

the former Secretary of the Miner's Federation to the Board. So long as a Labour Government is in power it is doubtful whether the miners have lost much by their exclusion since other interests also remain unrepresented. It is reported that pressure is already being brought to bear on the Minister to concede the principle of the 5 day week apparently with some prospect of success. There can be little doubt that no competent and autonomous Board would concede this demand at the present time.

The machinery for the protection of consumers' interests is open to serious criticism. The Consumers' Councils can only investigate specific complaints and there is very little in the Act to suggest that they will be afforded adequate facilities for making investigations. No provision is made for giving publicity to the Councils' proceedings and the Minister is fully entitled to ignore their representations without giving reasons for doing so.

The limits of the industry have been most cunningly devised. With certain exceptions (mainly connected with associated iron and steel interests) all assets necessary to the conduct of operations carried on within the colliery premises are to be taken over by the Board

without option. Subject in some cases to arbitration many other types of asset closely connected in practice with colliery activities can be taken over, so that there should be little loss of efficiency due to severance or temporary lack of continuity. The compensation arrangements strike the outside observer as being eminently fair if final payment is not too long delayed though some doubts may be felt about the non-transferability of compensation stock. But no final verdict on the compensation provisions can be arrived at until the findings of the tribunal are known.⁸

Finally some minor but interesting points may be noted. It has apparently been decided to locate the Board in London in spite of all the talk of decentralising the machinery of Government and the obvious desirability of a central site in the coalfields (say Birmingham) away from the disturbing influences of Whitehall and Westminster. And why should the Board's financial year run from April 1st, when everything points to the desirability of a uniform financial year corresponding to the Calendar year?

8. The procedure of global assessment followed by proportional division, first between districts and then between owners was followed in the pre-war nationalization of coal royalties. On the whole it worked very well though objection was raised to the initial global assessment.

Food is an International Concern

By W. C. HOPPER,

AT the conference on food and agriculture at Hot Springs, Virginia, in May-June 1943, when world wheat stocks exceeded the staggering figure of 46 million tons the United Kingdom delegation emphasized the possibility of a world food shortage after the war. That forecast has become a reality.

The Present Food Crisis—

A report of the Conference called by

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the Food and Agriculture Organization of the United Nations ;FAO: on urgent food problems which was held at Washington May 20-27, 1946, states "assuming average weather conditions until the end of the 1946 harvest it is expected there will be a gap of ten million or more tons between the quantity of bread grains needed by importing countries and the quantities likely to be available for export. Since the total 1946 production cannot be materially altered, the only way to close

the gap is to affect further economies in the use of grains and other foods."

The report also states that a critical food shortage will continue at least until crops are harvested in 1947 even assuming average or better than average weather for the rest of 1946 and for 1947.

"Some increases in production are in prospect for 1946 as compared with 1945 in both continental Europe and the Far East. However, production in continental Europe generally as well as rice production in the Far East will still be well below the pre-war level. The aggregate shortages in these two great areas will exceed the supplies available for shipment from the exporting areas. Meanwhile, world stocks of food have been seriously depleted in order to meet the current crisis. Thus even though some crop improvement is in prospect, assuming average weather, the incidence of any widespread drought in the months immediately ahead might well be even more disastrous than the effects of the droughts which developed in 1945 and early in 1946."

The causes of the present world food crisis are war degeneration of agriculture destruction and looting of food, transportation difficulties and the unprecedented combination of droughts in the Mediterranean, India and China and partial drought in the Argentine and South Africa.

Representatives of twenty-two governments and six international organizations took part in the special FAO meeting at Washington. They agreed unanimously that:

1. The present Combined Food Board; a temporary war-created organization representing the United States, the United Kingdom, and Canada: should without delay be replaced with a much more broadly representative body, the International Emergency Food Council, which shall continue for the duration of the shortage of basic foodstuffs. FAO and the United Nations Relief and Rehabilitation Administration were directed to work closely with the new organization and participate in its work.

