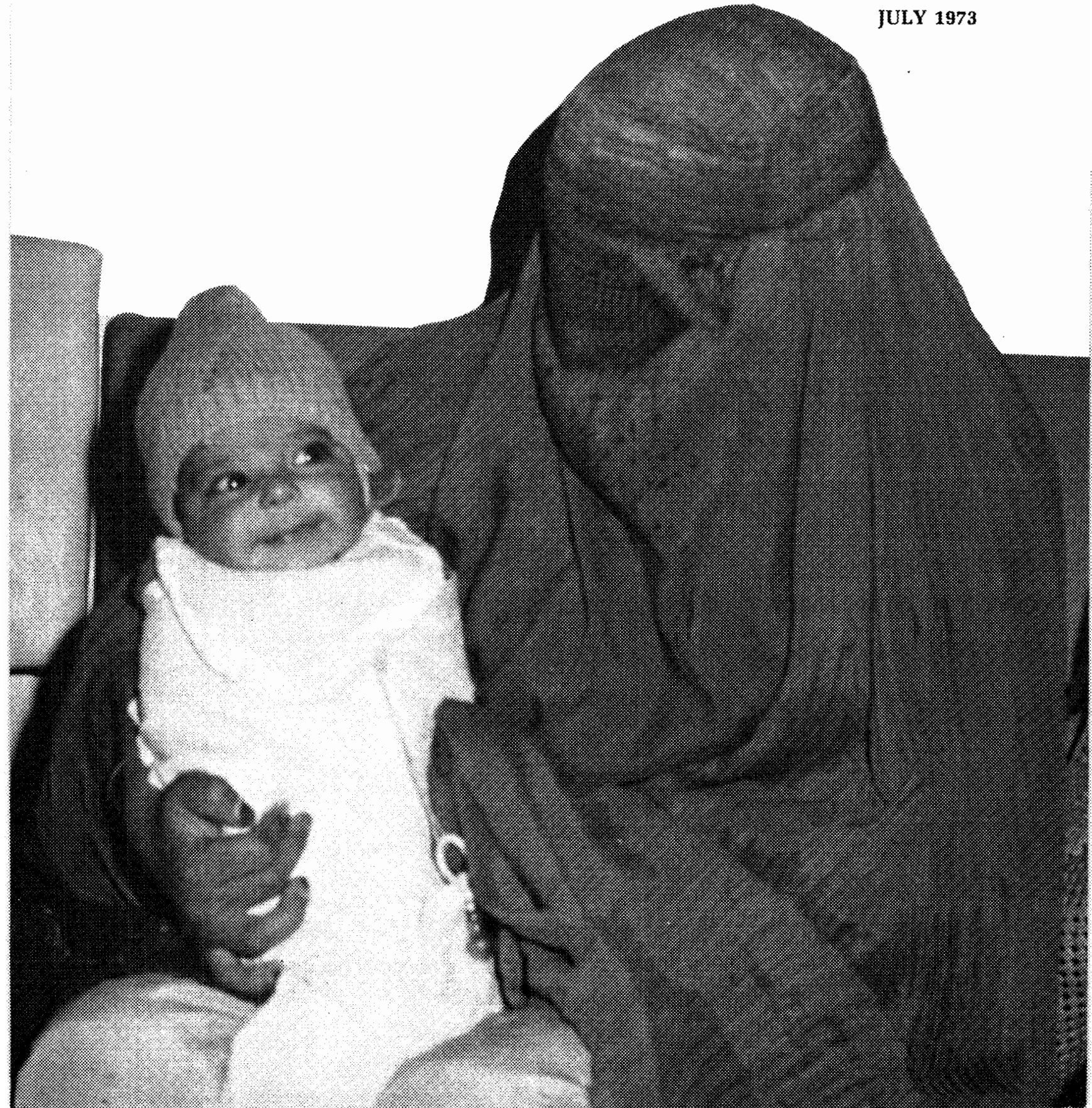


PN-ACZ-410

War on Hunger

A Report from The Agency for International Development

JULY 1973



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A Report from The Agency for International Development

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

Volume VII, No. 7

July 1973

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COVER: Afghanistan, where the ancient tradition of *chadri* for women is still followed, has taken the initiative in providing family planning guidance. A mother and her smiling infant await an appointment in a Kabul clinic. (See page 1)

Cover photo by Fred Tangco

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AFGHANISTAN'S POPULATION

Planning to Avoid a Crisis



Afghanistan's large nomad population will play an important role in the demographic and family planning studies under way.

By Jerry E. Rosenthal

There are several paved streets in Kabul, but this ancient, narrow, uphill byway in Ashugan Arifan, the old part of the city, isn't one of them. The pavement is the same native, dun-colored clay that makes the architecture of Afghanistan's capital city a misleading monochromatic backdrop for its energetic, bustling half-million people.

The gray, late-model station wagon with the Afghan "AFGA" symbol and U.S. clasped-hands seal emblazoned on the sides seems out of place as it threads its way between the old buildings, through crowds of children and merchants' open-air stalls, and around donkeys, goats, peddlers, and man-powered drays.

The car comes to a stop near a muddy intersection and two young women wearing light blue slacks and tunics alight. The pins they wear identify them as Family Guides, representatives of the Afghan Family Guidance Association. They seek out families, talk to the mothers about their health and that of their children and the need to space children, pointing out that there are methods of birth control available. The

Mr. Rosenthal, Chief of AID's Publications Division, recently spent several weeks in Afghanistan reporting on AID programs there.

Guides urge them to visit one of the city's family planning clinics.

The two Family Guides, Zarin Askarzade and Nasima Salam, look around, check the papers in their hands, then walk briskly to a nearby house, a crumbling clay-brick two-story structure. They knock on the scarred, weathered door. After a few moments the door opens narrowly and a woman's puzzled face appears. The girls identify themselves.

"We have come to offer help," they say, "to talk to you about your health and your children."

The door opens wider. Several young wide-eyed children cluster behind their mother.

Khanum Gul (meaning Lady Flower), the mother, asks the Guides to come in. They enter a dark, empty mud-floored room and come to a dimly seen series of steep, circular mud steps. The stairway leads to a single room about 15 by 10 feet. Here there is a small stove and a divan. A worn carpet partially covers the clay floor. Two faded pictures of the mosques in Medinah and Mecca adorn the cracked clay walls. A single window looks out on the narrow street. Another short stairway leads to the flat roof. It is obvious that Khanum Gul, her husband Khanagha, their eight children—aged eight months to 17 years—and a niece eat and sleep in the one room.

In warm weather, some of the children sleep on the roof.

Misses Askarzada and Salam ask Khanum Gul about herself and her family. She tells them that although she isn't sure how old she is, she thinks she had married when she was about 14. In addition to the eight children living, three others died. Misses Askarzada and Salam estimate she is in her early 30s. She looks older.

Khanagha, the husband, is a carpenter. Khanum Gul says:

"He makes 50 afghanis a day (about 65 cents)—when he works. He has lost several fingers, and can't do as much as other men," she explains. "When work is scarce he is not hired."

As she nurses her infant, Khanum Gul tells the Family Guides:

"—Yes, sometimes I am weak."

"—Yes, the younger children often are sick; the eldest son has a bone disease."

"—Three children go to school."

Guides Provide Information

The Guides tell Khanum Gul she can have help. She can receive free contraception assistance at the clinic. Miss Salam assures her she personally will come back to see if she needs more help.

Khanum Gul agrees. She will go to the clinic. She thanks the Guides, and though the stove is cold and to supply and prepare any refreshment would be a hardship, she invites them to have tea. They decline and Khanum Gul escorts them down the stairs, trailed by the curious children. Outside are more children flying tiny kites, playing in the mud and clustered around the station wagon and driver. The Guides bid the children and Khanum Gul goodbye and remind her again to come to the clinic.

