

War on Hunger

A Report from The Agency for International Development

MAY 1976



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



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COVER: Population growth rates will have to be controlled and agricultural production stepped up to prevent large food deficits in Asia, Africa, and Latin America. For a three dimension look at the future prospects see page 1.

(Cover photo by Carl Purcell)

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Small farmers in Haiti will be helped by AID and the Haitian Government in improving their living standards through a small-farmer coffee production program. (See page 5)

FOOD vs. PEOPLE

three independent assessments of the not-so-distant future

Tomorrow's Deficit

By Jerry E. Rosenthal

Unless population growth rates can be controlled and agricultural production stepped up, food deficit countries in Asia, Africa, and Latin America will face a total shortfall of 100 million tons in cereal grains by 1985.

This, according to the newly-established International Food Policy Research Institute, is double the shortage that existed in the developing world last year. It represents roughly 8 percent of current world cereal production.

The projection is contained in the new research organization's first report, announced March 19 at a news conference held in Washington, D.C.

(Continued on p. 2)

Dimensions of the Challenge

By Sterling Wortman

More is at stake than meeting the food needs of people, important as that is.

First, in nation after nation, the rural people, who still comprise 50 to 80 percent of the population, are becoming restless. They are increasingly aware, as a result of mass communications, of the comforts of life enjoyed by small but affluent segments of their societies. Yet they see no hope for an improvement of their own conditions or those that their children will face, and continued neglect of the rural people will cause unrest, violence, and the overthrow of governments. These people want improved food supplies, housing, health care, and education. Their only

(Continued on p. 2)

The Threat of Inflation

By Lester R. Brown, Patricia L. McGrath,
and Bruce Stokes

During the 1970s inflation has reached double-digit levels worldwide for the first time, creating extreme anxiety among national political leaders who must try to cope with it. The economists whose advice they seek are puzzled by the failure of all traditional inflation controls short of the sanction of widescale unemployment. What few seem to realize is that an important new source of inflationary pressure has emerged.

Inflation results when demand exceeds supply. Monetary and fiscal policies can be used to encourage an unhealthy growth in demand, one that outstrips the growth in supply. Inflation arising from such excessive demand can be controlled by adjusting these policies. In an

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Sir John Crawford, Chairman of the Institute's Board of Trustees, presented the report, noting it was based on present population growth rates and economic and food production trends. It does not take into its projection possible reduction in fertility rates and improved agricultural technology.

Sir John, former Vice-Chancellor of the Australian National University and Senior Advisor for Agriculture to the World Bank, pointed out that food production in the developing countries had been increasing at a rate of 2.5 percent annually.

"This is a substantial growth rate," he said, "but it is not quite enough. A growth rate of 3.5 percent is quite feasible. So we are not talking about mass starvation."

But he noted that the Institute's report indicates that a food production growth rate of nearly 4 percent would be required to prevent the projected deficit. Since 1967, however, the growth rate has slowed to 1.7 percent which, if continued, could mean an even greater deficit—about 200 million tons.

Transferring such a large amount of food, largely from developed countries, however, could well be unmanageable physically or financially, Sir John said.

The report says the core of the food problem is in

Mr. Rosenthal is Chief of the Press and Publications Division of the Office of Public Affairs, AID.

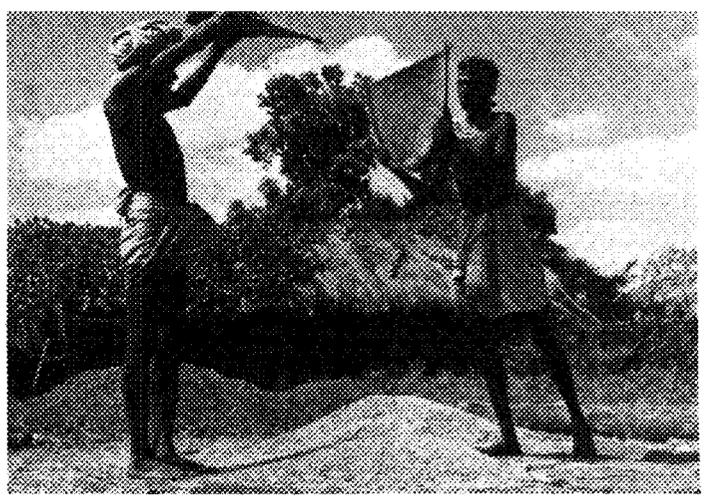
Dimensions of the Challenge, from p. 1

realistic hope is through increased income, based on increased productivity; few if any governments, nor any outside entity, can provide these basic needs free. These rural people must be helped to help themselves.

In my view, freedom as we know it is very much at stake. As the survival of the rural people is increasingly threatened, they are susceptible to any ideology that they perceive will provide the basic necessities and some of the amenities of life.

The People's Republic of China has one solution to the food and population problem. Last year it was my privilege to accompany a group of 10 distinguished American scientists on a month-long study of China's agricultural and rural development. We found that China has thrown massive resources into an effort to increase agricultural productivity, to create other forms of employment in rural areas, and to improve incomes and standards of living for rural people. China has succeeded remarkably well, and deserves to be commended. Wherever we traveled on our 3,000-mile trip through several regions of the country, people were well fed, the children were in school, health

Excerpted from testimony by Dr. Wortman, Vice-President of The Rockefeller Foundation, before the Subcommittee on Science, Research and Technology and the Subcommittee on Domestic and International Scientific Planning and Analysis, U.S. House of Representatives, in September 1975.



India's food deficit is projected to more than double by the year 1985. The food crisis has not disappeared.

those countries with per capita incomes of less than \$200.

"To finance imports of such magnitude would appear to be beyond any prospect of these countries having the foreign exchange to do so," the report says. "The only feasible way for most of these countries to meet food demand—and the least costly over the long run—is to increase production more rapidly."

The report lists India, Bangladesh, Indonesia, Nigeria, and the countries of the Sub-Sahara region as the "principal problem countries". India, which has a deficit now of 6.7 million tons, is projected to have a deficit of between 14 and 17 million tons by 1985.

care was provided, families had housing, and everyone was working—all this, of course, with a high degree of regimentation and with state control over the mobility and thinking of the people. Groups in other countries are becoming aware that China, and perhaps others, have a solution to the food, population, and poverty problem.

It seems fair to conclude that the struggle for individual freedom as we know it largely will be won or lost in the impoverished rural areas of the less-developed countries. The central question before us is: Can ways be found to meet the basic needs of the masses of rural people while offering individual freedom rather than severe regimentation? Taiwan and Japan have succeeded as well, and probably better, than the People's Republic of China, but there are few other developing countries that have as yet attempted systematically to raise productivity and income of their rural people.

Second, continued neglect of agricultural and rural development abroad will affect adversely American farms and other businesses, particularly as they involve international trade. Agriculture is the basic industry of most developing countries. If productivity of large numbers of small farmers can be increased in the poorer countries, and if for added millions of farm families there is an increase in disposable income, markets will develop for imported food supplies and for products of urban industry. Employment will be generated in rural trade centers as demands

The report lists Argentina and Thailand as developing countries which are cereal exporters, and says that Brazil and Pakistan likely will become exporters by 1985. Developed countries listed as exporters are the United States, Canada, South Africa, and Australia.

The Institute's first report builds on the finding of the United Nations' World Food Conference in Rome in November 1974, that the precarious food situation in many developing countries threatens to become much more difficult in the next decade.

Dr. Dale E. Hathaway, former Professor of Agricultural Economics at Michigan State University who has been named Director of the Institute, said the past year's good crops in some developing countries—India and Bangladesh particularly—“have created a tendency on the part of some people to think that the crisis has disappeared.”

