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War on Hunger

A Report from The Agency for International Development



DECEMBER 1971

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Dr. John A. Hannah, AID Administrator
Clinton F. Wheeler, Director, Office of Public Affairs



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'THE WORLD IS A BETTER PLACE'

"The United States cannot afford to retreat from the realities of our interdependence with the rest of mankind. We cannot afford to abandon our share of responsibility for help to the dispossessed, the hungry and the poor. We cannot afford to abandon our contribution to the economic development of nations seeking to stand on their own feet. We cannot afford to abandon our material support to allies whose survival may be at stake."

Secretary of State Rogers
October 30, 1971

On Friday, October 29, the Senate voted 41 to 27 to reject a foreign aid authorization bill. This action triggered a wide-ranging debate on the basic concepts of foreign aid. The following article is adapted from statements by Dr. Hannah on the role the United States should play in this area.



By Dr. John A. Hannah

*Administrator, Agency for International
Development*

For 25 years the United States has sought, through foreign assistance, to bring a measure of peace and economic justice to the world. Beginning with the Marshall Plan, through Point IV and other programs, five U.S. presidents have provided the leadership that has made foreign assistance today a truly international effort.

Because of foreign assistance, the world is a better place today than it otherwise would have been. Foreign assistance has helped to bring about great increases in food production, to provide education for millions of people, better health for more millions, substantial success in economic development and in encouraging family planning—all directed toward improving the quality of life for all people everywhere.

Through AID our country has provided its share of the cost of multinational programs through the UN agencies and through consortia of the other aid-giving countries of the Free World. There are coordinated foreign assistance programs in most of the poor countries of Latin America, Asia and Africa.

Self-Interest at Stake

In its own interest, the United States cannot become a world dropout, repudiate its commitments and the institutions and programs which we and other nations have built in the past 25 years.

The AID program assists Africa, where the average income is less than \$100 per person per year. The AID program helps in education, in agriculture, in nutrition, in health—in programs which help people help themselves. In Latin America and Asia, our programs, together with those of other nations, have helped, and must continue to help, governments provide a better life for their people.

Discontinuance of U.S. foreign aid would end the assistance which has provided much of the leadership in the world in the direction of helping to solve the population problem, which places awesome strains on the world's resources.

It would cut off funds for assisting other countries to control the growth and distribution of narcotics, a problem which is corroding the vitality of our country.

It would stop the flow of funds to UNICEF in its worldwide effort to feed children and for the international development assistance programs of the UN through the UNDP and other specialized agencies.

It would eliminate the disaster relief programs that have cared for victims of earthquakes, floods and famines like the great tragedy of today in India and East Pakistan.

Discontinuance of AID would cost U.S. suppliers some \$3 billion worth of orders for supplies and services and cost many Americans their jobs.

Foreign assistance is crucial to the Nixon Doctrine. We cannot reduce our military presence abroad without helping others to build their economies and peace-keeping forces.

After the massive expenditure of men and material in Vietnam, discontinuance of aid could cause the collapse of that country's economy. It would undermine all of our efforts to bring stability to Southeast Asia.

Some 15,000 students from less developed countries are now enrolled in educational institutions and programs in the U.S. and in third countries. What happens to them?

Technical Assistance Touches Lives

These trainees are financed by one of our technical assistance programs, which are the ones that most closely touch the lives of people in the developing countries.

Some technical assistance programs are funded by loans. Most of them are financed by grants. They cover, principally, four areas:

Number one emphasis is on agriculture and food production. The Green Revolution is a part of that activity. Some of the funds help finance international agricultural research institutions.

Next in emphasis is education. Two kinds:

Education that has to do with literacy education across the board—education for school aged children, building schools and helping to train teachers, books and teaching materials. This year there are about 30 million youngsters in the less-developed countries who are attending schools that are, to some degree, subsidized by AID.

The second kind of education has to do with higher education. In most of the countries which have had no sophisticated universities, we have been assisting, along with other aid-giving countries, in building universities, agricultural colleges, and trade schools of one kind or another.

Basic health is the third area—not the construction of costly medical schools, but putting emphasis on clean water and handling of sewage and vaccinations and clinic facilities for poor people. And in later years, of course, there has been a good deal of emphasis on family planning. A very large part of the world-wide

input in finances of family planning, has been through AID.

Of course, there is a substantial input in helping countries develop the kind of economic operations that will contribute to an increase in GNP.

Emphasis on Little People

In all of the technical assistance programs the basic emphasis is on people. The total AID program in its present philosophy is just what its first philosophy was when it came into being, during the Truman Administration. The role of foreign assistance—the primary role—is to help governments and the peoples in the poor countries move in the direction of using their total resources and to upgrade the competence of their own people. The aim is to enable these countries to put together what they have in resources and in human competence to provide better lives for people. That's the whole emphasis of AID.

AID Most Experienced

There may be those who disagree strongly with one phase or another of the foreign assistance program. The Administration itself has proposed far-reaching changes. But the implementation of new concepts will not be helped by overnight dismantling of an organization which houses a substantial portion of the world's talent in the difficult problems of international economic and social development. The AID staff has more experience and competence in the difficult art of assisting underdeveloped countries than any agency in the world.

Americans must take a hard look at today's world—and recognize that the world has shrunk and is shrinking, and it's going to continue to shrink. What happens to important segments of the population—in Asia, Africa, Latin America or wherever—is of real significance to us. Polluted air and polluted water flow freely across national boundaries. Social unrest results from hunger, or from seeing one's family die because there is no health care, or no hope that through education one's children may have better lives than their parents because there are no schools, no teachers, no books for them.

Social unrest flows across national borders, too.

Basic Issue

This brings us to the basic issue. Once and for all, decisions should be made as to what role the United States is going to play in foreign assistance.

In this connection, the real question to the average American is, "What's America going to be like, what's Michigan going to be like, what's California going to be like, for my children or my grandchildren?"

You can't answer that question unless you ask a prior one—"What's the world going to be like?"—because America is not going to determine its course and pattern by itself. Like it or not, we're going to have to live in this world—a world in which two billion people are no longer satisfied to live without hope. And that's what it's all about. That's what foreign assistance is about; that's what AID is about.



Children are the most vulnerable to smallpox . . . if they have not been vaccinated. The success of a U.S.-assisted smallpox immunization program in West and Central Africa has stopped the recurrence of scenes such as this one in Guinea.

SMALLPOX—A Vanishing Scourge

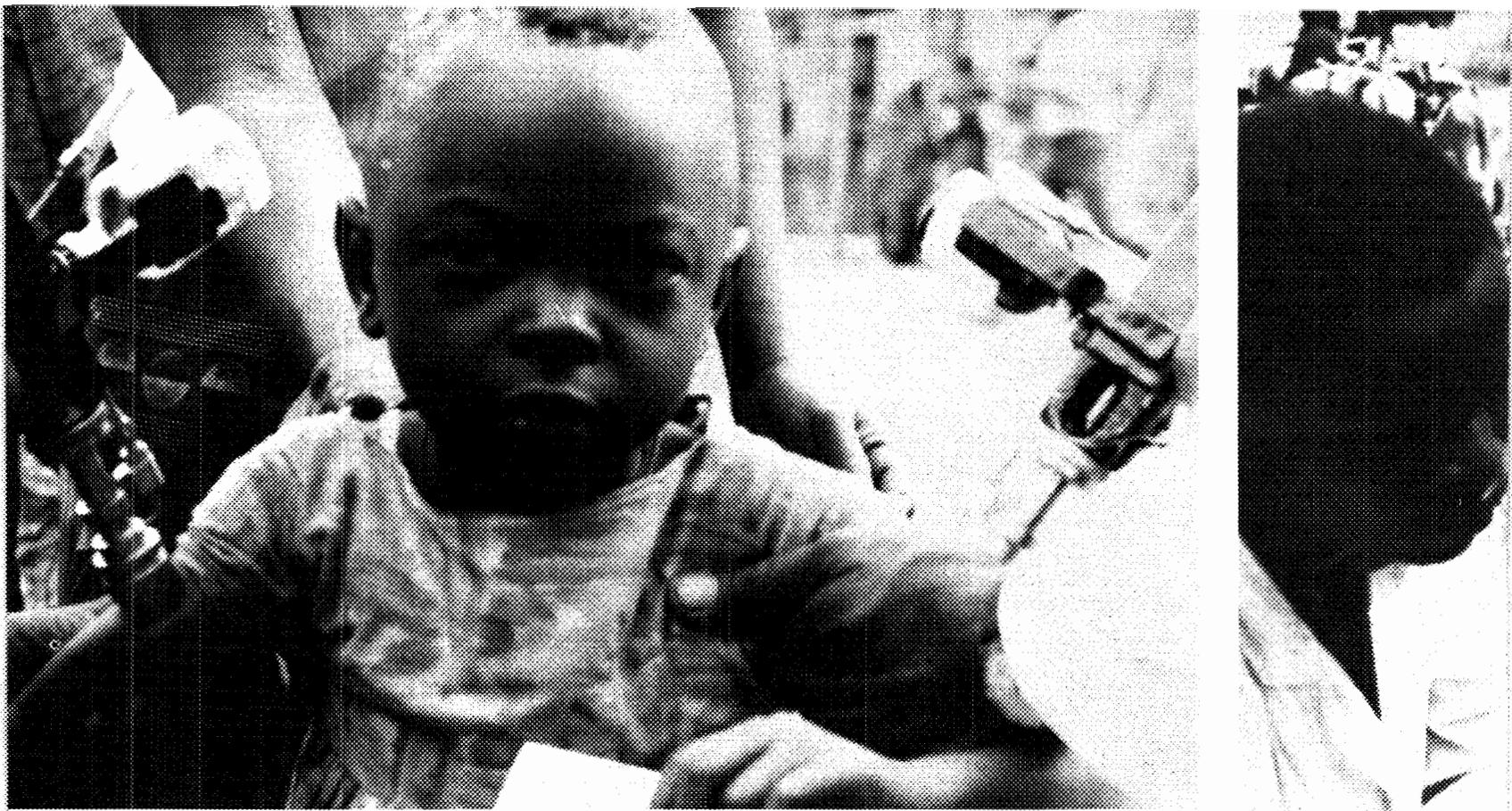
by David L. Rhoad

"SMALLPOX DECLINES THROUGHOUT THE WORLD; END LIKELY BY 1973"—*New York Times* (September 20, 1971)

The average American glancing at this headline might have to read twice to appreciate its significance. It has been 22 years since a smallpox case was reported in the United States.

Mr. Rhoad is Assistant Editor of War on Hunger.

For Americans who travel abroad it means one less detail to take care of as they make their travel preparations. The U.S. Public Health Service recently announced that it would no longer require routine smallpox vaccination for travellers coming from abroad, except for those coming from smallpox endemic areas, and noted that one of the reasons for this change in policy was that "importation (of smallpox into the United States) is unlikely because worldwide eradication efforts have brought about a significant decrease in the number of cases of smallpox endemic areas."