2. All practicable steps should be taken to make the most effective use of food produced during the 1946-47 year and to help bring about maximum production of urgently needed foods in the year that will follow. To these ends the conference approved specific recommendations for the guidance of governments and international organizations in encouraging conservation and expansion of food supplies, and in formulating policies of food allocation and distribution.

3. The Food and Agriculture Organization should immediately organize a research and information service in the fields of food, agriculture, and fisheries. This service, in addition to becoming a continuing function of FAO, would be of particular value to the interim International Emergency Food Council.

4. The Director-General of the Food and Agriculture Organization should submit to the Conference of FAO at its next session, proposals for permanent international machinery to deal with long-term problems concerning the production, distribution, and consumption of food.

UNRRA the international organization which has made a remarkable contribution towards the relief and rehabilitation of war-torn countries announced a few days before the Washington Conference the shipment of its ten-millionth ton of food and supplies since that organization came into existence. This enormous quantity was bought out of an appropriation of well over three billion five hundred million dollars.

Canadian Programme to Alleviate Famine—

On March 17th the Canadian Prime-Minister announced a nine-point programme upon which the Canadian Government had decided in order to increase food supplies for export and thus help to alleviate the threat of world-wide famine. This programme included:

1. Reduction by 10 per cent below 1945 of wheat released for human consumption in Canada.

2. Reduction by 50 per cent of wheat released for distilleries.

3. Special income tax arrangements to encourage immediate marketing of wheat stored on farms.

4. Measures to release increased quantities of oats and No. 4 wheat for export.

5. Special priorities for rail transport of wheat for export.

6. Modification of regulations affecting bulk shipment of flour and feed.

7. A campaign to urge Canadian farmers to plan their production to obtain the maximum yield of foodstuffs over the next four years.

8. A campaign for the reduction of inventories of wheat and wheat products.

9. A campaign to encourage consumer savings, avoidance of waste, and development of home gardens.

Mobilizing World Opinion—

Never before in history has there been such international concern about the world's hungry people. This concern appears to stem from the internationally accepted thesis that "peace cannot be built on a foundation of empty stomachs." Even with the most abundant harvests in 1946 and 1947 the world's problem of hunger will be far from solved. The crisis may be over but the goal to which the Food and Agriculture Organization of the United Nations is dedicated—a world in which no human being will suffer from famine and hunger—is still a long way off. World opinion of the urgent necessity of banishing starvation and malnutrition from the earth is being mobilized, international action to bring about this noble and bold objective is being started and hopes are high.

Famine, hunger and malnutrition are not new phenomena. They have stalked the earth since the advent of mankind. Death from starvation and malnutrition has been occurring in many parts of the world every day of every year for many centuries. The report of the Interim Commission of the Food and Agriculture Organization, which was created at Hot Springs in June 1943: states that taking the world as a whole we have a picture of

world-wide under consumption leading to malnutrition and its attendant evils.

Sir John Boyd Orr the internationally-known nutritionist and the Director-General of FAO stated at Quebec City in October last that even in normal times more than 1,000 million human beings do not have sufficient of the right kind of foods. High infant mortality, deficiency diseases, premature death and misery are the inevitable companions of hunger, and these conditions may be found on every continent. The densely populated countries of the East suffer to the greatest extent. In India for example a considerable part of the 400 million people before the war did not get enough to eat in terms of calories and deficiency diseases were widespread. War and drought has greatly aggravated their situation. Maladies as a result of poor diets which cause blindness and painful crippling have been common in that country. Malnutrition has so reduced the resistance to diseases that in India the death rate of children under ten years is five times greater than in countries of western origin. The expectation of life for a child of one year in the richer and more developed countries is from 62 to 65 years in the densely populated, less developed and poverty stricken countries it is only about 20 years. Infant mortality in the best fed countries is 30 to 36 per thousand births and in the poorer fed countries 150 to 200 per thousand.

The inequalities in distribution of the world's food supply between continents has been shown by Professors Pearson and Harper of Cornell University in their recent book "The World's Hunger." They state that under a North American standard of living the present world production of grain would maintain fewer than a billion persons or less than half of the present population. If the world would accept the Asiatic standards our present grain production would support almost three billion people.

