreement was intended as an interim arrangement under which negotiations could be conducted, pending the formation of an International Trade Organization (ITO). Even though a charter for ITO was completed in March 1948, however, that organization has not come into existence, and GATT has provided an umbrella for the conduct of tariff and trade negotiations. Its basic objectives are to promote cooperation in international trade, to reduce tariffs, and to eliminate other government-imposed barriers to international trade.

Descriptions of organizations I have mentioned and of regional trade agreements are given at greater length in other chapters. One regional organization, which gives primary attention to trade and related matters, the Euro-

pean Economic Community (EEC), also is treated in another chapter because of its particular importance to the United States economy. I describe it briefly, as an example of a regional organization, to round out the picture of organizations dealing with trade.

EEC was established by France, the Federal Republic of Germany, Italy, Belgium, the Netherlands, and Luxembourg in 1957. It has headquarters in Brussels. It is often referred to as the Common Market. Its primary objective is the taking down of trade walls so that, eventually, commerce within the combined area may be carried on freely, much as it is among the States of the United States. Although the member countries of EEC are highly industrialized, agriculture is also of major concern to the Community. United States' interest in the EEC stems both from its overall concern with the economic strength of the free world and from the fact that trade with these countries is a major factor in United States imports and exports.

A NUMBER of organizations deal with the broad problems of international politics, economic development, and finance and at the same time touch on agriculture. These include the United Nations (U.N.), the International Bank for Reconstruction and Development (IBRD), International Monetary Fund (IMF), International Finance Corporation (IFC), International Development Association (IDA), the Organization for Economic Cooperation and Development (OECD), the Organization of American States (OAS), the Caribbean Organization, and the South Pacific Commission.

The United Nations, in addition to its major concern with international political problems, gives much attention to economic problems and economic development. This is done primarily through two arms, the Expanded Program of Technical Assistance (EPTA) and the United Nations Special Fund, both of which include

large segments devoted to agriculture, and also through the United Nations Children's Fund (UNICEF).

Some things also are done under the United Nations' regular program. For example, the World Food Program is a joint FAO and United Nations effort to test, for an experimental period of 3 years, the use of agricultural surpluses through multilateral channels for economic development. Also, through its Commission on International Commodity Trade (CICT), the United Nations gives continuing attention to commodity problems.

Although the review of agricultural commodity problems is a matter for the FAO Council's Committee on Commodity Problems, the CICT does take agricultural aspects of trade into account in its overall reviews.

In addition, through the Economic Commission for Africa (ECA), the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Europe (ECE), and the Economic Commission for Latin America (ECLA), the United Nations gives overall attention to the economic problems of those regions, including economic problems of agriculture.

FAO and the United Nations cooperate in the agricultural economic work of these Commissions.

The Expanded Program of Technical Assistance (EPTA) was authorized by the United Nations General Assembly in 1949 and began operations in July 1950. The United Nations and most of the other organizations in the United Nations family participate by giving technical assistance to the less-developed countries.

Moneys paid into the central fund on a voluntary basis by member countries of any of the participating organizations are divided among the organizations in accord with the amounts of assistance requested in their respective fields by recipient countries. The participating organizations coordinate their activities through a Technical Assistance Board in which each organization has a seat.

The assistance is given through the sending of experts, provision of fellowships, holding of training and development centers, often on a regional basis, and supplying limited amounts of specialized equipment needed to facilitate projects upon which experts are tendering advice. FAO, as the primary organization in the agricultural field, carries out about one-quarter of the EPTA-financed work.

The United Nations Special Fund was authorized by the United Nations General Assembly in October 1958 to provide systematic and sustained assistance in fields essential to the integrated technical, economic, and social development of the less-developed countries. Like EPTA, its funds are contributed to a central fund by governments, on a voluntary basis, and in turn most of these funds are expended through the various organizations in the United Nations family. Unlike EPTA, the work is developed on a project-by-project basis, rather than on the basis of country programs consisting of numbers of projects, and the average project is substantially larger than those under EPTA. Late in 1963, more than 100 million dollars had been assigned by the Special Fund to FAO for the execution of agricultural projects.