But the importance of a decline in smallpox around the world is much greater than a change in U.S. vaccination requirements.

What does it really mean to Americans?

What It Means

First, it means that a disease that once cost thousands of lives a year in the developing countries soon will no longer be an obstacle to economic and social progress. Thus assistance efforts of the United States and other countries are faced with at least one less inhibiting factor.

Second, it is an impressive example of U.S. initiative and effective participation in a cooperative humanitarian endeavor. The 10-year campaign began only five years ago. If all goes as expected, the major goal of the campaign will have been reached two or three years sooner than originally thought possible.

Third, it represents efficient and productive use of U.S. foreign aid funds. The Agency for International Development and U.S. Public Health Service had estimated the cost of a combined smallpox and measles campaign in West and Central Africa at \$50 million. Actual costs have been closer to \$30 million.

A U.S. Initiative

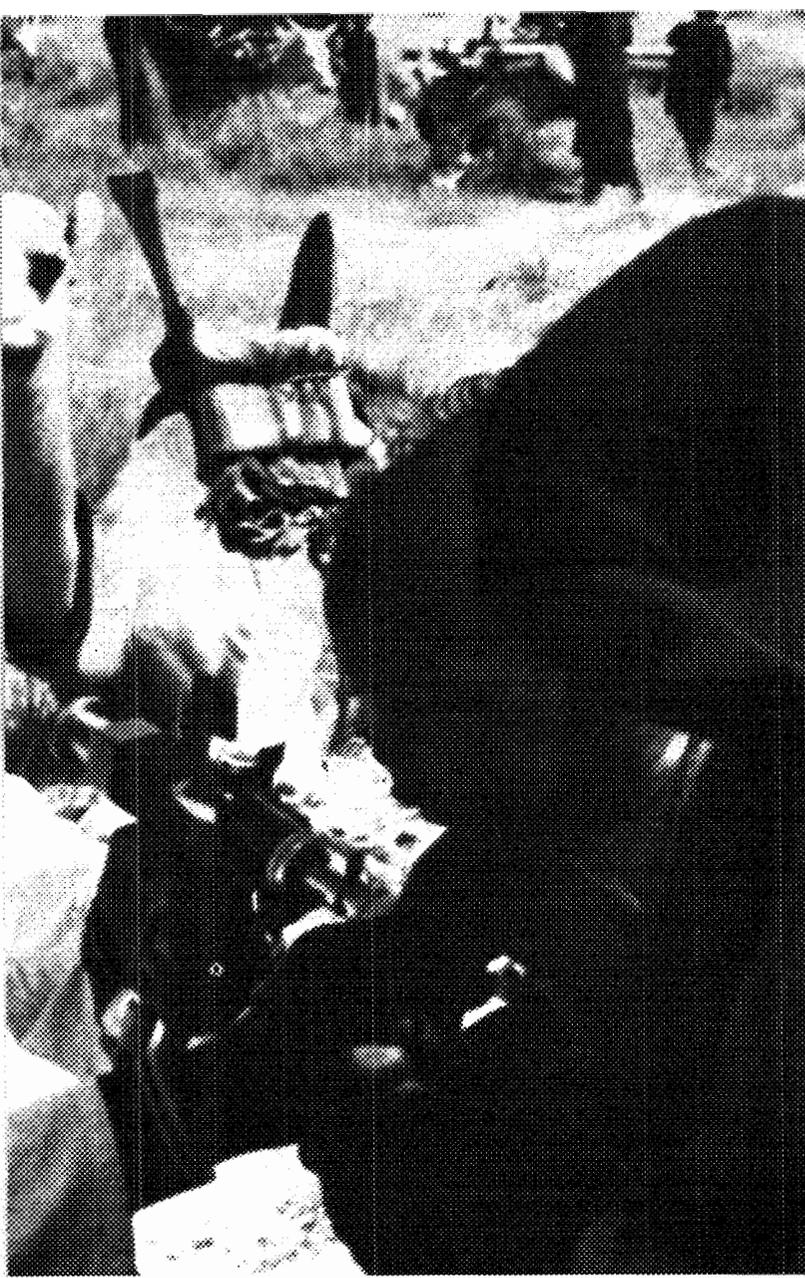
The beginning of this successful campaign, which the United Nations' World Health Organization has led, is told in a White House press release dated May 18, 1965, which announced that President Johnson had instructed the U.S. delegation to the 18th World Health Assembly in Geneva to pledge American support "for an international program to eradicate smallpox completely from the earth within the next decade." The release added: "As long as smallpox exists anywhere in

A little girl in Cameroon (above) finds herself framed in jet injection guns, but they can save her and millions of other children from smallpox and measles. The nomads (right) might never have come into a town just for a smallpox vaccination, so immunization personnel went to them wherever they could be found.

the world, no country is safe from it. This dread disease spreads so rapidly that even a single case creates the threat of epidemic. It is clear that every nation of the world, whether or not it has experienced smallpox in recent years, has a major stake in a worldwide eradication program."

The U.S. initiative was followed in 1966 by the formal launching of a worldwide smallpox eradication program under the general direction of the World Health Organization, which set a 10 year target for total eradication of the disease. In the five years that have passed since that target was set, both aid donor and recipient countries throughout the world have contributed funds to the WHO Special Account for Smallpox, while those countries in which smallpox has been endemic have cooperated through WHO and through regional organizations to insure the program's success.

For those who have seen some of its victims, smallpox is a particularly hideous disease. It can inflict an agonizing death upon those who have no immunization against it and though it may be difficult to recognize in its critical early stages, smallpox takes its name from the pustules which usually cover a victim's body during



the mid-course of the disease. Those who survive it may be permanently blinded or otherwise impaired and often are horribly disfigured by the scars left from the skin eruptions that characterize the disease.

Epidemics, and at times pandemics, of smallpox have ravaged the populations of most of the regions of the world. The earliest definitive description of smallpox was written by the Persian physician Rhazes in A.D. 900, but there are indications in the writings of Procopius and Gregory of Tours in the 6th Century A.D. that the disease was then occurring in epidemic form in Arabia, Egypt, and southern Europe. The Eleventh Edition of the *Encyclopaedia Britannica*, published in 1911, noted that "few diseases have been so destructive to human life as smallpox, and it has been regarded with horror alike from its fatality, its loathsome accompaniments and disfiguring effects, and from the fact that no age and condition of life are exempt from liability to its occurrence."

The tide has turned against smallpox, however, and today it is becoming a rare disease. With the discovery of a smallpox vaccine at the end of the 18th Century by Edward Jenner, a British physician, it became possible

to protect large numbers of people from the disease through immunization programs. Such programs were carried out in Europe and in the United States during the 19th and 20th Centuries with considerable success.

But the disease continued to occur in other parts of the world, often with savage severity. Major obstacles to eradication of the disease in the less developed countries were lack of finances, health services, and medical technology adapted to the requirements of large scale immunization programs in underdeveloped areas. These obstacles have now been largely overcome with the discovery of freeze dried vaccines with greater stability than older types of fluid vaccine, jet injection guns capable of vaccinating large numbers of people in a short time, mobile team organizational concepts, and the concerted effort of the World Health Organization to eradicate smallpox worldwide.

The achievements of the program to date are impressive. The incidence of actual cases worldwide declined by over 70 percent in the first three years of the program and by mid-1971 only nine countries reported smallpox still present within their borders as against 43 countries which reported its presence in 1966 at the inception of the program.

AID Role in Africa

The U.S. role in the WHO program has centered on a five-year regional smallpox eradication effort in West and Central Africa. The Agency for International Development and U.S. Public Health Service consultants worked with 20 countries in this region, some of which ranked highest in the world in the incidence of smallpox, to plan, finance, and implement immunization programs. The outgrowth of these efforts has been a complete absence of smallpox in the region since May 1970 and the development of immunization delivery systems that can be modified to meet other emergency health needs, such as a meningitis epidemic in 1969, a yellow fever epidemic in 1970, and a cholera outbreak on a pandemic scale in 1971. An additional facet of the U.S. assisted programs was the inclusion of measles inoculation for children under 5 years old. As of mid-1971, 120 million people had been vaccinated against smallpox and 20 million children inoculated against measles.

Dr. William H. Foege of the Center for Disease Control in Atlanta, Georgia, was in charge of the U.S. West African Operations part of the smallpox program. He is quick to point out that the U.S. role was largely advisory and "it was the African countries themselves who were primarily responsible for doing the work of planning and carrying out the actual programs." Dr. Foege is also enthusiastic when questioned about the degree of cooperation which existed among the 20 participating countries: "The cooperation was terrific," he said.

The success of the smallpox eradication program in West and Central Africa, as well as that of the worldwide program generally, has been in part the result of technological advances and innovative administrative

CAMPAGNE
CONTRE LA VARIOLE ET
LA ROUGEOLE



UNICEF



neither the sterilization procedures nor the time of the traditional needle or scratch methods of administering vaccine, thereby making it possible to vaccinate several hundred people in a single hour.

In the organizational and administrative sphere, new concepts were formulated for implementing large-scale immunization programs in areas without extensive medical facilities or large numbers of trained medical personnel. In order to cover wide areas of a country, often with a scattered population, mobile teams were organized to travel from village settlement to settlement. Their members of a team could be dropped off to conduct mass vaccinations of people in the immediate area. Coordination with local authorities and information campaigns helped to ensure that people knew when and where vaccination teams would be working.

Use of Para-medical Personnel

The smallpox eradication program also demonstrated the effective use of para-medical personnel in a health program. A pyramid type of administrative structure utilized non-medical personnel to organize and carry out essential details of the program. While this made the fullest possible use of the limited number of trained medical personnel available, it also provided training for thousands of local people in the use of the jet injection guns, in mobile team techniques and in the organization of district and country-wide immunization programs.

One of the major accomplishments of the West and Central African program was the successful introduction of a new strategy for attacking smallpox. Previous immunization campaigns in the world sought to vaccinate large proportions of the population, usually at least 85 percent, in order to prevent outbreaks of the disease on an epidemic scale. However, in the first year of the West and Central African programs a new technique was attempted to bring smallpox under control and ultimately to eradicate it. The strategy entailed finding

and organizational concepts. Two developments were of primary importance technologically. The first was the discovery of a freeze-dried vaccine which was more stable than older types of fluid vaccine which required constant refrigeration and quickly lost their potency after they were made up. While the freeze-dried vaccines still require refrigeration, they retain their potency for a much longer period of time and can be converted into liquid form for vaccination in the field, thus making it possible to extend immunization programs into underdeveloped areas where modern health facilities are lacking.