These authors believe that better diets containing more milk, meat, and eggs for the world's "downtrodden third"

can come only by (1) dividing more equally the world's present production of these highly prized foods, (2) increasing production of these foods on the poorer continents, or, (3) reducing the number of people on the densely populated continents.

It is now generally recognized that hunger carries with it the ugly seeds which ripen into international misunderstandings and jealousies, fear and war.

Obstacles to Adequately Feeding the World—

There are many obstacles to attaining the high objective of a world from which hunger has been banished. Great as these difficulties are, they are all probably surmountable if the nations of the world will work together and learn to understand and trust each other. By doing so the problems which today seem so stupendous may one by one be solved.

These handicaps to adequate diets for the world's people include technical difficulties and insufficiency of world resources, the fear of war, poverty, apathy of governments, primitive customs and superstitions and many others.

Much study is still needed on the food producing possibilities of the world. According to some well-informed authorities, if modern science and technology could be applied to all resources of the world it would be possible to give every member of the human family of some two billion souls sufficient food, clothing to adequately meet their needs. There are those, however, who believe that there is little possibility of providing a world population of the size of the present one with a diet and a standard of living comparable to that enjoyed by the people of North America. Professors Pearson and Harper point out that only five per cent of the earth's land area now produces food crops and that only seven per cent has conditions suitable for the production of food commodities. The present undeveloped land areas of the world are those which for one reason or another are difficult to bring under

cultivation. Unsuitable temperatures, insufficient water, absence of natural fertility, erosion and ignorance of modern methods of food production are amongst the economic handicaps which prevent these lands from being productive. A two per cent increase in the world's cropland, or about one billion acres, would produce an enormous amount of food, but this increased area would not be nearly as productive as the five per cent now under crops.

Possibilities are Great for Increasing Production on Present Farms—

There are, however, great possibilities of increasing production on existing farm lands on every continent. The use of better seed of more suitable varieties, the application of commercial fertilizers to millions of additional acres, the control of erosion, soil drifting, plant diseases and insects, the carrying over of water from rainy seasons to dry seasons, the irrigation of dry lands, the drainage of millions of acres of wet or marsh lands, the adoption of improved machinery and of better methods of production and marketing, the elimination of waste in the production, marketing and preparation for consumption of all kinds of foods are among the ways of increasing world supplies of food.

The bringing of present undeveloped land under cultivation and the adoption by the world's food producers of improved methods of food production will rest in a large measure on whether or not food prices are sufficiently high to warrant the expenditures required. One of the great assignments to FAO will be to study how and when improved practices on existing croplands should be provided. By the dissemination of the latest information on modern methods of production and marketing, by sending missions of experts to help countries in the modernization of their agricultural and fishing industries and by the distribution of improved seeds, plants and trees to member countries FAO can contribute to food production in many lands.

Poverty a Great Handicap—

Reduced to its simplest terms human progress depends, to a considerable extent upon the elimination of poverty. To overcome individual and national poverty will be one of the difficult hurdles which must be cleared. Even in the most highly developed countries there are people who are hungry mainly because they are too poor to buy the food they need. The FAO programme recommends that special measures be taken in all countries to see that children, expectant and nursing mothers and families with incomes too low to be able to buy sufficient nourishing food are provided at public expense with the food required for normal health and efficiency.

For food deficient countries who are in need of purchasing power, credit must be made available and FAO will have to work closely with other international organizations which will advance credit and assist in the matter of exchange for these needy countries. For some countries such as China and India the development of industries other than agriculture will be necessary so that the people will have industrial commodities to exchange for food. The representatives to the FAO Conference in Quebec City of these, as of other countries, where population is large and dense, where much of the recent scientific knowledge and improvements in the technique of production and distribution have not as yet penetrated, where primitive customs and habits still persist and where poverty is still a great handicap to the advance of human welfare, recognized that if these great problems are to be solved most of the responsibility for doing so rests on their own people. The representatives of these nations at the Conference, however, asked that countries where education and scientific achievement had made greatest progress should help them to help themselves to improve their methods of production and distribution and thereby raise their living standards.

