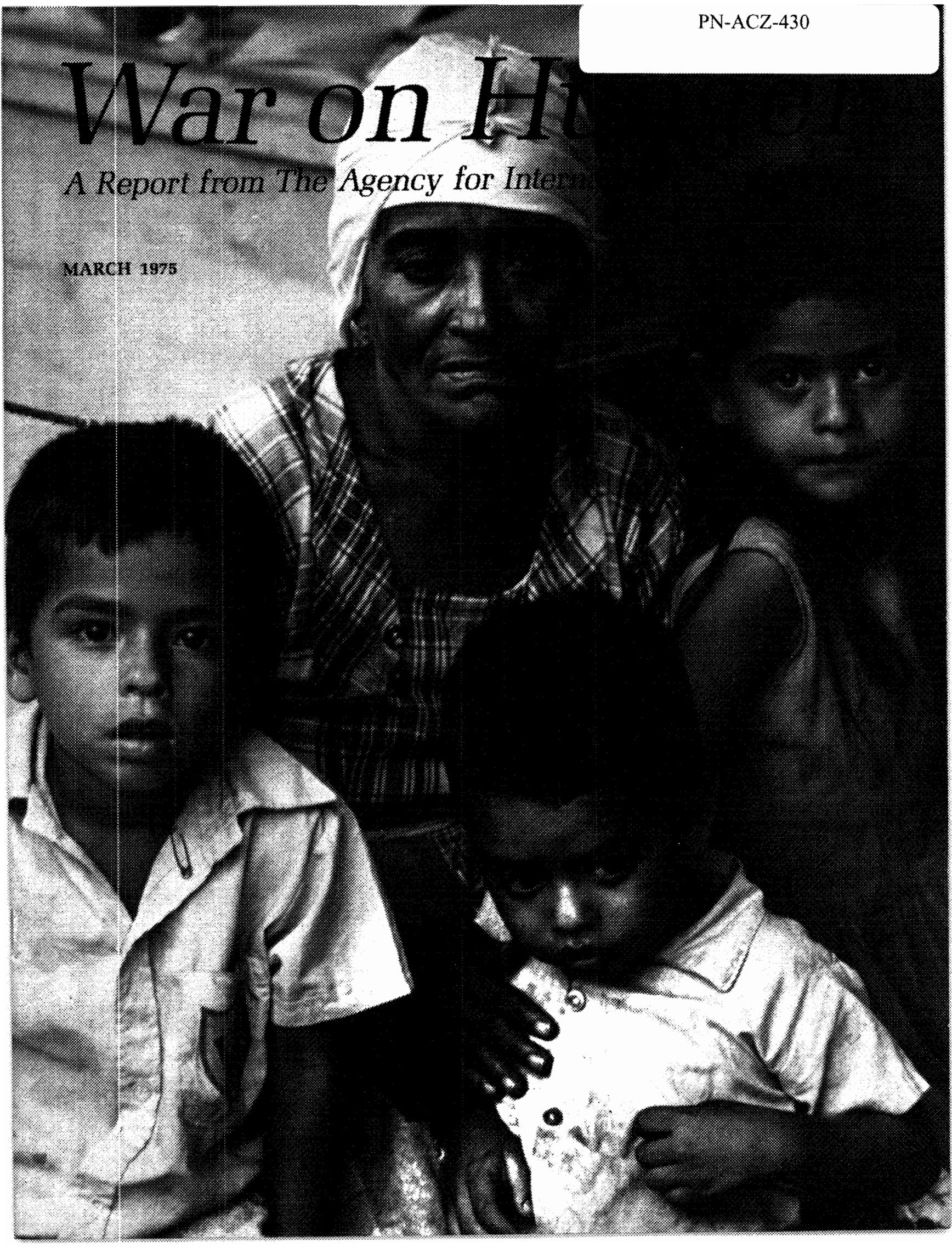


# War on Hu

*A Report from The Agency for Intern*

MARCH 1975



# War on Hunger

A Report from The Agency for International Development

Daniel Parker, AID Administrator  
Clinton F. Wheeler, Director, Office of Public Affairs



IN THIS ISSUE	March 1975	Volume IX, No. 3
<b>In the Eye of the Storm</b> Marion Wilhelm		1
<b>THE TECHNICAL FRONT</b> <b>Technologies That Teach</b> Betty Snead		6
<b>A Question of Independence</b> Helen Nash		9
<b>In Print: Confronting the Population Problem</b> Jean M. Pinder		19
<b>Quotes</b>		20
<b>In Brief</b>		21

COVER: A mother with three children finds help in a refugee camp in Honduras. To survivors of Hurricane Fifi, refugee camps assisted by AID's Foreign Disaster Relief Center meant the difference between life and death, hope and despair. (See page 1)

Cover photo by Carl Purcell

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Food relief receives top priority when disasters strike. AID's Disaster Relief Center arranges for quick deliveries of food, medicine,

and other essentials to victims. A helicopter flies in food to a flood-isolated town in Honduras.

# In the Eye of the Storm

By Marion Wilhelm

The fast-moving Coordinator for U.S. Foreign Disaster Relief was in Cyprus. More than 200,000 refugees made homeless by civil strife had to be fed and sheltered. At Russell S. McClure's side was Operations Officer George E. Beauchamp, who had flown to Nicosia four weeks earlier to coordinate incoming flights of tents, blankets, food, and medical supplies donated by the American people.

Back in Washington, Operations Officer Robert B. Clary had just returned from another major disaster scene, and was watching a third. Literally millions of flood victims in Bangladesh and drought victims in Africa were being kept alive by one of the biggest international relief operations in the history of mankind.

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*Ms. Wilhelm is on the staff of the Office of Public Affairs, AID.*

This was the shape of world events as seen from the Foreign Disaster Relief Coordination Center of the Agency for International Development on September 18, 1974, when Hurricane Fifi slashed across the northern fringes of Honduras, raining disaster along two hundred miles of seacoast. (*See War on Hunger*, November 1974)

Within 48 hours of the time Fifi struck:

—Russell McClure was on his way back to Washington from Nicosia to change planes for Tegucigalpa. He and Herman Kleine, AID Assistant Administrator for Latin America, were directed to go to Honduras as President Ford's personal emissaries to the disaster-stricken country to assess relief efforts and determine future needs.

—Robert Clary was flying toward Honduras, two jumps ahead of McClure and Kleine, to make a preliminary estimate of the casualties and calculate the damages.



—George Beauchamp was standing by in Cyprus, suitcase packed, knowing he would have a role to play: "Honduras was front page news in Cyprus!"

—Pinch-hitting for Clary and Beauchamp, Center staff member Karl Mahler was at the controls of the Honduras Operations Task Force, quickly assembled and already functioning in Washington. Calls began to pour into the Operations Center from all over the United States: relatives of hurricane victims, concerned citizens, civic groups of all kinds, National Guard units, mayors, governors, Senators and Representatives from almost every state.

All of America, it seemed, wanted to help the suffering people of Honduras. But without the intricate meshing of the human machinery at the inner core of the U.S. foreign aid program, all of these calls would have been in vain.

\* \* \*

"I think the most calls we ever had all at once was 26."

John H. Street, a veteran of more than 400 disaster relief operations, was speaking from his glass-enclosed office overlooking the Control Center. Until his retirement from AID in December, Street was the Disaster Relief Center's Assistant Coordinator for Operations.

The key word is "coordinator". In Tegucigalpa, U.S. Ambassador Philip V. Sanchez had declared the hurricane damage in Honduras a disaster, setting into motion the carefully designed apparatus by which the United States lends a hand to disaster victims all over the world. The U.S. Army's Southern Command in Panama, alerted to the urgency of the Honduran emergency by the Foreign Disaster Relief Coordination Center, was able to put helicopter survey and rescue teams over the flooded coastal lands within 24 hours of the time the hurricane struck.

If Street, a seasoned practitioner of the art of self-control under pressure, could be called the right arm of the Disaster Center, then William R. Dalton, the Assistant Coordinator for Planning, was the strong left punch. For without the services of Dalton's crisis-oriented planning staff, there would have been no way to get the massive outpouring of American private relief collections to the disaster scene.

On the same day that Fifi struck, a meeting was going on in Dalton's office to work up a new system for moving relief supplies from cities all over the United States to shipping facilities in New Orleans. Dalton's plan after news came of Hurricane Fifi was to work with the U.S. Red Cross, voluntary agencies, and civil defense system to coordinate community collections for Honduras.

In the Control Center, hundreds of telephone calls were lighting up the Operations Desk where Karl Mahler and the Honduras Task Force were working under John Street's direction. By this time, Street was also watching floods in Burma and the Philip-

pinas—in addition to developments in two other critical areas: Cyprus and Bangladesh.

The Control Center, a precisely-planned horseshoe of desks reminiscent of a wartime situation room is so designed that specialists on any area of the world can be brought in from other offices of AID, from the State Department, or from other government agencies to reinforce the regular staff. In normal times, there are 15 staff members to draw from. At the peak of the Honduras crisis, there were 30 specialists on the job.

Paul Wackerbarth, from the State Department's Honduras Desk, worked at Mahler's side during the early hours of the Honduran crisis. Cables from the U.S. Embassy were pouring in:

"Preliminary and unofficial information Hurricane Fifi indicates one third structures on island of Guanaja destroyed, extremely serious damage in north coast mainland town of Trujillo. All rivers flooding in town of La Ceiba . . . No electric power . . . unconfirmed report 14 dead in city . . . bridge washouts and landslides closed highway between Tela and La Ceiba cutting land access. Severe flooding throughout Sula Valley. Much of San Pedro Sula under water, unconfirmed reports of drownings . . . landowners fear all crops ruined . . . substantial loss Honduras banana exports."

### ***Town 75% Destroyed***

**Honduras:** Robert Clary—one of several globetrotting specialists AID dispatches to stricken countries once a disaster situation has been declared—was at the scene of the Honduran floods, filling in the tragic picture by air, jeep, and on foot.

At San Pedro Sula, where half the corn crop and three-quarters of the rice crop were destroyed, Clary found a local committee at work. Potable water was urgently needed, the mayor told him. At Tocoa, helicopters were lifting injured out. A fruit grower had 50 laborers trying to repair a bridge.

In Progreso, railroad cars were being used as homes. Children sick with flu. No medicines available. Fruit farm workers unemployed. A transport engineer at La Lima reported five railroad bridges out. Fruit crop could not be moved. Dam at Puerto Cortes had collapsed. Town of Omoa 75 percent destroyed. Ninety-two persons dead in a collapsed building. Only eight survived.