A second development that helped make widespread immunization programs possible was the introduction of jet injection equipment. Jet injection guns require



From left to right: A smallpox and measles campaign poster draws the attention of a schoolboy in West Africa. The vaccination mark on the arm of this attractive young woman in Niger may mean that her classical beauty will never be marred by smallpox, while the man will probably be badly scarred and perhaps blinded because of the disease. Smiling children in Niger show off their vaccination certificates.

cases of smallpox and carefully vaccinating all people who possibly could have been in contact with the infected person in order to eventually break the smallpox chain of transmission. Such a method required an efficient surveillance system and considerable precision in the actual vaccination program; these were both developed in the West and Central African programs, which then served as an example to programs elsewhere in the world. "The West African success," Dr. Foege says, "served as an enormous catalyst for the rest of the world because it showed that this new strategy could be used effectively, even in countries which appeared to lack some of the most basic health resources and where there were some of the highest rates of smallpox in the world."

A Change in Philosophy

While the immediate advantages of the smallpox and measles programs in West and Central Africa are readily apparent, Dr. Foege believes that the programs have had even more far reaching effects. The programs represented a change in the philosophy of the health services in many of these countries. Where their health services historically tended to emphasize the clinical aspects of medical care, the immunization programs placed priority on prevention. Moreover, the smallpox and measles programs broke from a common pattern of the past in which health care was only available to a small section of the population for geographic, eco-

nomic, or social reasons. The new programs offered a specific amount of medical care, i.e. smallpox vaccination and measles inoculation, to the entire population of each country and they actually did succeed in making that medical care available.

The AID-Public Health Service Program in West and Central Africa cost substantially less for the combined smallpox and measles immunization campaign than the initial estimate of \$50 million. This savings has been due in large part to a considerable reduction in the cost of the measles vaccine, from \$1.50 per dose at the outset of the program to less than 20 cents at present. The success of the program worldwide, however, will save many countries vast sums of money—the U.S. economy some \$143 million annually—because smallpox prevention measures within these countries will not be necessary on the scale that was previously required. But of greater importance is the very real possibility that in another two or three years smallpox may cease to threaten human life anywhere in the world. It will be a signal success for mankind as a whole and it will have been accomplished through a true international effort. And as Dr. Foege points out: "It isn't the new technology which is really the decisive factor in winning the battle against smallpox. The item which has made, and will continue to make, the real difference is social will—the determination of individuals and societies as a whole to do something definite to improve their lives."

pasta and protein

by Wade Fleetwood

Most Americans eat pasta in one or another of its 179 different forms. Now, as a result of an AID-sponsored program, people in the less-developed world may have available No. 180, a new, highly nutritious variety.

It is the result of a program initiated by AID, completed in 1969, that has given encouragement and financial assistance to U.S. food companies. These firms were charged to develop, with their own technical resources, high-protein low-cost foods to meet the needs of less developed countries. Working through AID's Office of Nutrition and regional bureaus, the United States Department of Agriculture, and the Overseas Private Investment Corporation (OPIC), the Agency focused on this technique as a means of combating protein malnutrition in many parts of the world.

Developing Protein-Rich Foods

The program was designed to develop products rich in protein, and then, with governmental financial support, to assist private enterprise in marketing evaluations in developing countries. Favorable reports would lead to the introduction of the food into such countries on a commercial basis. By this, American technical know-how and investment incentive could be brought to bear on a high priority target in those areas needing it most. To date, AID has expended several million dollars, and private industry many times more, on research of high nutrition foods for consumers in developing nations.

The last week in April this year was designated Good Nutrition Week in the United States. The slogan: "Are you nutrition-wise or other-wise?" Statistics show that vast numbers of children in the world are, in fact, otherwise. Data suggesting wide-spread permanent crippling effects of malnutrition, both mentally and

Mr. Fleetwood is a member of the Public Affairs Staff of the AID Latin American Bureau.



Children in Recife, Brazil, who ate Golden Elbow Macaroni daily, had their weight recorded to determine gains.

physically, are constantly emphasizing the urgent need of how best to feed the young in the less developed areas of Latin America, Africa and Asia. And the need to cope with the feeding problem is daily becoming more obvious.

Under the U.S. Government's Food for Peace Programs, one of the first engineered food products to emerge and gain universal acceptance on a massive scale was CSM, produced through the joint efforts of AID, USDA, the National Institutes of Health and the American Corn Millers Federation. Born in September of 1966 in the face of a non-fat dry milk solid shortage, CSM was conceived as a milk substitute, consisting predominantly of corn and soy with a minor milk additive. The Lauhoff Grain Company of Danville, Illinois, the Krause Milling Company of Milwaukee, Wisconsin, and the Archer-Daniels-Midland Company of Decatur, Illinois, the major producers, pack CSM with impressive amounts of vitamins and minerals to complement the high protein content.

Already, enough CSM has been used—over a billion and a half pounds—to fill the towering Washington Monument four times. It is currently being sent abroad to over 80 countries where nearly 40 million children a day eat it. About 350 million pounds are scheduled to be shipped this year.

Mixed with water, CSM can become a soup, a gruel or an unleavened bread. Importantly, it has found wide taste acceptance in non-corn eating economies, notably India.

Voluntary agencies distribute CSM by requesting the importation of a specific tonnage, under Public Law

480, through Food for Peace Officers at AID Missions. Then USDA's Commodity Credit Corporation places the order with the suppliers in the United States for shipment to the port of embarkation. The U.S. government pays the costs of ocean transportation only. It is admitted duty free, and recipient countries pay handling costs, including storage and distribution.

But that isn't the end of the story—nor of the search for a better product that has been in progress these past few years. Rather, it is the beginning of an exciting chapter in private sector research by many firms. General Foods Corporation of White Plains, New York, for example, has developed a second generation product that has the promise of worldwide appeal. This high protein pasta product called Golden Elbow Macaroni has raised objections from purists who reserve the use of the name "macaroni" for pasta products made only from wheat. Their objections are based on tradition and definition.

Experiment Uses Familiar Elbow Macaroni

The familiar elbow macaroni was selected for an important role in the development of high nutrient foods. It is a pioneer, you might say, in the shape of things to come in the markets of the world. Even so, it is an old pioneer, in a very real sense, in the long and continuing succession of experimentation to come up with a product that would meet the needs of the hungry and undernourished everywhere.

To produce this product, a basic change was made in the CSM formula—the corn (60 percent) and soy (30 percent) content remained the same, but the milk came out. In its place was substituted hard durum wheat (10 percent). The nutrient values and other characteristics of the new product are startling:

- it contains more than seven times the protein rating, or the effective protein value, of conventional pasta;
- it is comparable nutritionally to casein (milk protein);
- its total protein has increased from 12½ percent in regular pasta to 20½ percent;
- its cost in raw materials is about 20-25 percent less than conventional pasta;
- it can be made wherever standard pasta equipment exists in the world;
- it cooks in less than half the time as conventional pasta.

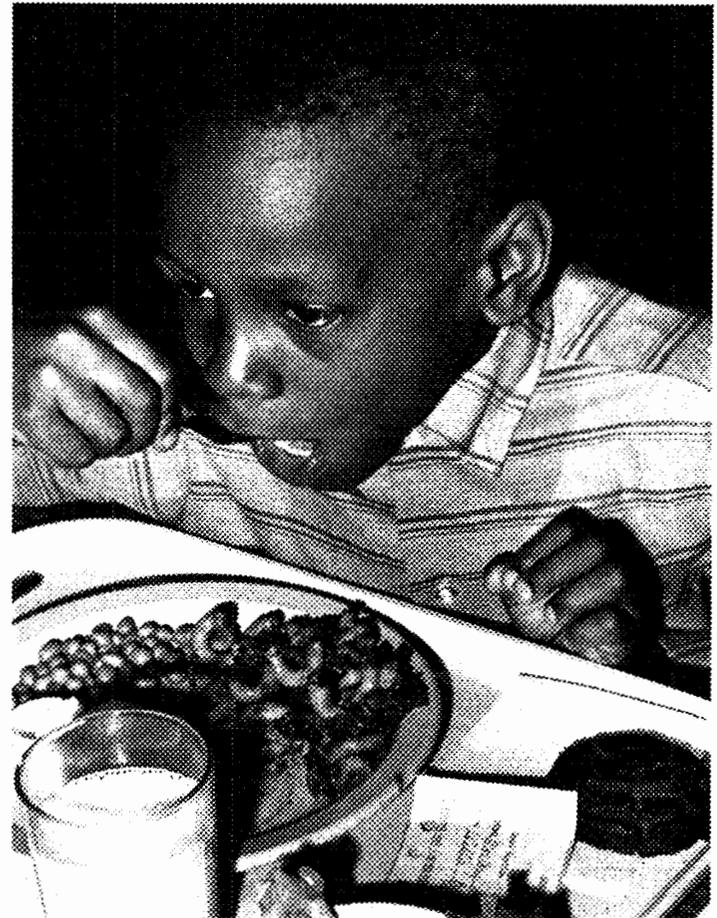
In the light of the significant breakthrough attained by General Foods (which spent nearly \$300,000 on the development of Golden Elbow Macaroni), AID awarded the firm a \$50,000 grant in December of 1969 to conduct a commercial feasibility study in Brazil and "to adapt this know-how for broad institutional feeding programs for children and the poor." Fortunately, the study proved the feasibility of the introduction of the product into Brazil, and negotiations are underway for

further testing of the product in part of the school feeding program there in late 1971. Under the impetus of the AID grant, plans are being made to operate a pilot plant for the production of Golden Elbow Macaroni in Campinas, State of Sao Paulo, Brazil.

Dr. Kenneth Dykstra, Director of General Foods' Center of Applied Nutrition, sums up the effort to reach the people in developing countries with a simple, yet convincing, formula: "In a foreign area, the enthusiasm of a local entrepreneur and the palatability of the food are the two most important criteria. If somebody wants to make it, and enough people want to eat it, you will be able to guide the man to a reasonable fortification."

An interesting and important corollary of all this is that Golden Elbow Macaroni is also being distributed, now only on an institutional basis, to several areas of the United States. The states of Massachusetts, Alabama, Vermont, Florida, Texas, New Jersey and Ohio are beginning to use Golden Elbow Macaroni in some of their mass feeding facilities, in schools, homes for the elderly, hospitals and penal institutions. The USDA has accepted the product as one to be supplied, upon request, to domestic school feeding programs supported by USDA commodities.

Thus, the growing array of foods aimed at better nutrition have a new ally.



During the protein experiment, school children ate Golden Elbow Macaroni as a part of their lunch program.

FAMILY PLANNING AND THE LAW

by Thomas C. Lyons, Jr.

For several years the population program of the Agency for International Development has sought, among other things, to understand all the dimensions of population growth and its relationship to the process of modernization, and to involve the pertinent institutions and influential individuals in both understanding and solving the population problem in specific country settings. In both areas of knowledge and operations, it was obvious that existing legal structures in many underdeveloped countries were often obstacles to progress generally, and population programs specifically. In a word, lack of both legal concern and involvement of country-wide legal communities was viewed as an impediment to developmental efforts.