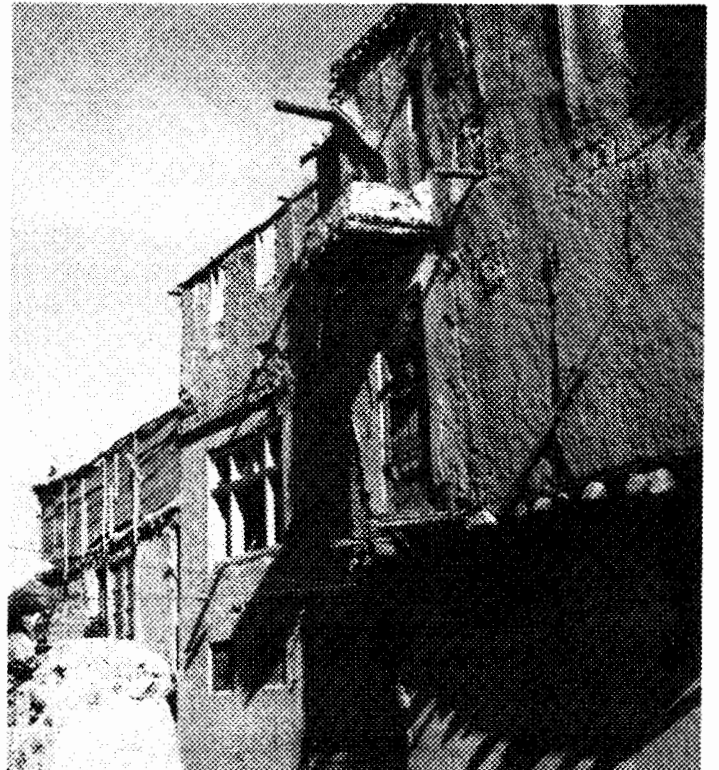
The clinic to which Khanum Gul would go is one of six currently operating in Kabul. There are 13 others in the provinces. At these clinics, mothers like Khanum Gul are given an examination by a woman medical doctor, of whom there are 100 in the country. In addition, the staffs at the clinics provide information on child spacing and how it can be accomplished. Often, the women come with their husbands, who wait outside.

Although the Afghan Family Guidance Association, which directs the home visits, is a private organization, it does have semi-official status, and supplies personnel, materials, and provides information and education services.

The AFGA also keeps up its contacts with mothers. One device the organization uses is a "congratulations" card to a new mother. Adorned with the association's seal and drawings of a surprised-looking stork carrying a healthy baby in a blanket, the card reads, in Farsi:



Family Guides Zarin Asgarzade and Nasima Salam call on Khanum Gul, mother of eight, to inform her of their services.



This structure in Kabul is home for a family of 10, and is typical of many in the Afghan capital, which is expanding its population.

"Dear Madam:

"The Family Guidance Association congratulates this fortunate family and hopes God will give your child a long life and happiness."

The AFGA was formed in July 1968 by a group of volunteers with the approval of the Minister of Public Health. The International Planned Parenthood Federation (IPPF), to which the Agency for International Development provides financial support, furnishes funds for salaries and expenses. AID has provided direct assistance in the form of vehicles, such as the station wagon used by Misses Askarzada and Salam. AID also finances contraceptives.

The clinics have pioneered the way for the Afghan Government's family planning program which will begin this year. AID officials credit the Afghans for the initiative in launching the program which aims to establish 280 basic health centers throughout the country within five years. Expanding services will be available in both urban and rural clinics and government hospital outpatient departments.

AID is providing assistance to the Afghan Government, financing a project for training auxiliary nurse midwives and another project for management of rural health and family planning services. AID is also financing the direct hire of three staff members and consultants. Including the assistance of the Afghan Family Guidance Association, AID is furnishing \$1 million annually for family planning projects, supplies and services in Afghanistan.

In addition to assisting the Family Guidance Association and the government health program, AID is providing \$1.7 million to finance the first demographic study of Afghanistan. This is being undertaken by the Afghan Demographic Studies in the Ministry of Plan-

ning. A team of advisors has been provided through a contract with the Sociology Department, State University of New York, Buffalo. The results of this study are expected to assist the Afghanistan Government in planning economic and social programs.

The three-year project, for example, will provide preliminary population statistics for Afghanistan, which has never had a census. Estimates of the population currently run as low as 10 million to a high of 18 million.

The absence of firm demographic data, however, has not deterred the Family Guidance Association from pursuing its objective, which has been expressed as a three-point goal:

- "To introduce to all Afghans the idea that through the grace of God and the science of man it is possible for them to decide when they will have children, how frequently and how many;
- "to make available to all Afghans the elemental knowledge of how this can be done; and
- "to place the means of preventing or postponing pregnancy within the reach of every Afghan family."

'Face to Face Education'

Dr. Abdul Ghafar Aziz, the Family Guidance Association's Secretary General, believes this can be accomplished by what he calls "face to face education."

Films are shown and publications are distributed. In a country where less than 10 percent of the population can read, however, the reliance must be on personal contact. This personal contact is directed to middle and upper class women, as well as the poor, like Khanum Gul. A surprising proportion of young married women with two children are accepting family planning.

On the same morning of the visit to Khanum Gul, a team of Guides also called on families in an outlying section of Kabul, where small but relatively modern homes are being built for persons of middle income.

As with nearly all developing countries, Afghanistan's urban population is expanding rapidly and housing is a problem. The development on the outskirts of Kabul does not look too different from some in the United States where residents move in before the streets are paved, and everything has a treeless, grassless, raw, unfinished look.

Two Guides stop at one of the houses and knock on the door.

Sakina, the wife of Mohamad Sharifa a military officer, answers and welcomes them after being told the reason for the visit. She tells the Guides—Najiba Ghafar and Khalila Maimi—she and her husband and three children had just recently moved into the brick house. The Guides explain:

"We wish you to know about the family guidance clinic and the help it can give. Do you wish to have more children?"



Mariam, on couch, left, and her daughter Parwin hold youngsters as they listen to Family Guides Zaba Kudusa and Aziza Sedika.

Sakina blushes slightly, but answers directly. "Yes," she replies. "My husband and I would like another son. We now have two girls and a boy. We wish another boy."

The Guides tell Sakina that certainly this is fine, as long as the family's income can mean a healthy life for all. They explain about the clinic, where she could receive advice and help so that she could have a healthy child.

"I have not heard about this," Sakina says. "This is the first time I have heard about it. I will go."

In the older, more comfortable home of Mir Mohammad Ussman, a government employe, the information is repeated by two Guides, Zaba Kudusa and Aziza Sedikia. They find Marium, the mother of five daughters and three sons, receptive, although she smilingly notes that she already is a grandmother. However, her married daughter, Parwin, the mother of two, expresses her desire to visit the clinic. In a conversation with the mother and daughter, the health aspects of child spacing are emphasized.

"It is important that the mother keep her health," the Guides stress. "A woman cannot be a good mother and wife if she is not healthy. Having children too rapidly, one after the other, can destroy a woman's health."

Both Marium and Parwin nod their heads in agreement. They can read; they keep the literature the Guides supply.

"We will show it to others, too," Marium says.

Dr. Ghafar Aziz, who has zealously applied the ideas he has absorbed from studies and visits to other countries, is augmenting the personal contact philosophy with male Family Guides. Seven men have been trained in a pilot project and are being used to acquaint husbands with the advantages of family planning.

"It's for your benefit," Dr. Aziz says the male Guides tell the husbands. "Fewer, healthier children mean that you will be able to give your children a better life." The men are invited to come to the clinics, too.