U.S., British, and Canadian rescue helicopters and planes were dropping food to isolated localities where roads and bridges were out. With Clary now reporting from the scene, and the Ambassador joining in the surveillance missions, the AID Mission in Tegucigalpa filed an urgent cable back to the Honduras Operations Task Force in Washington:

"Ambassador urgently requests PL 480 [Food for Peace] commodities for refugee feeding centers: 375,000 pounds of CSM [a blend of corn, soy, milk],



*The U. S. Army's Southern Command, alerted by AID's Foreign Disaster Relief Center, was able to send helicopter survey and*

*relief teams over the flooded coastal lands of Honduras within 24 hours of the time Hurricane Fifi struck.*

375,000 pounds rolled oats, 375,000 pounds bulgar, 300,000 pounds of WSB [wheat, soy blend], 75,000 gallons vegetable oil."

**Washington:** The Control Center had a problem. Up on Capitol Hill, the foreign aid bill was stalled. AID was waiting for a continuing resolution. Until Congress acted, no more money could be obligated.

Time was of the essence. Mahler contacted AID's Office of Food for Peace. Within moments, Food for Peace officers were on the phone to the National Headquarters of Catholic Relief Services. Catholic Relief was one of several U.S. voluntary agencies with food-for-work programs in Central America. Didn't Catholic Relief have foodgrains stockpiled in Guatemala? Over the phone, an emergency loan was arranged. Within 24 hours, 15 truckloads of foodgrains were rolling across the border to Honduras, 60 miles away.

The American urge to help a neighbor in distress was front page news across the United States. "Kiwanis Launches Drive for Fifi Victims," was a typical headline. "Mayor Names Disaster Coordinator." "Gov-

ernor Lends a Hand." In hundreds of communities, governors, mayors, congressmen were on the phone to Washington, reporting: "Tons of contributions are pouring in. How do we get them to Honduras?"

Around the horseshoe of desks in the Control Center, every slot was filled, every telephone a flashing battery of lights. A dozen officers were talking, some softly, others loudly, in a ceaseless crosscurrent of voices, to officials and volunteer workers in a dozen different cities. Desk officers and supporting staffs moved in and out. Day and night, the calls kept coming in. All over the country, it seemed, there were problems waiting to be solved.

### ***Mission for the C-130s***

**Houston, Texas:** "I've seen those planes taking off on training flights day and night empty—all that time spent flying nothing. Here's a tremendous way to put the planes to use!"

Ten miles from Ellington Air Force Base in Houston, Calvin Wolff was talking to his tearful young

Honduran wife. As a space scientist doing contract work for NASA, he had more than the usual interest in the Air Reserve training flights visible day in and day out from their front yard.

Now the tragic news from Honduras reached directly into the Wolff household, and suddenly it occurred to Dr. Wolff that the C-130s might have an especially useful mission now.

For eight days after Hurricane Fifi swept through her home city on the northern coast of Honduras, Betty Wolff had had no news of her family. Only the year before she and her husband had taken their eight-year-old daughter to visit her grandmother in La Ceiba. Now all communications to La Ceiba were out. The peaceful banana port, directly in the path of Fifi, was completely isolated when all of the bridges were washed out and flood waters submerged the runways of the airfield.

From cousins in New Orleans with a shortwave radio, Mrs. Wolff thankfully learned that the family had survived. In addition to her mother and sister in La Ceiba, and her sister's infant son, an uncle living on an offshore island had miraculously found haven from the winds.

Now, throughout the flood-ravaged coastlands, homeless and hungry survivors needed help. Hundreds of houses were destroyed. Thousands of acres of bananas and pineapples had been uprooted. The laborers

who tended the crops were out of work. Food supplies were running out.

In Houston, Calvin Wolff took over the logistics of a city-wide collection of food and clothing requested by the Honduran Consulate. The Houston Fire Department volunteered its fire houses throughout the metropolitan area as collection centers. Reading of the relief effort in the Houston newspapers, where

## **450 Disasters— 400 Million People**

The U.S. Government since July 1964 has responded to more than 450 disasters around the world in which over three million lives were lost and approximately 400 million people affected. U.S. relief assistance, provided through AID's Office of Foreign Disaster Relief Coordination, has been valued at approximately \$1.4 billion. Self-help funds provided by the affected countries for relief and rehabilitation total about \$6 billion over the same period.

To assist countries in responding more rapidly and efficiently to meet human needs when disasters strike, AID annually sponsors an International Disaster Preparedness Seminar in the United States. The 1975 seminar is scheduled for June 10-July 19 and the following countries have been invited to send representatives: Afghanistan, Bangladesh, Barbados, Bolivia, Brazil, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Ethiopia, Guatemala, Honduras, Haiti, Indonesia, Iran, Jamaica, Korea, Malaysia, Nicaragua, Nigeria, Pakistan, Peru, Philippines, Tunisia, Turkey, and Vietnam.

In many of the disasters which have occurred overseas, had there been adequate country disaster planning and preparedness, supported by a national disaster organization capable of rapid response, loss of life could have been reduced, human suffering mitigated, effective help applied, and outside assistance utilized more efficiently to meet the most critical needs. The AID-sponsored seminar is designed to meet such problems by providing training in the planning and execution of disaster relief.

Past seminars have been conducted by AID's FDRC office in conjunction with the Federal Disaster Assistance Administration in the Department of Housing and Urban Affairs; the Defense Civil Preparedness Agency; the U.S. Geological Survey; the Department of Health, Education and Welfare; state and local governments; the United Nations; the Organization of American States; the American Red Cross; and the American Council of Voluntary Agencies.

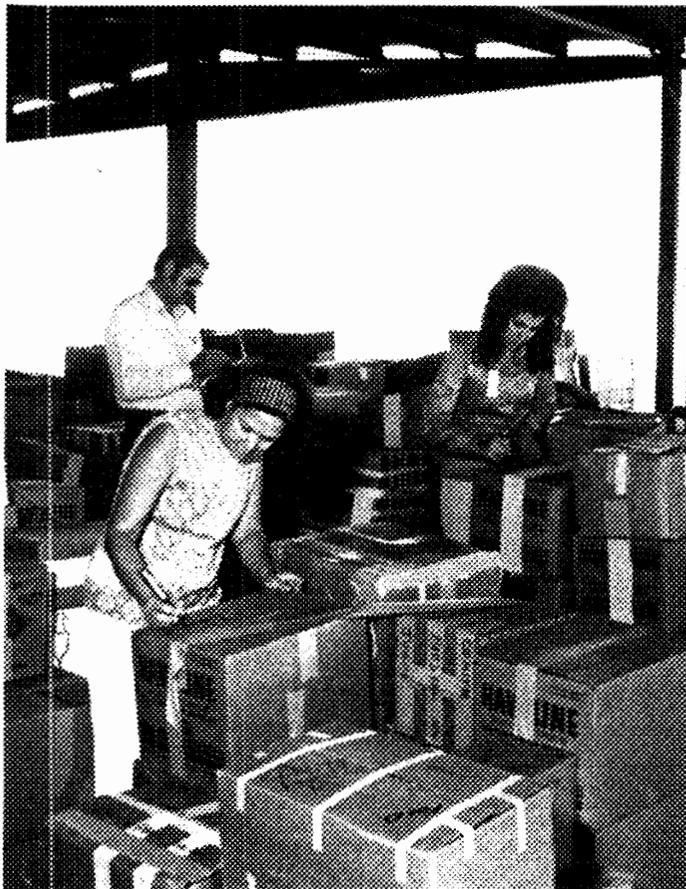


Photo courtesy THE HOUSTON POST COMPANY © 1974

One of the volunteers in Houston packing relief food is Betty Wolff (right). Her husband helped organize the relief effort.

Hurricane Fifi was front page news, thousands of citizens and dozens of companies rallied to the aid of Honduras.

Two car rental companies offered trucks to gather contributions. Volunteers from the fire stations, church groups, the Optimist Club, and the Civil Air Patrol helped to sort and repack tons of food and clothing as they arrived at the collection centers.

Wolff called the Commander of the Air Force Reserve unit at Ellington Air Force Base. Would the Air Force Reserve be willing to fly a training mission to La Ceiba? The unit was enthusiastic. Many of the reserve officers had Latin American friends. They were eager to help. To oversee the safe arrival of the cargo in La Ceiba, Calvin Wolff made radio contact with friends who lived there. They included the father of a Honduran college student at Rice Institute, who was living with the Wolffs.

When the trucks rolled up to the runway to load the plane at Ellington Base, excitement was running high. Television cameras were waiting to film the high-priority cargo: 10,000 pounds of baby food donated by the manufacturer, plus 8,000 pounds of clothing urgently needed by those who had lost all but their lives to Fifi's fury. In just four hours, the plane would drop down on the runway at La Ceiba, now clear of the flood waters, where the Red Cross and Jaycees would be waiting to unload the

lifesaving cargo and turn it over to a Catholic convent for distribution.

Then, suddenly, there was a hitch. Because of a legal technicality, the Defense Department could not authorize the flight. Moments before the C-130 prepared to take off, the order came through to cancel the flight.

In the hours that followed, officials of the Defense Department and AID worked together to find a way that the sorely needed relief goods could be flown to Honduras. Finally, because of the exceptional circumstances of the emergency and the pending status of the foreign aid legislation, special provision was made to authorize a limited number of mercy flights on an excepted case basis.

The first planeload to La Ceiba was followed by a second several days later. Waiting on the runway as the giant plane rolled to a stop, the very excited troops of the "Boy Scouts" of La Ceiba filed smilingly into the giant C-130 to remove the precious cargo sent by their "neighbors" in Texas.

