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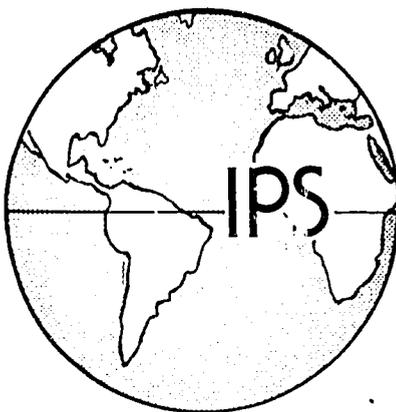


**PROCEEDINGS
of the
PUBLIC SEMINAR
ON WORLD HUNGER**

held at
NEW MEXICO STATE UNIVERSITY
February 18 - 19, 1981

Edited by

Harold M. Bergsma and Milton M. Snodgrass



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PREFACE

"Mounting public and Congressional concern over the continuing deterioration of the world food situation led President Carter to create a Presidential Commission on World Hunger by Executive Order 12078, dated September 5, 1978. The Commission's mandate was to identify the causes of domestic and international hunger and malnutrition, assess past and present national programs and policies that affect hunger and malnutrition, review existing studies and research on hunger, and recommend to the President and Congress specific actions to create a coherent national food and hunger policy. The Commission was also directed to help implement those recommendations and focus attention on food and hunger issues through various public education activities."

Following the publication of the Commission's report, the Board for International Food and Agricultural Development (BIFAD), with the Agency for International Development (AID) began the task of coordinating the development of several seminars on the World Hunger Commission Report to be held at selected Title XII universities. New Mexico State University was one of those selected. The purpose of the seminars was to provide a forum to share the Commission's findings with the broader university community, and to afford an opportunity for local community and state leaders to become better informed about the nature of world food problems and the recommendations of the Commission.

EXCERPTS FROM WORLD HUNGER COMMISSION REPORT

. . . hunger is at least as much a political, economic, and social challenge as it is a scientific, technical or logistical one.

. . . hunger offers the single most powerful point of intervention in the world of underdevelopment--poverty, unemployment, disease, and high rates of population growth.

. . . the outcome of the war on hunger, by the year 2000 and beyond, will not be determined primarily by forces beyond human control but, rather, by decisions and actions well within the capability of nations working individually and together.

. . . [accepting] the moral and economic responsibilities for helping the hungry and the poor...will require a willingness to reevaluate current policies, both private and public, in light of their impacts on world hunger.

. . . despite the abundance of food produced by American farmers, pockets of poor, hungry people can still be found in the United States.

. . . few Americans are aware of how much other nations are doing in development assistance or of the extent to which U. S. aid has declined since Marshall Plan days.

. . . failure to assure adequate world food supplies will have far more serious global implications for the future than even the current energy crisis.

. . . The most potentially explosive force in the world today is the frustrated desire of poor people to attain a decent standard of living. The anger, despair and often hatred that result represent a real and persistent threat to international forces.

INTRODUCTION

D. W. Francis writes, "Many people in the United States are unaware of food problems faced in developing countries. Millions have sub-standard diets. In addition, some people in the United States fail to have an adequate diet for one reason or another."¹ On February 19, 1981, a full day was devoted to the problem of world hunger at a seminar attended by 150 people on the New Mexico State University campus.

Prior to the arrival of speakers and guests for the conference, a Planning Committee at New Mexico State University deliberated frequently to structure a conference in which people from other universities, the state and local community and people from the University could take part with the support of Dr. Gerald W. Thomas, President of New Mexico State University and under the direct leadership and encouragement of Dr. Gerald Burke, Assistant Academic Vice President. The Planning Committee deliberated frequently in order to structure a conference format which would be interactive in nature and serve a broad and diverse group of people. The committee persons who served were as follows: Dr. Milton Snodgrass, Department of Agricultural Economics and Agricultural Business; Dr. George Abernathy, Department of Agricultural Engineering; Dr. Harold Bergsma, Department of Curriculum and Instruction; Dr. Gary Cunningham, Department of Biology; Dean Thomas Gale, College of Arts and Sciences; Dr. Mercedes Hoskins, Department of Home Economics; Dr. Kenneth Nowotny, Department of Economics; Dr. Neil Patrick, Center

¹Feather Gram, Vol. 22, No. 2, February 1981.

for International Programs; and Dr. Earl Ray, Department of Animal and Range Sciences.

The conference format included formal presentations from invited speakers spliced with discussion groups dealing with a number of demensions related to world problems. The discussion groups were as follows:

- Group 1. BIOLOGICAL
Led by Dr. Wayne Whitworth
NMSU, Dept. of Agronomy
- Group 2. ECOLOGICAL
Led by Dr. William Dick-Peddie
NMSU, Dept. of Biology
- Group 3. CULTURAL AND DEMOGRAPHIC
Led by Dr. Richard Helbock
NMSU, Dept. of Earth Sciences
- Group 4. ECONOMIC
Led by Dr. James Peach
NMSU, Dept. of Economics
- Group 5. NUTRITIONAL
Led by Dr. Vijay Bhalla
NMSU, Dept. of Home Economics
- Group 6. TECHNOLOGICAL
Led by Dr. John Hernandez
NMSU, Dept. of Civil Engineering

The invited guest speakers were Dr. Adele S. Simmons, President of Hampshire College in Amherst, Massachusetts and a member of the President's Commission on World Hunger; Dr. Elmer Kiehl, a member of the Board for International Food and Agricultural Development; and Dr. John Eriksson of the Agency for International Development.

Dr. Adele S. Simmons discussed some of the causes for world hunger and some prospects for alleviation of severe hunger problems. She

described the population growth spiral and its ultimate effect on available food sources, changing weather patterns and the impact on food production, land productivity and social changes which relate to the real earning capabilities of many in the world. She painted a picture which was complex and disturbing as related to world hunger. Some means of meeting the needs of the poor and hungry were outlined. She stressed the need for improved education, for greater articulation and cooperation between the private and public sectors of developing needy countries and the role that donor countries could play in this process, both in direct food assistance but more in the realm of application of research and technology to bring about means for improved food production.

Dr. Elmer Kiehl depicted the delicate balance which exists between burgeoning populations and limited physical resources to support this population. Programs which are instituted to help overcome world hunger should be of a nature which meet long range needs by means of carefully concerned developmental programs rather than being short-term in nature. The "brushfires" which occur will need attention; however, these immediate urgent needs must not become the central focus for planners. The need is to provide for avenues of growth in the world food supply. The reciprocal benefits of such planning will be beneficial to both recipient nations and donor nations. Global interdependence is a reality; the have and have-not nations reside as close neighbors on this globe. The extent to which planning can bring about improved means of population control, improved food production and better means of food distribution, will be the extent to which neighbor survival will become a reality.

Dr. John Eriksson stressed the need for self-help programs. Self-help programs in needy countries are enhanced by teaching, better application of research and extension services which have proved highly effective in the United States of America.

Discussion Groups

Twice during the day conference members attended study and discussion sessions. Each person was able to attend only two out of six provided. These group seminars were led by various experts from the university in the areas of: biological aspects of world hunger; ecological, cultural and demographic, economical, nutritional and technological aspects. Each group leader used a different approach to highlight the information to be presented and discussed. Generally, the groups were presented with information by means of lectures, slides, pictures and blackboard demonstration. Then the group participants were invited to ask questions about the material presented. In each group, university students were present from Dr. Snodgrass' Honors class 320 and these students were responsible for keeping track of the questions. Additionally, New Mexico State University Presidential Scholars were invited to participate. These and other students of the university added greatly to the success of the group sessions.

D. W. Francis summarized the results of these group sessions as follows: "The points presented included the following suggestions: currently, we can meet our needs provided several assumptions are made-- for example, proper weather and equitable distribution. There are multi-factor causes for our current situation and increasing food production won't solve the problem. Partial remedies may be counterproductive.

Each nation must be dealt with independently, and we must have assurances from nations involved that population growth will be reduced, food production will be increased with as low an energy usage as possible. We may have passed the carrying capacity for the world ecosystems. Other suggestions included land reform and rural development; changes in human institutions must be made through breakthroughs, using our current technology. Nutritional deficiencies were discussed along with how they could be overcome, keeping food customs of various countries in mind. The need for nutrition education was stressed. There is a lot of technology that developing countries are not ready for. Technicians should be used who have backgrounds that help them understand the needs of specific countries. Mechanization should not be forced upon a country. It should occur through a natural evolutionary process. In engineering, the big problem is to find instructors to teach people to do things in developing countries. This is almost impossible."

Since one of the prime objectives for the conference was to have participants discuss the problems of world hunger and raise questions about what are hopeful and profitable solutions, selections of such questions are presented here in the hope that future conferences can be structured to begin to find answers.

Nutritional Group (Leader, Dr. Vijay Bhalla, NMSU)

If populations grow unrestrained in certain countries is there ever a hope of really meeting the nutritional needs of these huge masses? How? If people reject certain foods because of their personal beliefs, i.e., don't eat meat, how can others help them? How can the common man best

be helped to change his diet to which he is accustomed and which, in fact, may be very low in nutritional value? Is it best to bring education about nutritional change into the homes in villages? Would school lunches help? What is cassava?

Cultural and Demographic Group (Leader, Dr. Richard Helbock, NMSU)

What are the major obstacles in solving world hunger problems? How is the type of government that a country has related to its control over population growth and its control over food production? Are the most densely populated areas of the world also the areas with the highest food production? If not, what are the implications of low production and high population density? Should there be more stringent public policy mandating that potentially arable land not be used for technological development, i.e., roads, factories, schools, etc. Is urbanization in less developed countries the answer to providing income to feed hungry people?

Ecological Group (Leader, Dr. William Dick-Peddie)

Is there justification to support the idea that technology exists, i.e., radiant energy applications, which if correctly applied could feed a population four or five times the size of the present population? Is there not danger in this kind of thinking when the present global population is already stressing available resources? Even though a few may have the technological know-how to theoretically expand the food base dramatically, is it not true that people must learn to utilize technology which makes such growth impossible?

Is it not really futile to solve the hunger problem until the population growth problem has first been solved? Does not improved distribution of food and health assistance actually stimulate population growth? Is it just to give aid on a conditional basis? Does this country have a moral obligation to try to prevent starvation? Is the "green revolution" and its supporting need for fertilizer, pesticides and machines to apply these--which require high energy consumption--a practical means of creating food production in energy-poor nations?