The emphasis on healthy children is one of the strong arguments of the AFGA, especially from a religious standpoint. Afghanistan is a predominantly Moslem country and this is taken into account in the family planning program.

Dr. A. Mohammad Mohibzada, Director of Information and Education for the AFGA, notes that the teachings of Islam not only do not forbid contraception but stress the responsibility of a husband and wife to provide for their children's health and education. Dr. Mohibzada, who has received training as a mullah—a teacher of Islamic law—and as a medical doctor, notes the Prophet Mohammad's words:

"It would be better for you to leave behind rich heirs rather than to leave them as a burden on the community and be beggars," and

"Child's right on the father is to teach him literacy . . . and to feed him lawfully."

Further, ". . . you are to bring peace of mind unto your wives."

A recent statement on "Islam and Planned Parenthood," accepted in Afghanistan, notes that "Man is not proud of numbers alone . . . the great number the Prophet aims at is children to be pious, virtuous, intelligent, and learned . . . one single child in possession of education, culture, and virtue is far better than many children lacking these qualities."

Dr. Mohibzada, who has also received training under AID financing in the United States, says, "We emphasize these points with the mullahs in the towns we visit. We call their attention to the story of Mohammad who asked God to 'Save me from the hardship.' His followers asked, 'What hardship is that?' and he responded, 'The hardship is a large family with low property.'

"The mullahs, of course, have great influence with the people in the villages and towns. They are becoming friends of AFGA."

No one, of course, claims that the pioneering efforts of the AFGA have made a significant impact on Afghanistan's birth rate. The government estimates that the rate is 39 births per 1,000 persons, with 16 deaths per 1,000, for a net natural growth rate of 2.3 percent.

Birth Rates Are High

AID estimates the birth rate at 49 per 1,000, however, with the death rate at 24 per 1,000, with a net growth rate of 2.5 percent. Either net figure represents a threat to Afghanistan's future development.

The fact is, no one really knows how many babies are born; how many persons die, or even the total population. What is apparent to population specialists however, is that Afghanistan, like most developing countries, has a population growth which could retard its economic and social progress. There is great spaciousness in Afghanistan but little arable land. This means that a delicate balance between agricultural land and population must be maintained.

A more accurate estimate of Afghanistan's vital statistics will be available when the AID-supported Afghanistan Demographic Studies project is completed. This survey, which the State University of New York (SUNY) at Buffalo began in 1971, is scheduled for completion in 1974. It is designed to be a precursor to Afghanistan's first census. It will also provide data on both the settled and nomadic population for economic and population planning programs.

Dr. Thomas H. Eighmy, Associate Chief of the SUNY team, says, "The joint information of growth and size will indicate the magnitude of the problems facing Afghanistan as it tries to feed and provide social services for a population which may well double in less than a single generation."

(Continued on p. 9)

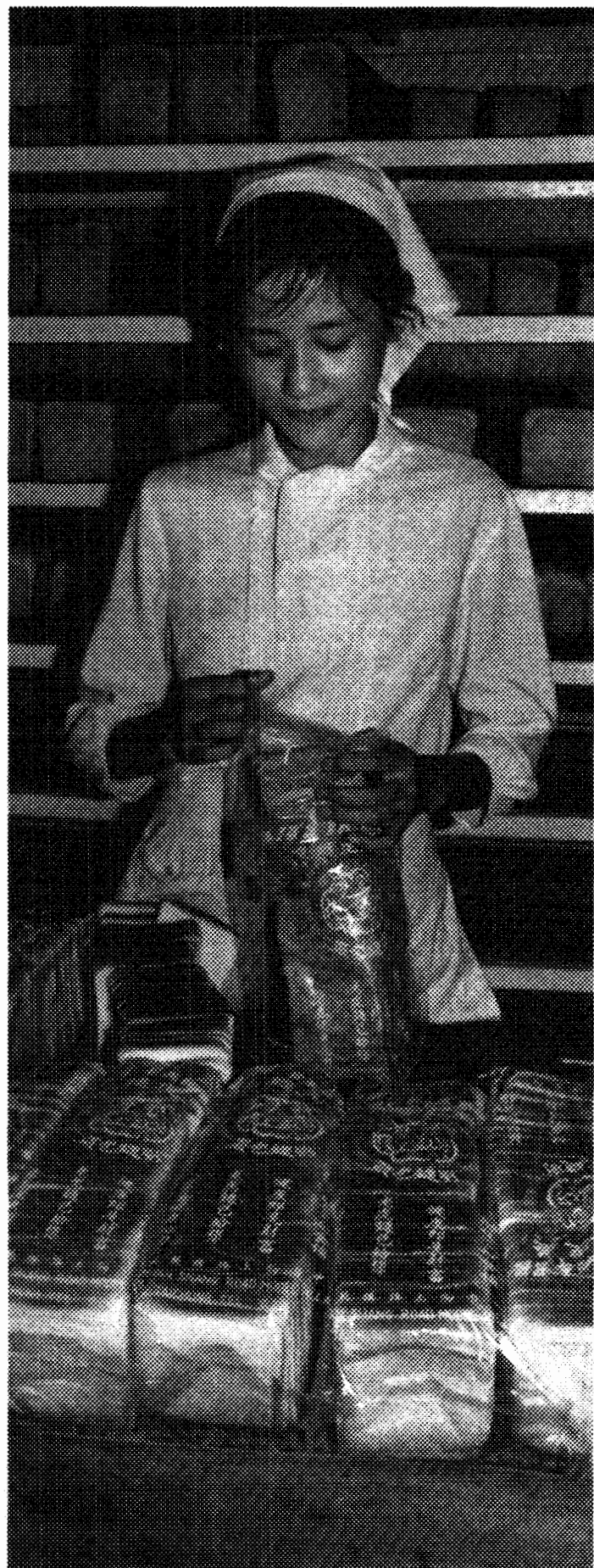
BREAD: Now a Better Food

By Paul E. Johnson

The nutritional quality of bread flour distributed worldwide under the U.S. Food for Peace Program is in the process of being sharply upgraded as the result of a recent research breakthrough in the fortification of wheat flour with soy flour. The breakthrough, accomplished through research financed by the Agency for International Development, is expected to significantly benefit large numbers of people in developing countries by making more protein available in their diets. Soy fortified wheat flour, which can be used in a variety of traditional ways around the world, produces bread products that are considerably more nutritious than those made with ordinary flour.

Improvements in the nutritional quality of staple foods are significant and wide-ranging in their impact. Three out of 10 children in the less developed countries die before they reach the age of five. In these countries, the mortality rate for children between one and four years old is 50 to 60 times greater than that in the United States. One major reason why these mortality rates are so high is malnutrition—the lack of sufficient protein and other nutrients in the diet to maintain normal healthy growth. For those children who do not die from a variety of diseases related to malnutrition, millions more fail to realize their full physical and mental growth potential. For adults, the consequences of malnutrition may include blindness, goiter, and greater susceptibility to disease as well as loss of energy, factors which impede the social and economic development efforts of their countries.

Mr. Johnson is Chief of AID's Food for Peace Operations Division.