Whatever was physically possible was made financially possible in war-time, it must be also so in peace-time.

Freedom from want cannot be achieved without freedom from war and the fear of war. The world security organization must be made to function and the Governments of all nations must be prepared to outlaw war forever, as a way of settling international disputes.

Another obstacle to the success of FAO may be the apathy of governments in accepting the advice and recommendations of international organizations and in putting them into effect. FAO like other specialized organizations of the United Nations is an advisory body and as such it will be necessary to awaken the consciousness of governments and people of all the nations to the needs and the possibilities, and governments must then take the necessary action.

Customs and superstitions with respect to food and the primitive food habits which are found in many countries will be another handicap to progress. The taboo against the hen and her eggs has been established in large regions of Africa and Asia, milk is considered an unhealthy revolting food in certain countries. Fish as a food has been a black-listed in other countries and millions of people of the world will not eat meat because many religious sects will not permit meat in the diet of their followers.

Canada's Contribution to World Food Needs—

Canada's contribution to the feeding of the allied armed forces and of civilians of other countries during the past five years has been substantial. In the table, which is presented herewith, it is shown that the volume of exports of 31 of the major agricultural products for the five year period 1941-45 amounted to more than 105 billion pounds. Total exports of other agricultural products such as canned and fresh fruits and vegetables ;which are not included in the table: peas, beans, seeds, etc., amount to several more million pounds.

It will also be observed from the table that all of the commodities were shipped, in 1945, to four or more countries. Wheat flour for example was

**Exports of 31 of the Major Agricultural Products from Canada to Other Countries
for 1945 and the Five Year Period 1941-45**

Commodity	Number of Countries to Which Products Were Shipped During 1945	Volume Shipped in Different Containers in 1945	Volume Shipped in Different Containers in 1941-45	Total Pounds Shipped in 1941-45
Apples, fresh, bbls.....	11	572,238	2,756,631	4,134,956
Apples, dried, lbs.....	22	6,338,513	29,911,156	29,911,156
Potatoes (except seed), bush.....	19	4,078,229	10,054,474	603,268,440
Turnips, bush.....	4	3,378,211	16,411,866	820,593,300
Vegetables, dried, lbs.....	15	13,038,933	29,278,091	29,278,091
Barley, bush.....	6	21,868,294	118,362,754	5,681,412,192
Oats, bush.....	20	71,116,842	251,009,708	8,534,330,072
Rye, bush.....	7	4,319,145	22,888,697	1,281,767,032
Wheat, bush.....	43	329,672,842	1,180,277,257	70,810,635,420
Oatmeal and Rolled Oats, cwt.....	37	1,191,325	3,652,517	365,251,700
Flour of wheat, bbls.....	66	13,730,584	62,643,544	12,078,034,624
Clover seed Alfalfa lbs.....	12	5,535,709	12,632,905	12,639,905
Potatoes seed certified, bush.....	14	3,163,016	9,790,160	587,409,600
Beef, fresh, cwt.....	12	1,899,409	3,229,998	322,999,800
Mutton and lamb, fresh, cwt.....	8	79,513	114,079	11,407,900
Pork, fresh, cwt.....	5	9,512	419,484	41,948,400
Poultry, dressed or undressed, lbs...	8	11,162,289	30,653,073	30,633,073
Bacon, Ham and Shoulders, cwt....	16	4,498,346	27,013,041	2,701,304,100
Beef, Pickled in barrels, cwt.....	14	35,916	123,731	12,373,100
Canned meats N.O.P., lbs.....	51	98,704,179	168,687,633	168,687,633
Pork, pickled in barrels, cwt.....	15	97,225	442,724	44,272,400
Edible Animal Entrails N.O.P., cwt.	11	108,392	619,829	61,982,900
Meats N.O.P., cwt.....	16	53,447	202,975	20,297,500
Butter, cwt.....	16	55,983	228,163	22,816,300
Cheese, cwt.....	28	1,354,093	6,304,144	630,414,400
Milk powder whole milk, cwt.....	40	59,953	161,500	16,150,000
Milk powder skimmed milk, cwt....	10	66,692	82,146	8,214,600
Milk, condensed, cwt.....	15	186,523	864,332	86,433,200
Milk, evaporated, cwt.....	35	708,004	2,253,390	225,339,000
Eggs, dried, lbs.....	9	24,850,406	65,176,911	65,176,911
Eggs, in the shell, doz.....	10	42,242,889	67,293,059	100,939,589
Total.....				105,610,170,294