### **Full-blown Emergency Operation**

**Washington:** Flying into the U.S. capital from his strenuous assignment in Cyprus—five weeks around the clock—in the tragic refugee camps where thousands of homeless and hungry Cypriots waited for food and direction, George Beauchamp reported im-

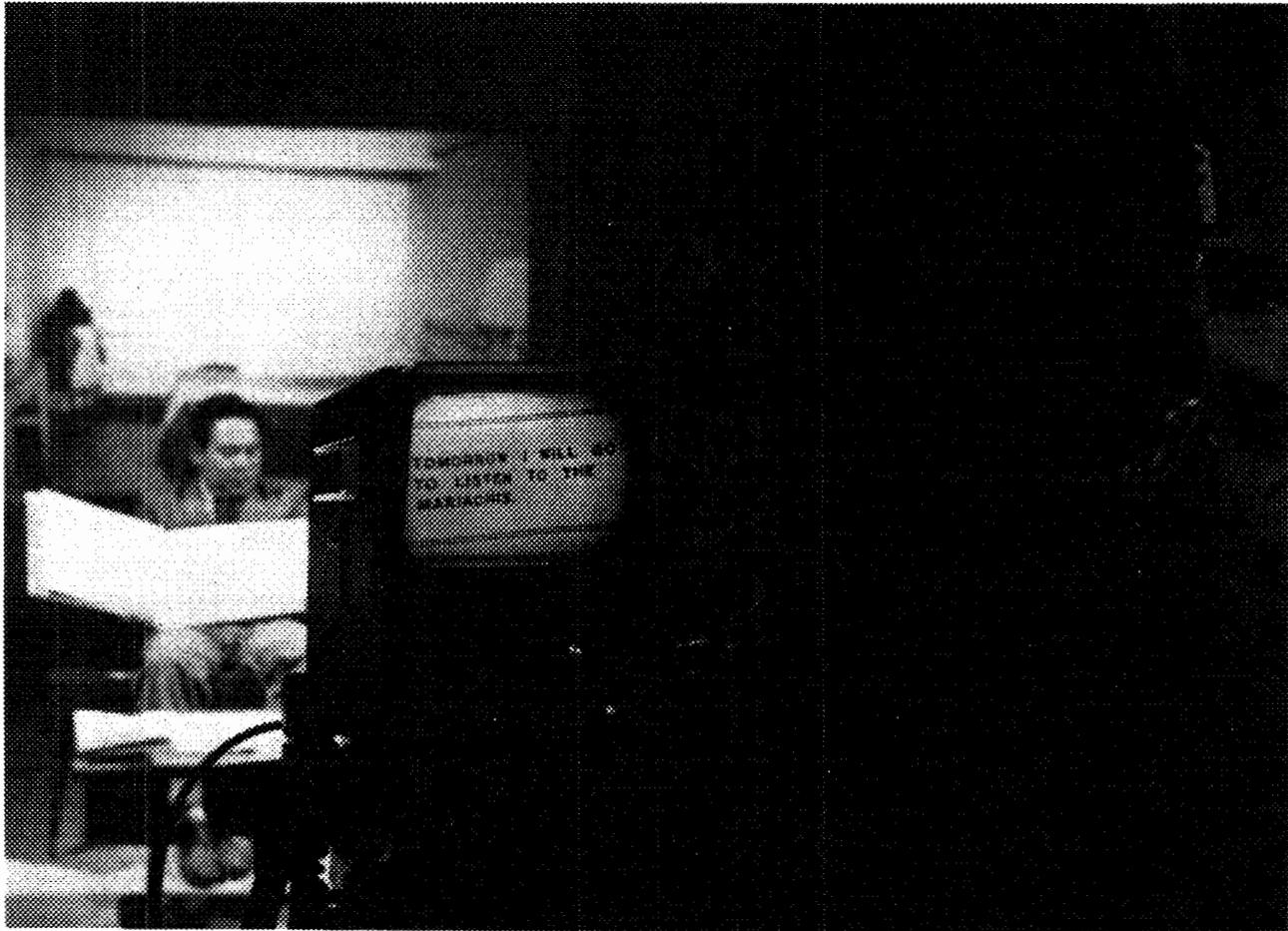
*(Continued on p. 16)*



Where bridges had collapsed in the torrential rains in Honduras, fruit farm workers were recruited to help with repairs. There

was no way to get truckloads of life-saving foodgrains to many communities and airdrops became necessary to feed survivors.

# THE TECHNICAL FRONT



The use of television programs for classroom instruction is one aspect of educational technology which may help

expand, reform, and improve the educational system in a number of developing countries.

## *Technologies That Teach*

By Betty Snead

More than half of the population in most developing countries has never been to school. Fewer than a third of their young people are achieving even a primary school education. Yet in most of these same countries, education is the largest single item of expenditure, in some nations exceeding 30 percent of the national budget.

In spite of high national investments in education and the related fact that school enrollment has doubled and sometimes tripled,

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*Ms. Snead is Assistant Editor of War on Hunger.*

illiteracy in some countries of Asia, Africa, Latin America, and the Middle East is actually increasing because school enrollment cannot keep pace with high population growth rates. And in areas where some schooling is available, often the conditions and qualities of learning are so poor that up to 50 percent of the children who are enrolled in school fail to complete their third year.

This situation reflects conditions common to most developing and even some developed countries: lack of school facilities and materials, poorly trained teachers, overcrowded

classrooms, inefficient systems which raise the cost of learning, and outdated and outmoded curricula which fail to make learning relevant to today's world.

This array of problems has led to a search for new ways to provide learning opportunities for large numbers of people. One of the ways in which the Agency for International Development is contributing to this search has centered on developing more effective ways to use educational technologies both for the reform and expansion of formal basic education and for nonformal education.\*

AID's educational technology programs in formal education are aimed primarily at the improvement of education in the basic education grades. Dr. Clifford Block, Educational Technology Coordinator in AID's Bureau for Technical Assistance, points out: "Improvement has multiple meanings — more relevant education, more effective instruction, lower cost per graduate, more rapid reform, and an increase in the availability of education, particularly to the rural poor. A hallmark of the AID approach has been to aim projects simultaneously at all of these objectives. The popularization and development of the 'systems approach' to educational technology has perhaps been AID's major contribution in this field and this is what distinguishes today's programs from the general use of educational technology prior to 1968.

### An Integrated Approach

"In this approach, the introduction of a new instructional technology, such as television, is combined with concurrent changes in other elements affecting the learner: the content of textbooks, methods of classroom teaching, curricula, classroom organization and administration, and other instructional media. The role of the instructional technologies then is dual — first, to carry a substantial core of quality instruction directly to the student; second, to

\*Definitions of these terms vary, but within the context of this article "educational technology" refers to the use of the media, including radio, television, films, computers, and other items of "hardware", for instructional purposes, either alone or in combination with teacher, textbook, and blackboard. In a broader sense, educational technology can include a systematic way of designing, carrying out, and evaluating the total process of learning and teaching in terms of specific objectives. "Nonformal education" refers to education which occurs outside the formal, graded school system but is deliberately planned with identifiable sponsorship, goals, and programs. It is *not* informal or incidental.



*Modern technology in a high school laboratory in Colombia facilitates learning a new language.*

serve as a catalyst for the rapid introduction of changes in the system."

One of AID's roles, as an agency dealing with many countries, has been to encourage a systematic evolution in the use of educational technology to make sure that each new project builds firmly on prior experience and itself moves forward the "state-of-the-art".

The evolutionary process can be seen in a succession of projects, beginning with very small projects in American Samoa and Niger that began operating in 1965. It took a large step forward with the first national commitment to a systematic, educational technology-based reform in El Salvador in 1968. It was then followed by a larger nationwide program in the Ivory Coast, and at present can be seen in its most sophisticated form in a national program in the Republic of Korea.

AID has been involved in helping design and assist many of these programs. The U.N. Educational, Scientific and Cultural Organization (UNESCO) and French bilateral aid also have provided important external assistance.

Dr. Block speaks enthusiastically of the progress made by the nations which have made a commitment to this approach, and its potential for some other nations with similar problems. He notes that in each of these countries, commitment resulted only after existing educational systems were newly examined, old assumptions were challenged, and alternatives were posed—a process that more and more nations are undertaking.

El Salvador decided during the mid-1960s to make such a bold reevaluation of its problems

and to seek their solution through intensive use of educational technology. (See *War on Hunger*, November 1970.) It has become a landmark system, studied throughout the world, since it was begun in 1968 with the purpose of reforming and expanding junior high school education. Education at that level, retarded by a shortage of adequately trained teachers, was viewed as a bottleneck to the economic growth of the country which demanded more secondary school graduates. Furthermore, the curricula and methods in use produced an overly "academic" theoretical graduate ill suited to either industrial or rural work.

El Salvador therefore decided to initiate an extensive reform of its educational system, and to use educational technology to implement it. Television was used, in every classroom, to carry a core of instruction. Each day's television lesson was coordinated tightly with new written materials and with daily teachers' guides. In addition, all classroom teachers were thoroughly retrained for their new role in the system and a new curriculum was introduced which more closely related to the development needs of the country at that time.

### **Stimulating New Thinking**

Dr. Block explains that: "Television programs and their classroom follow-up were designed to break through the rigid rote instructional patterns of the past and instead to stimulate questioning, differences of opinion, and problem solving."

Many of the elements in the overall systems approach used in El Salvador had been pioneered earlier in American Samoa in a small scale educational system reaching 7,000 students. The El Salvador effort showed that this approach could work on a larger scale in a context more typical of the less developed world, and with little outside technical expertise. A major improvement over the Samoan system was that in El Salvador the role of the classroom teacher assumed a more central importance, with teacher retraining a key activity.

AID assisted El Salvador in planning the project and provided capital assistance for establishing a television studio, a two channel transmission system exclusively for educational use, and classroom TV receivers. Equally important, AID provided technical assistance for on-the-job-training in areas ranging from curriculum development methods and television teaching to evaluation of the results.

El Salvador's new Instructional Television (ITV) program, first applied at the seventh

grade level in 32 pilot schools, now reaches all 60,000 secondary school students and is being extended into the fourth and fifth grades of primary school. Its use for nonformal, adult education is expanding.

Within a very few years, according to Dr. Block, the TV-based system has helped provide many more students in El Salvador with the opportunity to continue their education, and has permitted a massive reform in the content of that education. Especially important, the traditional rote method of teaching has been rapidly replaced—through television lessons incorporating demonstrations, dramatic presentations, and exciting teaching and through the new instructional materials that require more inquiry, opinion, and analysis.

Niger, one of the African Sahel countries, also mounted an early experimental project. There, with French assistance, an experiment in the systems approach was started in 1965 that is still proving influential. One of its important features is that it uses monitors — local young men with a primary school education and three months of training. Another is its innovative use of television to teach within the child's own setting. The principle of starting teaching in the "known world" of the learner is important for any kind of education, and particularly important to children in a rural, less developed country.

One of the techniques for accomplishing this is the production of TV lessons outdoors, in a local village setting in which teachers "teach" through playing the roles of villagers. "A good deal of the teaching of academic subjects — French, math, history — is done through discussions and dramatizations among these 'villagers,'" Dr. Block explains. Content is centered on local problems, how to get water more effectively from the Niger River, how to use some of the local materials for fertilization, how to prevent erosion.

### **Generating Excitement**

Students are encouraged to participate actively in learning exercises following the TV lessons. They may themselves dramatize what they have seen on television, or figure out how to repeat an experiment using the materials at hand. "When the quality of excitement generated in the classrooms in Niger is achieved on a wider scale elsewhere, particularly with the use of monitors to fill trained teacher gaps in rural areas, we will be well on our way toward a viable new pattern for basic education," Dr. Block asserts.

