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To the Foreign Operations and Government Information Subcommittee of the  
Government Operations Committee of the House of Representatives

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Mr. Chairman and Members of the Subcommittee, I appreciate this opportunity to appear before you to discuss the population and family planning program of the Agency for International Development. My name is R. T. Ravenholt and I am currently the Director of the Population Service in the Office of War on Hunger of the Agency for International Development. The Population Service is the principal element in A.I.D. responsible for providing leadership, initiative, coordination, planning, scientific guidance, and assistance in the development and conduct of population and family planning program activities on a global basis.

I have been in my present position for two and one-half years, and during the preceding year served as Chief of the Population Branch of the Health Service, in the Office of Technical Cooperation and Research in A.I.D. -- the forerunner of the Population Service.

Before joining the Agency for International Development, I was on the faculty of Preventive Medicine at the University of Washington in Seattle. As detailed in my biographical statement, of which I believe you have a copy, I am a medical doctor and a specialist in public health and epidemiology. Epidemiology is a population science closely related to demography.

I understand you would like to have me discuss the development of AID's population and family planning program, with emphasis on recent progress and current problems, how the Agency is organized and staffed to deal with this problem and what changes are planned, especially as they relate to proposed legislation and the President's recent message to the Congress on this matter.

Following President Johnson's State of the Union Message in January, 1965, the Agency for International Development began its program of assistance for population and family planning in the developing countries.

A.I.D. dollar assistance to population and family planning programs in developing countries has increased from \$2.1 million in FY 1965 to \$45.7 million in FY 1969. This has been made possible, of course, because of the continuing interest and support of the Congress for population activities.

During 1965, when staff responsibility for development of AID's population and family planning policies, projects and program was focused in the Health Service of the Office of Technical Cooperation and Research, a number of grants were made to strengthen education and research institutions, both in the U.S. and in developing countries, to develop the manpower and leadership urgently needed for development of population and family planning programs in the less developed countries.

Grants were made to the University of North Carolina and to Johns Hopkins University for establishment of population centers; to other U.S. and Latin American institutions for population studies, to the International Planned Parenthood Federation and The Population Council for augmenting their activities, especially in Latin America; and to a number of organizations and institutions for special studies and conferences.

In 1966, the U. S. Congress indicated its support of assistance to voluntary family planning efforts overseas in two laws: both the Foreign Assistance Act of 1961, as amended, and the Food for Peace Act of 1966 added new specific provisions concerning the use of United States owned or controlled foreign currencies, largely accrued through sale

of United States commodities abroad, to assist family planning programs in countries requesting such help.

At the end of 1966, the Secretary of State, the A.I.D. Administrator, the Acting Director of the Peace Corps and the Director of the U. S. Information Agency, in a joint policy statement, announced that their agencies would give high priority to programs designed to limit excessive rates of population growth and to increase food production. U. S. Ambassadors and Mission Directors were instructed to consider the problems and requirements of the population crisis among their principal concerns and responsibilities.

Early in 1967 the pace quickened. President Johnson established the Office of War on Hunger within A.I.D. to focus increased attention toward solution of the problems of population, food production, health and nutrition. Therewith the Population Branch of the Health Service metamorphosed into the Population Service, with increased capability to provide leadership and technical guidance for AID's work in the population field.

Simultaneously, an increase in the staff of the Population Service from 4 to 28 was authorized, followed by increases in the population staff of the Regional Bureaus/Washington and in the USAID Missions abroad. Population officers were designated in all country missions and posts. The location of the central population staff within A.I.D. from March 1967 until the present time, and a statement of its duties and powers is presented as Exhibit 1.

In May 1967 a fundamental advance in U. S. assistance to population and family planning programs was made with adoption of an AID policy making contraceptives eligible for financing in assistance programs. and thus enabling the Agency to offer a full spectrum of assistance to family planning programs.

On September 15, 1967, A.I.D. issued its Guidelines for Assistance to Population Programs, stating the policies, objectives, operating principles, priorities, and procedures which would guide its assistance efforts in this field. (Exhibit 2).