Technology Group (Leader, Dr. John Hernandez, NMSU)

What are the major problems in introducing new technology into a culture where such technology has not developed? How can sociological/political change be brought about so technological introduction of innovations is more easily accomplished? How feasible are programs of high technology which require long term management by the donor country when they are introduced into a developing country? How long can host countries accommodate "skilled outsiders?" Should there be appropriate technology curriculum in our universities? Do we in more developed countries have any obligation, or even right, to spread our technology to less developed countries?

Biological Group (Leader, Dr. Wayne Whitworth, NMSU)

How can urbanization continue, yet not do violence to available arable land for crop production? What are the problems of transplanting soil and crop management techniques developed for temperate regions to large areas of the tropics? Are the new crop varieties that are resistant to insect pests and crop diseases transportable to countries where conditions are different?

If water shortage is one of the most critical areas of need in the agricultural world, particularly in areas where rainfall is marginal, how can great agricultural change occur without this vital resource? Does it imply that food per se will need to continue to be transported in by donor countries? If inorganic fertilizers are absolutely necessary on a large scale for significant increase in world food production, and the food-short countries are often the fuel-short countries, what is the solution? It takes fuel and money to make fertilizer. How can short term economic needs, which create over-intensive farming, deforestation, over-grazing and accelerated erosion, be controlled? Who are the specialists who will bring about equitable food distribution?

Economic Group (Leader, Dr. James Peach)

Why is direct food aid sometimes the cause of lower agricultural production? Is it necessary to alter the distribution of income in order to solve world hunger? Who benefits from world hunger, and why? Is there a conflict between solving the problem of world hunger and solving the problems of economic development? Does the private sector have a role in solving the world food crisis? Is land reform necessary in developing nations in order to increase agricultural output?

It is apparent that conference members have asked questions with which concerned experts are struggling. The Presidential Commission on World Hunger speaks to most of these questions; in fact, asks the same questions in different forms. "The Commission believes that the rate at which the world economy grows during the next twenty years will make the

major difference between the possibility of better conditions of life or continuing misery for millions of people. It is imperative that policy makers in every nation search for all possible ways to further economic growth as the self-sustaining means of overcoming hunger."

ETHICAL ISSUES RELATING TO WORLD HUNGER

Panel Members

Dr. Gerald Thomas, President, N.M.S.U., Moderator
Dr. Elmer Kiehl, Executive Director, BIFAD
Dr. Adele Smith Simmons, President, Hampshire College
Mr. David Slagle, Farmer
Mr. Lamar Gadzama, Graduate Student from Nigeria

President Gerald Thomas:

Good morning. Welcome to the public seminar on World Hunger. Our breakfast program is also a part of the university's ongoing series of presidential breakfasts on values and ethics. We will be focusing this morning on ethical and moral issues that relate to the problems of world hunger with emphasis on individual responsibility. These breakfasts are planned by a joint committee representing the university and the community and religious leaders in the city. In the past, we have discussed subjects including genetics, genetic engineering, the role and responsibility of advertising, the freedom to die, justice in the judicial system, illegal aliens, energy, the family (villain or victim), and many other topics. I would like to invite you who are attending for the first time to join with us as we continue this series. This is an appropriate time in the history of our society to re-examine our own basic fundamental beliefs and the implications of what we do, from a value and ethical standpoint. On the particular topic for today we have assembled four distinguished panel members. Each of these panel members will speak briefly on some aspects of the ethical considerations of world hunger. A couple of them will be on the program later for more in depth presentations.

I would like to start out with the reading of a joint resolution of the U. S. Congress which was passed and appears in the Congressional Record on September 25, 1975. It is identified as House Resolution 393 and Senate Resolution 66 Combined. It speaks to the world hunger issue, and I would like to read a part of this resolution, ". . . resolve that

there is a sense in the Senate and House of Representatives that first, every person in this country and throughout the world has the right to food, the right to a nutritiously adequate diet, and that this right is henceforth to be recognized as a cornerstone of U. S. policy; and second, that this right become a fundamental point of reference in the formation of legislation and administrative decisions in areas such as trade, assistance, monetary reform, military spending and all other matters that bear on hunger. Concerning hunger in the United States, we seek to enroll on food assistance programs all who are in need, to improve those programs to insure that recipients receive an adequate diet, and to attain full employment and a floor of economic decency for everyone. And concerning global hunger, this country increase its assistance for self-help development among the world's poorest people, especially in countries most seriously affected by hunger. With particular emphasis on increasing food production among the world poor, development assistance and food assistance--including assistance given through private voluntary organizations--should increase over a period of years until such assistance has reached the target of one percent of our total national production, that is the GNP."

What are the facts? The facts are that the population is growing in many areas of the world, the population is growing faster than the food production potential. There is a related ecological principle which states in effect that all biological populations must eventually be controlled by habitat limitations. A second fact is that the world is changing, will continue to change, and that man is contributing to this

change. Man is also a part of geologic change and must adapt to certain natural and ecological principles. The fact is that world hunger exists and will likely increase in the next two decades. We have questions about the present immediate problems of those that are hungry--problems of supplying food aid directly to these people and problems about long-term development. In some cases there are conflicts between direct food aid and the ultimate objective of long-term development assistance so that these people can produce food for themselves. What are our individual responsibilities to respond to the increasing amount of hunger? Is hunger a basic human right? What is the role of the private long-term organizations? There are about 100 private voluntary organizations, according to the presidential report, that receive development assistance from the U. S. government. Does this change their approach? Does this dilute their efforts? Does it compromise their standards in approaching the world hunger problem from a private base? Should food be used as a weapon in international relationships? These are some of the questions that we will cover today. I am going to ask each member of the panel to comment briefly and then we will interact with the audience as has been our practice in the past. On my immediate right is Dr. Adele Simmons, President of Hampshire College in Amherst, Massachusetts, a member of the President's Commission on World Hunger. She will be introduced in more depth later. Dr. Simmons, we are very pleased that you could join with us. Dr. Elmer Kiehl, on my immediate left, is Executive Director of the Board for International Food and Agricultural Development with the Agency for International Development in the Department of State. Dr. Kiehl is now the staff person for that

board. As you know, I served on the first board under Title XII of the foreign assistance act on an appointment by President Ford. Mr. David Slagle on my far right is a farmer. He has a sincere interest in what happens in this part of the world. He raises pecans, some grains and other crops. He is very familiar with the viewpoint of the farmers in this area and will contribute in that regard. Last, but certainly not least, is Mr. Lamar Gadzama. Lamar is an international student from Nigeria. He received his bachelor's in Wildlife Management from New Mexico State University. I ran into Lamar in my travels in northern Nigeria where he and another of our students were in charge of a wildlife refuge near Lake Chad. He works in an area that is certainly suffering from refugee problems as the disturbances in Chad continue. He is a young man that knows full well what the problems are from the standpoint of a third world country. Lamar returned this year to work on a master's degree in agricultural economics. He is the type of individual that will contribute substantially to his country, and hopefully to the world, as he continues to work on various aspects of the world hunger problem. I am going to ask Dr. Simmons to speak first.

Dr. Simmons:

Thank you very much, President Thomas. It is a very special pleasure for me to be here. This is my first visit to southern New Mexico and I have greatly enjoyed the very brief time that I have been here. I must say that I am particularly impressed by the leadership that the University is taking in raising a series of important ethical questions with the community. World hunger is certainly one of the more important of these.

The Presidential Commission which was appointed in 1978 and completed its report in 1980 spoke very briefly about the ethical and moral questions raised by world hunger. We all agreed that we have a moral obligation to do what we can to eliminate hunger, malnutrition, starvation in the world. There is no question about that. We were not sure, however, whether large numbers of Americans were so committed and would be willing to make the kinds of sacrifices and the kinds of efforts that are needed to eliminate world hunger.

Rather than talk about the right to food which President Thomas has already spoken about, and which I know others here will talk about, I would like to focus on one particular aspect of the ethical questions of world hunger that the Commission discussed but did not really address in its report. It reflected a concern of many commissioners and in particular the concern of Jean Mayer, the president of Tufts University and a well known nutritionist. That is the use of hunger as a weapon in time of war. The destruction of enemy crops is perhaps as old as war itself. The Philistine crops were destroyed in the 12th century B.C. by Israelites, and I am sure there is also recorded evidence of crop destruction throughout the world even before this time. We all know that the Spartans destroyed Athenian crops in their efforts to conquer Athens. Perhaps Genghis Khan was the best known for his virtually ruthless destruction of crops, livestock, everything that came in his path. George Washington destroyed the crops of the Iroquois ruthlessly. The subjugation of the Indians in this country is another example of the ways in which crops were used to deprive the people of their livelihood and to bring them

to defeat. There is a quote by General Sheridan, one of our great Union generals, that's very interesting because I think the issue may not be as cut and dried and as easy as lots of us would like to believe. The quote brings out the complexity of the use of crop destruction, hunger, starvation as a weapon in time of war. Sheridan said, "I do not hold war to mean that lines of men shall engage each other in battle and material interest be ignored. This is a duel in which one combatant seeks the other's life. War means much more and is far worse than this. Those who rest at home in peace and plenty see but little of the horrors attending such a duel and even grow indifferent to them as the struggle goes on, contenting themselves with encouraging all who are able-bodied to enlist in the cause to fill up the shattered ranks as death sends them. It is another matter, however, when deprivation and suffering are brought to their own doors. Then the case appears much graver, for the loss of property weighs heavy with most mankind; heavier often than the sacrifices made on the field of battle. Death is popularly considered the maximum punishment in war but it is not. The reduction to poverty brings prayers for peace more surely and more quickly than does the destruction of human life, as the selfishness of man has demonstrated in more than one great conflict." That is a pretty provocative statement. Most recently we have seen the U. S. policy was to deny food, rice, cereals, and broadleaf crops to Vietcong and Vietcong sympathizers to weaken their strength. What was the result? For every one Vietcong military person who was deprived of food, 100 Vietnamese civilians were deprived of food. We destroyed 1.6 million annual diets from the air alone. This does not

even refer to the ground destruction in which we engaged. The destruction of crops in Vietnam led to drastic civilian shortages and actual starvation, particularly in the central highlands. Some of the statistics about the Vietnam war are averaged across the nation and the countryside, and therefore do not reflect the very intense concentration of the crop destruction of the central highlands and the extraordinary suffering in that area. As we look back on the war, our own military has determined that the impact of this destruction on the Vietcong itself was, quote, "insignificant at best". This must raise questions about whether it was all worth it. I don't think there are easy answers to these questions. There are not easy answers to many ethical issues, but I simply raise for you the problems and impact. What happens when we do begin to use food as a weapon and at time of war?