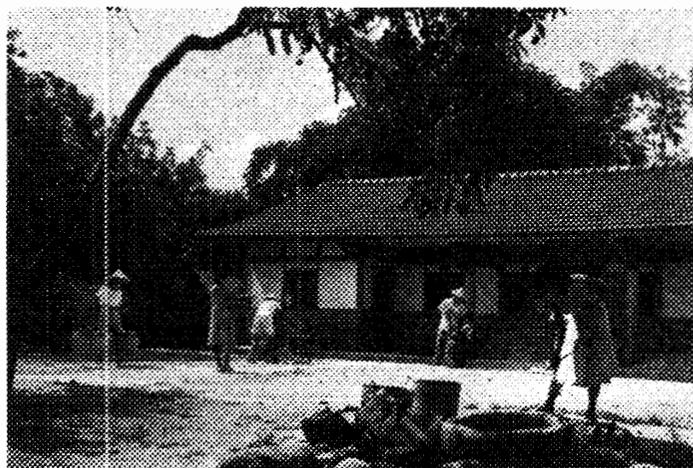
He said the improvement of 7 percent over the past year has eased the problem, “but only temporarily. It only gets them back to the trend they were on before.”

Describing the new Institute, Dr. Hathaway said it would be independent of any governmental aid agency. It is funded by the International Development Research Center of Ottawa, Canada, the Ford Foundation, and the Rockefeller Foundation. The Institute was formed in response to a recommendation of the Technical Advisory Committee of the Consultative Group on International Agricultural Research.

for goods and services increase. As standards of living improve, there will be new outlets for American products as well as for those of other countries. Clearly it is in the interest of the United States and its business community to promote prosperity in the countryside of the developing nations, since this could lead in most cases to general economic development and increased ability of nations to trade internationally for products, farm or industrial.

Third, higher food prices world-wide will accompany continued neglect of agricultural development abroad. Most subsistence farmers, using little power other than human labor to cultivate impoverished soils, eke out their livelihood by producing basic food crops and some animal species. If their productivity remains low and static, food deficits will continue to

Taiwan has been most successful in increasing agricultural production and raising the income of its rural people.



Dr. Hathaway said he expected the staff would include approximately 20 professionals, principally from the developing countries, who would be expected to apply their work to their own and other food-short nations.

The mandate of the Institute is to undertake research on selected policy problems affecting the production, consumption, availability, and equitable distribution of food in the world.

IFPRI's work also will involve a periodic evaluation of the world food situation. This will include recommendations for policy changes at the national and international level which would affect the availability of food to developing countries. The Institute will not generate new statistics but will concentrate on analyzing material available from numerous national and international organizations.

In addition to Sir John and Dr. Hathaway, members of the Board of Trustees are Ojetunji Abovade of Nigeria, former AID Administrator David E. Bell of the Ford Foundation, Norman Borlaug of the International Maize and Wheat Improvement Center (Mexico), Ralph Kirby Davidson of the Rockefeller Foundation, Mohamed El-Khash of Syria, Nurul Islam of Bangladesh, Affonso Pastore of Brazil, Puey Ungphakorn of Thailand, Lucio G. Reca of Argentina, Andrew Shonfield of England, Vijayshankar Sangidas Vyas of India and Ruth Zagorin of the International Development Research Center (Canada). 

climb as they have since the 1940s, and prices of food in the United States and elsewhere will continue to rise because of tightness of markets. It certainly is in the interest of the American consumer that productivity of food crops, even those we grow in the United States, be increased in the poor countries.

In most discussions of the rationale for U.S. assistance to poor countries, the humanitarian aspects are properly stressed. But there are other reasons as well. If the United States has any interest in the expansion of world markets, in the retention of open markets for U.S. products, in the preservation of individual freedom, and in the maintenance of food prices at reasonable levels, it should turn much more seriously to the task of assisting nations to improve their agricultural productivity and increase the prosperity of their rural people.

The challenge is one of urgency. It calls for massive, long-range, world-wide cooperative efforts following a strategy that, fortunately, is reasonably well understood by a number of authorities. The United States could provide much of the needed professional and scientific leadership, for we have expertise in our universities, in the U.S. Department of Agriculture, in industry, and in some private organizations. We now need to establish the strategy, make it known, provide the necessary funding on a sustained basis, and organize our efforts to make them more effective. 

The Threat of Inflation, from p. 1

economy dominated by large corporations and organized labor, inflation can also be of a cost-push nature. Escalating prices lead to demands for higher wages which in turn lead to still higher prices. Inflation also results when supply is temporarily restricted or disrupted by war, labor strikes, or weather.

Such restrictions of supply cause temporary inflation, but during the '70s a new source of long-term inflation has begun to emerge. World demand for goods and services has expanded at about 4 percent per year from 1950 to 1975, nearly tripling during this 25 year span. About half of all production gains were absorbed by population growth, which averaged close to 2 percent per year during this period, and about half by increases in per capita consumption. Meanwhile, it has become increasingly difficult, for a combination of economic and political reasons, to expand the supply of many strategic goods commensurately. The result has been scarcity-induced inflation. The impact of these conditions on the price and availability of such essential resources as food and energy has become dramatically evident.

Prices of petroleum, firewood, cereals, soybeans, and fish have soared since the sixties; and they have affected the entire world.

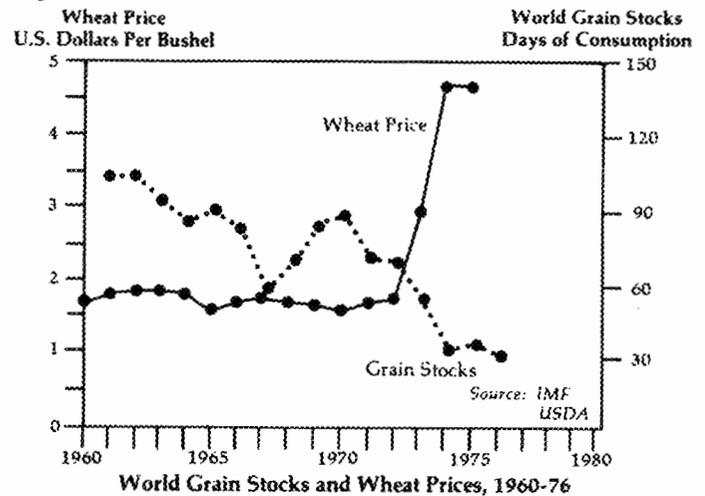
Underlying the escalation of petroleum prices was the realization that the world's petroleum supplies were dwindling and that their value was accordingly far greater than historical price levels indicated. Exportable supplies also happened to be concentrated in the hands of relatively few countries. Recognition of these factors created a psychological climate that enabled the Organization of Petroleum Exporting Countries to quadruple the price of crude oil.

Rises in firewood prices, while less visible internationally, have been only slightly less sobering. Firewood was a cheap, abundant source of energy when villages were small. As village populations grow, forests receded. Now wood prices are a primary topic of conversation among the poor from the Himalayas to the Andes. Price increases of two or threefold over the past few years are commonplace. Today the average manual laborer's family in some West African cities spends nearly one-fourth of its income on firewood.

As world demand for cereals, spurred largely by the population growth, has outstripped the capacity of farmers to expand supply during the '70s, world grain stocks have been drawn down to a precariously low level. In 1976 they represented scarcely 30 days of world consumption, little more than pipeline supplies. Once stocks drop below about 60 days of supply, a psychology of scarcity begins to prevail and prices of major cereals climb rapidly. (See Figure) At the low stock levels of 1974 and 1975, wheat prices doubled, affecting imports and consumption.