*(Continued on p. 13)*

# A Question of Independence

By Helen Nash

How does a landless peasant who earns a subsistence living as a sharecropper become a successful, independent farmer?

The changeover is not fast and it is not easy, but some 1,500 Ecuadorian rice farmers living in the Guayas River Basin area have made the transition during the past several years.

The process started in the early 1960s when the Ecuador Government passed a land reform law which gave the peasant some rights to the land he tilled. But it still required devising a means for turning over land to the farmer—the *campesino*—and creating opportunities for the *campesino* lacking entrepreneurial experience to learn how to buy and use the supplies and equipment needed to grow profitable crops.

Most of the *campesinos* who became new landowners had led a hand-to-mouth existence. As sharecroppers on someone else's land, they had to give the landowner a large share of the crop. There was seldom enough left over for more than their own family's immediate needs. When the family needed money for clothing, shoes, and basic necessities such as salt, sugar, or candles, the family had to give up some of its own food in exchange.

There were many initial problems connected with transferring the land and establishing the validity of titles. Some *campesinos* claimed ownership to the land they cultivated by either purchase or inheritance, but they had no formal titles. This meant they lacked the security necessary for obtaining agricultural credit.

For other *campesinos* there was little land available for purchase. Large landowners were unwilling to sell part of their holdings. Later, many large landowners decided to sell their land for fear the government would take it from them. Some landowners doubted that the *campesino* could earn enough to keep up payments—and they were willing to take long-term mortgages.

Fortunately, the rice growing area of Guayas River Basin is extremely fertile and the yields can bring sufficient income to pay off land purchase obligations over a relatively short period of time.

For those *campesinos* who could give reasonable evidence of land ownership but who did not have the actual title to the land the Ecuadorian Government provided legal facilities to help obtain the titles.

In theory, the new land reform policy presented few problems. In practice, there were many obstacles to overcome. Not the least of the problems was that of communicating the information about the new government program to the people who would most benefit by it. Generations of social and economic deprivation had left a strong psychological imprint on the Ecuadorian peasants. Their deep distrust of government officials

and all whom they consider "authorities" made it extremely difficult for the government to communicate the information.

At the request of the Ecuador Government, the Agency for International Development supplied technical assistance in methods of providing information to the *campesinos*, informing them of their rights, helping them form cooperatives to buy the land and obtain information on how to cultivate the land most



Replacing the time-honored "eye estimate" method, accurate scales insure that co-op members receive full price for their grain.

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Ms. Nash is on the staff of AID's Office of Public Affairs.



**Above:** Co-op farmers have tripled both the land under cultivation and rice yields.



**Right:** As food production increases, employment increases. These day laborers eat lunch provided by the co-ops.

**Planting rice without irrigation or flood control methods has characterized traditional rice farming. All co-ops now have or are building water control systems.**

efficiently and how to finance their operations by obtaining credit.

The process was slow. It was necessary to take a great deal of time to dispel each *campesino's* fears and to convince him he could have a better life and that the new government programs would help him achieve a better life.

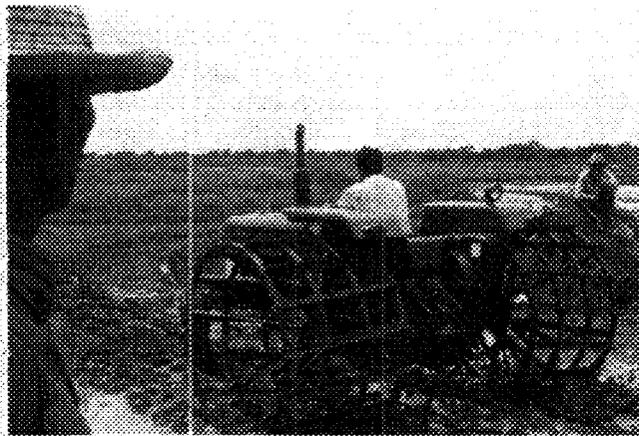
Agricultural extension workers were trained to hold town meetings and all the farmers in the area were invited to participate. At the meetings villagers were encouraged to discuss their agricultural problems. Local leaders were encouraged to continue with a series of meetings when the extension agent moved on to other communities. It took many meetings and much discussion but finally enough villagers realized they

themselves could solve many of their problems if they tackled them together as a group. They learned that other villagers had problems similar to their own, and that they and their neighbors could work together for mutual benefit.

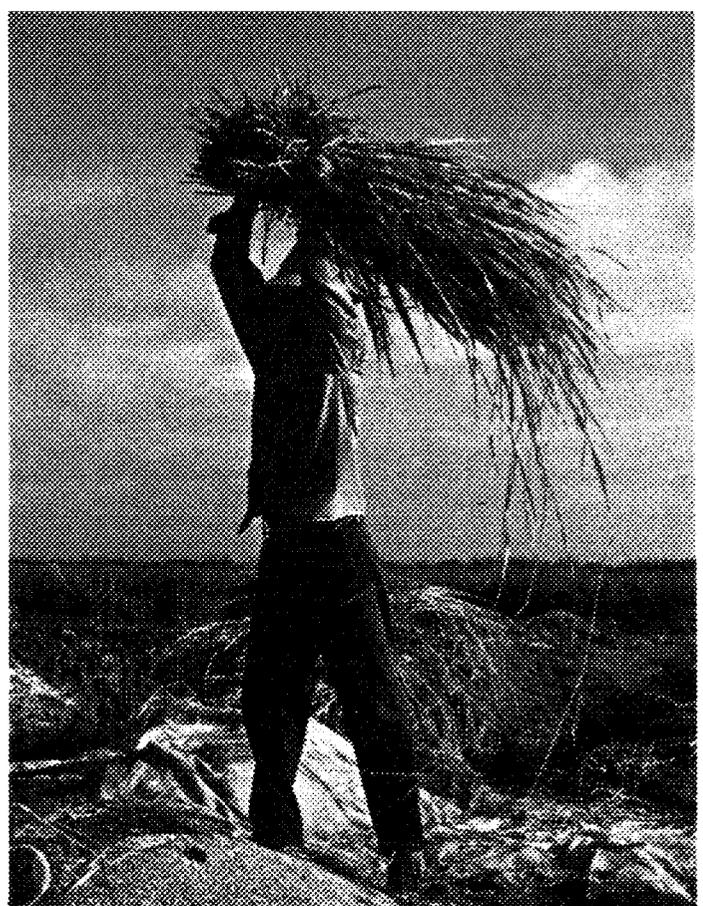
#### **Farmers Helped to Form Co-ops**

With the assistance of the Ecuador Government and the Cooperative League of the United States of America—working under AID sponsorship—small groups of farmers were formed into cooperatives.

The existence of organized groups made it possible for extension agents to reach larger numbers of small farmers when they visited communities. And, of



*Left: Modern AID-financed tractors help co-op members prepare more land for cultivation.*



*Increased yields have made this age-old method of threshing impractical. Modern machinery is now being used by the co-ops.*



*Cooperative managers listen intently during one of the monthly seminars on techniques and management of co-op activities.*

course, members of cooperatives realized the conventional advantages of being able to share certain items of equipment and to buy supplies at bulk rate costs. As a group they were also able to buy trucks to carry their produce to market. In the past, each farmer walked to market carrying his produce on his back.

Along with these facilities the farmer received the psychological support to keep him from giving up when success seemed too elusive. But the small cooperative still was too small to provide the materials, services, and management expertise necessary to reduce production costs to the point where the individual farmer's profit would be significantly increased.

In 1970, 32 small rice cooperatives—with assistance from the Ecuador Government and the AID-sponsored

Cooperative League—formed the National Federation of Rice Cooperatives, known by its Spanish initials as FENACOOAAR.

The National Federation serves as a link between the farmer and national and international sources of credit. A \$3.6 million AID loan is being channeled to the farmer for long-term improvement and medium-term machinery purchases. Needed production credits are being supplied by the Ecuador Government.

Basic services provided by the Federation include management, accounting, marketing, and auditing. With the help of these services and credit, rice production has become a profitable business enterprise.

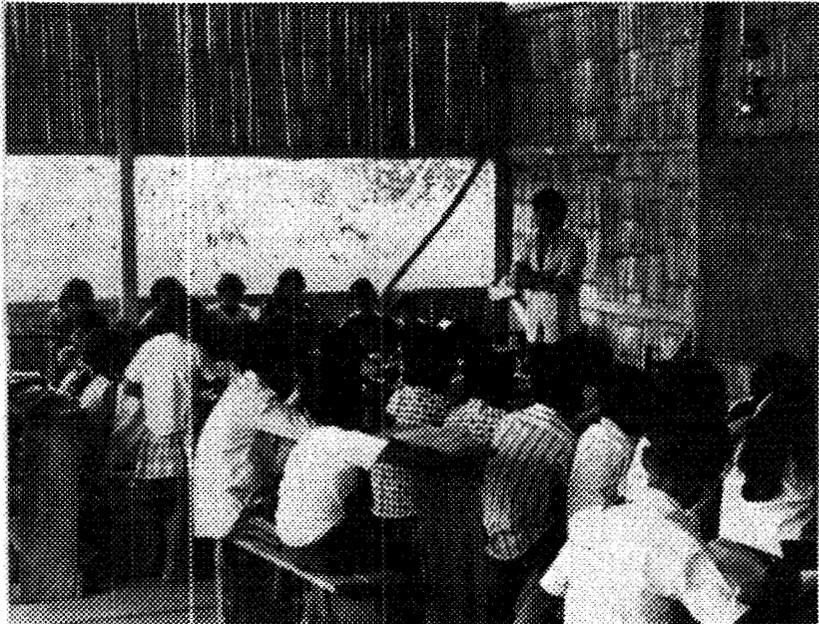
The Federation employs 26 people—a general manager, 13 management and technical specialists, six de-

partment heads, a legal advisor, a controller, two field extension coordinators, and two accountants.

Financial support for the Federation is the responsibility of the member cooperatives. To help the Federation get started, AID provided grant funds. Member cooperatives contributed to the Federation on a gradually increasing basis. They now have completely taken over the financial support of the Federation.



Agricultural engineer Nancy de Johnson gives instruction to the campesinos in proper weeding techniques in their rice fields.



Co-op members built schools in their communities to insure that their children get the education they missed.

One of the outstanding accomplishments of the cooperative effort has been the ability to control the supply of water rather than merely depend on the vagaries of natural weather. It has often been noted that there is no such thing as "normal" weather in the coastal area of Ecuador. Two years ago there was

a flood, last year a drought. The "average" appears favorable, but both extremes were disastrous for small farmers. All cooperatives in the program now either have, or are building, water control systems, irrigation canals, dikes, and dams. They now are able to regulate the amount of water going to the fields.