shipped to sixty-six different countries, canned meats to fifty-one countries, wheat to forty-three countries and whole milk powder to forty countries.

Canada's Future Role—

The role which Canada will play in supplying food to the world in the future will continue to be important. There are millions of acres which have not yet been brought under cultivation but which may be considered suitable for the production of food crops. The estimates of agricultural authorities vary as to the number of such acres. The most optimistic estimate which I have seen puts this figure at 50 million. This may be compared with 80 million (not including

improved pasture) actually in cultivation in 1941.

It is important to note that most of the more readily available agricultural land in Canada has been already occupied. Any further increase in cultivated acreage must either be found on or beyond the fringe of settlement or by intensive improvement through clearing, drainage, irrigation, weed control, etc., of occupied land. In view of the isolated locations of certain known tracts of potential farm land, including the northern clay belt of Quebec and Ontario and areas in the Peace Valley, the intensive development of occupied lands, especially in well-settled districts may merit favourable consideration. This viewpoint is somewhat strengthened by the fact that much of the virgin land yet available for settlement presents difficulties in

management, notably as regards the maintenance of fertility in the grey-bush soils of the prairies.¹

During the war with favourable weather conditions agricultural production was increased by more than 40 per cent above pre-war, with about 25 per cent less male workers on the farms, with no increase in cultivated acreage, with little new farm machinery and farm building construction, and with an actual shortage of certain other farm supplies. This is an indication of what increased production is possible on the present occupied farms if the financial returns to producers are sufficiently attractive.

No human heart can be happy without assurance of freedom from want and

hunger. To have peace the nations of the world must have the same assurance. Science which has made such phenomenal progress during the past century and which has developed instruments that can cause the instantaneous destruction of thousands of human beings must be directed towards the construction of a world from which want and hunger have been forever removed. It is imperative that the governments and the people of all nations recognize, as do the scientists of the world, that better human relationships, mutual trust and understanding between nations must be established or else our civilization is in imminent danger of destruction. Canadians as individuals, and Canada as a nation, can make an important contribution to the realization of that kind of a better world which the United Nations are trying to build.

1. From "Future of Canadian Agriculture," by E. S. Archibald in the *Agricultural Institute Review*, Vol. 1, No. 5, May, 1946.

Voluntary Health Insurance—It's Growth and Coverage

By MARGARET C. KLEM

WHEN the Honorable Brooke Claxton, K.C., Minister of National Health and Welfare, stated last fall that this is the most exciting and challenging time in medical history, and that all forces of government—federal, provincial and municipal—must join with the voluntary agencies to bring the power of the nation into the attack on disease and poverty,¹ he voiced the opinion of a large percentage of the citizens of Canada and the United States. Both countries have taken many important steps to increase their health activities

during the past few years, but the necessity for the further extension of medical care and facilities through well-planned, coordinated effort is self-evident.

One of the subjects uppermost in the minds of all who are interested in accomplishing this extension, by means of effective cooperation and the proper allocation of responsibility, is the principle of prepaid medical care. By this time there has been more or less general acceptance of the fact that insurance can be used to advantage for distributing the costs of medical care and, therefore, as a means for increasing medical services. But the type of insurance to be used is a different matter. On this point, probably more than on any other concerning national health, legislators, members of the medical professions, and citizens in general are divided in their opinion. Many believe that health

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1. Claxton, Brooke, K.C., "Mapping Our New Frontiers of Health," *Canadian Journal of Public Health*, Vol. 36, No. 12 (December, 1945), pp. 455-464.