Excerpted from Worldwide Paper 5: Twenty-Two Dimensions of the Population Problem, Worldwatch Institute, Washington, D.C. 1976. Lester Brown is President, and Patricia McGrath and Bruce Stokes are Researchers with the Worldwatch Institute.

Figure



The world's fishermen have been even more strapped than its farmers. The catch, which had been expanding at an impressive 5 percent yearly from 1950, suddenly began to decline in 1971. Along with the difficulty of expanding supplies of soybeans, the poor catch helped convert the world protein market from a buyer's to a seller's market.

The haddock fishery in the Northwest Atlantic illustrates how mushrooming demand can eventually overtax a reserve. Haddock were heavily fished until the early sixties, when the regenerative capacity of the fishery was pressed beyond its natural limits. Then, the catch fell from 249,000 tons to 23,000 tons, and haddock prices climbed fourfold in eight years. Unfortunately, the inverse relation of catch size to price is not unique to the haddock market.

The rising cost curves associated with efforts to expand the supply of many essential resources threaten human well-being everywhere. World oil reserves are being rapidly depleted and no alternative sources of energy are readily available at the energy prices of the past. The rising cost of producing energy is only too real and it imperils world food supplies, dependent as they are on petroleum and petroleum-based fertilizers. In agriculture, farmers in industrial societies face diminishing returns on the use of fertilizer and energy, while in many poor countries new land coming under cultivation—where any is left—is of low fertility, resulting in higher food production costs.

Those who suffer most under the burden of scarcity-induced inflation are the poor, whether in the *barriadas* of Lima or the slums of Naples. Worsening inflation means that those living at subsistence level find themselves increasingly unable to make ends meet. When the price of grain triples, families that already spend 60 percent of their income on food can only eat less.

With four billion consumers already on the scene and 200,000 more being added each day, scarcity-induced inflationary pressures may grow chronic. Indeed, inflation poses one of the most difficult challenges that political leaders will face in the years ahead. What they must now realize is that, without a marked slowdown in population growth, inflation simply may not be manageable.



AID Agricultural Advisor Frank Schwencke examines some wild coffee beans near Jacmel, Haiti. AID is providing a \$6 million loan and a \$700,000 grant to increase coffee production.



Mr. Parker (left) and Mr. Bertin Dadaille (right) visit coffee area.

MORE COFFEE—MORE INCOME FOR HAITI'S SMALL FARMER

By John Metelsky

Supported by a \$6 million Agency for International Development loan, and a \$700,000 technical assistance grant, a "small farmer" coffee program in Haiti aims to improve the lives of 1.7 million people—about one-third of Haiti's five million inhabitants. The Government of Haiti is investing more than \$1 million dollars in the program.

The loan will help the Haitian Government carry out its five-year small-farmer coffee production program. Under the program 370,000 farm families are expected to increase their incomes and living standards by producing more and better quality coffee. Their increased coffee production will bolster the balance of payments and general revenue of the Haitian Government.

Small farmers will receive improved technology, training, and fertilizer. In addition, the program calls for establishing a small farmer credit fund and cooperatives, which will enable farmers to get low-interest agricultural loans for their coffee crops.

Coffee, the most important crop in Haiti, has been the country's major source of foreign exchange for the past 150 years.

AID Administrator Daniel Parker, who has a keen interest in the small farmer development program, visited a typical coffee center in Marbial, a large coffee-producing area near Jacmel in southern Haiti last winter.

Mr. Metelsky is a Press Officer in AID's Office of Public Affairs.

In the coffee area, the AID Administrator talked to small farmers and attended a meeting of coffee pre-cooperative groups. Mr. Parker urged the farmers to take advantage of the small farmer improvement program supported by AID and the Haitian Government.

While Haitian farmers grow a variety of food and export crops, coffee is the only commodity that has maintained an important place in the country's agriculture from colonial times to the present. However, farmers cultivate coffee with a minimum of technology, because Haitian coffee essentially grows wild on the wet slopes in mountainous areas. Farmers expend less labor on coffee than any other crop.

Mr. Parker noted that most of the coffee producers are small farmers who raise their crop on less than an acre of land. Because the small farmers practice archaic agricultural methods, without proper cultivation or adequate use of fertilizer the coffee yields are among the lowest in the world. The average yield in Haiti is about 560 pounds per hectare (about two and a half acres). In many other countries, the average yield is 2,240 pounds per hectare. Under ideal agricultural conditions, farmers in some countries have raised as much as 8,960 pounds of coffee per hectare.

On the positive side, however, Haitian coffee is highly prized in world markets where it commands a higher price than South American coffee.

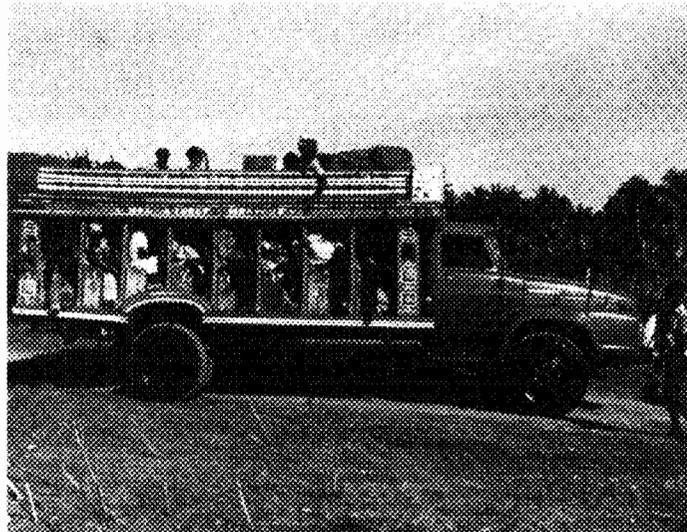
Coffee yield in Haiti is low for several reasons. Too many trees are grown in shady areas. For optimum growth, coffee trees need exposure to the sun. Farmers

don't give the trees proper care primarily because they receive a very low price for the coffee. (Haiti does not have price supports.) Yields are low because of soil erosion and lack of fertilizer application. Finally, the small farmers grow a low-producing strain of arabica coffee.

One program objective is to help the average farmer increase his yield of coffee per acre from the present 560 pounds to 1,650 pounds of rehabilitated plantings, and to 2,420 pounds on new plantings.

The project offers the small farmers two levels of production: new coffee planting and the rehabilitation of existing coffee groves. Both levels will include breeding better coffee trees, control of shade canopy common to coffee groves, correct spacing of coffee trees, the use of chemical fertilizers, annual pruning, weed control, disease and insect control, and improved methods of harvesting and processing the coffee. Of all the technical improvements, the use of fertilizer is the most important. In fact, the proper use of commercial fertilizer is the heart and soul of the project, with 80 percent of the AID loan committed in advance for purchasing fertilizer.

To make sure that the small farmer receives adequate technological assistance and training, the program includes expanding of coffee extension activ-



A new truck provides efficient—but informal—transport for some of Haiti's agricultural workers near Jacmel.

ities through the construction of regional operating centers and better rural credit systems. This program will be complemented by the improvement of about 100 miles of rural farm roads and farmer training.

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Market day near Jacmel is a business and social occasion. Dressed in their finest clothes, the villagers buy, sell, or trade

coffee, chickens, vegetables or most anything. They discuss the next coffee crop, visit with old friends and make new ones.

THE HANDCLASP THAT CIRCLES THE GLOBE

By Julie D. Cheu

Probably the best known symbol of the United States—other than the American flag and Coke—is AID's handclasp emblem.