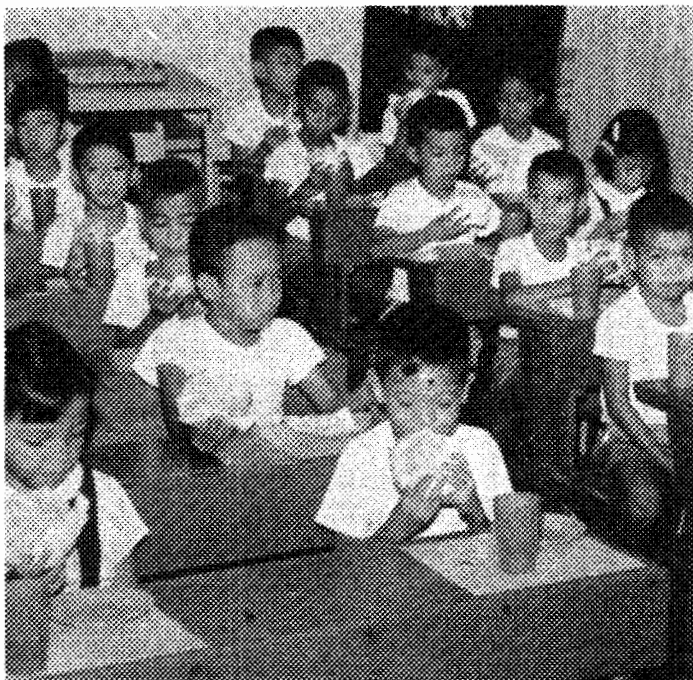
Advances in bread flour fortification have worldwide significance with the increasing popularity of bread as a staple food.

Although ample supplies of high quality protein foods, such as meat, eggs, and milk are generally available in the developed countries of the world, most often these are scarce and expensive in developing countries. The people in these countries must depend on lower protein grain and vegetable foods for their nutrition because they lack the money or resources to buy or develop animal sources of protein. Thus improving the protein content and quality of these staple foods ranks as a priority in efforts to improve nutrition in the developing countries.

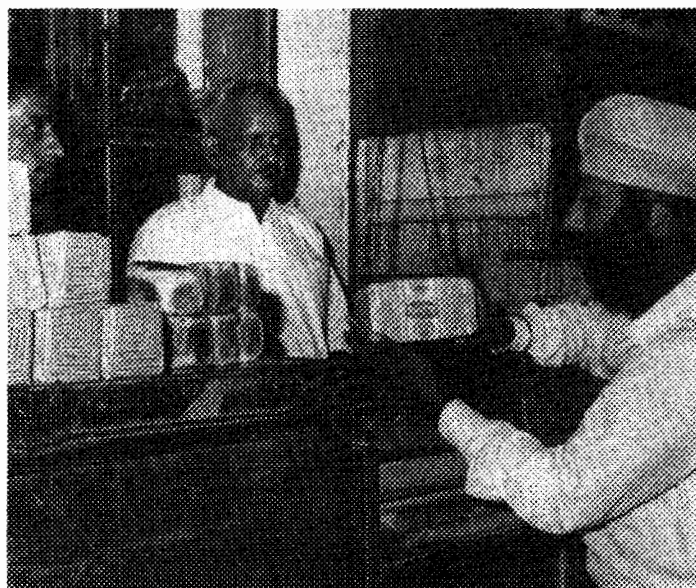
Dr. Irwin Hornstein, Deputy Director of AID's Office of Nutrition, points out: "There are really very few ways of improving the protein quality of products. One way is by breeding—getting a better quality of corn or wheat with higher protein. Another way is through fortification—simply by adding material. For example, amino acids can be added to improve the quality of the protein and to make it more utilizable. Protein concentrates can be added. A third possible way is to try and develop protein sources. These are about the only three ways you can improve protein quality."

The fortification of bread falls into the second category. It has long been a major item in diets around the world and the consumption of bread is rapidly increasing even in areas where rice and corn are the major food crops. However, traditional bread flour has a low protein content and this has limited its nutritive value. Now, as a result of technology developed at Kansas State University under AID sponsorship, it is possible to add 12 percent or more of high protein soy flour or other protein concentrates to leavened bread without reducing its quality.

The testing and development of soy fortified bread



The Philippines' school feeding program plans to use soy fortified flour in the *Nutribun*, a highly nutritious bread roll.



Soy fortified flour was tested in a number of countries, including India where this lysine fortified bread also is available.

flour was undertaken primarily by Dr. C. C. Tsen and Dr. William J. Hoover of the Food and Feed Grain Institute of Kansas State University. Working under an AID contract, begun in 1967, to improve the nutritive value of cereal-based foods, they found that the use of a commercially available dough conditioner, sodium stearoyl-2-lactylate (SSL), would permit the addition of a fairly high percentage of non-wheat protein to regular flour to produce a good quality bread. Previously, the addition of anything more than token amounts of oil seed protein to white leavened bread reduced the volume, damaged the grain, and otherwise rendered the bread unacceptable. However, with the use of SSL, bread with 12 percent soy flour is virtually indistinguishable from white flour bread—in texture, color, taste, loaf volume, or other traits. It is high in total protein, has well balanced protein, and it is relatively inexpensive to produce.

According to Dr. Frederic Senti, Assistant Administrator of the U.S. Department of Agriculture's Research Service and Chairman of the Staff Group, Committee on Processed Foods, which recommends foods to be used in the Food for Peace Program, soy flour was selected because it is available in abundant supply and is of generally uniform quality. Also, it is relatively low in price compared with alternative protein concentrates that might be used for the fortification of bread flour.

The bread flour used in the fortified product, like the regular bread flour used in the Food for Peace Program, is enriched with B vitamins (thiamin and riboflavin), niacin, and iron at the levels prescribed by the U.S. Food and Drug Administration, and, in addition, it is enriched with Vitamin A and calcium. However, with the addition of soy flour, nutritive values are greatly increased. While the minimum protein content of the bread flour used in the Food for Peace Program is 11 percent, the soy flour used in

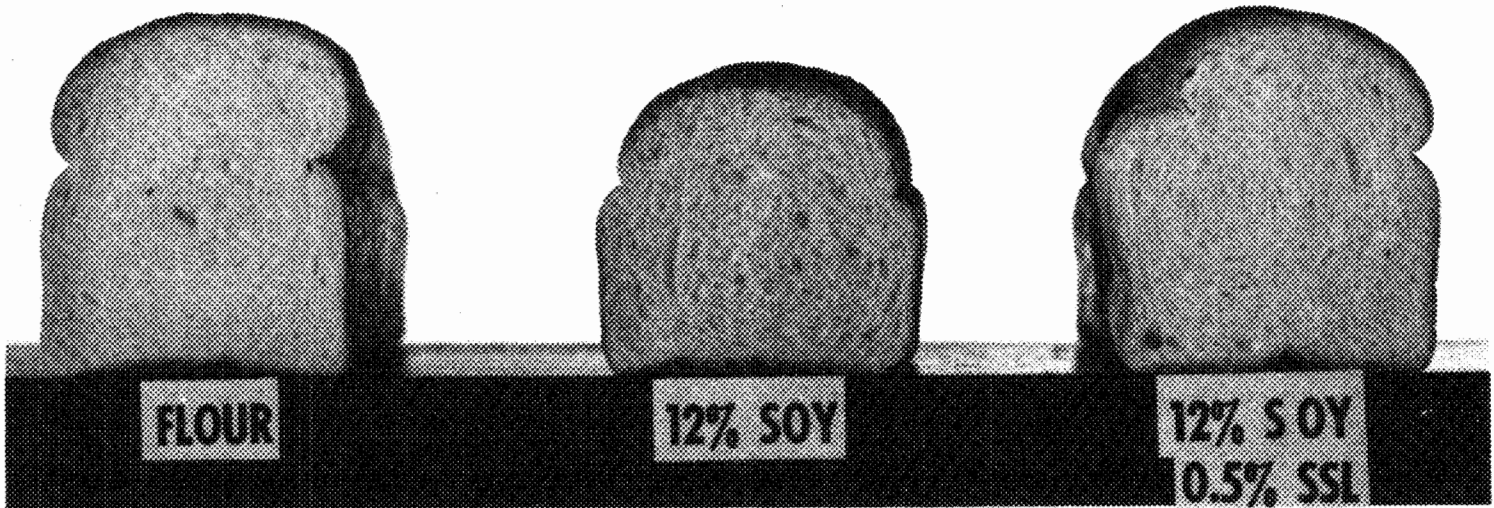
the fortified product has a protein minimum of 52 percent. As a result, the protein content of bread flour fortified at the 6 percent level is increased to 14 percent; at the 12 percent level, the protein content is increased to 16.2 percent. More significant is the great improvement in the overall nutritional value of the flour.