Another major advantage to Federation members is the assurance that their produce will be sold. The Federation has leased a rice mill near Guayaquil and purchases the paddy rice from member cooperatives for milling and marketing. For the first time in their history the *campesinos* have the security that permits them to invest in fertilizers and pesticides with some certainty that the investment can be paid off and their efforts rewarded.

The results to date have been dramatic. The average amount of land under cultivation has increased from five acres per farmer to 15. The number of harvests per year have increased from one to as many as three. Rice yields have risen from a pre-program average of less than one ton to nearly three tons per acre. Average on-farm income has increased five-fold for participating farmers. The program has also had a significant employment generation impact in the area. Whereas three years ago the cooperative members themselves were day laborers on neighboring haciendas, the cooperatives now provide employment for several thousand laborers on a regular seasonal basis.

### The Change Within

But the most significant benefits brought about by the program have been the changes that have occurred in the *campesinos* themselves. There is a new self-confidence and willingness to take the initiative. Now as members of a federated cooperative they do not hesitate to walk into a modern bank and negotiate a loan, or argue terms with machinery suppliers or construction firms. Now they do not accept the lack of education that has characterized their lives, but are building schools and hiring teachers—so that they and their children can be educated. Adult literacy programs have been set up in all of the cooperatives, and are enthusiastically attended.

Other self-help activities are blossoming—an egg production project in one cooperative that produces more than 700 eggs per day, artisan handicrafts for the women, small rural industries, access roads and housing improvement. One cooperative even started its own radio program to advise other farmers where to buy farm supplies, how to market more profitably and whom to trust for tractor repairs.

The Ecuador farm modernization program has brought hope to a group of small farmers who three years ago could only look forward to a future as day laborers. Where formerly they and their children were yoked to subsistence agriculture, now, as members of farm cooperatives, they are financially successful and can look forward to continued improvement in their lives.



### ***Technologies That Teach, from p. 8***

More recently, the Ivory Coast mounted a major educational reform effort based on an analysis of the projects in El Salvador, American Samoa, and particularly in Niger. This project is supported by French foreign assistance, the World Bank, UNESCO, and others, with AID assisting in its evaluation. It embodies a new curriculum, aimed at new educational objectives, and a revised administrative system. The 10 year program is now in its third year. As in El Salvador, it is a television-based system, with the additional factor that much of its teacher training and retraining is through television and radio.

In describing the project, Dr. Block points out: "The Ivory Coast project is very significant, in that it is the first country where the entire primary and secondary system is utilizing the systems approach to educational technology. The system is dealing with a sizeable number of students, so it will tackle one of the key unknowns — namely, how this approach can be made viable on a large scale. TV instruction is currently reaching 100,000 students in grades 1 through 3, and, by the time its development is completed, it will be reaching 600,000 students. By 1980, every student in grades 1 through 12, even in the most remote rural areas, will be included. This sizeable system will produce a great deal of knowledge on the administrative cost and maintenance factors of a full-scale system operating under adverse conditions in areas where battery operated sets are needed, where transportation is difficult, and where rural traditions are strong."

#### **Building on Past Experience**

Representing the latest stage in the evolution of applied educational technology, the program in Korea has built upon the experience of El Salvador and the Ivory Coast and has added a number of elements designed to increase effectiveness and to keep costs down — "mastery" learning, team teaching, and other teaching innovations — that have been tried independently in other countries, but now put together into a sophisticated learning system.

"The Korean system is important in many ways," Dr. Block suggests, "but perhaps most fundamental is that it will be using the concept of mastery learning — that is, teaching under the assumption that every student can achieve a high level of mastery of every subject. The responsibility, then, is being placed on the people who fashion the learning ele-

ments — learning materials, exercises, classroom teaching — to make the instruction so effective that every student can achieve that mastery."

The new system calls for a major reorganization of classroom structure, through the use of a team teaching approach which includes a master teacher and several associate teachers dealing with small sub-groups. This approach has been designed to capitalize on the skills of its most outstanding teachers, while at the same time using less trained teachers in apprenticeship roles. It could thus increase the number of students being reached by each teacher, possibly pushing the student-teacher ratio in Korea from 60-1 to 80-1. The cost implications of such an increase are vitally important.

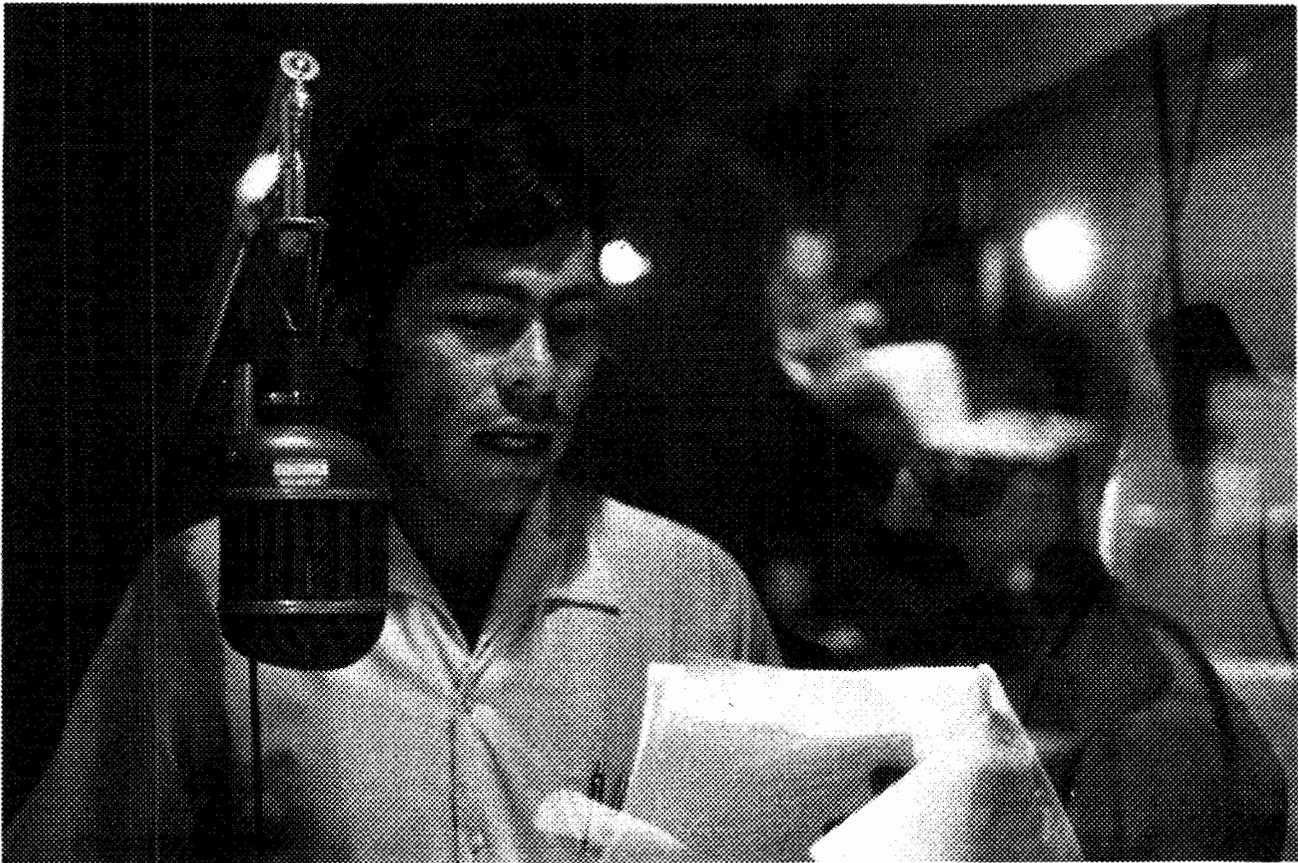
Television and radio are going to be significantly used. They will be very closely coordinated with programmed instruction, with other kinds of instructional technologies, and with the classroom teacher's own function, which will be both as a direct instructor and as an "instructional manager", relating learning resources to each student.

#### **Assistance in Planning, Financing**

AID's role has been to assist in planning and to provide a major loan of \$2.5 million for hardware. The planning assistance was provided under an AID contract by Florida State University, which helped Korea conduct a detailed analysis of the present educational system and the alternatives presented by an educational technology approach.

Dr. Block emphasizes, however, that: "It is teaching, after all, that counts, not gadgetry. Even though that teaching may be done electronically or through programmed instruction, it must be informed by wisdom, by a knowledge of the kind of human being the learner is, and wants to be, and by that skill in organizing learning that is at the heart of teaching. Gadgetry can spread poor teaching to millions just as readily as good teaching. The difference from traditional education is that when bad teaching is observed by thousands, as is the case with television or radio, it usually can't persist for as long. In this case, we've seen that good teaching can drive out bad teaching.

"The use of educational technology to rapidly reform formal education has matured a great deal in the last five or six years," Dr. Block adds. "We are now at the point where we have a sizeable amount of knowl-



*Emphasis is being placed on radio as a more powerful learning instrument in classrooms. This potential for*

edge on what it costs, what educational effects might be expected and — most important — how to do it better. The most immediate problems that need to be attacked are two: how to reduce costs and how to manage systems that are really large, numbering in the millions of students, often in the least developed rural areas.”

Concern with the cost of systems using TV has generated a considerable interest in the use of less expensive instructional technologies. New emphasis is being placed particularly on the use of radio, to make it a more powerful learning instrument in the classroom situation.

#### **Advantages Offered by Radio**

“Radio has been neglected for so long that there is very little knowledge as to how to use it effectively,” Dr. Block notes. “Radio may lack the inherent motivational appeal of television, and it has not yet been used as a part of a systematic effort to effect educational change. But radio has certain important practical advantages over television. It is much cheaper, more widely available, easier to use, and — thanks to the transistor and inexpensive methods of tape recording — more flexible.

*students has yet to be fully realized. AID is financing research to make it more effective.*

Adapting a mass medium like radio to individual educational needs means using it in combination with other modes — books, monitors, correspondence courses, discussion groups. By using inexpensive support materials, such as printed texts and pictures, radio can be turned into an audiovisual medium of instruction at a lower cost than television. This great potential has yet to be tapped; its use to date, while worthwhile has been largely supplementary.

“AID is now starting a research program aimed at determining what the key variables are that affect the usefulness of radio in classroom instruction. This will be a five-year effort of field research, focusing on such factors as radio programming formats, the role of the teacher, and the role of other educational elements in the support of instruction, motivation, and interest.”