As an example, in early 1969, former Ambassador to the Organization of American States Sol M. Linowitz told a meeting of the Association of American Law Schools that all nations need to use their legal systems more effectively in their developmental process. Ambassador Linowitz said: "The use of law in this manner is somewhat akin to the role of an engineer—for the lawyers must analyze the stresses and strains in their nations, and place themselves in the vanguard of devising new institutions and techniques. Few developing nations are in a position to innovate successfully because they lack sufficient well-trained personnel. The lack of qualified personnel is both quantitative and qualitative. I am speaking not merely of political officers and economic planners, but also of those who staff the present legal infrastructure."

Law Becomes Static

In some countries of the world, including the United States, lawyers have a long and strong tradition of public service, but the exercise of dynamic leadership on the part of the legal community in many developing countries has not been visible. Further, in many areas of the developing world, the body of law is seen too often (by lawyers themselves, unfortunately) as a static structure, rather than a dynamic device of change and modernization.

In addition to involvement (or non-involvement as the case might be) of the legal community, there is the question of the interplay between law and other aspects of society. It is part of the general theory of social behavior that a legal system and laws are to one degree

or another influential on individual and societal behavior, at least in so far as the system and the laws create the conditions for such behavior. As such, the absence of laws, the existence of laws and their application, the future enactment of laws, can all contribute to a specific demographic response. While law often reflects contemporary social norms, its potential as catalyst for social change and total development has been little understood and, to a lesser degree, utilized.

Among the various approaches to population and family planning—sociological, economic, political, religious, biological, psychological, ideological, medical-pharmaceutical, demographic—that of the law has been little studied and its potential little explored. As recently as 1965, for example, of nearly 1,000 participants and observers at the United Nations World Population Conference in Belgrade, there was only one lawyer, and none of the hundreds of papers presented at the Conference dealt with the legal aspects of the population problem.

Basic Human Right

Among many developments in recent years, two underscore the importance of the legal approach: (a) the declaration by heads of states, including that of the United States, that family planning is a basic human right, and (b) the unanimous adoption of a resolution by the United Nations Conference on Human Rights in Teheran in 1968 that knowledge of family planning is a basic human right.

Since "human right" imposes a legal, and not merely moral, responsibility upon states, there is a legal duty, on the part of states which explicitly recognize the right of family planning as a human right, to see that laws and policies which conflict with the implementation of such right be amended or abolished and that new laws and policies be adopted to conform with and further this right.

Official recognition that family planning is a basic human right, however, has seldom been followed by systematic legal reforms to bring the existing laws into the line with that recognition. Thus, restrictions continue to hamper the importation, manufacture, advertisement and transportation of contraceptives; the minimum marriage age remains low; education laws continue to forbid the teaching of family planning or sex education in schools; public health services remain unresponsive to the need for birth control council and clinics; the social welfare and income tax systems may favor large families; and abortion codes are believed to contribute to high-cost, high-risk illegal operations.

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A vasectomy operation is performed in a Bombay railway station clinic.

A young woman in El Salvador holds a month's supply of birth control pills.



A technician in Korea explains an intrauterine device to a group of women at a health center.

Even where legal reforms have been instituted, there are many gaps, owing to the lack of coordination. In many other newly emergent nations, retention of archaic laws inherited wholesale from former colonial powers often leads to the defeat of an official family planning policy.

Need to Know Present Laws

Because the relationship between population and law has been little studied and less understood, it is felt that eventual legal reform will be impossible without an adequate knowledge of what existing laws are, and how these laws relate to other facts relevant to the population question, such as policy and programs. The mere compilation of all laws in a few countries is an important and necessary first step. Statutes and decrees are often scattered throughout the law, and administrative and judicial decrees and interpretations are usually buried and in many cases not generally known.

If legal reforms are to come about in the setting of the less developed countries, a degree of awareness and a degree of expertise must eventually be created, for only the countries themselves can in the end effect the necessary change. Lawyers, professors of law, students and government officials can be helped in acquiring knowledge, interpreting the knowledge, and applying the knowledge to their own particular setting. In some cases, more assistance will be necessary, including legal analysis, help in drafting model codes, help in the preparation of text books and course content in training lawyers, and a forum for sharing views and problems.

Project Devised

This need was recognized by those working in the AID population programs. In 1969 a project was developed to add a new dimension to existing approaches of family planning services. It also sought to understand the complicated matrix we call "the population prob-

lem." The project began with the premise that law has an important impact upon the behavior of people, although the exact extent of the impact varies from national state to national state. Further, the project was to be directed at assisting developing countries who sought to do so, in making legal reforms necessary to bring existing laws into line with the recognition that family planning is a basic human right. The project also aimed at exploring the many-faceted relations between law and the actual policy of governments and practices of people. And finally, the project, to the extent possible, would involve the legal community in host countries in solving the population problem. This project would be carried out with as low a U.S. profile and non-U.S. involvement as possible.

In June 1970, AID contracted with the Fletcher School of Law and Diplomacy, Tufts University, Medford, Massachusetts, for a three-year Law and Population Program. Director is Dr. Luke T. Lee, an eminent legal scholar who has authored or co-authored several books on international law and published dozens of articles. For years Dr. Lee has lectured in the area of law and population. Recently, a paper prepared for the World Health Organization, "Law and Family Planning," appeared in the April 1971 issue of *Studies in Family Planning*. He is co-editor, with Arthur Larson, of a forthcoming book, *Population and Law* which will cover law and population in 13 countries and the United Nations.

The Law and Population Program under Dr. Lee's direction has as its specific goals:

- to stimulate interest and awareness in this matter among lawyers generally, and to exchange ideas among lawyers in different countries;
- to collect legislation of judicial and administrative decisions which affect or may affect population and family planning;

(Continued on p. 20)

Can Agriculture Provide Enough

by Carl Eicher, Thomas Zalla,
James Kocher and Fred Winch

Rising unemployment and explosive rates of urbanization are common problems in nearly all less-developed countries. In Africa, the population of many capital cities is doubling in size every ten years and the population of most nations is doubling every generation. The population explosion and the convergence of a number of forces over the past decade have caused an increase in the number of unemployed and underemployed in most African nations.

Most African development plans in the 1960s concentrated on expanding the growth rate of per capita income as their primary policy objective. Yet in spite of high rates of growth, unemployment remains high and is expected to increase in the 1970s. Similar experiences in other parts of the world have led many economists to question what we have conventionally assumed is a favorable relationship between growth and employment. Despite high growth rates, widespread unemployment and underemployment are inconsistent with economic development. It is becoming clear that employment generation is as important a development objective as is growth in per capita income.

Increasing Unemployment

In the 1950s and early 1960s the assumption of disguised unemployment in agriculture in lesser developed countries was uncritically accepted by many development economists. As a result, policy recommendations were advanced in many countries to launch industrialization drives, under the assumption that a sizeable redundant labor force in agriculture could be converted to industrial employment at no loss of agricultural output. Migration from agriculture was assumed to be desirable because workers who were contributing nothing to agricultural output could be employed in industry and hence increase national output. By the early 1960s, however, a number of empirical studies revealed that the assumption of disguised unemployment in these nations was not supported when permanent rather than seasonal labor transfer was taken into account.

On the basis of growing empirical evidence, development economists generally reversed their positions on disguised unemployment in the mid-1960s and agreed that (a) the marginal product of labor in agriculture

in lesser developed countries was generally positive but low, (b) industrialization drives could be thwarted due to lack of a reliable food surplus, and (c) relatively more resources should be devoted to agriculture.

The causes of unemployment in African economies encompass a complex set of ecological, social and institutional parameters.

Several factors have been identified as bearing importance to rising unemployment rates. Population is, perhaps, the most pressing factor. Population can be expected to increase in tropical Africa from 214 million in 1965 to about 350 million in 1985. In Northern Africa, the population is expected to increase from 72 million in 1965 to 125 million in 1985. During the same time, the male labor force is expected to increase by 50 percent and double by the year 2000, with 70-90 percent of this increase occurring in the rural areas. Yet, even in the face of these projections, most African nations have adopted a 'wait and see' attitude towards family planning.

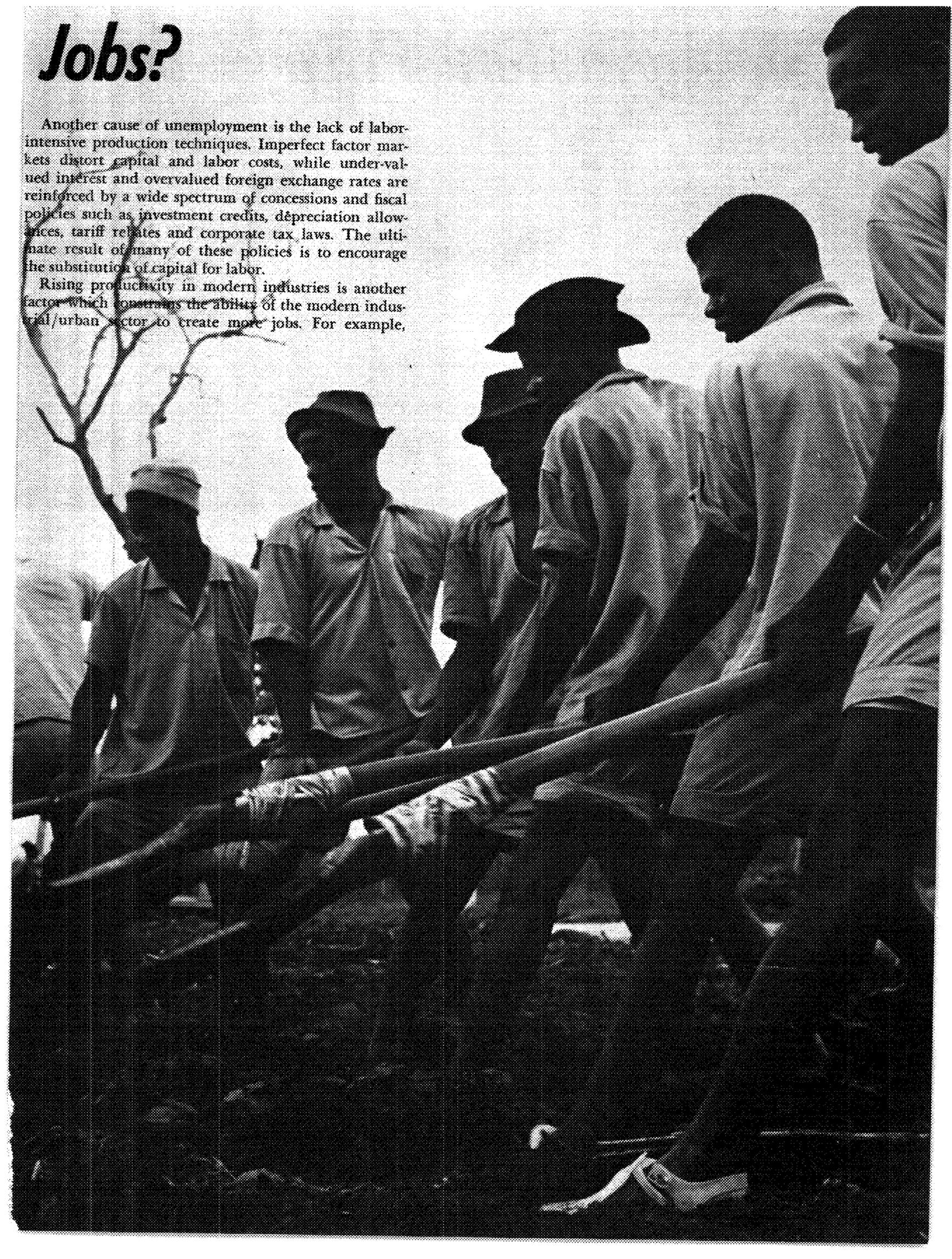
This article is based on a paper prepared under an AID contract with the Consortium for the Study of Nigerian Rural Development at Michigan State University, East Lansing, Michigan. Dr. Eicher and Mr. Winch are with the Department of Agricultural Economics at Michigan State University. Mr. Zalla is working on a research project in Moshi, Tanzania, and Mr. Kocher is with the Population Council in New York City. The views expressed in this article are not necessarily those of the Agency for International Development.