The United Nations Children's Fund retains the initials, UNICEF, from its earlier name, United Nations International Children's Emergency Fund.

UNICEF was established by the United Nations General Assembly in December 1946. Its funds, like those of EPTA and the Special Fund, are contributed by governments on a voluntary basis.

Among its many activities, considerable support is given to projects aimed at improving the nutrition of children and pregnant and nursing women. It also gives support to projects aimed at providing better food supplies—milk production and conservation projects, for example—and at better utilization of protein supplies, particularly from plant sources.

The International Bank for Recon-

struction and Development, popularly known as the World Bank, was founded in July 1944 and began operations in December 1945. It lends funds or guarantees loans for reconstruction of industry and development of economic facilities. It also provides some assistance to countries by sending missions to advise on investment and development problems. Its activities, which range over the whole of economic development, include loans in support of agricultural projects and industries that serve agriculture.

The International Monetary Fund was developed as a companion of IBRD. Both were formed at the Bretton Woods (New Hampshire) Conference in July 1944, and both began operations in December 1945. Before becoming a member of IBRD, a government must be a member of IMF.

The IMF promotes monetary cooperation and expansion of international trade by providing procedures for orderly adjustment of foreign exchange rates, by consultation on major changes in exchange practices before they are put into effect, and by promoting common efforts among its members to remove restrictions on exchange transactions. Its actions contribute to stabilization of currencies, economic development, and the encouragement of international trade. Hence, as an important segment of the overall economy, agriculture benefits from the activities of IMF.

The International Finance Corporation (IFC), like the IMF, is linked closely with the IBRD. It is a separate legal entity, however, and its funds are separate from those of the IBRD. The IFC was established in July 1956. Its purpose is to encourage the growth of private enterprise in its member countries, and particularly in less-developed areas, by providing (in association with private investors) risk capital for the establishment, improvement, and expansion of productive private enterprises when other sources of funds at reasonable terms are not available.

The International Development As-

sociation (IDA) is associated with IBRD but is not a part of it. IDA helps to finance development projects that have been carefully selected and prepared, but it provides capital to less-developed countries on more liberal terms and over a wider range of projects than does IBRD.

The Organization for Economic Cooperation and Development evolved from the Organization for European Economic Cooperation. OEEC was formed in April 1948 as the European counterpart of the United States agency established to administer the Marshall plan. It was transformed into OECD in September of 1961, with altered terms of reference and expanded membership, including the United States, Canada, and Japan.

The basic aims of the new organization, OECD, are to achieve the highest sustainable economic growth in member countries while maintaining financial stability and thus to contribute to the development of the world economy, to contribute to sound economic expansion in both member and non-member countries, and to contribute to the expansion of world trade on a multilateral, nondiscriminatory basis in accord with international obligations. Its areas of work include coordination of economic policy, aid to developing countries, and trade and payments. Attention is given to agriculture, industry and energy, science, technology and education, manpower and social affairs, and nuclear energy.

THE ORGANIZATION of American States dates from April 1948, but its origins trace back to 1826, when Simón Bolívar called the Congress of Panama in an attempt to organize an American league of states. Although the treaty signed by the participants was ratified by only one country, and so never came into effect, the Congress of Panama established a precedent for several congresses that followed during the 19th century.

Thus, over the 138 years since the Congress of Panama, the OAS has

gradually emerged as a cohesive, coordinating force in the Western Hemisphere. The main agricultural arm of OAS is the Inter-American Institute of Agricultural Sciences.

Another regional body in the Western Hemisphere is the Caribbean Organization. It was formed originally as the Caribbean Commission in October 1946 and was then composed of the Governments of France, the Netherlands, the United Kingdom, and the United States. Before that, however, there had been an Anglo-American Caribbean Commission, consisting of the United Kingdom and the United States, which had existed from March 1942. Both the earlier bodies were set up as intergovernmental advisory and consultative bodies on economic and social matters of concern to the member governments and their non-self-governing territories in the Caribbean.