The red, white, and blue shield with a pair of clasped hands has circulated just about everywhere in the free world—and elsewhere—as the label for U.S. goods destined for overseas assistance.

It also has provided help to art lovers, as for instance, when it recently surfaced as a batik to decorate walls in Washington and across the Atlantic in West Africa.

The handclasp emblem was created by former Agency for International Development employee Eleanor Gault in 1953 when her supervisor asked her to "draw up an emblem to label U.S. foreign aid commodities shipped around the world."

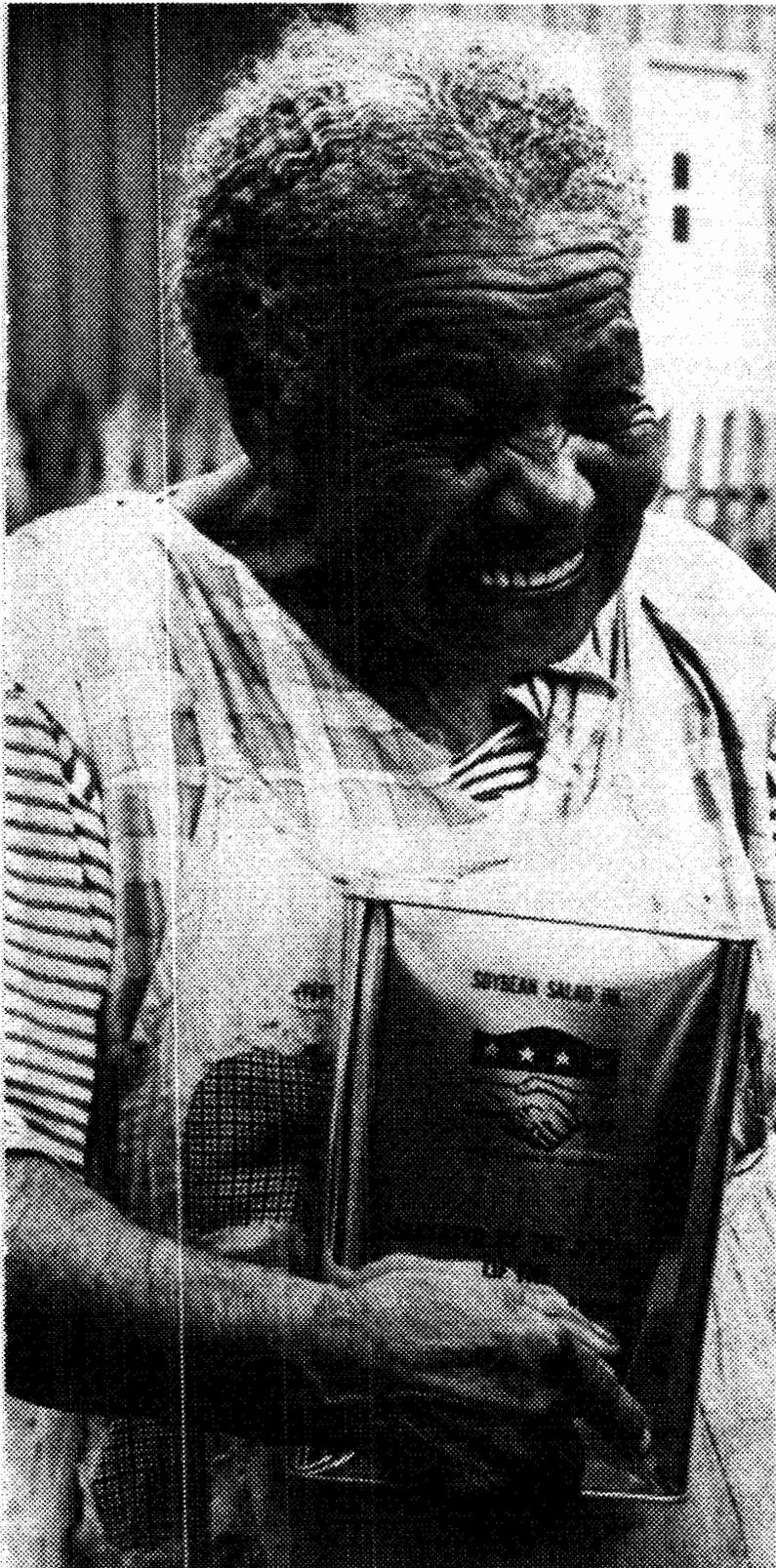
A five-year veteran of the foreign aid program at that time, Mrs. Gault was an appropriate candidate. She joined the Economic Cooperation Administration, an AID predecessor, in 1948 when the agency was established to administer the European Recovery Program following World War II. She worked first as a secretary-stenographer and later as administrative assistant. In 1953 she became the sole marking requirements officer in the Marking and Labeling Office of the Mutual Security Agency, another AID predecessor. It was in this position that she designed the well-known handclasp emblem.

"The use of a standard, universally-recognized emblem," she recalled, "has enormous value to the relationship of our country with the rest of the free world. The clasped hands are a symbol of the United States and the interest of its people in the welfare of all other free peoples."

Interest in marking foreign aid goods began with the passage of the Foreign Aid Act of 1947. The following year, the Foreign Assistance Act of 1948 stated "The administrator shall . . . give full and continuous publicity . . . to inform the peoples of the participating countries regarding the assistance, including its purpose, source, and character furnished by the American taxpayer."

"Particularly interested in our labeling program," said Mrs. Gault, "was the Congress. A U.S. Senator visiting Europe during Marshall Plan days found the Russians claiming responsibility for U.S. foreign aid donations that were either poorly marked or not labeled at all."

Ms. Cheu is a writer on the staff of the Press and Publications Division of the Office of Public Affairs, AID.



This Brazilian woman is happy with a gift bearing the AID handclasp—one of the best known emblems in the world.

Since then, the Congress has maintained a strong interest in the labeling of U.S. commodities sent overseas. There were hearings, committee meetings, resolutions and finally, legislation, which required every supplier to label ECA-financed commodities with the official foreign assistance emblem.

The emblem design then consisted of a shield "taken from the Great Seal of the United States," related Mrs. Gault, "and at the center where the hands now are, it read 'For European Recovery Supplied by the United States of America'."

Each slogan was translated into the respective languages of the recipient countries. However, the slogan became obsolete when military aid was added to the economic program, and the Near East and Far East countries were included in ECA responsibilities. Consequently, in January 1951 the slogan was changed to "Strength For the Free World from the United States of America".

Responses from U.S. manufacturers, shippers, trade organizations, educators, and taxpayers were favorable. The interest and approval by the press was evidenced by the news stories and photographs of the labeling program. *The New York Times* ran an illustrated story on page one; the *Milwaukee Journal* printed a color photo of the shield.

"The publicity created a very favorable reaction to our foreign aid program," Mrs. Gault said. "The emblem carried U.S. trust, cooperation, friendship, peace, and strength to 55 recipient countries."

But there were problems. In several Asian countries the slogan could not be translated into the local dialect and completely different designs and slogans had to be used. This lack of uniformity created increasing problems for the suppliers and manufacturers of the emblems.