Jobs?

Another cause of unemployment is the lack of labor-intensive production techniques. Imperfect factor markets distort capital and labor costs, while undervalued interest and overvalued foreign exchange rates are reinforced by a wide spectrum of concessions and fiscal policies such as investment credits, depreciation allowances, tariff reliefs and corporate tax laws. The ultimate result of many of these policies is to encourage the substitution of capital for labor.

Rising productivity in modern industries is another factor which constrains the ability of the modern industrial/urban sector to create more jobs. For example,



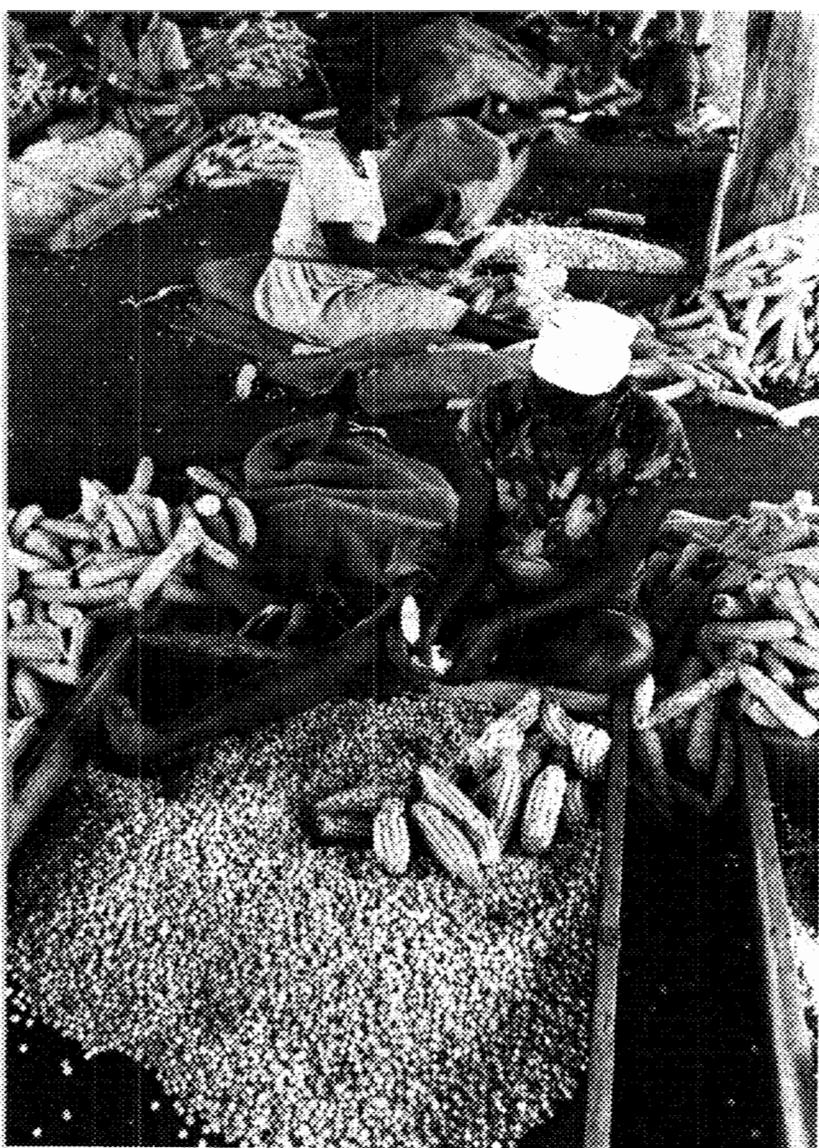


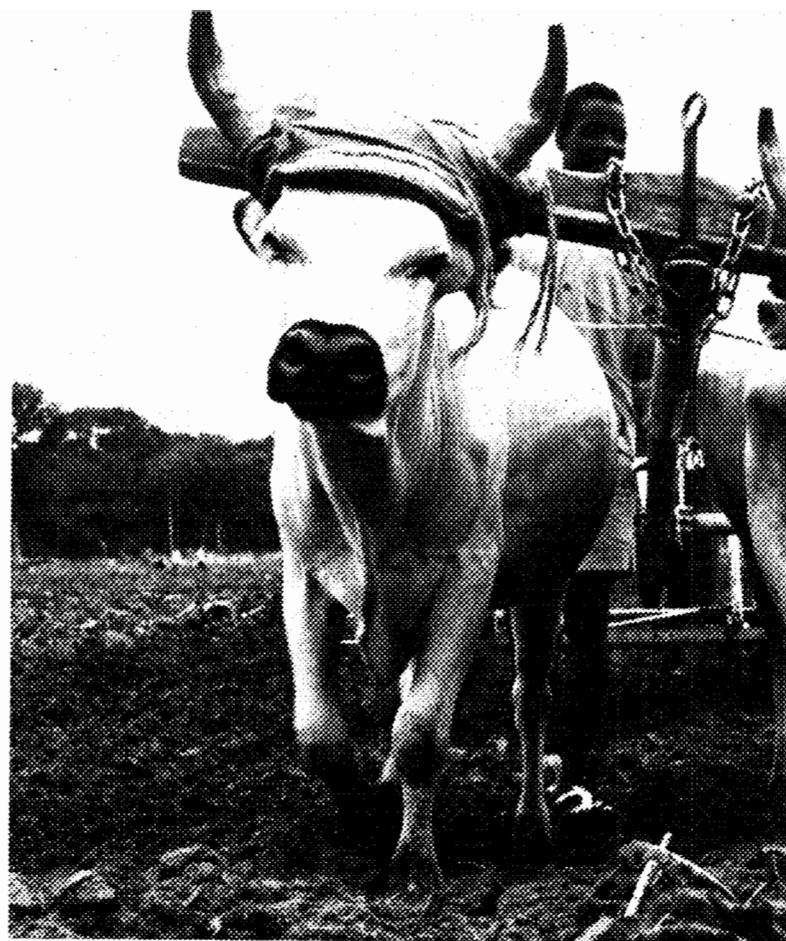
Photo by Carl Purcell

Ole Norbye in a study made in Kenya between 1954 and 1964, indicated that while manufacturing output rose by 7.6 percent per year, employment fell by 1.1 percent.¹ Other studies in Kenya show similar correlations, that is increased GDP and increasing unemployment rates. There seems to be little evidence that increases in GDP in Africa will be significantly associated with increased industrial and manufacturing employment, and may, on the contrary, lead to uneven development, wider gaps in income distribution and declining industrial labor force.

Higher urban incomes attract people to the cities, thus causing a labor imbalance and over supply in the cities. Only by increasing incentives and wage returns in agriculture, will the situation be slowed down and take effect on unemployment rates in the cities.

Another factor affecting the unemployment rate is the bias of provision of social services in the urban community, again drawing people to urban centers. Other urban migration incentives including water supply, education, health services and access to the mass media, also are forces which draw attention to concentrated social services efforts. As a consequence of this

¹ Norbye, Ole David Kohi. "Long-Term Employment Prospects and the Need for Large-Scale Rural Works Programmes." *Education, Employment and Rural Development*. East African Publishing House, Nairobi 1967.



urban bias, migration to urban areas has taken place in excess of job opportunities there, while at the same time attracting and holding qualified professionals such as physicians, technicians and teachers.

Graduates of primary, and in some cases secondary, schools also have added to the increased numbers of the unemployed. The rapid expansion of schooling from roughly 10 to 30 percent of the school age population has resulted in many graduates being unable to find jobs consistent with their expectations.

Finally, seasonal employment in African agriculture aggravates the swelling unemployment roles. The seasonal nature of the crops, especially in the arid climates of the continent, turn farmers out to look for jobs from six to nine months of the year, distorting the unemployment roles.

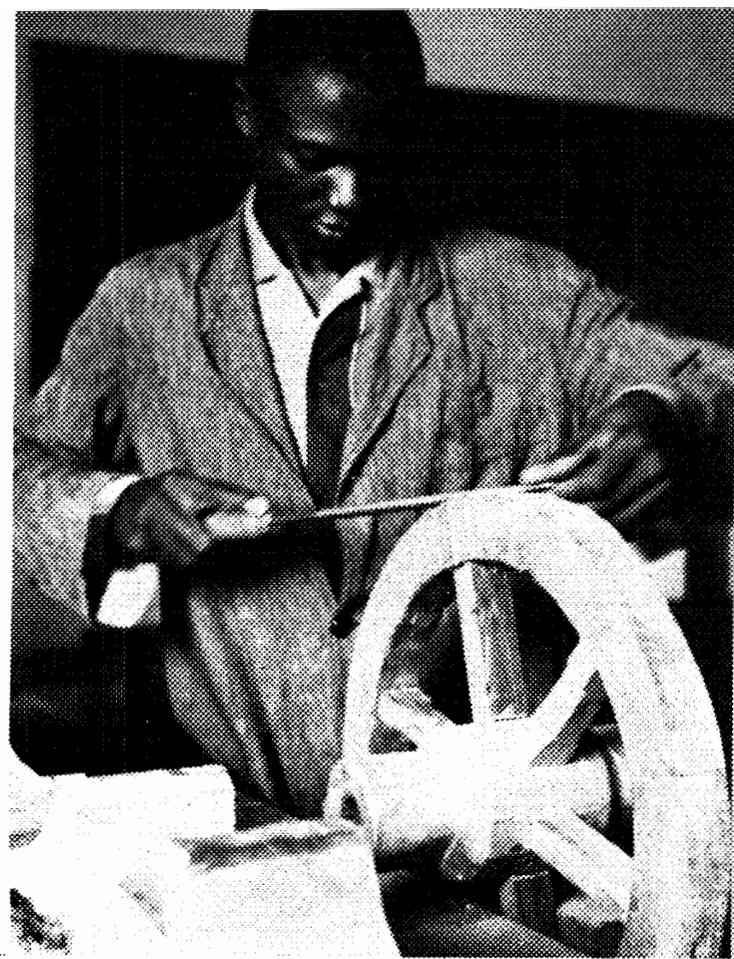
Unemployment is a serious problem in Africa, and it grows more serious. The problem is visible in the urban slums and in rural villages. The migration from the rural to urban areas only serves to complicate problems. To look for employment generation in the industrial sector in the face of open unemployment will likely be a misguided policy because it will induce additional rural to urban migration. Therefore, to alleviate the pressures of rising unemployment, solutions should be sought in the agriculture sectors.