A second major AID-supported research effort is under way under the direction of Drs. Patrick Suppes and Barbara Searle of Stanford University directed toward developing a completely radio-based instructional system for the first five grades of mathematics instruction. Field work will be carried out initially in Nicaragua.

These and related projects, taken together, should begin to provide a research base for those countries which want to use radio as a major in-school educational instrument. Dr. Block anticipates that a number of countries will begin to explore the use of radio in this way in the immediate future, while others will focus on developing combined television and radio systems.

Educational technologies, particularly those involving radio, have been used for many years in nonformal education. Yet in most countries educational activities using them are still fragmented and isolated. While AID has supported programs in agricultural radio education and similar areas for some time, there is a new concerted focus on nonformal education by AID and other assistance agencies.

### **Focus on Rural Areas**

AID's major interest is in programs using radio in the rural areas of developing countries where there is the potential of providing help and education to families who need it and who otherwise would not be reached.

Dr. Block points out, however, that the mass media used alone have had only limited effectiveness in providing information or in changing practices. As in formal education, it is when they become part of a mutually-reinforcing system that they have their maximum effectiveness. In some formal applications, for instance, discussions with other members of the community, especially in organized groups, seem to be particularly important as evidenced by the long experience of India and other nations with radio rural forums. The challenges to nonformal educational systems are many: to effectively encourage the organization of local groups; to keep the groups motivated; to provide the appropriate inputs on a timely basis after programs have taught people to want to use them (fertilizer, for example); and, to learn how to use the mass media as broad information channels. AID is mounting programs to meet some of these challenges.

In Guatemala, radio is being used intensively in a major AID supported experimental program which is aimed at reaching the large number of illiterate adults living in the rural areas. The objective is to provide the farm population with information that can improve their economic life, initially by teaching better agricultural methods, or improve other aspects of their life with information on health, nutrition, and sanitation. This "Basic Village

Education" project is notable for its intensive use of local radio and its experimental comparison of the activities of extension workers in conjunction with radio and without it. Audio cassettes, as well as radio, are used in the project.

"The urgency of communication to the masses of rural people has become even greater as a result of the energy crisis," Dr. Block stresses. "The increased cost of fertilizer, and its shortage, will require modifications in production techniques for many of the new crop varieties which have sustained the Green Revolution. That is going to require a major and rapid change in the agricultural practices of a lot of people. It brings home the fact that in the future such changes must be continuous if productivity is to increase. In order to support such a constant change in practices, there have to be effective communications systems that can reach and teach large numbers of rural people."

The prime objective of AID's research and development projects utilizing educational technologies is to spread the benefits of development to greater numbers of people. Implicit in these efforts, Dr. Block notes, "is the conviction that bold new departures must be made if education relevant to the needs of a developing society is to be made available to the majority of people at tolerable costs. The absolute economic necessity of bringing useful education and information to more people at a lower cost is now a fundamental tenet of the AID programs."

### **Learning Together**

The potential applications of the newer systems are almost limitless, encompassing all of the areas where human learning of skills, information, and attitudes are important. They range from the upgrading of the specialized training of physicians, scientists, or industrial managers to the provision of basic education and information to the many non-literate rural families of the world. Dr. Block sees this as "an area in which we are all learning together, and in which many emerging nations are in the lead in terms of experience. This process of evolving more effective systems through shared learning must continue and a means for systematic worldwide cooperation must be generated . . . because there is a very real opportunity for man to use educational technology as a major instrument for the broader provision of learning and thereby to help meet some of the most urgent needs of development."

### *In the Eye of the Storm, from p. 5*

mediately—and sleeplessly—to William Dalton. "Prepare to relieve Mahler!" The instructions were brief, for by now Dalton—in the absence of McClure—was Acting Coordinator of a full-blown emergency operation.

George Beauchamp, at the peak of a precisely-paced performance, took control of the Honduran Task Force.

### *'As if clawed by a giant wildcat'*

**Honduras:** Within five days after Fifi struck, Catholic Relief Services had distributed 1.2 million pounds of Food for Peace commodities in addition to 700,000 pounds transferred from stocks in Guatemala and 3 million pounds scheduled to arrive from Gulf ports. CARE, another U.S. voluntary agency, had distributed 90,000 pounds. U.S. military aircraft had made 1,100 AID-financed rescue sorties carrying more than 2,300 passengers who had lost their homes, plus 600,000 pounds of food, medicine, water, and clothing.

By the time Herman Kleine and Russell McClure arrived in Tegucigalpa to confer with President Oswaldo Lopez Arellano, feeding camps were in operation across the two valleys where Fifi reached inland 60 to 75 miles, uprooting banana crops and sending landslides down the mountain sides—"as if they had been clawed by a giant wildcat," in the eyes of the U.S. Disaster Relief Coordinator.

## ***AID Loans to Help Hondurans' Recovery***

New reconstruction and development assistance for Honduras was announced by AID in January 1975 to boost agricultural production and help victims of Hurricane Fifi. An AID loan of \$15 million will provide funds for loans to farmers for the purchase of seed, fertilizer, and basic farming equipment as well as finance the restoration of schools and reconstruction of houses in areas where homes were washed away during the hurricane. Other loans for \$12 million and \$6 million respectively will be used to support agricultural extension programs, including the distribution of improved seed varieties, and to finance a cadaster project that will improve tax administration and give farmers greater access to credit by establishing clear title to their land.

Other assistance provided by AID to Honduras since the September 1974 hurricane disaster includes Food for Peace commodities and disaster relief aid valued at \$2.1 million and \$5 million for emergency rehabilitation.



Over 20,000 pounds of food donated by the Lions Clubs were loaded at the Minneapolis airport when AID arranged airlift.

Flying through the mountain-rimmed Aguan and Sula valleys with Colonel Crowe—in charge of U.S. military relief operations—the Presidential emissaries saw thousands of landslides. Accompanying McClure and Kleine on the aerial tour were Ambassador Sanchez and AID Mission Director Frank Kimball, both bilingual.

"Literally four feet of mud came down off the mountains through the coastal towns," McClure reported. Not even in rugged Afghanistan, where he had served as AID Mission Director, had he seen slides like this. "When you're backed up against a mountain in torrential rains, you get these slides right through the houses. Many families at Omoa were lifted out by helicopter."

From the Aguan valley, on the east, the railroad carrying banana exports over the mountains to port facilities at La Ceiba was buried. At San Pedro Sula, on the west, all bridges were out.

Fording the rivers by jeep to talk with the mayor of San Pedro, McClure and Kleine passed trucks sunk into the river beds. In the city, the water supply was undrinkable, the power plant nearly demolished. Survivors were shoveling mud and debris from the streets. But food and clothing provided through the AID coordinated relief effort was being provided for the people of the city.

### ***And 100,000 Peanut Butter Sandwiches***

**Washington:** Back in the United States, food and clothing were piling up across the country. The Control Center switchboard was still deluged with calls. In Pennsylvania, a shoe store had 400 pair of shoes to spare. In Illinois, a tractor manufacturer was sure a tractor would be needed. Six thousand sheets of plywood were available from a lumber company in Texas; 100,000 disposal diapers, from a manufacturer of infant clothing in New Jersey; an ambulance,

from a federal agency in Louisiana. Not to mention 100,000 peanut butter sandwiches from a school-lunch packer unfamiliar with the Latin diet!

Tens of thousands of tons of supplies, painstakingly collected by thousands of American citizens, were waiting to be shipped from Maine to New Mexico, New York to California. From William Dalton's office, working now around the clock, an urgent telegram went out to the governor of each state: "Your office can assist by calling on mayors of municipalities involved in such collections to designate the location of a collection point, publicize the information—and make available state and municipal facilities to help move the supplies to ships at New Orleans."

### ***Lending A Hand***

**Minneapolis/St. Paul:** At Twin City airport in Minneapolis and St. Paul, another Air Reserve aircraft was lifting off the runway — and someone in the cheering crowd of Lions was proposing George Beauchamp, now acting as Operations Director of AID's Honduran Task Force, for mayor!

The 18th mission to Honduras authorized by the Department of Defense carried 22,000 pounds of rice and beans, Civil Defense rations, milk, medicine, oats, and flour. Destination: La Ceiba.

Vern Harjes, of the Lions International District Office in Minneapolis, tells it best: "From all over Min-

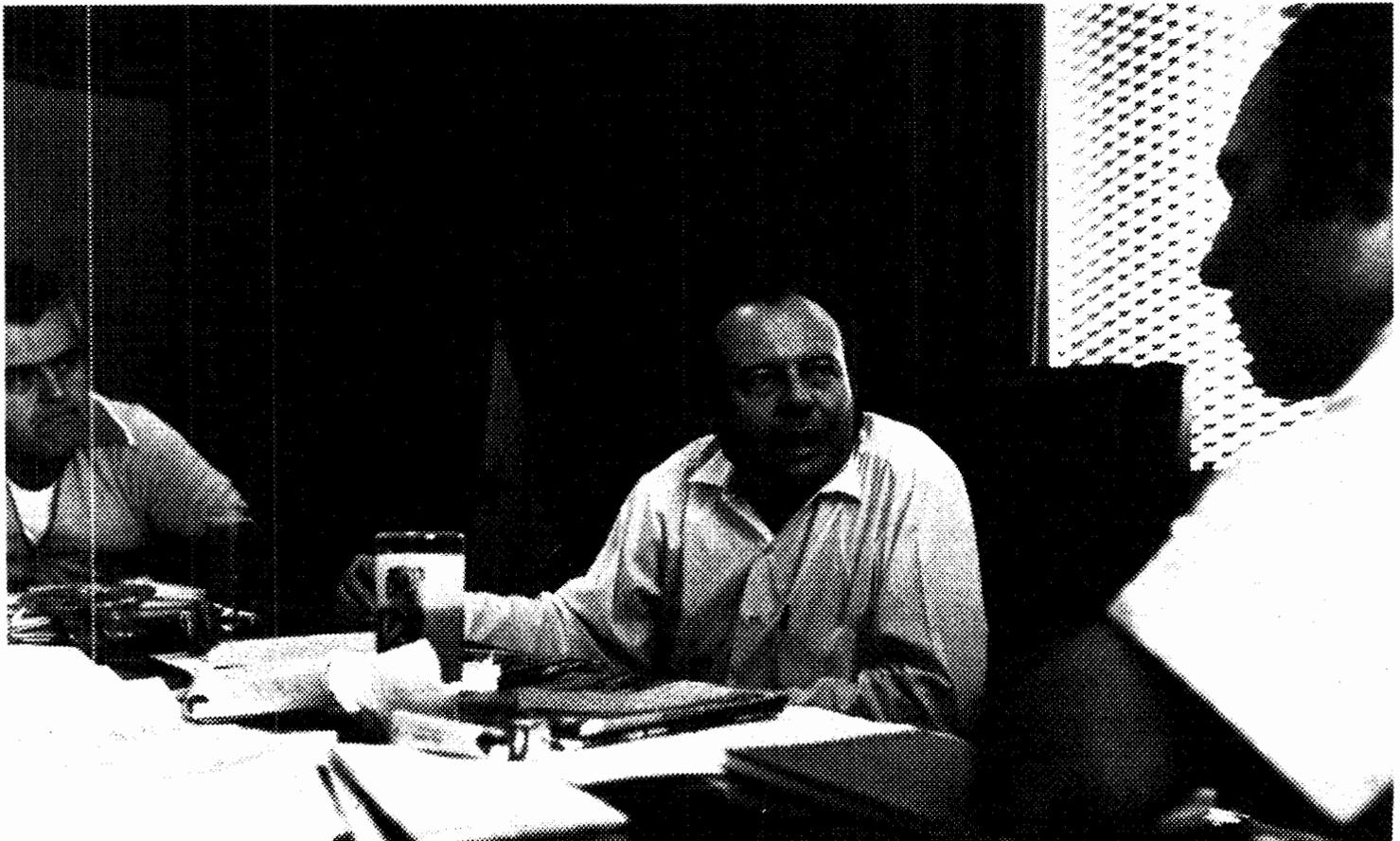
nesota and Canada our Lions Clubs were picking up critical supplies. In two days, we had filled our quota. We called Beauchamp in Washington to get a plane. At that time, he said it couldn't be done. We were sending out a desperate appeal for help to the 350 Lions Clubs when the news came through from Beauchamp that Defense had made special provisions for us to get a plane!"