Dr. Kiehl:

Thank you very much, President Thomas. It is really great to be here and I congratulate you and this University for really bringing up these ethical issues in development. These are indeed complex and I won't duplicate what Dr. Simmons has already indicated, but let me just take off on a few if I might. What is the difference between individual and collective responsibility in these issues? What are the ethical issues on trade expansion that gets involved in these sorts of issues? What about the security issues? You know we support foreign assistance activity in part on security grounds and on national stability in the world. I am reminded very quickly that the Title XII legislation is loaded with ethical value systems. Let me give you the title of Title XII: Famine

Prevention and Freedom from Hunger. You know we have to remind ourselves on this and go through this whole piece of legislation. It is in there, and we tend to forget it. Our staff, I am sure, tend to forget it in their daily work.

I think an ethical system, or an ethical structure, is needed to support those persons that do engage in international development system work. The work in the field requires an ethical support system to keep them going. Does it not? Another question that is currently being discussed on many other campuses is, What are the ethical issues related to the debate going on in the university campuses relating to how the peer review system within departments looks upon those faculty members that do engage in technical assistance activities? Have you thought about that? In other words, do faculty participating in international assistance work get equitable consideration for promotion in tenure. What right do some faculty members have to consider and deprive others who want to engage in this whole activity? I merely raise this without any answers. A third question of concern in the agency, and in all of our institutions, is in regard to benefit-cost analysis. You know that every project we do is subjected to benefit-cost analysis. Have we put into those equations sufficient parameters relating to the ethical issues, relating to the ultimate success or failure in these kinds of considerations? I thought that these might stimulate some discussions.

President Thomas:

Thank you very much. Now let's hear from Lamar Gadzama.

Lamar Gadzama:

Thank you very much, President Thomas. I am not a specialist on world hunger but I have some certain impressions concerning Africa in particular. People in the audience may ask what we are trying to do about this hunger in our own countries. How are we solving the problem? I cannot give you generally what all the African nations are doing to fight hunger but I can give you a few comments about Nigeria. We don't have the programs you have here to fight world hunger because we cannot afford them. In Nigeria, for example, we have some programs which indicate our concern for hunger in our country. One of these is helping the farmers to grow more food. The Nigerian government provides farm equipment and fertilizers at very subsidized prices. Then, also, we have some agricultural development banks which provide long-term credit for farmers. The government also has some retail cooperative stores which sell some food at a very low price for everybody, which indicates that the government is worried about the people's hunger.

A second point I want to mention is the legacy inherited by all the formerly colonized African nations. Nigeria was colonized by the British people and we got our independence in 1960. Before 1960, all agricultural specialists were British. Even our rulers were British. When they left, they took most of the technologies with them which means that we had to start from scratch. So I think the colonized African nations have the right of having help in tackling world food hunger. Another thing I want to mention is the nature of the way in which assistance is given. There should be no strings attached to aid because this creates instability in

developing nations. For example, giving us rice with the provision that we must adapt your agricultural system or your fighter planes. I think if hunger is to be considered a world problem, there should be no strings attached to the help given by developed nations. A second part of this is that food should not be used as a political weapon. African nations, as you know, are just starting to grow up and there is a lot of instability in the government system or political system. Thank you.

Mr. Slagle:

Thank you, President Thomas. I appreciate this presentation being informal. I will do the best that I can to bring a farmer's point of view to the discussion. I am relatively new to farming. I have been here ten years and came from a career in engineering, and therefore I feel like I bring into farming an outside view as well as an inside view. I have been thinking about what really characterizes the farmers in this valley. I feel that the three words that bring to mind the characteristics that are important to this global problem of hunger are mechanics, awareness, and a sense of community. The farmers in this valley, I believe, all feel a strong sense of community in the sense that what they do is out where people can see it and they depend on their neighbors. There has to be an ongoing interaction between the farmers and the community. This sense of community is something that is no longer just limited to a little valley or a township or a state. It is definitely global. A farmer gets up in the morning and one of the first things he may do is to turn on the television and see the satellite view of the weather patterns all over the world. He is interested in this. When he stands

looking up at the sky, seeing some clouds move rapidly, I don't think he can avoid knowing how interactive all things are as he realizes that there is some rain falling in California and soon it will be taking place in his valley. We are no longer isolated. There is no way that we can act as if we were. It is a daily experience to be very broad in interest and perspective. This expands to the idea of the mechanics of farming, the marketing, the involvement of farmers with each other and with the people that assist in taking what the farmer produces to the consumer. All of this is very broad. We wait for a fertilizer car over here on the siding and realize that it is all stacked up behind a bunch of other cars going to Mexico with grain. Everything that is happening is very international and very global, and yet the farmer is very aware that there is definitely a mechanical involvement as one thing is attached to the other. There is no way to separate it out and guide it from one particular corner. It is all interacting. It is all based on something that has been started and will continue to go under its own inertia and be guided by the individual's energy within the community. Each farmer I see is in a situation where a network seems to be a point of basis for a lot of the energy that a farmer puts into the development of agriculture. It is not a centralized system. It is each individual contributing and interacting and taking part in an over-all thing. This means a great deal of strength. You can remove part of it and the whole system continues to move, and yet it brings it down to individual responsibility. There is no way that you can be involved in agriculture and say that a certain group of people are the ones that are really running it and we can blame

them or encourage them or go through them in order to get things happening. If we want to be agriculturally viable and be in a position to contribute globally, we all are going to be finding ourselves taking responsibility for the vitality of the industry.

Finally, I think the idea of awareness is very much a part of this world hunger situation. It is a part of the ethical aspect, and it is something again that the farmer brings to his life on a daily basis. He is aware of the coming weather system even before a lot of the people surrounding him that have to work in offices have begun to notice. They will listen to a radio weather report. The farmer is seeing the clouds move and seeing the sky change and realizing that in one or two days something different is going to be happening. It is a matter of sensitivity. The same thing is true of his involvement with plants. When I was a mechanical engineer before coming to agriculture, I was able to pretty much understand what it was that I was to do within a year's time. It took at least five years to acquire the sensitivity and awareness that I needed to become a half-way decent farmer. This is because you have to live with the system. The ecological system requires farmers to have a sixth level of awareness, with your senses all integrating and providing yourself with a kind of intuition. I think that we all can benefit from the sense of intuition that gives us an insight into the global situation. We cannot wait until it is reported to us on the news before taking action. It is important to feel something coming and begin to act and prepare at that level. Sometimes it is not comfortable to be aware with this degree of sensitivity; however, I think that it is necessary because

we all essentially come from agricultural backgrounds from one generation or another. I would like to see that we involve the sense of community, the mechanics of global interaction, and put energy and enthusiasm into a growing awareness. Thank you.

President Thomas:

Thank you very much. No member of the panel has spoken to President Reagan's message last night. I have the headlines from the Los Angeles Times of a few days ago which indicates that substantial cuts will be made in foreign aid. All of us who have been involved in international assistance are very critical of how the United States is spending its money and we recognize that substantial cuts can and must be made. At the same time we are concerned about how these will ~~shape~~ up and how they will impact on the developing nations as well as the developed nations of the world. I would like to ask the panel members, before we get into the audience participation, what they know about the new thrust of the Reagan administration toward world hunger and what we can expect in the near future about this. We will have a discussion on this topic from our representative of AID later on this afternoon, but would the panel members care to comment on this. Dr. Simmons?

Dr. Simmons:

I don't want to get too much into what I might be saying later. I think that we are just seeing the beginning to the debate within the Reagan administration. I personally saw the memorandum that David Stockman wrote about our commitments to international development assistance and was appalled by it. Alexander Haig shares that sense. My own view is

that Haig will be under substantial pressure, particularly from the European leaders, for the United States to maintain if not increase its current commitment to AID. As you probably know, we now rank fifteenth among the seventeen industrial nations in terms of percentage of GNP we give to development assistance. While our total dollar value of giving is larger than most countries, our per capita income is also substantially larger so when you put us on a per capita ranking, we are very near the bottom. We have now declined from 2.7 percent of our GNP for aid to 0.2 percent so we are in a declining trend. I am not quite ready to give up on the Reagan administration in foreign aid, in part because I do think that Haig understands its real importance in the total international complex of things.

President Thomas:

Lamar, would you like to comment on third world countries' concern about new world directions? I am asking Mr. Gadzama if he has any feel for the concern of the third world countries about the possible change in U. S. policy as it relates to international development assistance.

Mr. Gadzama:

We just hope that Reagan will not reduce the American assistance to the third world countries. During Carter's time I think that a lot of developing countries have had great help, and still do, in the form of either direct assistance with food or trade or manpower. I hope Reagan will maintain that type of relationship with the developing nations. I cannot say much because this is political.

President Thomas:

Dr. Kiehl?

Dr. Kiehl:

Yes indeed, it is political. In the last few weeks as I observe what is going on, I can assure you that the debate is very intense at the moment. A lot of papers are being prepared. If I were guessing at the moment, I expect this will be revealed in a few weeks. There will likely be a shift in emphasis among regions of the world. I think the African region will be looked at more. I think the Caribbean and Latin America will be looked at again more intensively. These are things that are coming through. I think also there is less of a quick-fix type of solution being recognized in the debate. In other words, there is more of a feeling now that assistance requires long-term commitment compared with the views three or four years ago. This gives us some hope in terms of Title XII orientation which says that we must be involved in long-term committed technical assistance programs. I feel a comfort about that. The problem with this long-term is that it requires time and diligent and difficult work to increase the food capacity of nations. The real question is whether there is enough time for us if you look at the real hard problems in the LDC's. Can we do it in 10 or 20 years, or will it take 30 or 40 years? There is a debate between the quick-fix approach and the longer-term view.

President Thomas:

Thank you very much. Does the audience have questions for the panel members that relate specifically to ethical issues?

Question:

How are the churches viewing the ethical issues of world hunger as they relate to population growth, and more specifically, are the views of the Pope helpful?