Agricultural Policies and Employment

Poor agricultural policies can dampen employment creation in rural areas and encourage "premature" rural to urban migration. The first of these is subsidized tractor mechanization, schemes deploying large tractors and often connected with large scale farming projects such as state farms and land settlements.



Left: A machine could do the work being performed by these agricultural laborers more efficiently and, probably, more economically. But what then happens to the people? Center: Animal power offers an alternative to mechanization and may help to provide more jobs. Right: Where animal power is used, the domestic manufacture of implements can help to generate local employment and reduce foreign exchange requirements.



Photos courtesy of ILO

Tractor mechanization schemes in Africa have been less than successful for a number of reasons, including the short life of tractors and equipment due to corrosion and poor maintenance, poor management, a low degree of utilization, use of equipment inappropriate for African soils and diverse ecological conditions.

In addition to these problems may be added complications on the national and economic level including government subsidizing of tractor schemes through rebates on fuel, capital investment allowances and subsidized training centers; loss in foreign exchange for equipment inventory and spare parts; and replacement of labor by machines. Although there may be an economic justification for subsidizing mechanization in some situations, there is little empirical support—especially in Africa—for subsidizing mechanization from an economic point of view.

Tractor mechanization projects are often promoted with the inadequate techniques used for appraising them. Such appraisal should be undertaken from two points of view: a) financial, meaning the profitability of mechanization to the farmer or agency, and b) economic, involving the impact of the project on the national economy, including secondary costs and benefits such as the impact of the project on employment and foreign exchange.

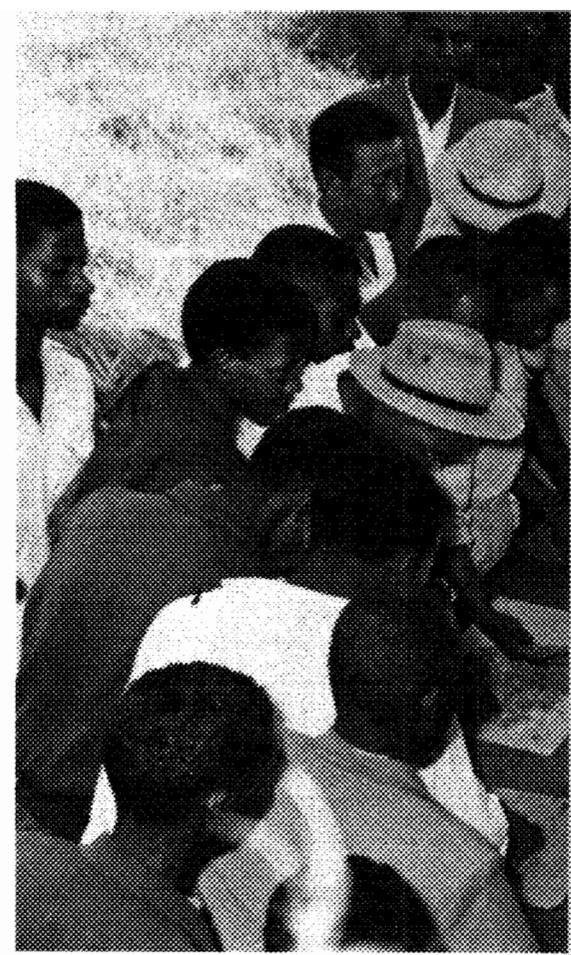
Appraising tractor schemes from only a financial point of view often supports inefficient and “premature” tractor mechanization from society’s point of view. Financial returns are essentially returns calculated at prevailing market prices for inputs and outputs. They do not generally allow for a number of artificial incentives—capital investment allowances, foreign exchange requirements, supporting equipment, spare parts and fuel—and as a result lead to an exaggerated advantage of using machinery to replace manual labor.

An economic appraisal, on the other hand, is mainly concerned with the impact of a project on national aggregates such as real income, employment and foreign exchange balances. Prices, corrected for such imperfections, are more realistically compared with alternative investments.

Animal Power as an Alternative

What alternatives exist to mechanized projects. One possibility is animal power. One advantage of using animal power is that it enables farmers to extend their cultivated areas often as much as three to four times. Animals are also potentially available to many small farmers, whereas mechanization is not.

The introduction of animal power has the potential for decreasing unemployment primarily via land extension which will require more man-days for weeding and



Unemployed workers (left, above) pass their time together . . . waiting in the hope of jobs. But trainees (right) at a coffee cooperative learn new skills, in this case coffee conditioning.

harvesting. Also, in regions where animal power is justified, domestic manufacture of implements—ox carts, plows and tools—can help generate local employment and reduce foreign exchange requirements.

It is undoubtedly true that any farmer given the choice between joining a highly-subsidized mechanization scheme or an animal-power-farm operation would choose the more mechanized option. But the choice open to the overwhelming majority of African farmers will have to be made between unsubsidized mechanization and animal-power farming, and at this stage of development, the latter is the most feasible alternative attainable.

Another Cause of Unemployment

Another important cause of unemployment in African agriculture arises from poorly conceived and inconsistent policies for exploiting Africa's potential to compete in world agricultural export markets, and thereby generating employment and increased effective demand in agriculture.

Fiscal policies, which tax agricultural exports have helped, widen the rural-urban income gap in a number of countries. Export taxes frequently depress producer incomes, promote rural to urban migration, restrict the rise of rural land values and hold down the growth in effective demand among farm people.

By placing emphasis on certain exportable items, such as has been demonstrated in the coffee and tea markets, Africa can become a low-cost producer of agricultural exports in world markets.

Self-sufficient food policies, common among many African nations, also may play an increasingly larger role in unemployment, but an examination of self-sufficient food policy may lead nations towards a more beneficial course. Until now, food policies have been combined with rising import duties in order to protect local producers. As a result, consumer food prices have risen, and union pressure for higher wages have been met by statutory rises in government wage rates, which are usually adopted by private estates and plantations. Rises in statutory wages, in turn, have often led to the replacement of labor with capital equipment. A turn around in the self-sufficient food policy would help to alleviate agricultural unemployment.

Overemphasis on direct government investment schemes are indicated as another cause of rising unemployment. Government investments into large irrigation schemes, state farms and land settlement are often undertaken without investigation into technical and economic feasibility and proper management. Most often, the direct government investment leads to large expenditures that benefit only a few.

An alternative to large scale investment is small-holder labor employment. The case of irrigation serves to illustrate this point. A substantial amount of rural unemployment in Africa is seasonal, with farmers being unemployed for several months of the year. Rather than allowing farmers to remain idle, seasonal slack

QUOTES

'Our Goal Is to Build... A Generation of Peace'

"Our goal is more than simply peace in the sense of the absence of war. . . . It is to build something that Americans have not had in this century: a full generation of peace.

"But as we think of that peace, let us remember . . . there is a tendency for a great people to retreat from responsibilities in the world and that would only lead to increasing the dangers of another war. . . .

"There are no constituencies for foreign aid. We know that. But let us recognize this: If the United States at this particular time should determine that it will discontinue its programs of mutual assistance for countries abroad—helping them so they can help themselves—it can only mean that the world will become much more unstable, that the dangers of war in the world will greatly increase and that the U.S. will no longer be a world power respected in the world, no matter how strong we are at home."

Richard M. Nixon

". . . Despite its faults, it (the foreign aid program) has brought many backward areas to the point of seizing their own destinies from political, social and technological standpoints. . . Individual triumphs are numerous. . . history can scarcely dismiss U.S. aid as a failure."

Denver Post

"We are entering a new epoch which is as promising as it is dangerous. . . But the American people have to realize that there can be no return to isolationism. . ."

Washington Star

". . . For the United States, the richest nation, to be a dropout on foreign aid is intolerable."

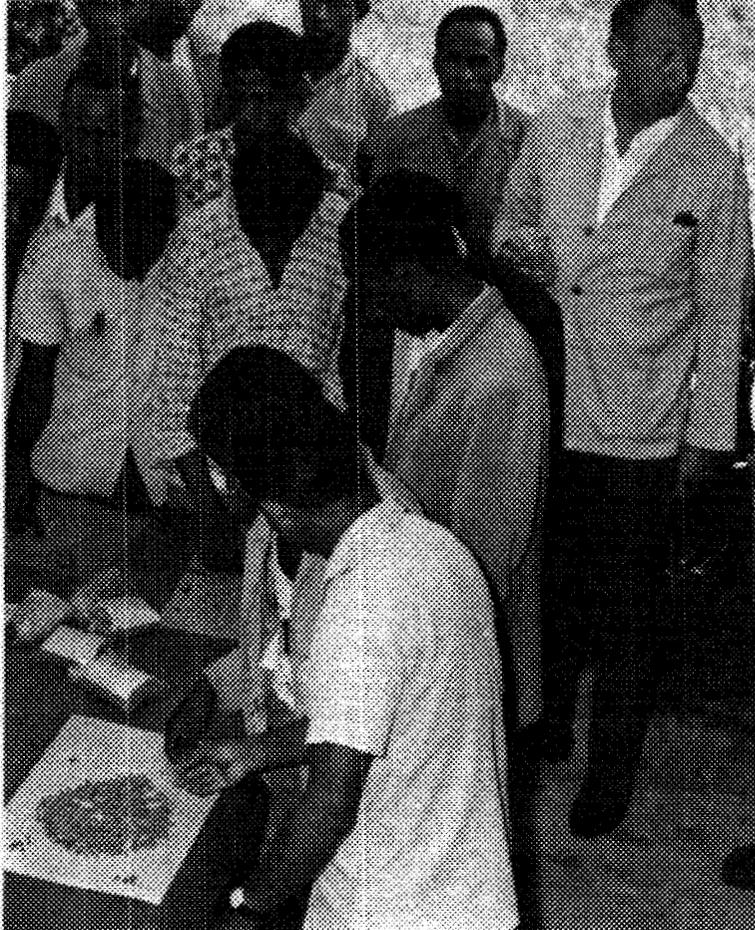
Marquis Childs

". . . By any measurement of fair share, Americans need to be doing more rather than less in aiding others. Twenty percent of the world's population enjoys 80 percent of its resources, and we Americans are a large portion of that fortunate 20 percent. The rich U.S. at present contributes less proportionately than do most other nations. . ."