With the emergence of a number of newly independent countries in the Caribbean, the Commission was transformed into the Caribbean Organization in September 1961. Of the original members, only France remained in the new Organization. The United States participates as an observer, but the Commonwealth of Puerto Rico and the Virgin Islands of the United States are members. The Caribbean Organization, a consultative and advisory body, concerns itself with social, cultural, agricultural, and economic matters of common interest to its members.

The United States has an active part in the South Pacific Commission. It is composed of governments of countries having territories in the region, and came into being in July 1948. Its purpose is to assist those governments in promoting the economic and social advancement of non-self-governing territories of the South Pacific region. It is an advisory and consultative body. Agriculture occupies an important place in the work of the Commission.

There are other regional bodies in the world that deal to some degree with agricultural problems within the context of broader terms of reference,

but the ones I described are of most immediate interest to the United States and are examples of the kinds of approaches governments make to problems of coordination and to the development of common action on matters of regional concern.

THE FINAL GROUP of international intergovernmental organizations with which this chapter is concerned are those that deal with scientific, technical, and other matters related in part to agriculture.

The International Maritime Consultative Organization (IMCO) came into existence in March of 1958. Its headquarters are in London. Its purposes are to encourage the highest standards of maritime safety and efficiency of navigation and to provide for intergovernmental cooperation aimed at removal of discriminatory action and unnecessary restrictions on international shipping, and to provide for intergovernmental exchange of information. Since large quantities of agricultural products move between countries on ships, its work has a direct bearing on agricultural trade.

The International Atomic Energy Agency (IAEA), with headquarters in Vienna, came into existence in July 1957. It deals with basic problems in the use of atomic energy for peaceful purposes, including agricultural aspects. In this latter area, IAEA and the Food and Agriculture Organization cooperate, since FAO has a responsibility for atomic energy as an agricultural research tool and in other agricultural applications.

The International Civil Aviation Organization, with headquarters in Montreal, came into being in April 1947, although a provisional organization functioned from December 1944. It works to improve all aspects of civil aviation and to insure its safe and orderly growth throughout the world. Thus it contributes to the development of agricultural as well as other civil uses of aircraft.

The International Labor Organiza-

tion was established in April 1919 as an autonomous body associated with the League of Nations. Following the dissolution of the League, its constitution was amended to its present form in October 1946. ILO headquarters are in Geneva. It is a tripartite organization; that is, delegations from member countries to meetings of its governing body include representatives of government, management, and labor. It is concerned with many aspects of labor, including agricultural labor and labor in industries that process agricultural products or otherwise serve agriculture.

The World Meteorological Organization (WMO) was formed in March 1950, with headquarters in Geneva. It is a successor to the International Meteorological Organization, which, from 1878, had been coordinating weather-reporting activities of its members. WMO's objectives are to coordinate, standardize, and improve world meteorological services and to encourage efficient exchange of information among countries. It furthers the application of meteorology to aviation, shipping, agriculture, and other fields.

The World Health Organization (WHO), like WMO, has its headquarters in Geneva. An interim commission began work in July 1946, and WHO formally came into existence in September 1948. It is concerned with all aspects of human health. Many of its programs, such as that for malaria control and eradication, are of particular benefit to those who live in rural areas. Also, in cooperation with FAO, WHO is concerned with human protein requirements, with diseases—the zoonoses—that affect both animals and man, with hazards to human health arising from the use of pesticides, and with standards for food products.

The United Nations Educational, Scientific, and Cultural Organization was formed in November 1946 to contribute to peace and security by promoting collaboration among its member nations through education, science, and culture. Sound basic edu-



cation and training in the sciences, as well as strong overall scientific research programs, are essential to provide the climate in which agricultural training and research can develop effectively and in which a modern agriculture can emerge and flourish. Thus, UNESCO's basic programs help to provide the foundation upon which agricultural improvement is built.