Dr. Simmons:

You are right that the Pope is not a great deal of help at this time. However, he has a lot of subversives working out in the field who I think don't quite support his doctrine as directly as he would like. The Commission spent a fair amount of time on the population question. We felt that we should not devote a lot of pages and a lot of emphasis to it. Not because it was not an important problem, but because there had already been very significant work done at the Presidential Commission level dealing with the population problem. My own feeling is that we need to continue with our efforts of education and family planning in our own country and in other countries, but the real curb on population growth comes with an end to poverty. With the chance that three out of your four children might survive instead of one out of four, one has fewer children. When the opportunities of providing your children with a real education and a better environment increase with increased income, one has fewer children. I think perhaps the greatest contribution we can make to the whole effort of population control is to develop and encourage self-reliant food systems and a diminishing of poverty throughout the world.

Question:

Does assistance effort really reach the people who need it in the receiving country?

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This is a problem, and you may recall that a new mandate of the Congress in 1973 related to this issue and steps were taken to try to assure that the poorest people were reached. In most cases, these are the small scale peasant farmers. You are dealing within political and economic systems in recipient countries that make it very difficult to be assured that the activities you engage in benefit the poor farmers. The problem we have, say in the Title XII legislation related to educational programs and institutions, is how do we resolve these questions. When we establish an institution or system, do those benefits that the institution will provide to that country redound to the benefit of the small farmer? This is a very difficult problem and most of it has to be resolved within the country itself. Most of the technology we take over there is neutral with respect to size; a good variety of seeds, and that sort of thing. It is what happens internally within that country that is important, and that is the most difficult part of the development process.

President Thomas:

In order to reach the poorest of the poor we must put more emphasis on institution building within the countries. In other words, we must build education, research and technology transfer and adaptation programs so that we can get information to the farmers and build an infrastructure in the countries to do this. Some of the interpretations of reaching the poorest of the poor result in what you might call direct welfare services and, in some cases, the result does not directly help those people build a right kind of base to help themselves. This is a continuing debate.

It is an ethical issue and a very serious one. I do not think the American international development community has settled the issue at all. I see coming out of the new administration some comments about this and perhaps some new approaches to it. I know in the case of my experiences in Africa, I was very encouraged to find that in those countries where we had put emphasis on training and educational programs, those countries, I think, were better off than those where we bypassed the infrastructure and tried to deliver direct technical assistance to poor farmers. The role of the PVO (private voluntary organizations) in regard to this issue has to be different than the role of government, and the PVO's do work more directly with the people out in the field but they still cannot solve the larger problem of building institutions within the countries.

Question:

Mr. Gadzama, you said that there should be no strings attached when the U.S. gives technical assistance. Why shouldn't we insist that the people who need the food will get it?

Lamar Gadzama:

Will, I didn't mean that one. What I meant is, if you are going to delegate the distribution of the food in the country that is quite good. I was referring to a situation where the United States, for example, sends rice to Nigeria and then you enforce some certain political attachments to it--say agreements on the exchange of this food. Or let us say Russia sends rice to Nigeria and says "You will buy Russian-made

arms or adopt internal policies consistent with Russian interests."

My point is that the strings attached to assistance can bring internal instability that undermines reaching the goal of the assistance in the first place.

President Thomas:

These are very complicated issues and there is no simple solution to them. The purpose of the breakfast is not to provide value judgments for the people but to raise issues so that you will be thinking about them and arrive at your own approach in addressing your individual responsibilities through your community, church and so on. All of these questions have been touching on very important ethical issues. A former member of the panel here hinted on something as far as the American agricultural industry is concerned. They have raised some questions about India, for example. At the time that India was receiving substantial international development assistance in the form of food, Indian farmers were producing and selling cotton in competition with American farmers. That was the only way they could generate international exchange money to buy other things, and they could produce cotton easier than they could produce food. So they were producing cotton on areas that could produce food in order to gain international exchange. You see these kinds of interactions all of the time, and it involves decisions made by the local government beyond our control. We can tie certain strings to international development assistance. At one time international development and food assistance had to have a national defense tie. We were finally successful over many years in separating food and

development assistance from our national defense objectives. I am hoping we will not move back to increase that tie again, although the U.S. has to be concerned about what they do internationally. Congress has declared that we have a responsibility to overcoming world hunger almost regardless of the political and international situation. I think that Dr. Simmons spoke to this. Food will be used increasingly as a technique for international relations but food as a weapon goes a little bit too far in this direction. Are there any other questions?

Question:

Dr. Simmons, is the role of women in agricultural development being recognized, and do they have opportunity in training programs?

Dr. Simmons:

I think the effectiveness of our ability to work with women in these countries depends a lot on the national leadership within the countries themselves. I think, too, that we sometimes reach easy answers about the importance of relieving women from a lot of their work in the fields. We did a study of Tanzanian farm families in northern Tanzania and discovered that once a farm family gained a small amount of income, the wife was taken out of the fields and put into the home. Her involvement in decision making--about how money within the family would be allocated, what kinds of crops would be planted, how the income received from the crops would be distributed--declined dramatically. Her ability to really participate in the family was limited. Now, obviously, this was in an Arab culture where the role of women is more problematical

than any of the others, so the whole role of women is enormously complicated. It was certainly, with my own traditional views, a bit of a shock for me to realize that a little income made life worse for these people rather than better in some ways. Back to the training level, I think that in Kenya, for example, there are some very exciting training programs for women. Women have organized self-help groups that have been enormously effective and I think, hopefully, we have to work with those countries that are really willing and able to participate themselves in improving the role of women.

Question:

How does the Russian grain embargo policy relate to the world hunger situation?

Dr. Simmons:

I would say that is a very good question. Why do we continue the Soviet grain embargo when it hurts both the people of the Soviet Union and obviously hurts our own farmers? I think it is important that in making the decision to impose the grain embargo, Carter did determine that it would not cause starvation. It would cause a fair amount of inconvenience and higher food prices in the Soviet Union but it would not lead to serious hunger problems in the Soviet Union. I still disagree with the whole policy, so I really cannot answer your question.

President Thomas:

Thank you all very much for coming this morning. Dr. Snogross is going to make a few comments about the program for the rest of the

day. May I extend at this time my special thanks to members of the panel and to the planning committee for the conference?

Dr. Snodgrass:

Thank you, President Thomas. On behalf of the local planning committee I would certainly like to welcome you and say how much we appreciate your participation in our day's activities. Our general sessions will be in the other part of the ballrooms. The discussion groups include: the nutritional group led by Dr. Bhalla, the cultural and demographic group led by Dr. Helbock, the ecological group led by Dr. Dick-Peddie, the technological group led by Dr. Hernandez. The biological group will be led by Dr. Whitworth from the Agronomy Department, and the economic group will be led by Dr. Peach. I would like at this time to give recognition to the members of the planning committee who are here: Dr. Abernathy of the Agricultural Engineering Department; Dr. Bergsma, Department of Curricula and Instruction; Dr. Gary Cunningham, Department of Biology; Dean Thomas Gale, College of Arts and Science; Dr. Hoskins, Department of Home Economics; Dr. Kenneth Nowotny, Department of Economics; Dr. Neil Patrick, Center for International Programs; and Dr. Earl Ray, Department of Animal and Range Science. I would also like to recognize two student groups who are here with us this morning. I believe there are a few members of the President's Associate Scholarship recipients. A second group are the members of an Honors Seminar class where we are studying world food problems for a whole semester. Thank you.

PRESENTORS

Dr. Adele Smith Simmons

Dr. Elmer Kiehl

Dr. John Eriksson

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I was asked to speak to you today about the Hunger Commission, what it was and how it worked, what it recommended and what the future might be. As the 1980 election moved nearer a few years ago, President Carter was looking for an issue that he thought could unite the American people in a common concern. Being a man of deep humanitarian concerns, world hunger seemed an important and appropriate issue to put in that category. His concern was generated or at least strengthened by two people, one of them the singer John Denver and the other, the singer Harry Chapin. A number of congressmen and other influential people also encouraged Carter to pursue his interest in world hunger, and urged him to appoint a presidential commission to make recommendations about the role of the United States in alleviating world hunger. This commission was to be different from most, which, as you know end up only producing reports before disbanding. These reports are filed and do little more than gather dust. Ours was to be a two year commission. We were to write our report in the first year and spend the second year implementing that report. This was a novel and practical idea. Unfortunately, it took us two years to write what was a fairly simple and straight forward report. Consequently, we lost that year of implementation and we never took advantage of the visibility that people like Harry Chapin and John Denver could bring to an ongoing commission raising the awareness of the American people in the matter of world hunger.

Who served on the commission? There were two people from the House, two people from the Senate, one Democrat and one Republican each. There were seven academics, of which five had real experience with development assistance or hunger related questions. Two were nutritionists; two were well known development economists. The group included one representative of private voluntary organizations, Gene Stockwell, who was head of the World Council of Churches. There were three representatives from agri-business including one peanut farmer from Georgia.

There were two women, Bess Myerson and myself. Sol Linowitz, who is known for negotiating the Panama Canal Treaty through the Senate was appointed Chairman of the Commission.

What did we do? We began by defining the problem and talking about the 800,000,000 people today who are starving or suffering from malnutrition. We talked about why it was important for the United States to care about world hunger and discussed questions from the humanitarian issues we mentioned this morning to questions of national security. Defining the problem and the meaning of hunger may be best done by the people who themselves are hungry. I would like to read to you a poem by an Indian that we used in the report,

Decide mother who goes without.
Is it Rama the strongest
Or Baca the weakest
Who may not need it much longer
Or perhaps Sita
Who may be expendable?
Decide mother,
Kill a part of yourself
As you resolve the dilemma.
Decide, mother, decide and hate.

These are the kinds of choices that people are now having to make. These are choices that we should not ask anyone to make given the resources that are available to us in this world.

In talking about hunger, the Commission tried to make a distinction between the kind of assistance that is required for an emergency situation, (an earthquake, a flood, even a famine or perhaps even the emergency generated by war) and chronic hunger, the kind of continuing hunger and malnutrition that exists in many lower income and very poor countries today. The Commission focused on chronic hunger and concluded that the central cause of such hunger was poverty - the lack of land for growing food or money to buy food. These lacks are caused by inequitable distribution of resources and income among countries and within countries. We found that current trends lead to a greater concentration of resources among rich nations and within nations among rich people. Income redistribution is not

proceeding as many of might think or hope.