Rev. Dr. Theodore M. Hesburgh

". . . The killing of certain economic and humanitarian aid programs would be as catastrophic on the global scene as the mass cut in welfare funds would be in Cook County. . ."

Chicago Sun-Times



could be taken up with smallholder irrigation projects, which would be beneficial over widespread geographic areas by increasing crop yields during the normal growing season. At the same time, such projects could curb seasonal unemployment rates.

Finally, the lack of national research and development policies geared to local factor endowments has aided the rising unemployment figures. Donor nation investments have been highly mechanized, leading to pitfalls similar to those of tractor mechanization. Research and development from North America and Europe is not readily transferred directly to Africa. Rather than a transfer of knowledge, the African nations need their own research programs, the results of which can lead to higher agricultural productivity and higher employment rates.

Toward a Redirection of Policies

The challenge to African nations now lies in the recognition of the causes of rising unemployment and the implementation of policies that will alleviate employment pressures.

The challenge for donor nations, in view of the overlapping factors of unemployment in the African nations, is to shift attention from the importation of mechanical technology to assisting African nations in the design and adaptation of technology appropriate to local conditions.

The Research Report from which this article was drawn, "Employment Generation in African Agriculture," is available free of charge from the Institute of International Agriculture, College of Agriculture and Natural Resources, Michigan State University, East Lansing, Michigan 48823.

"... Development, in countries that are sunk deep in stagnant poverty, is a slow business. . . Foreign aid can only be a pump-priming supplement to the developing country's own efforts, and one can seldom say precisely how much of the results achieved is attributed to it."

The Economist

"Foreign aid legislation has always depended on the support of lawmakers with widely differing views of the proper role of the United States in world affairs. Basically, there are those who would rely primarily on military measures to secure American interests in a chaotic world and those who believe the best hope for American security lies in cooperative programs of economic, social and political development aimed at eliminating the underlying causes of instability and conflict."

The New York Times

"There will be an aid bill, an aid program and an aid apparatus, but if they closely resemble what now exists then we will have learned from experience that we are unable to learn from experience."

Erich Sevareid, CBS-TV

"Now is the time for honest evaluation. Our nation must now make up its collective mind as to where it stands and what it wants. But while we debate, evaluate and create anew, it is supremely important that the poor of the world are not penalized by drastic actions or any reduction of our already inadequate efforts."

*Msgr. Marvin Bordelon,
Director*

*Department of
International Affairs
U.S. Catholic Conference*

"... we don't think the American people are ready to reject a simple moral principle: that the rich are obligated, domestically and internationally, to help the poor."

The Washington Daily News

"The United States has too much at stake to become a world dropout by repudiating its commitments to the long-range programs of economic and technical assistance which have developed in cooperation with scores of nations over the past 25 years."

*Edward C. Pomeroy,
Executive Director
American Association of
Colleges for Teacher
Education*

"The United States can ill afford the posture of isolationism or even the appearance of isolationism. The United States does not live in a vacuum and it would be folly to pretend America can. The United States just cannot run away from its world responsibilities. . ."

AFL-CIO President George Meany

"What is required. . . is not a new concept of aid but a willingness to cope with the real world."

The Washington Post

"The aid program has bolstered the U.S. balance of trade, at a time when it was slipping as a result of severe competition from low-wage foreign countries."

The Journal of Commerce

"Abandonment of foreign aid would mean abandonment of a moral duty to help the less fortunate—however thankless that Biblical task may be."

Baltimore News-American

"'Foreign aid' is just a newspaper headline or a generality to most people. But it covers lots and lots of things. . ."

David Lawrence

"... the U.S. does have a commitment—a moral commitment, . . . as well as a commitment to its own security—of doing its share to build a world of peace."

Philadelphia Inquirer

"... Every responsible study has found that this nation should be contributing more and not less. . . This wide disparity between the rich and poor of the world contains the seeds of a political explosion unparalleled in man's history."

Providence Journal

"... Whether there is war or peace in the Mideast or in Southeast Asia affects us. Whether Africa and Latin America develop in an orderly and stable manner or sink into turmoil is important to our security in this nuclear age. As the greatest economic and military power in the world we cannot drop responsibilities in these areas just because we are tired of them."

Milwaukee Journal

"... The momentum of American disenchantment—with the thankless role of world leadership, with the war in Vietnam that had brought nothing but unhappiness, with allies whom Americans see prosper but unwilling to lighten the U.S. load, with the frustrating power position of nuclear parity—gained speed faster than Mr. Nixon had allowed for."

The Sunday Times, London

"For people to decry what we've done in the world is a catastrophe. For people to stand up at this late date and claim we've failed is preposterous. . . The idea that we should drop out now—now when other nations are joining us in international aid programs—is fantastic."

W. Averell Harriman

"... Despite the irritations, frustrations and disappointments, foreign aid must be redirected into an essential instrument of American humanitarian policy. Such a policy, by its very nature, is in the national interest."

St. Louis Post-Dispatch

IN PRINT

Population Growth in Latin America

A Review by George M. Coleman

Ideology, Faith, and Family Planning in Latin America, by J. Mayone Stycos, a Population Council book, McGraw Hill, 1971, 418 pp. \$15.00.

Stripped of its many notes, quotations and references, Stycos's "Ideology, Faith, and Family Planning in Latin America" bears a simple message: The population growth rate in Latin America which has produced unparalleled rates of natural increase for much of Latin America "exacerbates virtually all the social and economic problems and renders their solution still more complex and costly." There are great changes of opinion even within the Church toward coping with this population increase. Modern technology makes it possible to reduce fertility rates, but we must create the agencies and the systems to confront the peril by setting goals, establishing programs in and out of the ministries of health, developing programs of public education and moving from simple family planning to population planning if we are to succeed.

But stripped of its many notes and quotes the Stycos book would lose its great readability. For it is precisely the verbatim quotations from Latin leaders and ordinary people which gives a richness to the text and grips the interest of the reader. Moreover, the individual papers by graduate students working under Dr. Stycos at Cornell present very readable and informative analyses of attitudes and opinions toward family planning. The views of the Right and the Left, the radical student and the priest, the slum housewife and the well-off society matron, etc., are captured in their own words and presented graphically as part of large samples of the population.

Mr. Coleman is Chief of the Population Programs Division of the Bureau for Latin America, AID.

One interesting new bit of information concerns machismo—that phenomenon of Latin male chauvinism (excessive demonstration of virility) which has received major attention as a force to thwart efforts at family planning and responsible parenthood. According to the Stycos papers—a low percentage of males in a recent survey in Puerto Rico wanted more children than did their wives. Machismo, as described by the social scientists, has manifested itself by a desire to successfully impregnate at least once a year as proof of manhood. It is possible that machismo has been overstressed as a factor toward increasing the birth-rate in Latin America.

Therefore, other causes and other motivations should be reexamined. These include excessive high mortality of infants which leads couples to produce many more in order to assure survival, the desire of couples to have many children for social security in old age, the desire to carry on the family name, and the need, in rural areas especially, for extra work hands at home and in the fields.

One basic finding which stays in one's thoughts long after the book is set aside involves education. Working with seven major cities from Mexico to Buenos Aires, Edgar Elam notes the following:

Young women with high education level are most favorable to low fertility while older women with low education are the least favorable.

Is this a simple but much overlooked component of family planning programs which we in the United States are overlooking as we develop the blueprints for our technical assistance in family planning overseas? It would be worth our while to take a closer look at the positive relationships between education and knowledge, attitudes and

practices favorable to achieving low fertility.

There are other basic insights which are revealed as the sociologists examine the population scene in Latin America. Stycos' latest collection is worth the time of the population program implementer, not only those working with Latin America where it is clearly pertinent and timely but those whose interests are further afield.

The book maintains the Stycos image: captivating in prose, penetrating in its analyses of public and private opinion on fertility control and pithy at times concerning the approaches made by the U.S. and the several international agencies giving assistance in this vital area in Latin America.

Famine: A Symposium Dealing with Nutrition and Relief Operations in Times of Disaster, edited by Dr. Gunnar Blix, Dr. Yngve Hofvander and Dr. Bo Vahlquist. Almquist and Wiksells Printers, Stockholm, Sweden, 1971, 200 pp.

The papers included in this volume are taken from the "Nutrition and Relief Operations in Times of Disaster" seminar held in Saltsjöbaden, Sweden, August 24-27, 1970, by the Swedish Nutrition Foundation and the Sweden International Development Authority. The papers are directed at establishing "contact on a broad basis between nutrition scientists with experience from hunger stricken areas and representatives from international organizations which are engaged, time after time, in relief operations." Drawn from a field of worldwide nutrition experts, the papers are based on well documented studies and related to the special problems found during disaster relief situations.

Family Planning and the Law, from p. 11

- to analyze such materials with respect to selected countries;
- to study in depth four countries representing four different regions of the world—Asia, Africa, Middle East and Latin America—to investigate how law affects behavior, and vice versa, in matters concerning population and family planning;
- to prepare and discuss model codes by host country legal scholars on Population and Family Planning on the national, regional and worldwide bases;
- to provide reference services on law as it affects population and family planning;
- to collaborate, or if necessary, hold an international symposium on law and population;
- to establish a Law and Population Project staffed by a local team of lawyers in selected countries in cooperation with local universities, the UN Fund for Population Activities, and the International Planned Parenthood Federation;
- to conduct a model interdisciplinary seminar on law and population at the Fletcher School of Law and Diplomacy with a view to conducting the seminar in law schools abroad;
- to publish a Legislative Series on population and family planning in cooperation with international organizations;
- to prepare a textbook on law and population;
- to provide at the end of the project a set of recommendations on how the Program could be continued with non-AID funds.

Important Differences

This project effects growing trends within AID to involve the resources of many organizations and institutions in the developing and developed world. For example, while building this world-wide cooperative relationship, efforts have been made to make the Law and Population Program a truly multi-national effort through the closest formal collaboration with the International Planned Parenthood Federation (IPPF) and the UN Fund for Population Activities.

A case in point: as of August 31, 1971, scholars or institutions from seven developing countries have formally requested UNFPA assistance in establishing a law and population program. Recently, Dr. Lee, the Program's Director, was appointed Legal Consultant to the IPPF. Through contacts with heads of UN organizations, deans, legal scholars and government lawyers around the world, Dr. Lee has laid the ground for an elaborate international network of cooperating institutions.

The Program is guided by a multi-disciplinary International Advisory Committee on Population and Law, which is required to guide the Director in several important areas, including the selection of sites for the in-depth studies. Americans may not account for more than 50 percent of the Committee's membership. The Committee, which serves without pay, must meet, if at

all possible, outside of the United States and under the auspices of a co-hosting institution.