Protein is made up of 21 amino acids, eight of which are essential for growth in man. Flour is short in lysine, one of the essential amino acids, and the human body utilizes protein only in proportion to the amino acid in short supply. However, soy flour has a relatively high lysine content. When it is added to bread flour it not only increases the protein content but, more important, it increases the utilization of the amino acids essential for human growth. The Protein Efficiency Ratio (PER), a measurement of this utilization, is determined by feeding rats, which have

and other factors, locally acceptable recipes were developed in India for bread, biscuits, and other baked goods.

In the Philippines, where a highly nutritive bun (Nutribun) made of regular flour, vegetable oil and nonfat dry milk was being used in the school lunch program, 12 percent soy fortified flour was tested in Nutribun baking. Since the test, the Philippines has requested soy-fortified flour (12 percent) for its entire 1974 Philippine School Nutrition Program, affecting almost two million undernourished children. Because of the high nutritive value of the soy fortified flour, vegetable oil and nonfat dry milk are left out of the Nutribun dough mix with substantial savings in program costs.

Soy fortified bread flour was approved for use in the Food for Peace Program in 1972 and by May 1973 more than 36 million pounds had been procured



The addition of a dough conditioner (SSL) to soy fortified bread makes the loaf indistinguishable from regular bread in texture,

color, taste, and other traits. A Kansas State University research team helped to make the breakthrough.

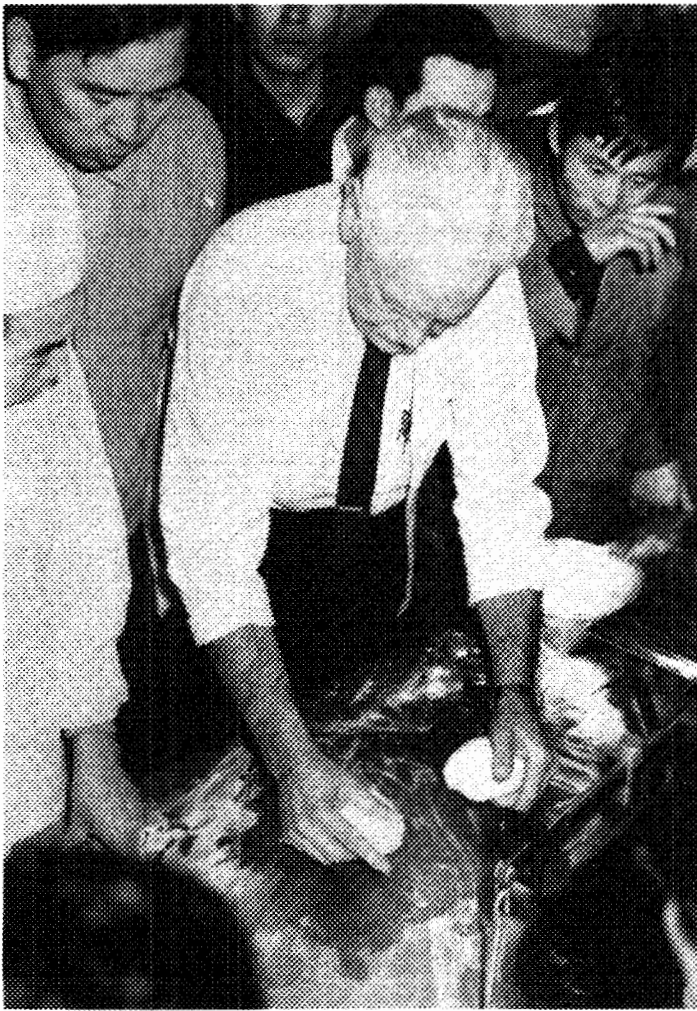
amino acid requirements approximately the same as those of man. Laboratory tests showed that the growth rates of rats fed on soy fortified bread were over seven times those of rats fed on unsupplemented white bread.

Before soy fortified bread flour was approved for worldwide distribution under the Food for Peace Program, small shipments were made to India and the Philippines for testing in child feeding programs. In both countries, representatives of the Western Wheat Associates (a U.S. wheat producers' organization interested in expanded markets for wheat products) worked with Food for Peace Officers and U.S. voluntary agency representatives in developing baking formulations which could be used not only with sophisticated equipment (such as that of the modern bakeries in India), but which would also be adaptable to the relatively crude facilities of small village bakeries. With adjustments in the percentage of water added to the dough, the mixing time, baking temperatures

for shipments abroad. These shipments are presently moving to distribution centers in India, the Philippines, Indonesia, Sri Lanka (Ceylon), Chile, Ecuador, Bolivia, Colombia, Honduras, Peru, Nicaragua, Guyana, and Guatemala. It is expected that in about one year the fortified flour, with its greatly improved nutritive value will largely replace regular flour in the Food for Peace Program.

Bread flour with 12 percent fortification will probably be limited to programs where the need for a higher protein content is justified, mainly school lunches and meals for pre-school children. Flour fortified at the 6 percent level is available for programs where food is used for economic development in food-for-work projects, such as construction of schools, sanitary wells, and farm-to-market roads.

However soy fortified flour is used in the Food for Peace Program, it is expected to have a significant impact on the diets of those who receive it. As Irwin R. Hedges, AID Coordinator for Food for Peace, points



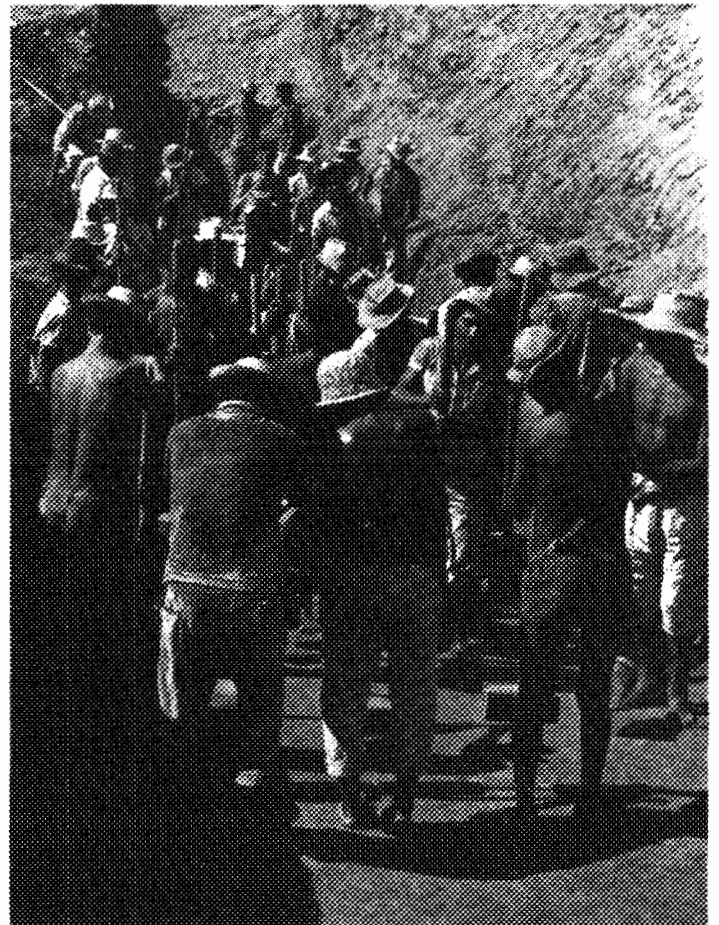
Richard Gonzalez, a Western Wheat baking technician, demonstrates the use of soy fortified flour at a baking school in Korea.

out: "We are particularly enthusiastic about the benefits derived from soy fortification of bread flour. Since bread is one of the most widely used foods in diets and is increasing in importance in many countries, the potential of this development in improving nutrition is . . . tremendous."