We also talked about low productivity and its causes. Why is it that in developing countries the average production of rice per hectare is 1.5 tons while in developed countries we are producing 5.5 tons per hectare per year? What leads to these differences and how can the United States help to bring about change? We talked about land holding patterns that tend to discourage productivity and the extent to which absentee landlords and the systems of land tenure do not encourage the people who are actually working the land to increase their productivity. Many of us had hoped that by simply increasing the total wealth of a country, everybody would benefit, but we learned in the 1960's that the trickle down approach to development doesn't work. We now have a commitment to what we call equitable economic growth. This is reflected in the basic human needs approach that is a centerpiece of the New Directions AID Policy. The goal of this policy is self reliance. The Commission concluded that given reasonable population growth and a concentration of energies and resources, we do have the capacity to produce enough food to feed people but we must be prepared to redistribute our resources and to focus our energies more directly on the question of food production than we have in the past. We made a distinction between the needs of what I call middle income developing countries and the very, very poor ones like Bangladesh. The kinds of things that we can do for each must differ. We need a country by country approach for solving problems. Bangladesh will need direct food assistance in the foreseeable future. Other countries can be encouraged to grow much of their own food and be less dependent upon imports.

We argued a lot about how best to help the small farmer. Do you help the small farmer by putting in a massive irrigation system that also helps the large farmer, or do you help the small farmer in a much more direct way? I felt that the one way to answer that question was to do what we can do best. What are the abilities and strengths of the United States and what can we do that is most

effective? In the last decade the United States has learned that we are not very effective at sitting in Washington and helping somebody in a tiny little village in the middle of nowhere. We do a better job of helping governments develop infrastructure such as roads and electrical projects. We can help supply seed and fertilizer, which then has to be distributed by local people.

The Commission explored the role of the United States vis-a-vis the local governments. How much should we say, "We don't like the way you are distributing your resources." Mr. McNamara said this to Brazil when he saw the World Bank data that showed the rich were getting richer and the poor in the Amazon Basin were continuing to starve and to suffer. The United States has already said to some countries that we were not going to supply aid because we do not like the way the country votes in the United Nations. If we are going to take such a political position, maybe we should look harder at some of the moral and human rights questions that President Carter has been raising.

Another dilemma the Commission discussed related to priorities within our own budget. McNamara himself pointed to the most dramatic area of trade-offs of which all of us must be aware, when he observed, "Public expenditures on weapons research and development now approach 30 billion dollars a year and mobilize the talents of half a million scientists and engineers throughout the world. That is a greater research effort than is devoted to any other activity on earth and it consumes more public research money than is spent on the problems of energy, education, and food combined." Are those the kinds of priorities that we want to have in this country? What about the space program? Consider the number of scientists and the amount of effort that it took to get those satellites up into space. What would have happened if some of that energy and effort had been devoted to food? We will never know the answers but these are questions that have to be addressed.

In talking about how the U.S. itself might specifically deal with the problems of world hunger, the Commission dealt with four areas. The first was trade and

debt. The second was the role of the multi-national corporations. The third was world food security, and the fourth was U.S. development assistance itself. I will simply review very briefly some of the questions that we raised in each of these areas and then conclude with some of my own thoughts about the future.

We all agreed that the trade fosters economic growth and development and that it was certainly desirable for more countries to have export earnings that more or less are in balance with the money that they are expending for imports. This means we should encourage the development of local industries in many countries. It means looking at our own trade policies and restrictions to see how we prohibit and discourage the development of self-reliance in these countries through trade barriers. We felt that it would be an enormous benefit to many countries if we could stabilize the prices for some raw materials. As most of you know, we have international agreements that cover coffee, sugar, tin, cocoa, and rubber but we have no international agreements that now cover tea, cotton, jute, sisal, and copper commodities that are enormously important to many developing countries. We must be prepared to reduce our tariffs on manufactured goods from some of these countries and make most of your commitments to such policies. It is difficult for other countries to deal with us when one year we do one thing and the next year we do something quite different. They are counting on us for some kind of stability in prices and tariffs. As one developing country official said, "I don't care what you do, but just do the same thing for five years."

The Commission also considered the question of debt and the debt service that many developing countries are paying. This problem has received a fair amount of national attention already and will continue to receive such attention. We did recommend that the dollars that are owed to us by some of these countries for debt service be forgiven and the money used for encouraging local development.

The role of the corporations generated the most controversy on the Commission. We began our work at the time the Nestle's infant food controversy was of wide

concern. Most of you are aware of the fact that Nestle's for awhile was what we call "pushing" infant formula, not simply making it available to women in poor countries who were unable to nurse their children but through their advertising campaigns and through the use of sales people who were dressed in a manner that made them look exactly like nurses, the company was suggesting that the use of Nestle's infant formula is better than breast milk. Most of you know that breast milk helps to develop immunities in children and that it is free. Promoting infant formula encourages poor people to spend scarce money to buy the formula. Moreover, the use of bottles, nipples, and water to mix with the formula provide numerous opportunities for the introduction of germs and disease to babies. Breast milk is not only better and cheaper, it is safer. Nestle's allegedly is now altering its advertising campaign so that it is no longer encouraging women to use formula who do not have to use it. The Nestle's question was much on the minds of the Commissioners as we really talked about corporations and what they could do to help. The Commission finally agreed that the countries themselves should make decisions about whether they want to involve multi-national corporations in their development. We should not make these decisions. The United States, however, should help these countries become aware of the problems as well as the advantages of different levels of corporate involvement. Countries need to be clearer about the areas in which multi-national corporations can be a real assistance to them - such as in food processing, the sale of fertilizer, and distribution of seeds. Then of course we need to recognize the role of corporations in building some of the very large infrastructure projects that are desperately needed. For example, the control of the Indus River is going to involve large and skilled construction companies.

The Commission believed that the corporations could be more effective in poor and middle income countries than in the very, very poor countries. There is not much they can do in Bangladesh, but in Brazil and other similar countries, they could have a very real role. We also deplored the fact that many small

companies that are better suited to work in developing countries, have neither the people who can speak the foreign language, nor the investment capital to become involved in developing countries. Finally, we listed a series of questions that we felt that any country should ask in making decisions about whether they wanted to engage multi-national corporations in their development effort. If a country does involve corporations then it has to think about the climate the corporations need in order to work effectively. We supported the efforts of the United Nations to try to prescribe standards that would govern not only U.S. companies but all companies in their work in developing countries.

The third area that I mentioned was world food security. No matter how much food can be produced throughout the world and the countries themselves, we must be prepared for crisis. We must have adequate grain reserves available to respond to famine and short-term crisis. Right now there are three ways in which we assist with these reserves. The 1977 Farm Act provides for the development of farmer owned reserves which are released under certain conditions of pricing. We made recommendations about changing these price release mechanisms and increasing the farmer owned reserves in this country. As most of you know, Public Law 480 is our major form of assistance to developing countries, but the amount of wheat available to go to developing countries under PL-480 is related to our own crop production. One year we are trying to get rid of surplus wheat and the next year we are trying to hang on to it. The Commission felt that if we had some kind of a reserve for the PL-480 supply itself we might be able to stabilize the amount of wheat available through PL-480. We also thought that it was important to press quickly for an international agreement in the area of wheat.

The Hunger Commission report talked most extensively about the fourth area; i.e. the role of development assistance and particularly AID. The report itself

goes into great detail. I will summarize some of the highlights. None of us on the Commission were very proud of the fact that the United States ranks fifteenth in terms of per capita GNP that is given to development assistance by seventeen industrial nations. If we don't watch out, we can be at the bottom. The United Nations has set a goal for each country to give 0.7% of its GNP for development assistance. When the Hunger Commission report was written, the United States was giving 0.27% of its GNP. We have now dropped to 0.2% so we are declining. This is a disgraceful record and one that does not suit us for much leadership. The Commission's recommendations focused on increasing our levels of assistance and improving the effectiveness of our assistance. We advocated self-reliance and the support of the new directions policies that were established by Congress but that have not been implemented in some areas. The Commission believes that the U.S. can train people to work in local countries to develop self-reliance food systems, and it supported the implementation of land reform in many countries. We advocated channelling assistance through multi-lateral organizations that are also trying to encourage land reform. We felt that the PL-480 AID Program needed to be revised and reviewed so that it would have less of a political focus and so that multi-year commitments would be possible. For example, if you look at the percentage of our aid that goes to Egypt and Israel and indeed subtract that from our total, we would certainly be at the bottom of all industrial nations. The Camp David agreements included enormous commitments of just straight development assistance to Egypt and Israel that are all out of proportion with what those countries should get by any kind of normal objective consideration given the rest of our policies. Is this the way in which we want our AID to be given?

Coordination of our development programs is also a problem. Those of us who went over to the FAO to meet with officials there heard again and again about the problems of dealing with the Treasury, the State Department, people within AID,

the Department of Agriculture, and six other organizations that are all one way or another involved with the development, with giving AID. It is enormously confusing for someone from a foreign country to even deal with our government. In an effort to simplify the process, President Carter created an organization called the International Development and Cooperation Agency (IDCA). Whether President Reagan will continue to coordinate our development assistance efforts through one organization or not remains very much in doubt.

The Commission identified a few problems that we could deal with right away. Some people still become blind because of vitamin A deficiency. This is inexcusable. We know what to do, and like small pox, we should be able to eliminate it. We talked about disaster relief. Most of you know now that the current major refugee problem is in Somalia. There are about 60 million people in all of Africa who are malnourished or starving. Somalia now has a population of about 5 million -- 3-1/2 of the 5 million are Somali who have lived there for many generations. One and a half million are refugees. More than one in four people living in Somalia are refugees. What is impressive is that right now 25% of the total Somali budget is going to refugee assistance. Refugees are coming into Somalia at the rate of about 3,000 a day. About one million of those refugees are now living in 32 camps and the Somali people themselves have taken a half million refugees into their own homes, an extraordinary commitment on the part of a nation that has refugees that it didn't ask for.

Finally the Commission considered about domestic hunger. None of us were happy with the report that simply said that there are no problems at home. While enormous progress has been made in this country there are still problems. The Commission made recommendations about alleviating pockets of hunger and malnutrition as well as "over nutrition" that exists in our country.

After spending two years under the Carter administration working on problems of world hunger for a President who had an enormous personal commitment to the issue, it is discouraging to look ahead. The prospects of greater help both for the malnourished in the U.S. and in the world for the next four or eight years are bleak. My uneasiness arises both from the direction of the new administration's policies and from the mood that produced the Reagan victory.