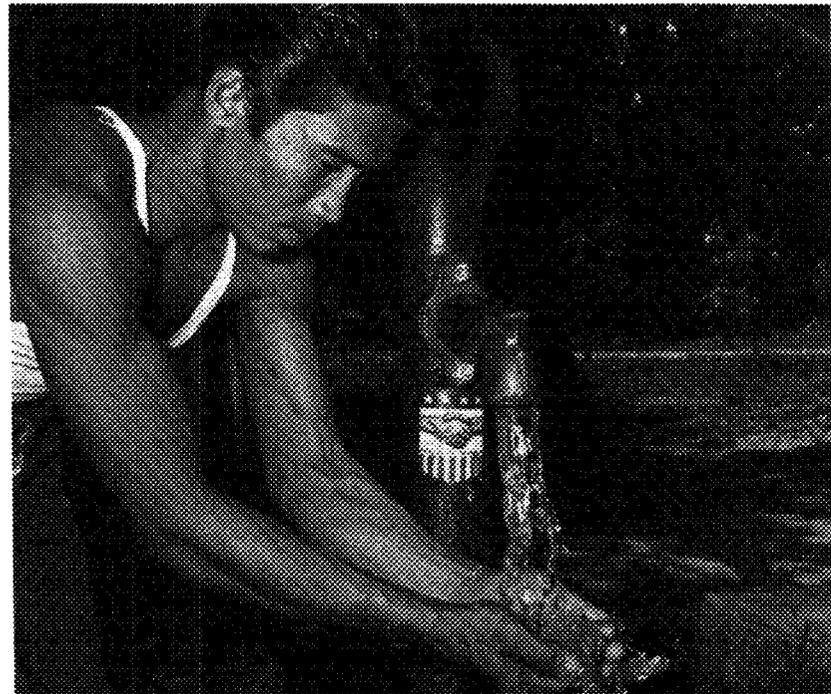
And because each shipment carried the slogan in the language of the recipient country, the value of the emblems was lost when commodities were re-shipped, transhipped, or diverted to other countries.

"The cost and delay involved in producing different emblems," Mrs. Gault remarked, "were prohibitive. Soon only two firms would stock the labels and decals for us.

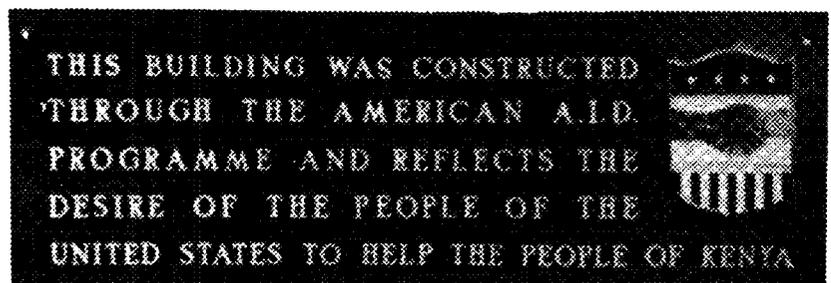
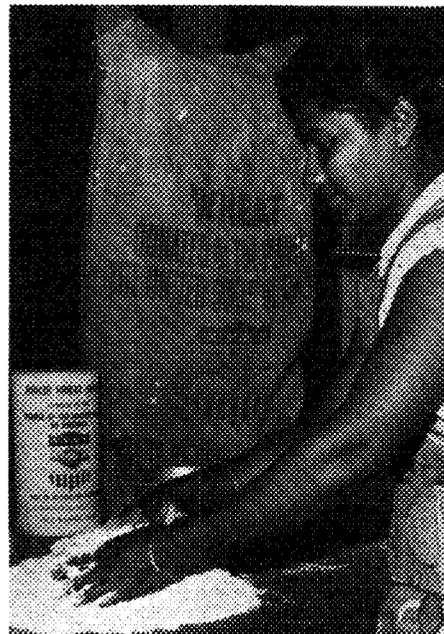
"It became evident that one emblem was the only solution. Besides the practicality, the fact that 'one picture is worth a thousand words' was another consideration."

The "clasped hands" design was adopted in 1953 after long and tedious research in the Library of Congress, Mrs. Gault acknowledged. She reported that "information from historical records as well as from experts in teaching and advertising fields revealed that a symbol is superior to printed language as a means of communicating an idea.

"Long before writing evolved, pictures and pictographs were used. Babylonian merchants 5,000 years ago used symbolic advertising such as the shoemaker



AID handclasp is seen worldwide on pumps, scientific equipment, food, and plaques. The early Marshall Plan emblem on a fertilizer bag finds unique use as a boy's shirt.



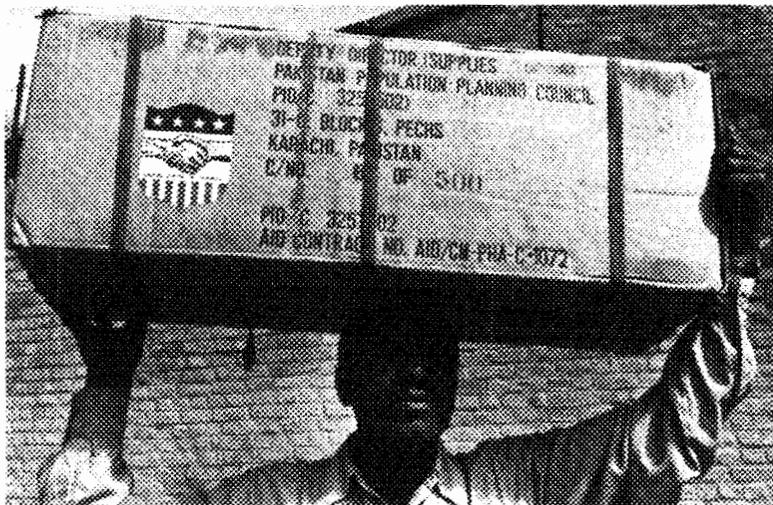


The AID handclasp symbol inspired 26-year-old Kiendrebeogo Bangre Leopold (above) to create a batik (left) nearly five feet long and three feet wide. Peace Corps Volunteer Arline Pool encouraged Mr. Leopold to design the batik.



Above: A farmer is refreshed with a drink of water. Many ways are found to reuse AID containers.

Right: Population planning supplies arrive in Pakistan. AID's contribution is evident by the handclasp symbol.



who hung a picture of a shoe over his shop door. This custom prevailed in Europe during the Middle Ages when few persons were able to read. Today, ads in newspapers, magazines, and on signboards emphasize pictures rather than words. Commercial firms use trademarks, organizations use emblems, states and nations use flags and seals."

While going through the encyclopedias at the Library of Congress, Mrs. Gault also discovered that clasped hands have been recognized for centuries as a sign of unity, goodwill, and cooperation. They were familiar as a symbol of union in the mythology and religious rites of Asia Minor.

The handclasp was part of ancient Hindu marriage ceremonies and that of the Romans, passing on into Christian ceremonies and continuing into the present. Clasped hands were used on Roman coins in the first century A.D., and on coins issued in Sierra Leone in about 1790. They are carved on a battlefield monument at Pea Ridge, Arkansas, honoring men of the North and South who fell there during the Civil War in 1862. They appear on the state flag and the Great Seal of the Commonwealth of Kentucky.

On November 30, 1955, the 81st birthday of Sir Winston Churchill, he received from President Eisenhower a gold medallion bearing a pair of clasped hands flanked by a shield representing the United States and Great Britain.

"In view of the distinguished history of the clasped hands," Mrs. Gault concluded, "I thought it could also serve to identify the aid that is part of the mutual effort with mutual benefits shared by our country and our friends around the world.

"I made a rough drawing of two hands to represent friendship, and used the shield as the background," Mrs. Gault recalled. "The red, white, and blue colors, of course, represent the United States. The 13 stripes at the bottom depict the original colonies, and the four stars placed on top provides both artistic balance as well as allusion to the stars on the U.S. flag. The words, 'United States of America,' beneath the hands further identifies the emblem's origin."