Soy fortified bread flour is only the most recent addition to the fortified foods and blended foods distributed under the Title II program. A whole series of low cost, high protein foods have been specifically developed to help overcome some of the serious dietary deficiencies of people in developing countries. The first of the engineered foods was a corn-soy milk mixture (CSM) consisting of 68 percent gelatinized corn meal, 25 percent soy flour and 5 percent nonfat dried milk, enriched with vitamins and minerals. A wheat soy blend (WSB) has also been developed. Both of these products are especially useful in overcoming protein deficiencies in the diets of infants, very young children, and pregnant or lactating mothers. Now, with the introduction of soy fortified bread flour, all the processed cereals used in the PL 480, Title II, Food for Peace Program, including corn meal bulgur, and rolled oats, are available with soy fortification.



Over 36 million pounds of soy fortified flour are now moving abroad in Food for Peace shipments like this one.



Soy fortified flour will be available for use in food-for-work programs such as this small dam project in Brazil.

It was by means of these blended and fortified foods, provided under the PL 480 Program, that AID first gave tangible expression to the U.S. desire to help developing countries improve the nutritive value of their diets and particularly to correct nutritional deficiencies in vulnerable groups including infants, children, and childbearing women. Soy fortified bread flour clearly will have an important role to play in this continuing effort.



Afghanistan, from p. 4

The SUNY team is headed by Dr. Graham B. Kerr. Other Americans, in addition to Dr. Eighmy, include Dr. Stan D'Souza, Kevin Denny, Patrick Scanland, and Eloise James. The number of Afghans involved has ranged up to 262 at the height of the interviewing.

Interviewing, to determine the "settled population", began last fall. The first report will be available in December 1973. In addition, an effort is being made to estimate the substantial number of nomads, known as *kuchis*. These people wander in small bands throughout the country, shepherding flocks of sheep or herds of goats. Fierce dogs, their ears and tails clipped in order to protect them against wolves, are their "pets". Camels or donkeys carry the nomads' goods. They live in black, goat-hair tents. Most of the *kuchis* never see a doctor and few have ever attended school.

"The impact of these colorful wanderers on health and social planning problems in Afghanistan may exceed that of an equivalent number of settled people," Mr. Scanland says. "Problems of locating the bands at specific times of the year, designing an adequate sampling procedure and gaining the necessary rapport present special challenges."

Study Breaks Precedent

The Afghan Demographic Studies project has had challenges ever since it started, according to Dr. Kerr. "It has been precedent-breaking from the beginning," he says. "It was claimed that no national sampling frame existed. So we assembled a number of sources scattered throughout several ministries of the government. Among the most useful were lists of villages, totalling some 18,000, provided by the Ministries of Interior and Agriculture. These were checked and located on maps provided by the Afghan Cartographic Institute. The map coverage of Afghanistan is very good, incidentally, partly as a result of a previous AID project."

The village lists and population estimates obtained by ADS provided one of the few available data sources for "Operation Help", the intensive emergency relief effort mounted last fall and winter in drought-struck areas of the country. (See *War on Hunger*, March 1973.)

In describing the sampling design of the ADS project, Dr. Eighmy said that the team first mapped provisional boundaries for 325 minor civil divisions and divided the country into uniform sampling regions. From the urban areas and 88 minor civil divisions, called *woleswalis*, 574 settlements were selected.

Household sampling, however, was more than just driving up to a house in a village and asking questions. Large scale aerial photography was one of the necessary preliminaries.

"A typical Afghan village," in Dr. Eighmy's words, "is a jumble of rambling, interconnected and subdivided residential compounds punctuated by occasional

two-story structures and laced with circuitous foot paths. The high mud-walled compounds prevent an accurate view of the village from ground level. Aerial photography was the only way we could get an accurate picture.

Photos Show Marked Contrasts

"The 574 photo sample sites represent the great contrasts in Afghanistan," Dr. Eighmy said. "This variability ranges from crowded cities and towns to isolated structures seasonally occupied by semi-nomadic herders and dry land farmers. The photographic flights covered densely settled irrigated flood plains and skimmed villages in dead-end valleys at 14,000 feet where dozens of 'Matterhorns' tower above 20,000 feet. They crisscrossed rugged, barren hill country where slopes are dry farmed or grazed and villages straggle up the hillside above irrigated terraced land. They traversed expanses of desert spotted with the remains of civilizations sacked by Ghengis Kahn, where present life is a constant struggle against heat, blowing sand, occasional flooding, and falling water tables."

In the meantime, questions and draft interview schedules translated from English to Dari and Pashtu were field-tested under a wide variety of conditions.

A special decree was necessary from the government to provide the basis for hiring regional statistical officers, supervisors, and interviewers. Training programs, using specially produced instruction manuals, were conducted by the Ministry of Planning, Kabul, and later in the regional centers. From seven regional centers, teams fanned out to the sample villages, many of them beyond the reach of vehicles and scarcely disturbed by the currents of modern life.

Computer Used

In the wake of the interviewing teams came independent quality control teams for selected sample villages. One of the spinoffs of the ADS project is the use of Afghanistan's first computer. The ADS data tapes are being prepared and checked in the machine.

"In a largely illiterate country with no survey tradition," Mr. Scanland says, "interviewers must consciously work to gain the cooperation of villagers, when no immediate tangible benefits can be promised."

"Of all the precedents broken by ADS in Afghanistan," Dr. Kerr adds, "perhaps the most gratifying has been the employment of women willing to work outside their own locality. Accurate demographic information requires the cooperation of village women, most of whom are reluctant to talk to men from outside their village."

"ADS women interviewers have been chased by dogs, and accused of being neither Afghan, women nor Moslems, which are powerful charges in Afghan

society. But such events are exceptional and the interviewers' success in gaining the trust of villagers, both men and women, has been remarkable."

AID support and the help of the IPPF for the ADS effort are augmented by assistance from other agencies.

The United Nations Childrens Fund will contribute equipment and drugs for the family health units within the basic health centers and will provide a vehicle for each in the new government program. The U.N. Development Fund has offered up to seven scholarships annually. The World Health Organization contributes advisory services in maternal and child health, public health and nursing education.

Peace Corps Volunteers also are engaged in family planning assistance in Afghanistan, along with their German counterparts. CARE-Medico has furnished volunteers to hospitals and post-graduate medical training.