At the domestic level we the educated and secure, the white and well housed, are preparing ourselves for a period of hardship and austerity. While we can survive such a period it is the poor who risk ruin. In a period of retrenchment at home our policies in behalf of the poor abroad will inevitably lead to a reduction from the already shamefully low levels of support.

As a historian and a social scientist, I am struck by the sharp impression the return of the hostages made on our national consciousness. As an American and a human being, I was touched but I was also taken by the extent to which I feel that we all very easily began to develop a sense of a need to feel that America was the best and the greatest; a kind of cultural arrogances whose counterpart is xenophobia and a lack of caring, mutual respect, or understanding for others. In all the conversations I have had about the hostages, very few people have more than a passing mention of the Algerians and the extraordinary role they played in reaching that agreement. Americans have a great deal of difficulty in recognizing and understanding what it means to live in an interdependent world. To survive in this world we must understand that we must avoid that kind of cultural arrogance that generates hate and bitterness; we must avoid a self righteousness through which we separate ourselves from others and assume that we have the answers for other people.

A quarter of the world's population suffers from the effects of malnutrition and it is impossible to combat hunger in a world polarized by international

tension. Take for example the corner of the earth likely to be the first setting for escalated conflict between the United States and our ostensible enemies. In El Salvador, as of three years ago, the average daily consumption of calories was roughly 2/3 the minimum recommended by the World Health Organization. If one remembers the extreme range of levels of nutrition upon which that sober average is based, it is clear that the people in El Salvador are among the hungry. Of course, most of them are not precisely starving to death, but it is that kind of chronic malnutrition that I was talking about earlier. They are starving through their way of life. Inequities of distribution of land and calories in that tiny crowded land are appalling. It is not my purpose here--nor do I feel equipped--to second guess the actions taken by the United States regarding El Salvador over the last three years. Rather, I want to offer it as an example of the cost that the poor and undernourished bear when the great powers flex their muscles and wage proxy wars on the soil of foreign nations.

In my work as a commissioner and in the course of countless meetings with Americans concerned with hunger, I have been increasingly persuaded that we as a nation have an extraordinary potential to make a difference. We have the resources to help to end world hunger, the question is do we as a people care enough? And do we have the ability to see that our national security depends more on the ending of poverty throughout the world than on one more sophisticated weapons system? It is the answer to these questions that will define our role in the coming years in the struggle to end world hunger.

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WORLD HUNGER: CHALLENGES AND INVOLVEMENT¹

There is little need for me to detail the challenge of world hunger before this distinguished audience. You are familiar with the literature. You have read the documentation from many sources--official as well as others. You have pondered, no doubt, about the simplistic solutions offered by the single issue proponents; you have wondered about the prescriptions which have been proposed by several authors whose ideas have been widely distributed in paperbacks. The puzzlement we feel about all the easy answers, the approaches, the prescriptions is real. All of us cannot help being reminded of symptoms of the population-food-resources imbalance portrayed in the scenes of hunger of refugees we see on our television screens. Indeed, the poster picture of the starving little girl from Cambodia is indelibly imprinted in our consciousness.

There can be no doubt that hunger and malnutrition is real. Associated with hunger there appears to be a high degree of illiteracy--complicating developmental processes. There appears to be evidence that the problem of hunger is intensifying. Some suggest that the Malthusian prediction is inevitable and that indeed population growth will outstrip capacity to produce food.

Let us briefly review some projections on the magnitude of the problem.

¹Presented at the Public Seminar on World Hunger at New Mexico State University, February 19, 1981.

Fortunately, the food/population balance has been sensitively balanced since the great 1972-73 food crisis. Many shudder that another weather/climate event could trigger again a major worldwide disaster. One can recall that in the late 40's, 50's, and 60's annual food output increases just barely exceeded population growth worldwide. It is also now believed by climatologists that the world was blessed with generally favorable weather during this same period. Further, North America, and especially the U. S., held unwanted (but fortunately) back-up grain reserves during this period to dampen the weather-induced world food crisis of the early 1970's. Any disturbance from the norm, whether it is disease or weather-induced shortfalls, could lead to very unsettling conditions. The current declining per capita food output in Sub-Sahel Africa is cause for real concern for the immediate future.

A question often asked, was the crisis of the early 1970's just a unique crisis situation derived from a particular set of circumstances or was it among the first in series of potential crises that we should expect in the next two decades? The latter prospects seem the most probable to most observers.

The projection that the present world population of 4.3 billion will reach 6 billion by the year 2000 is ominous and can lead to pessimism. Most agree that our concerns, essentially and simply stated, relate to population pressure on finite land and material resources. On the demand side we should recognize it is not only the quantitative aspects of population growth but almost as important, is the phenomenon that as incomes rise, regardless of the country, there is further pressure on

land and material resources for improved or "higher quality" diets and material amenities.

On the supply side, the capability of finite land and natural resources is being severely strained--some argue near the breaking point. There are many studies, many hypotheses, that suggest that the world is near the point of exhausting the supply of some minerals, oil, forests and productive land; that even water will shortly become a scarce resource; that industrial processes cause irreparable damage to the ecosystems and that the human "carrying capacity" of the earth will ultimately be reached in just a few decades. Some, recognizing these imperatives, suggest that somehow new technologies will "bail us out" and provide time for fundamental population-resources readjustments that will prevent catastrophe. Energy scarcity and food scarcity are intertwined and both will remain in the forefront of our concerns in the future.

A number of international organizations taking into account population growth and likely improvements in agricultural productivity have projected net food deficits globally. For example, the International Food Policy Research Institute (IFPRI) projects a shortfall of 120-145 million metric tons by 1990 in the food deficit: North Africa, Middle East about 25 percent, Sub-Sahara Africa over 20 percent, and Latin America over 10 percent. Some of the deficit, however, would be met by commercial imports as in oil rich developing countries, such as Indonesia and Nigeria. For low income countries, the prospects for financing imports to meet deficits will be difficult. In crisis situations, concessional food aid will be the only alternative.

Other studies, by the Food and Agriculture Organization (FAO),² and the Organization for Economic Cooperation and Development (OECD)³ reinforce the general conclusions of the IFPRI study. Although these reports can engender deep pessimism about the future, one is forced to consider measures that improve long-term population-food balance. A certain crisis looms ahead unless appropriate actions are taken for global stability, indeed for U. S. well-being. We must be impressed that the forces of change probably are greater than ever before faced by mankind. The need is obvious for a more global and long-term approach because of the interdependencies between human societies. A high degree of international cooperation will be required. Governments, of developed and less developed countries, as actors for their respective societies, must understand the crucial relationships between population and physical resources.

There is a debate, possibly several debates, taking place in the U. S. of how we as citizens, as a government, should approach the task ahead. The major debate rests on issues of how much of our resources should be devoted to technical assistance and on what basis do we justify expenditures; what is the relative importance of meeting humanitarian objectives; or achieving improved political stability and national security; or enhancing potential trade expansion and finally survival in a potentially turbulent world. The debate continues. It appears that it

² Agriculture: Toward 2000. Rome: Food and Agriculture Organization of the United Nations, November, 1979.

³ Facing the Future (Mastering the Probable and Managing the Unpredictable) Paris: Organization of Economic Cooperation and Development, 1979.

should be resolved so that the options we select can have a focus and a consensus for effective U. S. contributions.

In another arena, there is the debate among the professionals on the methods and the effectiveness of several alternative development strategies that might be used to encourage improved food production capacities and enhance the purchasing power of the poor. The development literature has proponents for each of several strategies. What appears to be relatively simple in theoretical outline usually is difficult to put in place. The once ascendant growth model implying a "trickle down" theory appears now to have been replaced with "growth with equity" strategy. Congress gave emphasis to this approach in the New Directions mandate in the mid-1970's. It directed AID's assistance to food, health, population and education programs in ways to benefit the "poor majority." Even though this general mandate gives general direction, the detail of strategies appears to have wide divergence in application to countries. For example, how much emphasis should be placed on education and institution building; on rural infrastructure programs? How much should be allocated to resource transfers, and to capital components to projects?

The mandate of Title XII, an amendment to the Foreign Assistance Act of 1961, came into being in the late 1970's with its emphasis on institution building and on the role of science in development. Some perceived this as "wrong headed" and contrary to the Congressional mandate legislated earlier in the decade. For some reason, institution building, research and training was thought too long-term in nature and could not be made compatible with objectives of benefiting the "poor majority."

There was a view, expressed in some quarters, that the task of institution building was nearly completed and that training activity called for in Title XII legislation was over-emphasized. Further, significant university involvement and input was essential and possibly not appropriate for projects directed strictly to the "poor majority."

President Gerald Thomas, a charter member of BIFAD, no doubt will recall the meetings of BIFAD in which these viewpoints were at the center of the discussions. Ultimately, there was a noticeable shift in viewpoint that embraced the notion that university roles and indeed institution building, training and research activity could be consciously designed to impact on the poor, although not in the short term and not as directly.

So the timing of Title XII legislation in some sense "was unfortunate" in that it thought to be conflicting, even competing, with the earlier mandate.

It is a bit ironic that the ideas embodied in title XII legislation had been around a long time. You will recall the report prepared for then Administrator David Bell entitled A.I.D. and the Universities by a Task Force, May 1964, chaired by John Gardner, President of the Carnegie Corporation.⁴

Ideas of university partnership with A.I.D., the necessity for strengthening professionalism in the U. S. technical assistance community were laid out. This report published in 1964 is worth reading and studying again.

⁴ A.I.D. and the Universities, Agency for International Development, May 1964, Washington, D. C.

More recent contributions that focus on engaging high quality professionals were expressed by John Mellor, Director, International Food Policy Research Institute, at the May 22, 1980 BIFAD meeting.⁵ His paper, The Need for Production and Research, captured the essence of the direction now needed and reaffirmed the objectives of Title XII.

May I mention also that President Gerald Thomas' recent study for the Rockefeller Foundation of the Sahelian Zones of Africa entitled, Profile of a Fragile Environment, outlined the necessity of a deeply committed and coordinated professional effort in this neglected region of the world. Other reports can be cited.

We have come a full circle to recognizing again the imperative of involving professional talent in dealing with the truly knotty problems of assisting LDC's in attending to those problems that impact on their indigenous capacities to increase food output and enhance incomes. This requires long-term involvement, understanding of the cultural, historical and political parameters of the process in each country setting.