Approval of Mrs. Gault's design came swiftly from Harold E. Stassen, Director of the U.S. foreign aid program at that time.

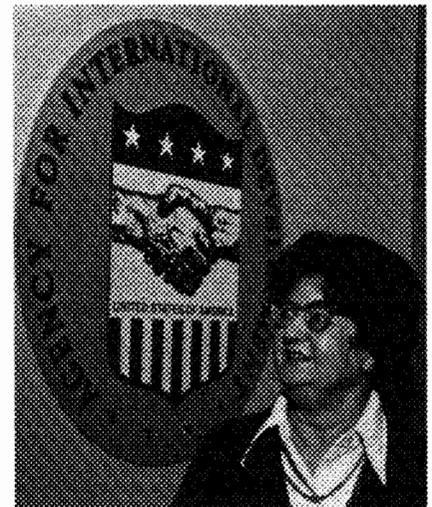
"All our Missions were notified of Director Stassen's decision that the handclasp emblem would be used without exception on all U.S.-financed goods shipped overseas," related Mrs. Gault.

However, following its adoption the handclasp emblem became embroiled in controversy.

"Someone wrote us," recalled Mrs. Gault, "that the handclasp depicted communism because the East German Communist United Party also used the clasped hands as its symbol."

But a reply from Director Stassen rejected that. In a January 1954 memorandum he declared the Party's "use of the clasped hands as a symbol should not cause a change in the aid symbol any more than the

Eleanor Gault, now retired, designed the handclasp symbol in 1953.



Communist distortion of the words 'democracy' or 'liberty', should cause discontinued use of those words."

He also said, "I would not be surprised to see the Party drop the clasped hands" due to the favorable publicity on the foreign aid symbol. "The Communist symbol is the raised fist and the hammer and sickle," he said. "Let us drive them back to their own."

Later, the color of the hands on the emblem was raised as an issue. Shouldn't one be white and the other dark? critics asked.

The ensuing debates subsequently elicited a response from Mrs. Gault.

"The hands represent two human beings rather than two kinds of people," she said. "Therefore, as symbols of mankind, rather than a definition of what they represent, their colors should be insignificant."

So Mrs. Gault's emblem design survived. It is now prominently displayed on all containers of AID-funded commodities and on equipment and machinery purchased with AID funds by foreign governments. A bottle of medicine, a village water pump, a tractor—all reflect the handshake that had its beginning centuries ago.

In AID-assisted countries, local farmwives use the emblem-stamped cooking oil tins to carry water from wells. Some farmers carry the fruits of their labor in emptied AID grain bags.

The AID emblem even has found its way onto the drawing board of designers who have copied the AID symbol onto fabric to be made into drapes, purses, knapsacks, dresses, and bikinis.

Thus the AID handclasp symbol is a popular sign, recognized by a bikini-clad sun worshipper on Rio de Janeiro's Copacabana, who has the AID handclasp strategically displayed on her suit, or the rice farmer in the Philippines who displays the emblem on his farm tools, or the nomad in the Sahel who loads a sack of grain on his camel. It has become a respected symbol of U.S. goodwill. Like that other well-known U.S. label—

It's the real thing.



More Coffee, from p. 6

Plans call for building six regional centers in the major coffee producing areas. Each center will consist of about 15 acres of land for nurseries, seed production, demonstration farming and research, living quarters for the staff, a warehouse for storage of fertilizer and coffee facilities for drying and depulping coffee, and facilities for training groups of 30 farmers for two weeks. At the centers farmers will learn about coffee technology, forming cooperatives and management.

Three of the regional centers are in the north and northeast: Le Borgne, Plaisance, and Dondon. The other three are in the south: Jacmel, Fond des Negres and Beaumont.

With a Small Farmer Development grant, which directly supports AID's small farmer improvement loan, AID is helping Haiti's Bureau of Agricultural Credit (BCA) and the National Coffee Office to reach 14,000 of the poorest coffee farmers living in

(Continued on p. 12)



Walking is still the most reliable transportation method in villages. Haitians walk for miles with heavy loads.

Why Coffee Prices Are Up

The devastating frost which struck coffee-growing areas of Brazil last July triggered a spectacular rise in coffee prices. In eight months, the price of green coffee on the New York docks soared from 50 cents per pound to about one dollar per pound. The frost, one of the worst in Brazilian history destroyed or severely damaged 1.5 billion of the country's 2.9 billion trees. Brazil, the world's largest coffee producer, in normal times provides about one-third of world production.

Next to petroleum, coffee is the most important export of developing countries.

The seriousness of the coffee situation was brought to the attention of the House Subcommittee on Domestic Marketing and Consumer Relations on March 16. Julius L. Katz, Acting Assistant Secretary of State for Economic and Business Affairs, told the Subcommittee:

"While the Brazilian frost was the most dramatic event to change the supply-demand situation, events in other countries reduced the coffee available for export even further. The civil war in Angola, the fourth largest producer, caused uncertainty about the availability of exports from that country in the short run, and damage to plantations, because of disruption of the labor supply, raises questions about longer term supply availabilities. Floods in Colombia, the second largest coffee producer, may have reduced its potential crop by as much as 10 percent. The earthquake in Guatemala, another major coffee producer, disrupted the transportation network in that country and slowed the flow of Guatemalan coffee to the market. A strike by dockworkers in the Kenyan port of Mombasa, has interrupted the flow of Ugandan coffee to the market."

The decline in world-wide coffee supplies points up the importance of Haiti's coffee project.





Enterprising Haitian women near Jacmel sell their coffee and fruit from a roadside stand. The small profit will help their

families maintain a meager existence where per capita income is less than \$70 a year for 80 percent of the rural people.

More Coffee, from p. 11

isolated mountain areas. The BCA grant will help the Bureau improve its ability to give credit to small pre-cooperative groups. The grant to National Coffee Office provides for construction of regional centers and access roads to facilitate contacts between extension personnel and the coffee farmers. The AID grant also will finance local costs of training programs in coffee horticulture conducted by the United Nations Food and Agriculture Organization.

U.S. technicians are now training Haitians with the BCA. Work on the first regional center, located in Fond de Negres, is underway.

In addition, AID is financing a major study of Haiti's coffee taxing policies and internal coffee market mechanism, as well as a possible price stabilization fund for La Fond, a small village near Jacmel.

Commenting on the project, Mr. Parker said, "One-third of mankind, living in conditions of despair, poses the challenge of whether we will help to create an international political and economic order that assures participation by all members of the human family in a decent life. The Haitian coffee project is one way we are meeting that challenge."



Small farmers in Marbial discuss the AID-supported coffee production program designed to help farmers triple their harvests and improve their incomes and living standards. Approximately 370,000 farm families are expected to benefit.



These villagers in Thailand arrive early to wait for a health team to visit their area. Before the day is over

hundreds more will come. Most people in developing countries lack convenient access to basic health services.

A New Approach:

Integrating Health and Family Planning Services

By Barbara K. Herz

Population planning and health programs in most developing countries share the frustration of finding that it is extremely difficult to lower both birth and death rates. Despite their efforts over the past 20 years, in many of these countries death rates have come down only moderately and birth rates are still high. The basic problem is how to improve the health and contain the fertility of a large population when financial re-

sources, skilled personnel, and required facilities are all extremely limited.

On the average less than \$3 per capita is spent annually for *all* population, health, and nutrition services in the public sector. Even that average hides the startling fact that \$10 or more per capita is often spent on a small minority, perhaps 15 percent of the total population and this largely in urban areas.