The fundamental principles upon which A.I.D. population policy is based are:

(1) Help is given to country programs in response to specific requests. it is to stimulate and supplement a country's own efforts.

(2) Programs eligible for assistance are those in which individual participation is wholly voluntary and in which each individual is free to choose from among available methods those methods of family planning in keeping with his or her beliefs, culture, and personal wishes.

(3) A.I.D. does not advocate any specific population policy for another country, nor any particular method of family planning. On aim is to provide needed assistance upon request so that people everywhere may enjoy the fundamental freedom of controlling their reproduction, healthy, and welfare as they desire. The philosophical and scientific considerations underlying AID's Family Planning Strategy have been published and are included for the record. (Exhibit A) At the end of 1967 the Congress provided the keystone completing the development of a sound foundation for an effective A.I.D. population and family planning assistance program in Title X of the Foreign Assistance Act of 1967, signed into law January 2, 1968. This law states:

"It is the sense of Congress that, while every nation is and should be free to determine its own policies and procedures with respect to problems of population growth and family planning within its own boundaries, nevertheless, voluntary family planning programs to provide individual couples with the knowledge and medical facilities to plan their family size in accordance with their own moral convictions and the latest medical information, can make a substantial contribution to improve health, family stability, greater individual opportunity, economic development, a sufficiency of food, and a higher standard of living.

"To carry out the intent of Congress as expressed above, the President is authorized to provide assistance for programs relating to population growth in friendly foreign countries and areas, on such terms and conditions as he shall determine, to foreign governments, the United Nations, its specialized agencies, and other international organizations and programs, United States and foreign non-profit organizations, universities, hospitals, accredited health institutions, and voluntary health or other qualified organizations.

"In carrying out programs authorized in this title, the President shall establish reasonable procedures to insure, whenever family planning assistance from the United States is involved, that no individual will be coerced to practice methods of family planning inconsistent with his or her moral, philosophical, or religious beliefs.

"As used in this title, the term 'programs relating to population growth' includes but is not limited to demographic studies, medical, psychological, and sociological research and voluntary family planning programs, including personnel training, the construction and staffing of clinics and rural health centers, specialized training of doctors and paramedical personnel, the manufacture of medical supplies, and the dissemination of family-planning information, and provision of medical assistance and supplies.

"Of the funds provided to carry out the provisions of Part I of this Act for the fiscal year 1968, \$35,000,000 shall be available only to carry out the purposes of this title and, notwithstanding any other provision of this Act, funds used for such purposes may be used on a loan or grant basis." Following passage of this important legislation and its signature by President Johnson, A.I.D. Administrator Gaud cabled all Missions on January 13, 1968, that "all practicable steps" must be taken to facilitate development and approval of projects and programs, "while avoiding any form of coercion." Calling for sound and imaginative assistance efforts, he further asked that country governments be fully informed of the purpose and scope of the legislation...that local private groups interested in population matters be made aware of this new U. S. opportunity to assist them ... and that Mission staffs and cooperating country personnel define the population problem and propose effective programs to bring family planning to substantial segments of the population in forms acceptable to governments and people, and stressed that family planning will be a continuing major preoccupation of U. S. foreign assistance.

#### A.I.D. Expenditures for Population and Family Planning

Since FY 1967, there has been a great surge of activity. Funds committed for the A.I.D. population and family planning program went from \$4.7 in FY 1967 to \$34.7 million in FY 1968, and to \$45.7 million in FY 1969. The ways in which these funds have been used indicate, to a large extent, the strategy and scope of the Agency's population and family planning assistance program.

A comprehensive, county-by-country, report of the Agency's "Population Program Assistance" Activities was published in 1968 and copies are available for the perusal of the Committee. (Exhibit 4). In addition a preliminary statement of the Agency's centrally-funded obligations for population and family planning programs under Title X through fiscal 1969 is provided as Exhibit 5. With the Chairman's consent I would like to submit the 1969 edition of "Population Program Assistance" as soon as available to replace these two documents and for inclusion in the record.