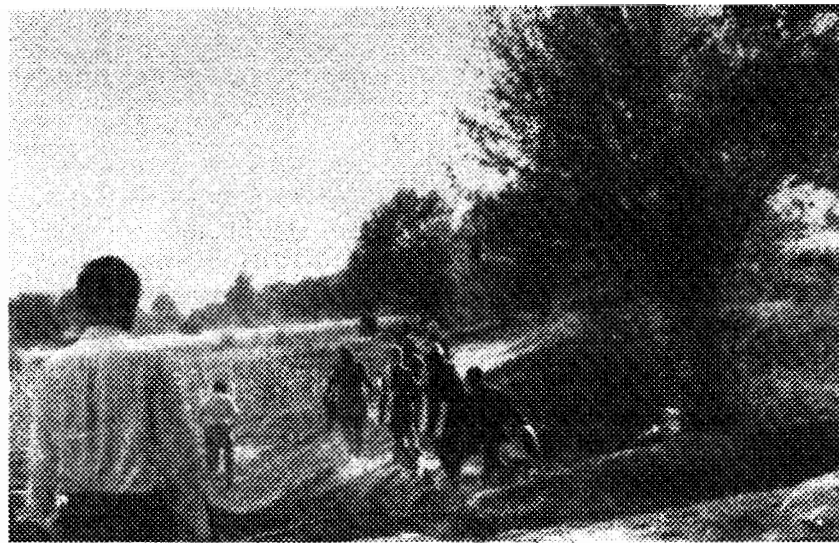
Family health is also included in a project in functional literacy jointly sponsored by the Ministry of Education and UNESCO.

Noting the interest in family planning in Afghanistan, the president of the Afghan Family Guidance Association, Mrs. Nazifa Ghazi Nawaz, pointed out that "wonderful changes are taking place in industry and technology, and with the application of advances in medical and health care there has been an uplift in the peoples' lives and social progress.

"But such rapid changes," she said, "confront our era with new difficulties. If we fail to adapt ourselves, as is necessary, and do not pay attention from now on to the factors keeping us from attaining this better life, we will betray the future."

Mrs. Nawaz's comments apparently typify the awareness of the incipient population problem in Afghanistan shown by some leading government and private individuals. A visitor to the country today notes the low per capita income, the widespread poverty, the harsh dry land, lack of transportation and industry, and high infant mortality. But he is also impressed by the signs of progress—increasing food production (except for some drought areas in the past two years); greater interest in education; new industries springing up; more electric power facilities under construction and, as mentioned, more health clinics and more attention to social needs. The population crunch doesn't yet seem to be as overwhelming as in some countries, but the signs are there, which makes the activity of the Afghans in the family planning field impressive. This foresight in initiating demographic studies, family guidance programs and laying the groundwork to meet a future challenge prompted an AID official to remark:

"Afghanistan will be in the position of providing family planning services to its citizens *before* there is a crisis. This is indeed unique."



Teams making the demographic survey of Afghanistan often must walk several miles to a village because of the lack of roads.



When a demographic study team comes to a village, discussions are held with the village chief in a traditional tea ceremony.

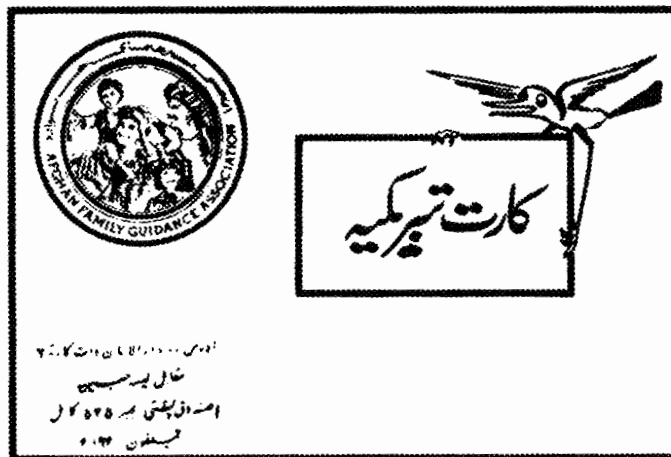


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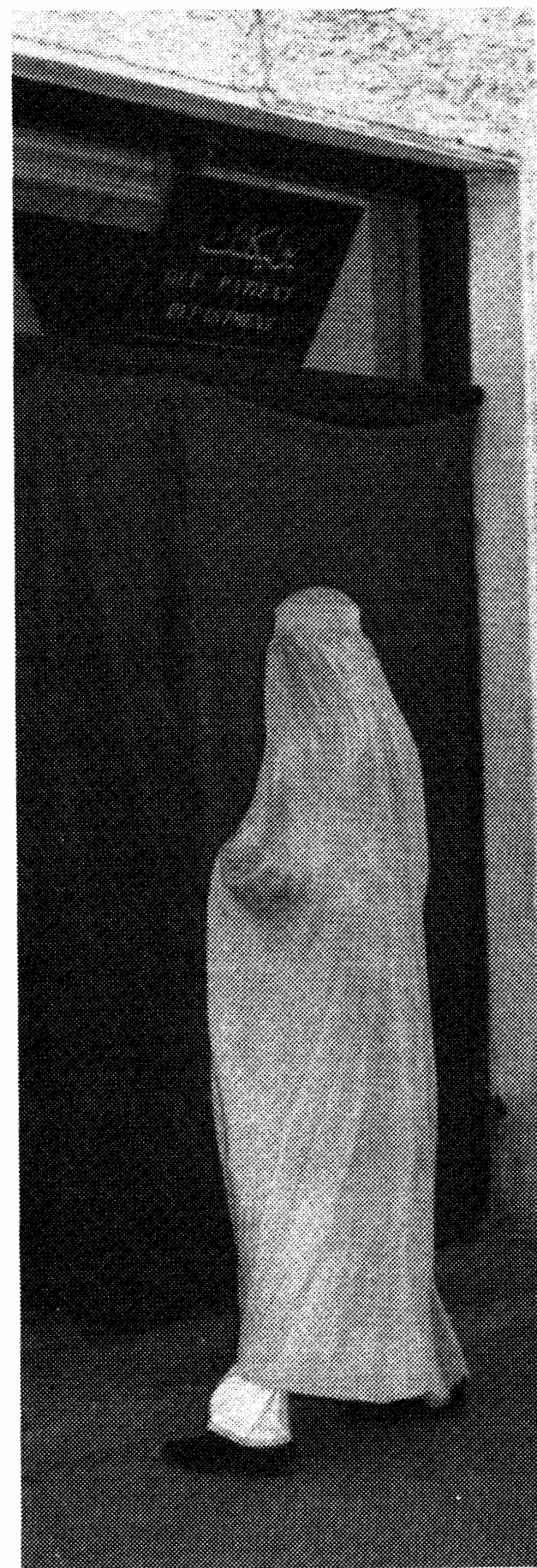
Family Guides are able to make their visits in Kabul in vehicles supplied by AID. The cars are always a great attraction.

Afghanistan's New Pioneers Set Family Planning Course



A congratulations card, written in Farsi, helps the AFGA keep in touch with new mothers.