This leaves, little or nothing to go to the majority, especially in the rural areas. While private care—especially traditional care—is often available and effective, its efficacy is plainly limited. Thus most people in the developing countries lack convenient access to basic health, nutrition, and population services.

Ms. Herz is an economist in the Office of Policy Development and Analysis within AID's Bureau for Program and Policy Coordination. This article is adapted from a working paper and the views expressed are not necessarily those of the Agency for International Development.

Four related problems must be attacked if life for the poor majority is to improve:

- rapid population growth;
- malnutrition, especially among children;
- major environmental health hazards, such as impure water, poor sanitation, and tropical disease;
- absence of effective, basic health, nutrition, and population services.

In the past few years the developing countries and donor organizations have made real headway in developing better methods of attacking these problems. Today there is a promising new approach that can pay off in at least modest benefits for the poor even in hard-to-reach rural areas. This new approach goes by the rubric of "low cost integrated health, nutrition, and population services".

The basic idea is to provide simple, inexpensive services for the majority—not gold-plated hospitals or shiny showcase clinics for only a few. In health this may mean focusing on preventive measures and only the simplest curative meas-

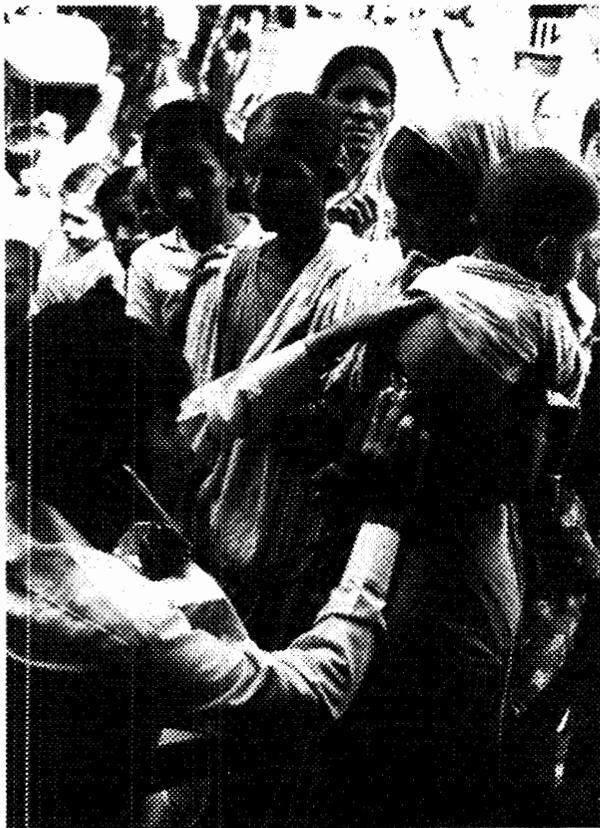
ures—teaching hygiene or home remedies for common respiratory or gastro-intestinal infection or providing immunizations. In nutrition this may mean only encouraging breastfeeding or teaching better diets or providing a few key food supplements. In population this may mean providing simple services at the start, all depending on resources available and local conditions. Generally the scarcer the resources, the greater the reliance on information and the less room for furnishing commodities or advanced services.

The *integrated delivery* of health, nutrition, and population services is one means of improving health and lowering fertility at the lowest possible cost. There are various levels at which integration may make sense, depending on local conditions. In the village a worker with little training may be able to provide each household with simple advice and commodities and refer people elsewhere for more advanced services. In district centers, a clinic staffed largely by paramedics may be able to provide a somewhat wider range of services. In major health centers a still



A basic problem in developing countries is how to improve health conditions and contain population growth

when money and personnel are limited. An integrated program of health and family planning offer advantages.



Paramedics may provide one means of making medical services more available to the rural population.

wider range may be offered. A whole hierarchy containing several of these elements may be developed.

Providing integrated health and family planning services—whatever the level of integration—offers several advantages. It permits doubling up the services and functions to be provided through a given system, hopefully saving both time and money. It emphasizes to parents that their existing children's health will be protected and so help reduce the need they may feel for "extra" children, however conscious or unconscious parents' decisions on family size may be. It may also make family planning generally more palatable by providing it along with other services.

Integration of these services at the household level—having a trusted neighbor, particularly a woman, provide advice and services in both health and family planning—may ease the way for parents to accept both kinds of services. A local neighbor who treats her clients with respect and consideration may be far more effective than more highly trained providers of health care and family planning services who have little regard for the feelings of their clients. And if the neighbor works successfully to improve health, particularly to children, parents may be that much

more willing to listen to her message on family planning.

What other kinds of integration are contemplated, one essential variety is *integrated planning* for all development efforts to achieve the maximum for the poor at lowest cost. This sort of integrated planning must consider not only organizationally integrated services but also any other measures that may have substantial impact on health and fertility. Thus the private sector may concurrently deliver services or simply commodities; other programs may improve sanitation, provide clean water or eradicate disease vectors; and single purpose programs, such as those dealing with family planning alone, may continue to operate. Programs to educate or improve the status of women also may work indirectly but effectively to improve health and fertility.

These programs must all be coordinated to maximize their impact. Modern scientific techniques can serve to identify the mix of programs most likely to have maximum impact with the limited resources available. Among countries, or even within countries, this mix will vary to fit local budgets, politics, and other circumstances. But where poverty is severe and malnutrition and disease widespread, a carefully chosen mix of programs—costing only a few dollars per capita—can influence the health and fertility of the poor majority.

The integrated delivery of services is still in an early stage. This approach will not complete the job overnight, especially with the resources at hand. But it can be expected to begin to yield modest benefits for the poor over the next decade if pursued with appropriate and sustained commitment.



Impure water is one of the major health hazards. This woman is fortunate to have safe drinking water.

IN BRIEF

New Health Program

Nearly one-third of the population of the Dominican Republic do not have access to basic health services. The government of that country is seeking to provide such services in a new three year program in which the Dominican Republic is contributing \$6.8 million and AID is providing a \$4.8 million loan.

The first element of the program calls for developing a low-cost health delivery system that would provide basic preventive and limited curative services to nearly two million people, primarily in rural areas, who are not presently served.

The second element seeks to develop a national program for nutrition improvement giving special attention to infants, pre-school children, pregnant women and nursing mothers. Dominican health experts report that malnutrition is their most serious health problem.

The third element of the program will initiate administrative reforms within the public health service to improve its efficiency.

Marine Resources Grant

A new AID grant for \$400,000 to the University of Rhode Island's International Center for Marine Resources Development (ICMRD) is part of a continuing effort to help developing countries increase the sources of protein available for the rural and urban poor. An earlier AID grant of \$925,000 enabled ICMRD to expand internationally its research, teaching, consultation, and service capabilities in marine resources, especially fisheries.

In cooperation with AID and Auburn University's International Center for Aquaculture (also an AID grant recipient), ICMRD will help develop a set of inter-related national fisheries development policies which could lead to adoption of incentives for fishermen and small farmers to increase fisheries and aquaculture production.

During the last fiscal year, ICMRD provided technical services to Zaire, Kenya, Tanzania, and Peru. In addition fisheries officials in Central America, Sri Lanka, Egypt, and Kenya have indicated interest in small-scale fisheries development.

In Line for Food

An AID-authorized shipment of U.S. Food for Peace commodities to Peru will provide as many as 500,000 school children with nourishing meals for up to three years. The 6,725 metric tons of agricultural commodities, valued at over \$2.4 million, will be used in Peru's National Primary School Feeding Program for pupils from 5 to 11-years-old. Included in the shipment are instant corn soya meal, soy fortified bulgur, soy fortified flour, and vegetable oil.