Also, in some areas, UNESCO cooperates with FAO on matters of direct concern to agriculture, such as the basic problems of arid zones, including alkaline soils, and ecological problems that affect agriculture.

The Pan American Health Organization (PAHO) began in 1902 with the first of a long series of conferences on sanitation and the formation of a permanent International Sanitary Bureau. In 1920, the name was changed to Pan American Sanitary Bureau, and in 1924 the organization was formalized under a convention. PAHO was formed in 1947, with the Bureau as its Secretariat. It is located in Washington. In addition to its own concern with the health needs of the Americas, it also serves as the regional office of WHO for the Western Hemisphere and, by agreement with OAS, it serves as a specialized organization of OAS.

Another regional body is the Inter-American Statistical Institute (IASI), which was created in 1940, with headquarters at the Pan American Union in Washington. Its parent organization was the nongovernmental International Statistical Institute, founded in 1885, in The Hague. In July 1950, the IASI agreed to become an integral part of the OAS system, and its Secretary General also serves as director of the Pan American Union's Department of Statistics. It is charged with promoting progress in statistical work in the Western Hemisphere.

Before leaving this general description—which is only a broad survey of the intergovernmental organizations that have emerged since 1900 and some of their functions—of international organizations dealing with agri-

culture, we should note the interrelationships among organizations in the United Nations family, since these relations are not generally understood.

Each of the organizations in this family is an independent body, with its own constitution, its own governing body, its own membership (which differs from organization to organization), and its own budget, which is fixed by representatives of governments in the respective governing bodies, and to which member governments contribute in accord with agreed scales of contributions.

Thus the United Nations in December 1963 comprised 113 member countries, and the General Assembly is its main organ and governing body. FAO comprised 106 member countries and 6 associate member countries, and the FAO Conference is its governing body. Most of the organizations that deal with specialized fields have entered into agreements with the United Nations whereby they also have functions as specialized agencies. (The International Atomic Energy Agency is an exception.)

The General Assembly or the United Nations Economic and Social Council may request a specialized agency to carry out a particular task, but the decision as to what it does rests with its governing body.

Each organization therefore is able to move forward in its own field, coordinating its actions with those of other organizations where this is desirable and feasible, but without being hampered by roadblocks that may prevent or slow down progress in another organization.

WE COME NOW to the final questions.

Do these organizations contribute enough to the solution of the complex problems of a modern world to justify their continuation?

Without them, how could the present and ever-increasing needs for intercourse among nations be met?

These are essentially rhetorical questions. If real needs had not been felt,

governments would not have undertaken the considerable effort and expense required to set up the international and regional intergovernmental organizations. Nor would scientists and other groups have taken the trouble to organize themselves into the many nongovernmental organizations through which they maintain contacts across national boundaries.

The many and diverse problems with which these organizations deal cannot be expected to disappear. Some will be solved, but as they are, others may appear.

As I said at the beginning, it is in the nature of human relationships to grow more complex. As man increases in number, as his level of knowledge rises (at a rate entirely unprecedented in man's history), and as contacts among peoples and nations increase, the need for consultations, for exchange of information and ideas, and for reaching agreement on common and cooperative courses of action certainly will increase.

All the organizations that now exist will not persist in the forms they had in 1964. Some will no doubt disappear entirely and be replaced by others.

But international organizations as such seem certain to continue. If it should be decided tomorrow, for example, that all the organizations in the United Nations family should be abolished forthwith, the governments of the nations would have to begin at once the task of developing new mechanisms for consultation on these many fronts. So the basic problem is not whether to have intergovernmental and nongovernmental international organizations but, rather, how to make such organizations serve their intended purposes effectively and efficiently.

It is not easy to achieve efficiency at the international conference table. Each country has its own problems, its own history and way of thought, its own interests to protect. When more than 100 countries meet to discuss problems of world agriculture in an

FAO Conference, it is hardly to be expected that they will agree on all.