#### Highlights of FY 1969 Program

Among the many actions taken by A.I.D. during fiscal 1968 and 1969 to develop an effective population and family planning assistance program, the following are especially noteworthy:

a) Qualified private and voluntary organizations were given program and project grants to expand their clinical, education, and pilot programs -programs which are often the pacesetters for later governmental efforts. These include:

-- Grants to the International Planned Parenthood Federation (IPPF) of \$5.1 million in FY 1968 and \$6 million in FY 1969 to assist indigenous family planning associations and to provide contraceptives and other supplies in more than 50 countries.

-- Grants to The Pathfinder Fund of \$1.3 million in FY 1968 and \$3.1 million in FY 1969 to augment its capacity to make small grants in selected countries to initiate and support family planning activities, including provision of contraceptives and other supplies to organizations, groups, and individuals not able to receive such assistance through their own or other governments or from other international organizations.

a) Grants to The Population Council of \$1.8 million in FY 1968 and \$4.2 million in FY 1969 for the expansion and support of its International Postpartum Family Planning Program and its many other activities in support of family planning programs in developing countries.

b) Basic support grants were made to several universities under Section 211(d) authority for development of population centers which combine both research and training. These grants, which include \$4.95 million in fiscal 1968 to the Universities of North Carolina, Johns Hopkins, and Michigan over the next five years and \$1 million for the East-West Center in Hawaii, provide a model for much needed future expansion of research and training activities.

c) Contributions of \$500,000 in FY 1968 and \$2.5 million in FY 1969 were made to the United Nations, mainly through the Secretary-General's Trust Fund for population matters, to enable the United Nations and its specialized agencies to play a greater role in the population and family planning field.

The FY 1968 contribution to the Population Fund was to finance a population field staff for 18 months to help countries identify and prepare projects for funding by the UN or other donors. With this money the UN recruited and trained 10 Population Program Officers who took up their positions in various LDC's in March 1969. Of the \$2.5 million FY 1969 contribution, \$235,000 helped fund the first year of an expanded population program of UN ECAFE, \$1 million was pledged to the Population Fund to be administered by the UNDP for the purpose of funding projects proposed by LDCs, and \$1,265,000 are pledged to help fund projects of various UN bodies, including the Regional Commissions and the specialized agencies.

d) Grant assistance to government family planning programs totaled \$18.4 million in fiscal 1968, including \$5 million to India, \$1.4 million to Korea, \$1 million to Pakistan, \$1 million to the Philippines, and \$650,000 to Thailand. In FY 1969 such grant assistance amounted to \$14.1 million, including \$2.3 million to Pakistan, \$1.5 million to Indonesia, \$1.4 million to the Philippines, \$1.2 million to Korea and \$1.3 million to Thailand.

e) Contraceptives were provided in the amount of \$5.3 million in FY 1968, and \$7.5 million in FY 1969. Consolidated procurement of oral contraceptives through the General Services Administration in Washington under standard specifications developed by A.I.D. in consultation with the pharmaceutical industry and the Food and Drug Administration has made possible a substantial price reduction. As a result, U. S. produced oral contraceptives are now economically feasible as an important additional method of fertility control in many developing countries.

f) Research grants totaling \$7 million for centrally-funded research in population -- with \$6 million allocated for development of new and improved means of fertility

control, including \$1.3 million for improvement of intrauterine devices and \$4.5 million aimed at development of a Once-a-Month pill (Exhibit 6).

g) In addition to centrally-funded research the Regional Bureaus and Missions are supporting many kinds of research and studies; such as, in Latin America, a series of abortion studies are under way. Sample fertility and demographic studies are being done in Central America, Nigeria, Ghana and Liberia. The Latin American Center for Demography in Santiago serves as both a training and demographic research center. A number of studies on fertility, migration and population growth are being undertaken by this group. A study on influences affecting family organization and attitudes is being conducted in Cebu, the Philippines. An on-going research in India is a study of the relationship between good public health services and acceptance of family planning.

#### A.I.D. POPULATION PERSONNEL

Adequate numbers of well trained and experienced personnel are essential for development of a complex and far-flung activity such as A.I.D.'s population and family planning assistance program.

However, mainly because of reductions in overall A.I.D. budget and personnel ceilings and intense competition for scarce positions, the build-up of personnel for the population program has lagged until recently.