Malaria Control Sought

The Government of Pakistan and the United States are supporting a \$95.7 million five year program to reduce and control malaria in the Asian country. AID is providing a \$35 million loan and a \$25.3 million grant while Pakistan is contributing \$35.4 million.

The program—which seeks to reduce the incidence of malaria to a level of no more than 500 cases per million people—includes spraying interiors of rural homes with residual insecticides such as DDT, malathion, and benzene hexachloride, and providing continuous surveillance of those who live in malaria-prone areas to detect the disease. In addition, the program will provide treatment of those suffering from malaria, aid urban control programs, and provide research and health education.

In 1961, when an estimated 7 million people suffered from malaria, the World Health Organization, the Government of Pakistan, and AID launched a massive program aimed at total eradication of malaria from Pakistan. By 1967 the number of cases were down to 9,500. However, malaria began to reappear because of inadequate financing of the maintenance phase of the program, supply and equipment maintenance difficulties, and an increase in the mosquitos' resistance to DDT.

QUOTES

"I think our record as a humanitarian nation is clear. We have made a commitment starting with the Marshall Plan in the Truman Administration that we're not going to permit starvation anywhere in the world to the extent that we can prevent it. And to back up that commitment we have provided 25 billion dollars' worth of food aid in the last 20 years. In the last 10 years, 80 percent of all the food that moved in the world-relief channels originated in America."

Secretary of Agriculture Earl L. Butz
U.S. News & World Report
February 16, 1976

"What we need is a development program designed to increase the security of people in the developing world. This means not only more food, but also improved educational and health opportunities. . . .

"Our assistance should be targeted on the rural areas and primarily on health, nutrition and family planning, extension and training, improving transportation, increasing fertilizer availabilities, and improving irrigation and water management. . . .

"We must have before us a challenge of awesome dimensions. . . . We need a certain optimism and daring to pursue the programs needed to shape the future of the world. And we will need a long term commitment no less ambitious than our program to conquer outer space."

Senator Hubert Humphrey
(D-Minn.)
December 12, 1975

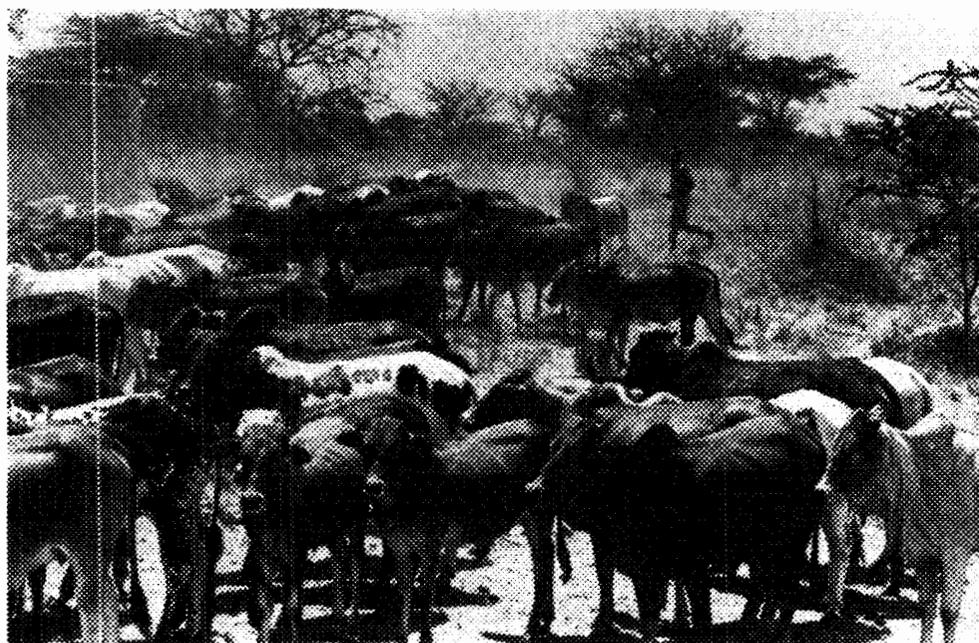
"You get headlines with disasters; you don't get headlines with careful research or intelligently planned programs. Manic accusations and simple solutions easily win the competition for news space over the gray, imperfect reality of everyday life and everyday social programs."

Andrew M. Greeley
Baltimore Sun
March 10, 1976

IN PRINT

Agricultural Research Continentwide

A Review by Dr. Howard F. Sprague



Cattle in Africa provide subsistence and market income. The need exists to integrate

livestock into diversified farming systems to benefit both farmers and herdsmen.

African Agricultural Research Capabilities, prepared by a committee of the Commission on Natural Resources, and the Board on Science and Technology for International Development, of the Commission on International Relations—National Research Council. Published by the National Academy of Sciences, Washington, D.C. 1974. 221 pp. \$6.50.

The African continent is three times as large as the continental United States and encompasses more than 40 sovereign nations in most of which agriculture constitutes a major sector of the economy. It may therefore seem overly ambitious to undertake to deal with the agricultural research capabilities of the continent as a whole. However, there are advantages in looking at the problems and opportunities for agricultural progress from the vantage point of external assistance agencies made up of experienced personnel from developed nations in temperate zones as well as in terms of the goals and needs which are perceived by the in-

dividual nations of Africa. This is probably the best interaction between the two groups that has been achieved to date, since this report was prepared jointly by men of both groups. The study was supported by an AID contract with the National Academy of Sciences.

The report follows a logical sequence beginning with a chapter on key problems, followed by chapters on agricultural systems; the physical environments of agriculture; the cereal grains; grain legumes, roots, tubers, and plantains; vegetables, fruits, and nuts; sugarcane, selected beverage crops; oil plants; tobacco and rubber; animal resources; pests and pathogens; systems studies; science policy for agriculture; communications; institutions; manpower; and conclusions and recommendations. A serious weakness in this survey is the inadequate coverage of the livestock sector. With Africa's vast expanses of grazing lands that must be utilized by ruminant animals, and with the great dependence of the rural people across the continent on the milk and meat

from these animals, the livestock situation warrants much more comprehensive treatment. Small ruminants (sheep and goats) are universal, and a prime source of subsistence. Large animals (cattle, camels) provide both subsistence and market income. There is a need to integrate ruminant livestock into diversified farming systems to the mutual benefit of both farmers and herdsmen, and this deserves more attention.

This report will be most useful to the agricultural specialist of external assistance agencies. From this survey, it should be possible to select important types of problems that are of major interest to the individual agencies. From the point of view of any single developing country, there is less that may be useful. As soon as feasible, each country must develop its own capabilities for adaptive research to test the applicability to the conditions at hand for technologies introduced from elsewhere, and to devise practical means of introducing improved technologies into practice so that the nation may meet its food needs, maintain flows of exports, and move ahead in agricultural development. This report was not prepared to meet such needs of individual countries.

External assistance agencies have attempted to deal with the great size of Africa by regionalizing their programs. These have not worked well, if only because there are more than 40 sovereign nations in Africa. Despite some similarities between certain countries, particularly in natural resource endowments such as climate, land, and soil, there are pronounced differences in social, economic, and political conditions that require individualistic considerations. Perhaps another study will be made on how to best assist individual nations in their own development. The ultimate goal is to hasten the time when each nation will become truly self-sufficient.

Dr. Sprague is a consultant in AID's Bureau for Technical Assistance.



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The AID handclasp symbol is known throughout the world. The red, white, and blue shield with a pair of clasped hands is recognized as the symbol of American concern for the people of other lands. (See page 7)