A common mistake in evaluating the work of an international intergovernmental organization is to overlook both its form and its function and to regard it as a building and a staff. For example, the United Nations is an organization of governments whose territories spread over the entire world. The headquarters building in New York houses its Secretariat and provides meeting places for the representatives of its member governments—but it is the governments that constitute the organization.

It is so with FAO and with each of the other organizations. FAO has its headquarters building in Rome, where the central staff is housed and where the FAO Conference and many other intergovernmental meetings are held.

But the member governments are FAO.

Only when we recognize this basic fact can we evaluate the work of any intergovernmental body.

These bodies are set up by governments to serve governments. They provide the forums in which governments debate and decide issues, the stages upon which government representatives act out international plays.

Efficient, competent staffs can do much to facilitate debates, to guide participants toward decisions, and to organize international activities, but in the final analysis, governments take the decisions leading to common actions by countries or to the authorization of actions by the staffs on behalf of governments.

The province of an international wheat agreement is determined by the governments who sign it. A major difference on an agricultural trade matter cannot be resolved in the GATT until the views of opposing governments can be reconciled. Common action against a locust attack cannot be organized by FAO unless the governments in the affected region give their agreement and support. An international or regional maize or rice

breeding program is ineffective without active government participation.

This is not the place for a detailed analysis of the degree to which each of the international organizations has achieved its objectives, whether they relate wholly or partly to agriculture.

Governments have been prepared to move faster and further in some areas than in others. It is easier to achieve common understanding and to promote cooperative action in some fields than in others. The whole concept of approaching common problems through international organizations is still quite new.

In intergovernmental organizations, experience had to be gained, both by those who staffed the secretariats and by those who represented their governments. It is still not easy to find men for posts in international organizations who are equipped in training and in experience.

So the international intergovernmental organizations have had to gain experience as they grew, to feel their way along uncharted trails before they could move forward with speed and precision.

Methods of work and areas of emphasis have been modified as they developed in order to meet changing needs, and to increase the effectiveness of international activities.

This period of growth and of learning how to conduct the affairs of nations efficiently and effectively through intergovernmental organizations is still with us—the learning process will no doubt require several decades.

The international nongovernmental organizations that serve agriculture have done much to facilitate the exchange of information and ideas and to promote international understanding of agriculture and agricultural science.

But they, too, are encountering problems in serving their members most effectively. For example, the international congress has been one of the useful types of activities sponsored by many of these groups. Yet, with easier

travel; generally good economic conditions; great increases in the numbers of scientific, technical, and economic workers; and equally great increases in the outflow of new knowledge; the traditional congress for the presentation of papers has grown oversized and relatively less effective. So new methods of organizing such congresses are being thought out and tested.

IN CONCLUSION, we come back to the point, made at the beginning, that many international intergovernmental organizations have been formed during the 20th century. Through these organizations, governments tackle a wide variety of agricultural problems and problems that affect agriculture.

As relations among countries grow more complex, the role of intergovernmental organizations seems certain to increase in importance.

Since these organizations are the instruments of governments, it follows that it is a major concern of governments that the organizations direct their attention to the key problems of world agriculture and their other fields of endeavor and that they are made to function as efficient and effective instruments of policies shaped by the member governments for the overall benefit of member countries and their peoples.

RALPH W. PHILLIPS is *Director, International Organizations Staff, Office of the Assistant Secretary for International Affairs, the United States Department of Agriculture. He was formerly Deputy Director of Agriculture in the Food and Agriculture Organization of the United Nations, and in earlier positions he was in charge of animal genetics research in the Department of Agriculture, head of the Department of Animal Husbandry at Utah State University, and a member of the staffs at the Universities of Massachusetts and Missouri. He is the author of many papers on animal genetics, physiology of reproduction, and international agriculture, and was the founding editor of the Journal of Animal Science.*