At the end of 1966 A.I.D. had 11 professional staff devoting all or most of their time to population program; at the end of fiscal 1968 the number had increased to 55; and as of August 1, 1969 the number had increased to 79 (plus a normal complement of clerical personnel). The distribution of these 79 population personnel within the Agency is presented in Exhibit 7. The number would no doubt have increased substantially more during the last year except for the Reduction-in-Force exercise in which A.I.D. participated last fall and the change in administration which together caused a "freeze" on employment for more than six months during FY 1969.

Recently a substantial number of positions has been allocated to the population program and recruitment is now proceeding for persons with diverse skills to fill about 30 full-time positions. Moreover, the establishment of the new Technical Assistance Bureau will bring considerable additional senior staff time to bear on population programs -- on a part-time basis. Similarly, the part time attention given the population matters by A.I.D. Is senior program managers in the field is expected to increase. Although the Agency is faced with the requirement for further reduction in overall personnel, the prospects for the population program appear fairly promising because Administrator Dr. John Hannah is deeply interested in the population problem and program, and determined to increase staff devoted thereto, as stated in a recent communication:

"The present A.I.D. staff devoted exclusively to population matters is 31 (20 professionals) in War on Hunger/ Washington and is scheduled to go to 42 in the new Office of Population within the Technical Assistance Bureau. Further increases, plus short-term consultants, will be authorized as needed. In the Regional Bureaus A.I.D. has 11 persons working primarily or exclusively on population matters and plans to strengthen these staffs. Overseas there are 48 doing population work exclusively, plus the substantial participation of many others from the Mission Director down. We have 2T officers now in training to go into population assignments. We are determined to protect the overseas staff from the further staff reduction directed by the President and in fact to cut back on other functions in order to permit a steady expansion in the overseas population project staff. Within a year I would expect to have more than 150 personnel engaged full-time on population matters, as opposed to somewhat less than 100 today."

This Increase in A.I.D.'s population staff now under way is of crucial importance, because under the impetus of earmarked funds the population and family planning program is growing with great speed, and the small staff in the Population Service, the Regional

Bureaus and in the Country Missions are greatly overtaxed. More detailed information on how A.I.D. is moving to develop the manpower needed for the population program is presented in Exhibit 8.

#### PLANNED REORGANIZATION OF A.I.D.:

Another reorganization of A.I.D. is imminent. It is planned that the Population Service of the Office of War on Hunger will metamorphose into the Office of Population of the proposed Technical Assistance Bureau. The organizational arrangement and functional responsibilities of that Office and Bureau are presented in Exhibit 9. Although this planned reorganization will rearrange a number of elements within A.I.D. and strengthen technical assistance, and will in the process strengthen the attention given to population matters, it would not greatly alter the ways in which the population program is handled. The Office of Population, like the Population Service, while mainly a staff office, would retain its capacity to fund international organizations and other non-regional projects necessary and desirable for augmentation of the operational activities of the Regional Bureaus and Country Missions. Such central funding of IPPF, Pathfinder Fund and Population Council activities has proved of crucial importance for rapid development of programs on a global basis during the last two years.

At the same time that A.I.D. is moving to strengthen its central population staff, it is also strengthening its organization and staffing for this function in the Regional Bureaus and Country Missions, as indicated in a recent memorandum from Deputy Administrator Poats to the Assistant Administrators:

"We are committed to expand and improve our capacity to carry out population program assistance.

"I believe you should take prompt and serious action to plan the assignment of trained population officers to your missions, allowing for such assignments in the overall reduction of staff now imposed upon us. In Washington, you should elevate the population office to a position which assures continuing direct contact between you and your full-time population officer.

"Please work with AA/A and AA/TA in strengthening your population program capacity."

#### Proposed Legislation

A.I.D. has followed with great interest the concern of the Congress, as well as the President, over world population growth. We are grateful for the considerable Congressional support on this issue. A number of bills have been introduced or proposed during this session of Congress with the objective of strengthening various parts of the A.I.D. population program.