Beauchamp's call to the 934th Airlift Group at Twin City International Airport will always be remembered in Minneapolis. As Vern Harjes says: "The day the 934th took off for La Ceiba, George Beauchamp could have been made mayor!"

Beauchamp was just as satisfied with the letter sent to him by Representative Bill Frenzel, Third District, Minnesota. "Thank you for the fine effort you put forth in getting the Minneapolis area relief shipment enroute to Honduras," Congressman Frenzel wrote the Operations Director. "I hope those of us involved in this project didn't make too great of pests in our frequent contacts with you. We just felt so strongly about lending a hand!"

### ***Additional \$15 Million***

**Washington:** The international relief operation for Honduras aroused the interest of many Members of Congress. Among the officers brought in to handle inquiries on behalf of constituents, one logged 160



**Robert Clary (left) and AID Mission Director Frank Kimball (right) met with Mayor Henry Holtz of San Pedro Sula to assess the**

**town's needs following the loss of half its corn crop. Food and clothing were provided through AID relief efforts.**

calls from Capitol Hill. When the continuing resolution for foreign aid was finally passed, freeing funds for international relief, Senator Edward Kennedy (D-Mass.) attached an amendment providing an additional \$15 million to be shared by Honduras, Cyprus, and Bangladesh.

\* \* \*

It was 9 a.m. in the White House. President Ford had just concluded a breakfast meeting with Secretary of State Henry Kissinger. Together, the President and Dr. Kissinger were about to meet with the AID officials who had conveyed the Chief Executive's concern to the President of Honduras.

On behalf of the Honduran Chief of State, Herman Kleine and Russell McClure presented the thanks of the hundreds of thousands of Hondurans aided: "General Lopez requested that we convey to you, and, through you, Mr. President, to the American people, the sincere appreciation of the people of Honduras."

### Truck Caravans to New Orleans

**New Orleans:** A thousand miles from Washington—as the Presidential emissaries presented their exactly-detailed report of official U.S. assistance programs in Honduras, by then totaling \$1.6 million—William Dalton was putting into place the final pieces of the U.S. private and governmental cooperative machinery for moving tons of private relief donations to New Orleans. Dalton had flown to the Gulf port, the principal center of trade with Latin America, to coordinate the arrival of truck caravans from all over the United States.

At the New Orleans headquarters of the American Standard Company, 150,000 square feet of space was provided for unloading and transshipping the outpouring of clothing, food, medicines, and other supplies from American citizens. From the warehouse, the relief goods were transported to cargo ships oper-



President Ford (center) discusses U. S. relief efforts in Honduras with, left to right, AID Foreign Disaster Relief Coordinator Russell S. McClure; AID Deputy Administrator John E. Murphy; Secretary of State Henry Kissinger; AID Assistant Administrator for Latin America Herman Kleine; and Lt. Gen. Brent Scowcroft, Deputy Assistant to the President for National Security Affairs.



William Dalton of AID's Foreign Disaster Relief Office oversees packing of relief shipments in New Orleans.

ated by the three shipping lines—Delta, United Brands, and Standard Brands—that had offered space aboard their banana runs.

Each individual contribution was harnessed to the overall relief effort by a command post which linked the city's Civil Defense communications system with AID's Disaster Center. The hook-up was activated at the command of the Governor of Louisiana, Edwin Edwards, and New Orleans Mayor Moon Landrieu just three weeks after Fifi struck.

### A Time to Dance?

**Honduras:** Back in Hurricane Fifi's wantonly-destructive tracks, the people of Honduras were quietly beginning the task of rebuilding. In the wake of national disaster, the homeless were being housed, the hungry fed, the injured treated.

To a usually-festive group of folkloric dancers who had been preparing for many months to dance for their New England friends of the Partners of the Americas—a partnership which works throughout the year to improve the life of Honduran communities (see *War on Hunger*, April 1973)—there was a painful inward feeling of abandonment as the Honduran plane lifted into the air over Tegucigalpa's modern landscape and across the flooded valleys of the countryside.

Was this the time to gaily sing and dance for others when the people of the homeland had no heart for song?

As they danced through 17 cities and towns of Vermont, the National Folklore Dance Group of Honduras—five colorfully-costumed partners accompanied by the softly-melodious marimbas of the Honduran Armed Forces—felt their doubts resolved. With the dances of the Honduran people, they were saying thank you to America.

# IN PRINT **Confronting the Population Problem**

A Review by *Jean M. Pinder*

*World Population Crisis: The U.S. Response* by Phyllis T. Piotrow. Praeger Publishers, New York, 1973. 276 pp., \$17.50.

Ten years ago, in his 1965 State of the Union Message, President Johnson declared: "I will seek new ways to use our knowledge to help deal with the explosion in world population and the growing scarcity in world resources." A decade after this official call for U.S. action on the population front, nearly three quarters of a billion dollars have been obligated by the U.S. Congress for assistance to family planning programs and research on population problems.

Clearly, the U.S. response to the world population crisis has evolved from the stance taken by President Eisenhower in 1959, when he declared that "birth control is not our business."

Dr. Piotrow's chronology of the U.S. response stresses five themes: the defining of the issue; the influence of technology; the behavior and relations of the activists and the professionals; the role of Congress; and the effect of individual leadership.

The book is divided into four major parts. The first covers the period 1945-1960 during which the population problem was not considered to be "government business." The impact of the record rate of population growth in the developing world since 1950 and the causes of this unprecedented phenomenon are discussed along with the background of U.S. concern. This concern had started with the career of Margaret Sanger, and formed the basis for an activist approach on the one hand, and, on the other, the approach of demographers, scientists, physicians, and other professionals who were interested in studying the problem.

*Ms. Pinder is a retired AID Public Health Advisor.*

Beginning in the 1950s, the dichotomy between private practice and public policy was reflected in articles which appeared in the press. Public opinion poll reports also indicated changes in attitudes occurring both among the general and Catholic populations of the country.

Government policy, however, tended to be out of step with the times. At national, state, and local government levels there was still considerable opposition to the provision of birth control services. But in 1959, the Draper Committee (the President's committee to study the U.S. military assistance program) recommended specific government action to support population programs.

### **Public Controversy**

Late in 1959, on the eve of the 1960 election, birth control became an issue of public policy. The controversy of the issue is recalled by a statement released in 1959 by the Catholic Bishops of the United States which is quoted by Dr. Piotrow: "United States Catholics believe that the promotion of artificial birth control is a morally, humanly, psychologically and politically disastrous approach to the population problem. . . . They will not support public assistance either at home or abroad, to promote artificial birth prevention, abortion or sterilization, whether through direct aid or by means of international organizations."

Although President Eisenhower was concerned about the effects of population growth on U.S. foreign aid, he felt that to support programs for population control would spell political disaster. While the controversy seemed to have had little effect on the election of President Kennedy, it did cause him to declare "that national interest superseded church doctrine," and in Dr. Piot-

row's view, advanced the possibilities for government support of birth control.

The third part of the book chronicles the development of U.S. policy from 1961 to 1965, the United Nations' resolutions which recognized the population problem as a deterrent to development, and the various initiatives of individuals to develop greater official concern in the United States on the population problem. Finally in July 1963, the Senate Foreign Relations Committee offered an amendment to the foreign aid bill specifically authorizing "research into the problem of controlling population growth and offering technical assistance to cooperating countries in carrying out programs of population control." The roles of various members of the Senate in developing the AID amendment, the AID position towards the amendment, the action in the House and the ultimate deletion of the statement on technical assistance are covered.

From this point on, a gradual change in the position of AID developed as a result of pressures from within the Congress and from events overseas—notably the first Asian Population Conference held in late 1963. However, AID still was not directly involved in any projects concerned with population planning. It was not until 1964 that a Population Office was established in the Alliance for Progress and later in the same year two grants were funded, representing the first Washington funded, U.S. dollar support for population work by AID. The final steps during this period resulted from the statements made by President Johnson, first in his State of the Union Message in 1965, later in the same year at the 20th anniversary celebration of the United Nations in San Francisco, and then on two subsequent occasions. These statements

finally served to legitimize U.S. Government assistance to population programs both in the United States and abroad. However, AID policy still remained cautious in its guidelines. It was further hampered by the organizational structure through which population programs were implemented.

The ultimate resolution of these problems, which form the fourth section of the book, stemmed from initiatives taken by Congress during the period between 1965 and 1968. These include the first earmarking of population funds in the foreign aid bill, and legislation to promote family planning in the United States as well as overseas. Hearings held by Senator Ernest Gruening, which included a procession of distinguished witnesses and led to widespread acceptance of the concept of population planning as a priority issue are fully described.

The passage of Title X of the Foreign Assistance Act in 1968 and increases in the amount of earmarked funds for population established a substantial AID population program. Dr. Piotrow describes the development of AID policy into a viable worldwide program during the following years.