Further efforts to internationalize the Program include multi-national sponsorship of the international law symposium to be held outside the United States; use of local scholars in the compilation of legal texts and preparation of model codes; in-depth studies to be conducted only with co-sponsorship of a local law faculty; a text book to be prepared on Law and Population under internationally represented authorship; and housing of the legislative series outside of the United States with international co-sponsorship.



Overpopulation is everyone's problem. The child in a large family is too often frustrated, too often neglected.

The Program, just over a year old, has generated keen interest around the world for numerous reasons, but perhaps most importantly, its numerous parts have been organized and carried out in a remarkably international way. Major law schools in Europe and the developing world, all UN family organizations, and relevant national and international, public and private organizations have been contacted by Dr. Lee and his staff. Cooperative relationships have been set in motion that will extend far beyond the initial undertakings of the AID program.

The Program is under the general supervision of an International Advisory Committee on Population and Law meeting annually in different regions of the world. The committee held its first meeting at the Headquarters of the Organization for Economic Cooperation and Development in Paris in April 1971 and its members are: Georges Abi-Saab (Geneva University); Richard Baxter (Harvard University); F. E. Bland (OECD); Jean Bourgeois-Pichat (Institut National d'Etudes Demographiques); Philander Claxton, Jr. (State Department); Ambassador Melquiades J. Gamboa (Philippines); Robert K. A. Gardiner (UN Economic Commission for Africa); Halvor Gille (UN Fund for Population Activities); and Edmund A. Gullion (Fletcher).

Other members are: Julia Henderson (IPPF); Dr. Norman Hoover (American Medical Association); Edmund H. Kellogg (Fletcher); Dr. Dudley Kirk (Stanford University); Dr. Peter F. Krogh (Georgetown University); Dr. Arthur Larson (Duke University); Dr. Luke T. Lee (Fletcher); Thomas C. Lyons, Jr. (AID); Bertil Mathsson (UNESCO); Father Arthur McCormack (Vatican); Robert Meserve (American Bar Association); Dr. J. De Moerloose (World Health Organization); Dr. Minoru Muramatsu (Japan); Harriet Pilpel (Planned Parenthood—World Population); and Helvi Sipilä (UN Commission on Status of Women).

War on Hunger

A Report from The Agency for International Development

An Index to Major Articles January 1968-December 1971

This is an index to major articles that have appeared in War on Hunger during the past four years. Requests for copies of specific articles will be filled in the most feasible way.

The articles are classified according to subject under the following headings:

Agriculture

General

Agribusiness

Green Revolution/Seed Improvement

Land Reform and Rural Development

Livestock

Marketing

Mechanizing Agriculture

Policy

Rural Electrification

Storage/Pest and Weed Control

Education

Food for Peace

General Development

General

Development/International Cooperation

Disaster and Humanitarian Relief

Food/Population Balance

U.S. Government/Policy

Voluntary and Private Agencies

Health and Sanitation

Nutrition and Food From the Sea

Population and Family Planning Research*

Science, Technology and Environment

* Articles marked by an asterisk have been indexed both under Research and other headings.

AGRICULTURE

General

"Agricultural Development in Pakistan", *Leon F. Hesser, January 1971.*

"Agriculture and the World Bank", *July 1968.*

"Are the Tropics a Future Bread Basket?", *Jerry E. Rosenthal, June 1968.**

"Brazil Emphasizes Agricultural Research", *William L. Rodgers and L. Harlan Davis, November 1971.**

"Can Agriculture Provide Jobs?", *Carl Eicher, Thomas Zalla, James Kocher and Fred Winch, December 1971.*

"Can India Do It Again?", *November 1968.*

"DAC in Agriculture", *Arvin M. Kramish, January 1968.*

"Developing Countries and U.S. Agricultural Trade", *Quentin M. West, May 1970.*

"How Taiwan Improved its Agriculture", *Raymond P. Christensen, March 1968.*

"Intensified Agriculture Through Research", *Sterling Wortman, April 1971.**

"New Hope for Tropical Agriculture", *June 1970.**

"Now It's Up to the Senegalese—They Have a Good Start", *Meril Carter, May 1971.*

"Nutrient Status of Soils in Latin America", *June 1969.**

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Manpower studies have indicated that at least 300 agricultural technicians will be needed in Costa Rica by 1980. To meet this need, AID has allocated \$280,000 to help build Costa Rica's first School of Technical Agriculture situated in the San Carlos farming district. Dr. Albert S. Muller, shown assisting students with their test plots, is a University of Florida agricultural education specialist who is coordinating the AID-sponsored project. The University of Florida's Center for Tropical Agriculture is providing technical assistance in the development and operation of the school.

IN BRIEF

Increased Food Production

The Food and Agriculture Organization of the United Nations has predicted a rise in world food and feed production in the 1970s of 29 percent, with demand increasing by 27 percent.

The annual average growth of world food and feed production is projected to slow down moderately to 2.5 percent in the '70s from 2.8 percent in the 1960s. This reduction results from a lower rate in high income countries, 2.2 percent a year compared with 2.7 percent in the '60s. At the same time, developing countries are expected to raise their rate of expansion fractionally from 3.1 to 3.3 percent per year.

A small positive expansion is projected in per capita output of food and feed up to 1980. In high income countries, however, the lighter pressure of population growth results in a much slower increase in total food production.

The Green Revolution is expected to lead to a sustained and historically high rate of growth of cereal production in developing countries. Cereals

are viewed as the most important food in developing countries by a considerable margin, and a projected growth in output of 3.4 percent from 1970 to 1980 is seen in these countries. This compares favorably with a 3.0 percent increase in demand.

Aid Agriculture Loan

A \$2.2 million loan agreement has been signed by Dr. Samuel C. Adams, Assistant Administrator for Africa, and Simon S. Nxumale, Minister of Commerce and Industry of the Kingdom of Swaziland.

The U.S. loan will help pay for an agricultural development program in the landlocked South African nation. Proceeds of the AID loan will be used for the purchase of U.S.-made heavy equipment and commodities for use in land development projects and for intermediate credit to small farmers. The equipment is needed to carry out improvements such as the construction of dams, access roads, rural water systems, village and administrative centers and erosion control schemes.

Agricultural development is the new nation's primary goal. The Swaziland government is developing agricultural land, largely in that area called rural development areas, over a five-year period to improve livestock production and carry out other agricultural programs.

Indian Food Grain Production Up

The Indian Government has announced that food grain production in 1970-71 hit a record high in rice, wheat, *bajra* (millet), and maize. A total 8.4 percent increase in food grain production over 1969-70 was accounted for by cereals and was attributed to the progress of development programs and favorable weather conditions.

Wheat production set a record level for the fourth year in succession with a total of 23.2 million tons, an increase of 3.15 million tons over the previous record crop of 1969-70. Rice production also hit a record high with an increase of 5 percent over the previous year to 42.45 million tons. A bumper crop of *bajra*, estimated at 8 million tons, was up from 5.33 million tons in 1969-70. Maize also hit a record level of production at 7.41 million tons, up 30 percent over the previous year's level.





POSTAGE AND FEES PAID
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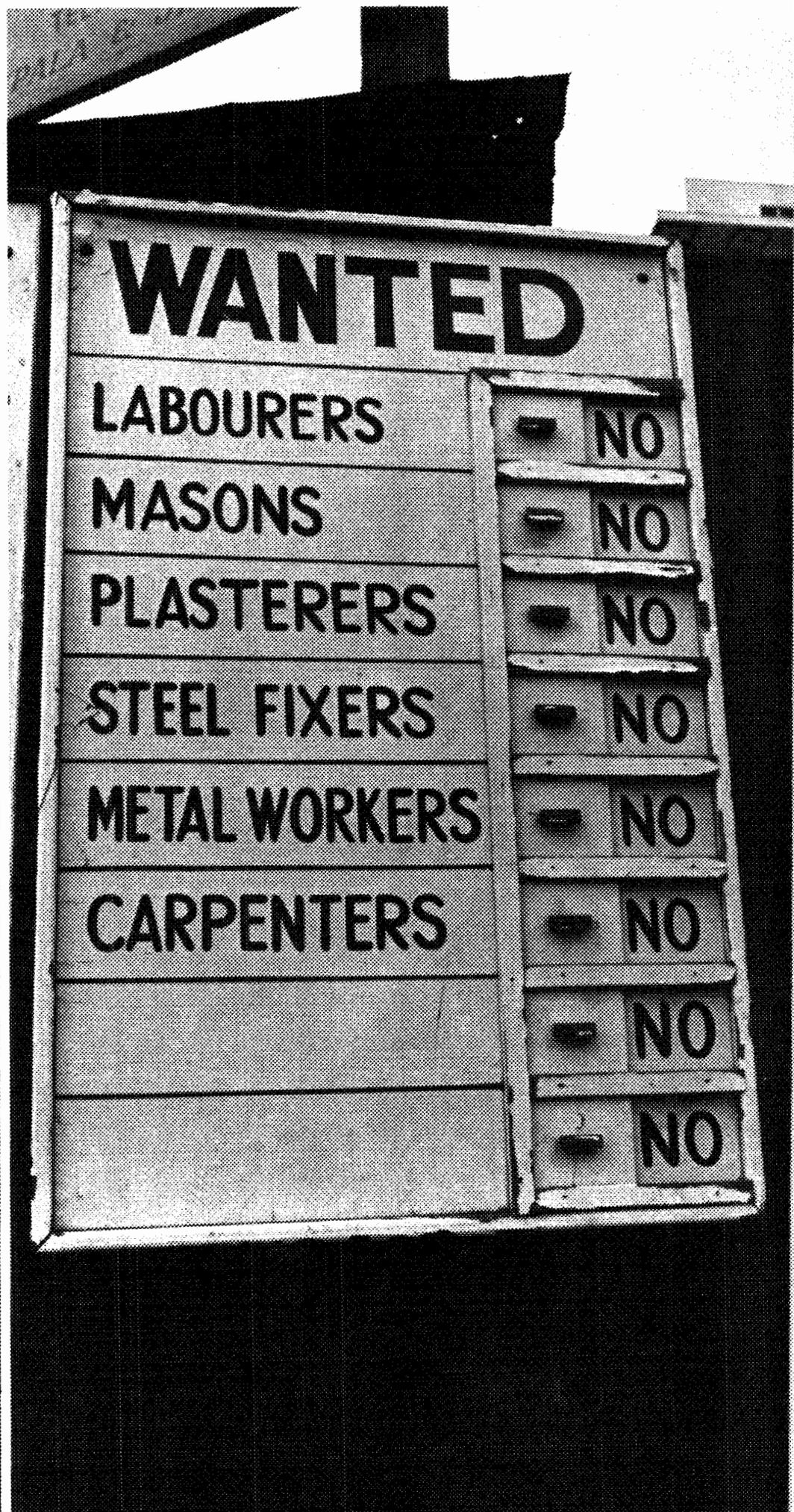


Photo by Carl Pu

A hiring sign at a construction site in an African city bluntly states the unemployment predicament facing many developing countries. (See Page 12)