H. R. 207 introduced by Congressman Fisher and H. R. 9022 introduced by Congressman Diggs are before this Committee. They are also similar to a bill introduced in 1965 by Congressman Moss. However, these bills do not refer to A.I.D. at all. They provide for an Assistant Secretary of State for Population and an Assistant Secretary of Health, Education, and Welfare for population, as well as a White House Conference on Population. These bills were originally developed, I believe, at a time when A.I.D. had not yet developed a substantial population program. The State Department and A.I.D. have in the past and do now oppose this legislation, which is now largely overtaken by actual Executive Branch progress in providing for population functions. In my judgment, any legislation to expand overseas activities and responsibilities today should take into account the important role of A.I.D. in this field.

In February 1969, Senator Tydings with bipartisan co-sponsorship introduced S. 1536 to continue the earmarking of population funds within the Foreign Assistance Act, to

increase the level of such earmarking to \$100 million, to create an Assistant Secretary of State for Food and Population and an Assistant Administrator of A.I.D. for Population, as well as several other provisions. A similar bill (H. R. 9511) was introduced in the House of Representatives by Congressman George Brown and referred to the Foreign Affairs Committee.

Since then Secretary of State Rogers and A.I.D. Administrator Hannah have stated that they are not opposed to the proposed earmarking at an appropriate level, but A.I.D. is opposed to the other actions proposed. However, we appreciate the intent of the proposals to help these Agencies move toward solution of the population problem.

Certainly these bills touch upon what has been a continuing problem for the population activities of A.I.D. -- that is, the need to increase the number of able and qualified people who are working on the program.

The President's Message on Population is a historic landmark in the progress of an idea. I believe it is an important and farsighted contribution to public understanding of the population problem and a mandate for constructive action. It represents the highest level of official recognition within the United States Government of the need to make information and facilities readily available throughout the United States to those who wish to understand the population issue and those who wish to practice family planning.

On the foreign side, President Nixon has called for high priority for "attention, personnel, research and funding" in the population and family planning programs of A.I.D. You may recall that in the Foreign Aid Message the President urged A.I.D. to build on previous successes in family planning.

The Message on Population stressed the importance of United Nations action, of our own A.I.D. program, of the expanding work of private organizations and university centers, of increased research for better contraceptives and of attracting additional qualified people. Every one of these recommendations is relevant to the A.I.D. program and extremely helpful to us as we develop more specifically the steps and programs necessary to implement the President's call for action.

#### CONCLUSION

Viewed from the current state of technology, recent judgments of the probable course of world population growth during the rest of the twentieth century very greatly -- from the pessimistic view that it is already too late to save India from mass starvation, to the optimistic view that the population battle is virtually won. Certainly most of the work needed for resolution of the population crisis still lies ahead, but the tedious preliminary work has largely been done and we are now entering an era in which it is socially, legally, technically, and fiscally possible to deal with the world population crisis on a scale commensurate with the magnitude and urgency of the problem.

Fortunately, the concept of family planning as a means of ensuring that every child is a wanted and well cared for child is rapidly gaining wide acceptance. Wherever in the world is there a country where women generally have full access to knowledge and means for controlling their fertility and where there is an unyielding problem of too-great fertility?

But the great challenge remains that most people in the developing world are still deprived of the knowledge and means to control their fertility.

Important gains have been made in the worldwide effort to extend family planning and responsible parenthood, but most of this work still lies before us. When measured against the urgency and magnitude of the world population crisis, the speed of acquisition and application of resources needed for its solution seem much too slow; but when viewed in historical perspective, it is apparent that forces have been set in motion that are

gathering momentum and should have measurable effect upon birth rates in many countries within several years.

The governments and the peoples of the developing world are now indeed beginning to recognize that unchecked population growth will defeat their hopes and plans for economic and social development and block all opportunities for improvement of individual well being. The funds and support provided by A.I.D. have served as important seed money to develop new awareness and new programs. It is immensely encouraging that more and more of these programs are taking root and beginning to flourish every year.

By making the appropriate resources available at this critical time, the A.I.D. population program has already greatly accelerated the progress of family planning and population activities overseas. In so doing, it is contributing significantly to the overall impact of our development assistance as well as to the better health and increased well-being of men, women, and children throughout the developing world.

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