We now find ourselves, however, at the end of "the decade of uncertainty" namely, 1970's; in the situation of a decline in numbers, and lessened interest in professional involvement in technical assistance. Disincentives both financial and non-monetary have contributed to a shrinking pool of available and accessible professional resources.

The BIFAD surfaced these issues at the June 26 meeting in dealing with sources and nature of the constraints which impinge on the effective involvement of U. S. professionals and universities in international

⁵ BIFAD, Occasional Paper No. 2, Agency for International Development, Washington, D. C., December 1980.

agricultural development.⁶ It identified those factors within universities and those within A.I.D. to explain the decline in response in the quality and commitment. Follow-up on the recommendation offered in this report is underway. Our hope is that real progress can be made to resolving issues and reducing constraints.

In July, Dr. Wharton, Chairman of BIFAD, highlighted these concerns in his address, Tomorrow's Development Professionals: Where Will the Future Come From? to the American Agricultural Economics Association's annual meeting.⁷ This address dealt with the whole set of internal and external factors that must be dealt with in solving the widening supply gap. I invite your study of both of these reports.

While these concerns are real, we must cite that the Strengthening Grants awarded to more than 50 universities will lead to renewed interest and strengthening of professional capability. Younger staff persons, especially, need to be encouraged and reassured that their engagement will be recognized. Those faculty now involved in the Collaborative Research Support Program (CRSP) undoubtedly will experience the excitement of their work which will in turn be reflected in enlarging the horizons of the discipline and contribute to solving problems in their home-based state. The proposed Technical Support to Missions (TSM) likewise will strengthen the capability of university professionals as they engage in assisting missions abroad.

⁶ BIFAD Staff Report No. 1, A.I.D., Washington, D. C., October 1980

⁷ BIFAD, Occasional Paper No. 1, A.I.D., Washington, D. C., Dec. 1980

The question is often raised what does international experience mean to the faculty, to the discipline, to the college, to the university and to the state. One can easily cite the benefits derived from experienced faculty contributing to broader understanding by students, the deepening and sharpening the discipline. These benefits redound to the University as an institution as it serves the citizens of the state in education and in research. As one University President stated, a university which aspires to enhance its contributions to the state cannot forego opportunities for strengthening its faculty in the international arena. The science disciplines reach beyond political boundaries. Their growth and strength in the service of the state depends, in no small measure, on the outreach and interaction opportunities for the faculty.

We expect the Agency to grapple with the means in providing the incentives for the interchange and professional experiences so essential for success. Universities must likewise begin efforts to reduce the internal constraints for effective involvement of faculty.

A recent report has indicated a reaffirmation of the need for institution building and bilateral training. It recognized that there are still not enough well-trained professionals in the agricultural and rural development institutions of developing countries.⁸ It recommends enlisting the support of U.S. universities and USDA in supporting the strengthening of these institutions.

⁸ Global Future: Time to Act, Council on Environmental Quality and Department of State, Washington: January 1981, pp. 19-20.

The task ahead is exceedingly complex. It obviously has high urgency. U. S. university roles are part of a total, hopefully, coordinated within a broad framework of other international donor groups and organizations. Although our part may be relatively small, it is critical. The U. S. has a comparative advantage in utilization of this resource. There are those, who looking ahead at the potential crises, ask will there be enough time for the full impact of institution building of human resources strengthening to have a favorable impact.

Yes, the task is complicated when we realize program initiations and support depend on actions and policies of governments, or both donor countries and developing countries. Given the huge task ahead, and the potential for a series of crises, a high degree of international cooperation is essential.

Donor countries will need to accelerate technical assistance support to less developed nations on population and health, food production and distribution and educational problems. Trading relationships must be recognized as crucial in many instances in providing foreign exchange for development. Much can be done to assist, especially those countries just having attained independence from colonial status.

The governments of the less developed countries must understand the necessity of "getting on" with the development of their economies with less emphasis on serving the needs of the elites. The present extremely limited managerial talent in many countries must be focused on the fundamentals of the developmental process. They must begin with the village farmer and provide the support needed to building the food infrastructure system.

Most important is the realization, that the real limits to coping with underlying problems of hunger, food-population imbalance are the limits of social, political and managerial awareness and the skills required for the tough choices that must be made. A high degree of POI.ITICS WILL be required to deal with the options and choices. Ultimately, the real limits of coping with the future must come from the constituency within the various nations--namely from an understanding and commitment by the public generally.

For us in the United States, there must be an understanding that our options are limited, more so than ever before, particularly if our goals include security and hope for maintenance of our present life styles. There is no question that we will be forced to recognize global interdependencies more than ever before. Universities, the faculty, have a role--an important role, the most satisfying and rewarding role in this recognition of global interdependency.

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It's an honor to be here representing Mr. Peter McPherson, Administrator Designate of AID, to try to give you some insight into what the future may hold for international assistance. Mr. McPherson regrets not being able to be here himself but I believe his confirmation hearings in the United States Senate are going to be either today or tomorrow.

During the decade that I've been with AID, I've witnessed and have been involved in some significant and exciting changes. Some of the more particularly noteworthy events include the major legislative change in 1973 that Dr. Kiehl mentioned when Congress passed the so called "New Directions" foreign assistance legislation which mandated AID to focus on the major development needs of poor people in poor countries. This was reflected again as Dr. Kiehl indicated the increasing concern both in recipient and donor countries alike that earlier strategies which focused strictly on investment and growth were leaving the vast majority of the poor and hungry not benefited, or not benefited very much from economic growth. And then of course during the last decade, there were major shocks to the international economic system, particularly the oil crisis, and the partly related food shortages and food crises in large areas of the third world. There were some significant international responses to the food situation. One was the holding of the World Food Conference in 1974, and the subsequent creation of the World Food Council. An important U.S. institutional response was the passing of Title XII of the Foreign Assistance Act in 1975 and the creation of the Board for International Food and Agricultural Development or BIFAD.

I would like to move immediately to possible future directions of our assistance programs. In doing so, I'll make a few comments about our existing program and then hope to leave time for general discussion. I'd like to

distinguish six areas where there might be potential changes in the magnitude and direction of our assistance programs. It's not possible to clearly delineate yet what the changes might be as we don't have a new top level administration in office yet in AID. On the other hand, we do have some indications of what some of those directions might be from some of the things that Mr. McPherson himself has said as well as Secretary of State Haig and others in the new administration.

These six areas include (1) levels of foreign assistance to developing countries, (2) sectoral emphasis, (3) country or regional emphasis, (4) the philosophical and policy orientation of assistance, (5) modes of assistance; that is, technical assistance, capital assistance, and food assistance. Finally, a sixth topic which I think is a very interesting and challenging one, is the role of the private sector in development assistance, particularly the American private business sector.

There are four major components of our assistance to developing countries. In recent years, each of these four components has been running at levels of 1 1/2 to 2 billion dollars per year which amounts to a total of six to eight billion dollars a year. The first component is known as "Development Assistance." In my view, this is the core of the "New Direction" type of assistance focused on poor people in poor countries. The last couple of years of development assistance has been allocated on fairly objective criteria among countries. Criteria that take into account the size of the country in terms of population, the poverty of the population of the country in terms of income levels, and the commitment and performance of the country itself towards trying to improve the lives of its poor majority. Development assistance includes both capital and technical assistance as loans and grants to about fifty countries. Although the bulk of the assistance goes to about twenty larger countries, we do have

AID programs in many small countries including many small African countries.

The second major component of our assistance programs is what popularly is known as PL480 or Public Law 480. Food Aid is comprised of concessional loans to purchase American wheat, rice, sorghum, vegetable oil, cotton and other commodities under Title I. Additionally, there are grants under Title II for humanitarian and emergency feeding programs.

The third component of our assistance is the economic support fund - the bulk of which goes to countries in the Middle East, particularly to Egypt and Israel. The objective of the economic support fund is to support security and shorter term foreign policy objectives of the United States in critical areas of the world where there is believed to be a threat to world peace. Of course, the Middle East very much qualifies in that regard but we also provide smaller amounts of economic support fund assistance to some of the Southern African countries bordering South Africa.

Now these three components: development assistance, PL480 food aid and economic support fund assistance comprise our bilateral aid program, i.e., aid that the U.S. government provides directly to governments of other countries. AID is the agency charged with administering these programs.

The fourth element, which runs about two billion dollars a year, is the United States contribution to the multilateral aid organizations. These include the World Bank, the regional development banks and specialized agencies of the United Nations such as the World Health Organization and the Food and Agricultural Organization. The United States as the wealthiest country in the world and a member of the United Nations is naturally a significant contributor to the development work of these organizations.

After the address by President Reagan yesterday, I can now publicly announce some of the implications of his budget for foreign assistance programs.

Development assistance, that first component I mentioned, will have no cut in fiscal year 1981. This program has been running at this "Continuing Resolution" level of 1.7 billion dollars for the last two years. For fiscal year 1982 beginning in October 1, 1981, we are to be cut back in our development assistance program from the proposed budget of 2.4 billion to 1.9 billion or half a billion dollars. Now, depending on how you look at it, that is a significant cut from the request of the former administration. But looking at it from a different perspective, at least it's an increase over 1981 and not many agencies can claim that. It's not possible to say which specific programs will be cut or what kinds of activities within AID's development assistance programs will be cut the most. I would think there might be an effect proportionately across all programs but it's really not possible yet to say whether the pattern might vary from that.

The PL 80 Food Aid program has been running at an annual level of about 1.6 or 1.7 billion dollars that involves 1.2 billion in appropriations with the remaining half a billion coming from loan reflows. In the current fiscal year 1981, the PL480 program to date will be the same as the request, although we probably will not be able to make an additional request for 80 million dollars that we had hoped to in order to make additional food aid available to meet serious problems in East Africa. For FY82, there is to be a 100 million dollar cut in PL480.

The support to multilateral development banks and international organizations will be about the same although I think that there will be some reductions in the assistance to the United Nations specialized agencies. The World Bank and the regional development banks will receive about the same level of contribution although it will be rephased. In 1982, our contributions will be less, but then there will be some acceleration in '83 and '84 to make up for that. The economic

support fund will probably be somewhat larger and be given more flexibility to respond to rapidly changing situations, such as in Central America.