Although both AID and the U.N. have successfully made the population problem one of high priority, Dr. Piotrow cautions that the continuing progress of both AID and the U.N. programs will be dependent upon several questions and their answers—namely, “can the U.N., with AID and other public or private agencies, develop a population policy that stimulates the resources and leadership needed from the developed countries and at the same time satisfies the pressing political needs of the developing countries; a policy that is equally relevant, feasible, important, and urgent to the have and have-nots, to governments and to individual men and women?” Indeed it is the answers to these questions which will ultimately determine success or failure in achieving control of the runaway world population. 

# QUOTES

“Inflation and oil prices which are proving serious enough in their impact on the economies of industrialized nations are creating catastrophic conditions in the developing countries.

“The combined effects of inflation and oil costs have hit the poorer nations with a series of blows that only increased foreign aid from wealthier countries will alleviate. The current plight of Western economies should not be offered as a reason to ignore the pleas of the developing world for additional assistance. Ultimately, the recovery of the rich nations will depend in no small part on the growth and health of the poorer nations.”

*Philadelphia Bulletin*  
October 9, 1974

“The time has not yet come when economic aid by the industrialized countries to the developing countries can be dispensed with. Now, more than ever, in view of increased oil prices, the poorer nations need help. And all the reasons for maintaining stability in those countries are still valid.”

*Providence (R.I.) Journal*  
December 12, 1974

“When I hear Members of Congress, as well as other distinguished citizens, imply that the United States does not meet its responsibilities in combating famine and pestilence in the poorer countries, I feel like telling them where to go, for the United States has done more to rid the world of famine and disease than all the rest of the nations put together.”

*Senator George Aiken (Ret.)*  
*(R-Vermont)*  
December 11, 1974

“What is . . . most distressing is that there is in fact enough grain in the world now to make up current food deficits if the countries that need it can find the money to buy it. Long-range needs will require that the more affluent na-

tions slow their current gorging, not only of meat but of fuel. And the burgeoning world population, which if left unchecked will double within 35 years, must be brought under control. But getting food from where it is most abundant to where it is most needed remains a problem naggingly resistant to easy conscience-soothing solutions.”

*Time*  
December 9, 1974

“If you look at the amount of food that we ship overseas in our food aid programs, the total amount each year is probably less than 2½ percent of what we produce. And it's less than 5 percent of what we export. And if we look at the amount of food that we actually donate, that is given away in nutrition programs, as opposed to what we sell on concessional terms, it boils down to around 1 percent of what we produce, or even less. So to increase this, or even to double it, really is not going to be a significant change in supply or in what is available to the American consumer.”

*Daniel Shaughnessy*  
*Associate Coordinator*  
*Food for Peace, AID*  
December 2, 1974

“We're moving into an era . . . in which millions of people apparently are doomed to starvation and millions more to chronic malnutrition. We can't grow and give away most of the food needed to prevent that. But we should offer plenty of moral and economic support to governments with worthy projects designed to boost food production and control population growth. We can't do it all, and we certainly can't impose our ideas on a nation that isn't interested. But we should be offering help where it will do the most good.”

*Capital Journal*  
*Salem, Oregon*  
January 3, 1975

# IN BRIEF

## Agricultural Help for Bangladesh

Noting that "AID is especially interested in helping Bangladesh increase its agricultural productivity," AID Administrator Daniel Parker signed a \$30 million loan agreement for Bangladesh during a visit to the country in January 1975. The development loan will provide funds for additional fertilizer and high-yielding seed imports which will be distributed to farmers by the Bangladesh Development Corporation through cooperatives and private dealers.

## Grant to AFRICARE

AID has provided a \$500,000 grant to AFRICARE, a U.S. voluntary agency, to help start development projects in drought-stricken Central and West Africa (see *War on Hunger*, August 1974).

The grant will be supplemented by AFRICARE's own funds to finance the training of officials of African governments and selected U.S. private organizations in planning and management of rural development projects. The ultimate goal is improvement of the income, health, education, and quality of life of the lowest-income people in the Sahel region.

The grant is one of the first to be made under a mandate from Congress to involve more private organizations and institutions in the effort to help developing nations make social and economic progress.

## World Food Council Formed

The World Food Council, initially proposed at the World Food Conference in Rome in November 1974 and formally established by the U.N. General Assembly in New York in December, is scheduled to hold its first meeting before July 1, 1975.

The Council will review and coordinate all food policy matters concerning food production, nutrition, security, trade, and food aid and report to the U.N. General Assem-

bly through the Economic and Social Council (ECOSOC). Members of the Council nominated by ECOSOC and elected by the General Assembly include seven Latin American countries—Argentina, Colombia, Cuba, Guatemala, Mexico, Trinidad-Tobago, and Venezuela; eight Asian countries—Bangladesh, India, Indonesia, Iran, Iraq, Japan, Pakistan, and Sri Lanka; nine African countries—Chad, Egypt, Gabon, Guinea, Kenya, Libya, Mali, Togo, and Zambia; eight west European and other countries—Australia, Canada, France, the Federal Republic of Germany, Italy, Sweden, the United Kingdom, and the United States; and four countries with centrally planned economies—Hungary, Romania, the USSR, and Yugoslavia.

## Sorghum Research Progresses

Purdue University scientists working under an AID research grant have produced a high lysine mutant variety of sorghum which may help improve the diets of millions of the world's hungriest people because of its improved protein quality.

The breakthrough follows another recent discovery by the same group of researchers of two Ethiopian sorghum lines containing twice as much lysine as normal sor-

ghum (see *War on Hunger*, March 1974). Lysine is one of the most important amino acids, which are the building blocks of protein, and is essential to good nutrition.

Disclosure of the research discovery was made in a scientific paper presented by D. P. Mohan, a native of India and a Purdue doctoral student in agronomy, at the American Society of Agronomy's 66th annual meeting in Chicago.

The new high lysine mutant is chemically induced, while the Ethiopian varieties were found growing naturally. Both, however, are considered nearly equal in protein quality. The new mutant (labeled P-721) apparently thrives best in temperate climates, while the Ethiopian varieties are tropical.

Dr. John Axtell, Purdue geneticist and sorghum project director, said, however, that the new mutant would also have great possibilities for tropical and sub-tropical climates, where sorghum is a basic food for some 500 million people of Asia and Africa.

In an effort to learn if the nutritional content of sorghum can be improved, AID launched the sorghum research project in 1966. The Agency has provided \$1.7 million to Purdue University to carry on the research. The discovery of the two high-lysine, high-protein Ethiopian lines was announced in October 1973 after thousands of varieties from all over the world had been classified and tested.



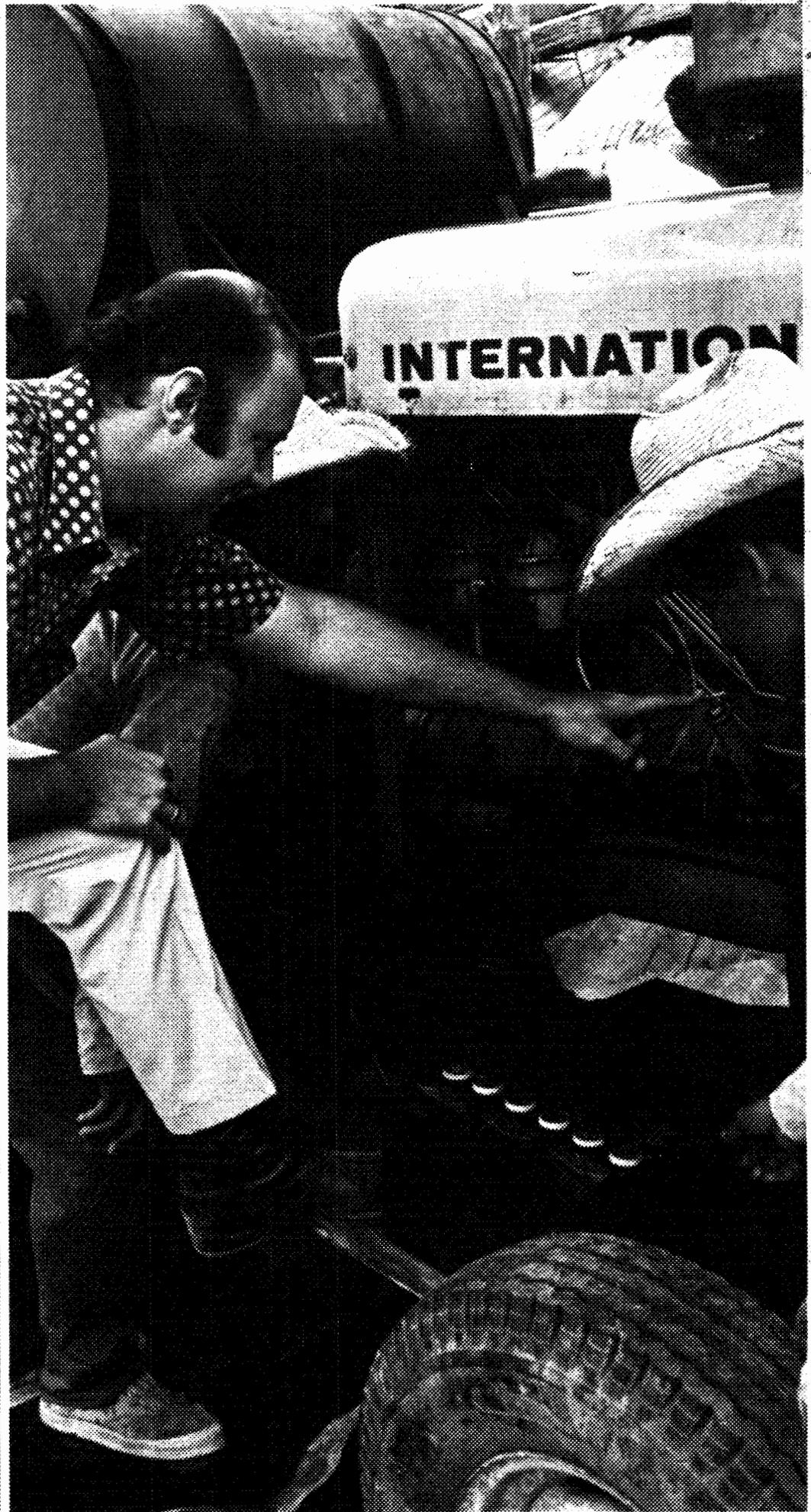
Photo courtesy U. S. Air Force  
Darwin, Australia, was devastated by a cyclone on December 25. AID financed air transport of medical personnel, food and supplies, and evacuation of survivors.



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**AID advisor Fred Hubig discusses maintenance of an irrigation pump with members of a farm cooperative in Ecuador. An AID loan of \$3.6 million is providing funds for farmers to make necessary purchases of machinery. (See page 9)**