My conclusion, and one I think that is shared by most of my colleagues is that the result is not good; that is, not good in the sense of the relative needs of developing countries for assistance from the developed world, nor is it good in relation to the performance of other developed countries in providing development assistance. All four components add up to 6-8 billion dollars a year. This constitutes less than 0.2 percent of our gross national product which puts us at about the bottom of the list of the 16 major donor countries in the industrial world. There are some countries like Sweden and the Netherlands that contribute one percent or more of their gross national product to development assistance. So from that point of view, it isn't good although I would hope, along with President Reagan, that our economy improves in response to the economic new policies and that consequently by 1983 and beyond, some of that growth dividend can be allocated to provide additional help to address the most serious problem in the world today - the world hunger problem.

Sectoral emphases; I would expect a continuation of recent trends by sector. By sector, I mean agriculture, health, education, etc. If we look at the development assistance portion of our assistance, we have a number of budget accounts which are earmarked for us by Congress. The first one is germane to the topic of this conference and that is Agriculture, Rural Development and Nutrition. The share of that account has been increasing. It is now about 50-55 percent and I would expect that share to be maintained, perhaps even increase slightly. The second account is population. This has been increasing. In fact, in the Carter budget, it came close to 20 percent. With the cuts now, I expect that perhaps somewhat more than a proportional cut would occur in the population program. One certainly can raise some concern about that although

there have been concerns expressed by some people that our population assistance hasn't been all that effective. I think in some countries of the world it has been extremely effective such as Thailand and Indonesia. The health account share is about 10 percent and the education and human resources share is about eight percent. The latter figure is a little misleading because that reflects only programs which go to educational efforts per se in developing countries. In fact, we are providing a lot more assistance in the education area because under the agriculture account, we support agricultural education institutions in developing countries. We also support participant training that enables students to come to this country or go to third countries for advanced training.

Another area which has grown quite rapidly in relative and absolute terms in the last few years, is the assistance that AID provides to private voluntary organizations (PVO) in the United States who in turn have programs in developing countries. I'm talking about the wide range of organizations like CARE, Save the Children Federation, and others like Appropriate Technology International. Assistance which AID provides to the PVO's is often on a matching basis, i.e., for every dollar that the PVO raises from local private sources in the United States that the U.S. Government matches with another dollar. About 10 percent of our development assistance budget is being channeled to the so called PVO's now.

Energy has become an increasing area of assistance, especially assistance for renewable energy projects in developing countries. Energy is one that tends to cut across some of these other accounts like agriculture so if you identify the energy elements in our various accounts, it comes to about 10 percent of our budget now.

The third area is country emphasis. This has been something of a hot issue. People wondered whether our geographical focus might change especially with the

increased concern expressed by the State Department on security situations in certain parts of the world. I would guess that there might be some increased concentration of countries or regions of the world where we feel there is a serious or an emerging serious national defense or security problem. Even if that does occur, however, these are often countries where there is serious food and hunger problems and we can tailor our assistance even in Economic Support Fund countries to meet needs of expanding domestic food production which meet hunger concerns. As far as the development assistance component of our program is concerned, I don't expect there will be major changes. I could be proven wrong and again this is an area where the administration still has to declare itself. But I think it's rather interesting to look at the shifts on a geographical regional basis which have taken place since 1979. In Africa, there has been an increase from 20 percent to 29 percent. I think this quite clearly reflects an increased concern with the very difficult (some would say intractable) problems of Africa in trying to do something about its domestic food production problem. This is one region of the world where per capita food production has declined in the face of extremely severe manifestations of malnutrition. Asia is a tough one, too and its share of assistance has declined slightly. Even though the manifestation of malnutrition may be most severe in Africa, nonetheless, the bulk of the world's poor and hungry people are still located in Asia, especially in South Asia. In 1979 we were allocating about one third of our development assistance to the Asian region and in 1981-82 that had declined slightly to 29-30 percent. Latin America experienced a more significant decline from 20 percent to 15 percent which reflects the higher level of per capita income and capability of Latin American countries to deal with hunger and food production problems more on their own or at least with less concessional forms of assistance. However, in the larger Latin American

countries, there are still very significant numbers of impoverished and hungry people.

Next, what about the orientation of assistance? I would expect certainly that in regards to development assistance, there would be again a continuation of the "New Directions" focus, focusing on the poor majority. But with a likely somewhat broader and longer-run interpretation of the "New Directions" consistent with those suggested by Dr. Kiehl in his luncheon talk. For example, institutional development assistance for establishing and strengthening agricultural research extension and training institutions in developing countries. It's quite consistent with the "New Directions" to establish a self-sustaining capacity in developing countries to enable countries to help their own poor people. Indeed that has been AID policy, but it has been the source of some confusion and some members of Congress have appeared to take a narrower interpretation arguing that our assistance must go directly to the poor in the form of fertilizers or seeds, for example, rather than at least a significant portion of it going to building indigenous institutions to provide a self-sustaining capacity. Of course you have a dilemma here and it's a classical dilemma between the short run and the long run. It can be boiled down to a paradigm that's often used in the development assistance business. Do you provide someone fish or do you teach them how to fish?

Closely related is the fifth area - modes of assistance: (1) technical assistance that is, providing advisors, technical expertise and training, (2) capital assistance to build irrigation dams and structures and roads and to provide commodities like fertilizer or contraceptives, and (3) food aid. This is a topic of major interest to our new administrator Mr. McPherson, and he has asked AID staff including myself to look at ways in which we might increase the share of our program going to technical assistance to build institutions relative to the share of our assistance going to capital assistance especially

capital assistance in the form of commodities such as fertilizer. This raises a complex set of issues which I won't go into here except to say that many of our projects, an irrigation project for example, involves a blend of technical assistance and capital assistance, which play mutually complementary roles. I believe that there may be room at the margin for an increased share of our assistance going to technical assistance. I think perhaps there has been some confusion over what the "New Directions" mean and the proper rule for institution building. As far as food aid is concerned, we had some discussion of this in the economic sub-group where the focus was on Bangladesh. Food aid is a major element given the situation of the country. Mr. McPherson has indicated that he is very much interested in the increased use of food aid to support agricultural development purposes in the country. I think there are ways in which this can be done. The food can be targeted on poor people, who aren't getting much food in the first place. To the extent the food is sold, the local currencies generated by the sale of food aid can go to build agricultural institutions and infrastructure. In providing the food, we can engage in a policy dialogue with the government as we have in several countries trying to encourage them to provide reasonable, adequate incentives to their domestic agricultural producers.

Finally, what about the role of the private sector? Here I would expect American universities to be very much involved. Part of that will be strengthening some of the capacity of American universities in the international area which has been lost over the last few years and the "Strengthening Grants" program of course is a part of that. Let's talk about the U.S. business sector. This has been a somewhat controversial topic in development circles. Some of you may be thinking back to the image of an agribusiness giant such as United Fruit Company in a banana republic owning large amounts of land and exploiting low wage workers. That's not the kind of involvement we're talking about. Today, American multi-

nationals are no longer involved in that sort of thing and they don't own land in developing countries. We're talking about the U.S. business sector in cooperation with AID and other institutions becoming more involved in the promotion and development of the Third World, promoting the kinds of objectives that we have in our legislation relating to food production, elimination of hunger, and benefiting the poor majority in the developing world. While we've had no explicit indication from the Reagan administration yet, I think we can expect something. Indeed there have been some initiatives already undertaken under the previous administration to try to increase the role of the private sector in partnership with development assistance. There is a chapter in the report of the President's Commission on World Hunger on the corporate role and I would recommend it for your reading along with the footnotes. Dr. Simmons had a rather critical footnote in this chapter. In effect, she was saying this sounds all well and good about the beneficial role the corporate sector can play in development, but, let's not forget that it has played a very dominant role and raised a lot of sensitivities particularly in Latin America. But I think the challenges will be to find ways to engage American small enterprise in helping with development assistance efforts. Large enterprise has something to offer in terms of management techniques and financial techniques, but small enterprise may be somewhat closer in terms of size, even perhaps in technology. Small enterprise could get involved in appropriate investment and advisory activities, especially in the agribusiness sector of developing countries.

I think I've gone on long enough and would like to open the session to discussion questions.

QUESTION: Are there world-wide organizations involved in coordinating food and technical assistance?

ANSWER: Yes, there are a couple of organizations that have a world-wide pervue in this area. One is the Food and Agricultural Organization (FAO) which is

headquartered in Rome. It's a specialized agency of the United Nations and it attempts to facilitate this coordination process. A newer organization is the World Food Council which is also headquartered in Rome and was established as a result of the World Food Conference in 1974. The Council is promoting the development of food sector strategies. The idea is that donors get together with the Council and developing countries to agree on developing a fairly rigorous analysis and assessment strategy for accelerating food production in the context of a given country. Several regional conferences have been held. One meeting in the Netherlands focused on Africa. About 20 African countries were represented along with other major donors such as the British, German, and Dutch. The World Food Council provides a clearing house mechanism here to avoid overlapping and duplication of efforts. Another coordinating group channels funds by various donors to the network of international agriculture research centers which initially got underway through support from the Ford Foundation and Rockefeller Foundation. So these are several coordinating type agencies. It might be argued that we have a problem with too many coordinating bodies. At any rate, it is important that effective coordination take place at the country level. In many countries there is a "Consultative Group" of donors that meets once a year to coordinate development assistance for that country, and often there are more frequent meetings within the country itself involving the various donors.

QUESTION: What criteria does AID use in allocating funds for food and technical assistance?

ANSWER: The criteria that we use for development assistance has been embodied in legislation since 1973 when the Congress began taking a very active interest in program details. It comes under Section 102D of the Foreign Assistance Act. We look at need in terms of the income distribution of the country, the number of people falling below a poverty line, as well as the government's

policies with respect to economic growth. You can't go very far in a third world country dividing the slices of a static pie equally, the whole size of that pie needs to be growing as well. We look at food production trends. If we look at data and policies with respect to a small farm agriculture, we also look at budget allocations to health, and education and family planning.

QUESTION: What is our stand towards assisting the new country of Zimbabwe?

ANSWER: I think we are providing about 25-30 million dollars a year to Zimbabwe. There is some discussion of the Reagan administration that perhaps it could be more than that. I know there seemed to be a very good feeling between President Mugabe when he visited with President Carter in Washington. Part of our assistance to Zimbabwe is in support of the overall development program of the government-what we call program assistance rather than project assistance. One important development program of the Zimbabwe government is a major program of education and training for the indigenous population.

I believe our time for questions is used up. Thank you very much.