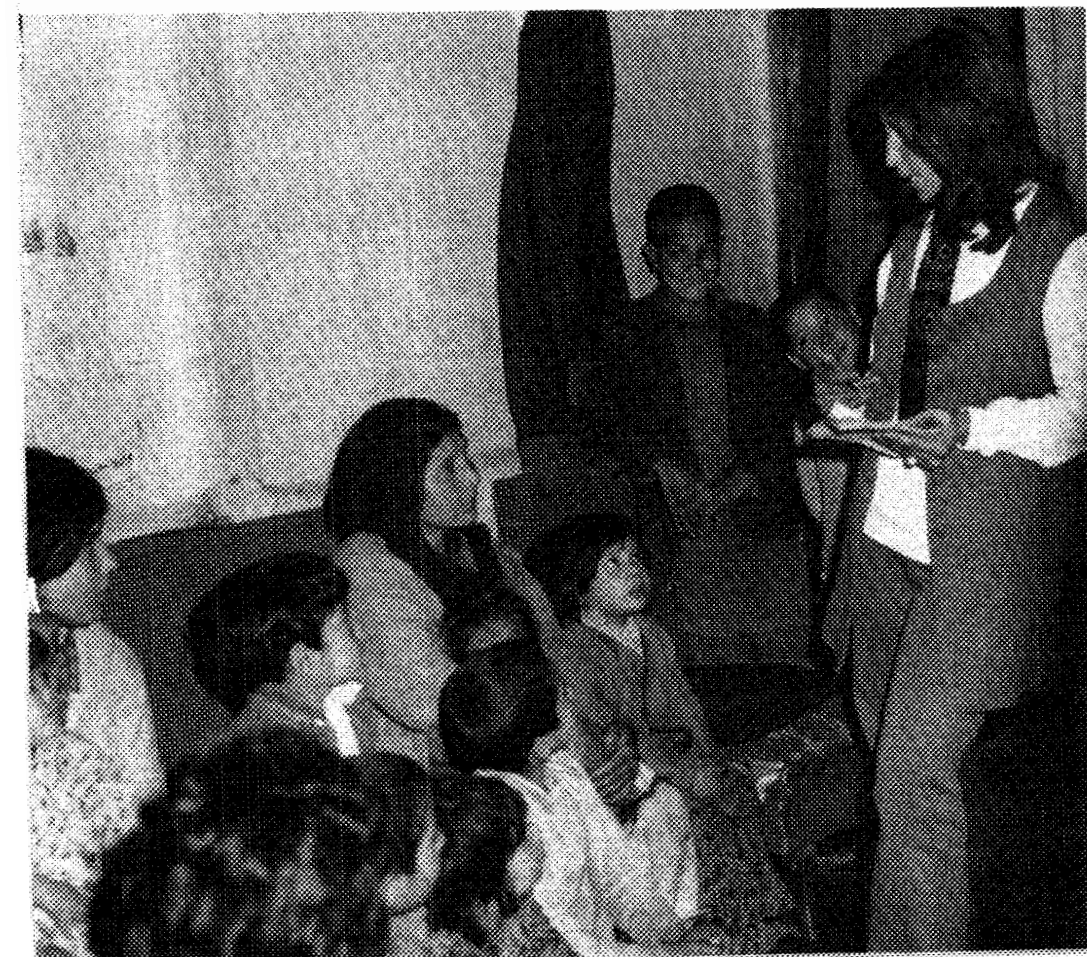
Khanum Gul hears a Family Guide explain how necessary it is to be strong and healthy in order to have a happy family.



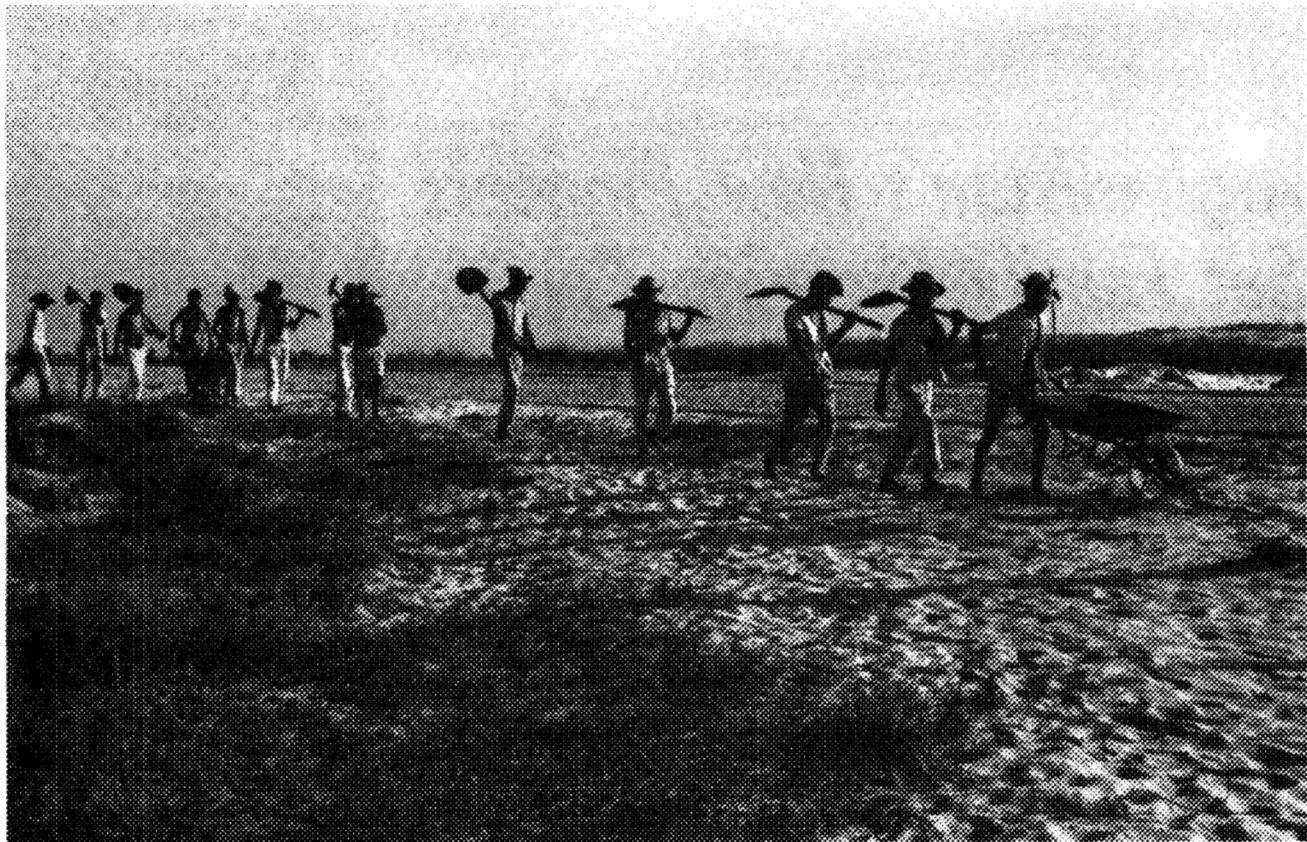
An Afghan woman in traditional chadri enters a family planning clinic in Kabul.



Interviewers prepares to circulate in village.



THE TECHNICAL FRONT



AID is establishing guidelines to ensure that consideration is given to employment and income distribution

problems in its assistance programs, key factors in promoting popular participation in development.

Employment and Income Distribution

By Edwin Cohn and John Eriksson

Over the past two decades, the aggregate growth performance of the developing countries has been remarkably high. But substantial segments of the population in less developed countries are not sharing in the benefits of growth. This unequal participation in the benefits of development is apparent in two particularly conspicuous and related aspects: first, persistently high underemployment and, in some countries, unemployment, and second, highly unequal income distribution. Moreover, the available data, though incomplete and not always very reliable, indi-

Dr. Cohn and Dr. Eriksson serve in the Bureau for Program and Policy Coordination, AID. This article is condensed from a paper prepared by them as a basis for discussion in AID of the problems of employment and income distribution in developing countries and possible ways in which external assistance can help to resolve these problems.

cate that the labor force is increasing faster than opportunities for productive employment and that in most countries for which data exist the distribution of income is becoming more, rather than less, unequal.

The inadequacy of employment opportunities is reflected in open unemployment and in widespread underemployment in both urban and rural areas. In a number of Latin American and African cities open unemployment exceeds 10 percent of the labor force and is probably rising. For the 15-24 age group, those seeking their first job, it is especially severe, exceeding 20 percent in many cities and running as high as 40 percent in some. The applicability to developing countries of the concept of open unemployment used in industrialized countries is questionable, however, since the great majority of the labor force in less developed countries does not work at wage jobs in the organized sector but is family or self-employed.

The more prevalent, although less readily quantifiable, phenomenon is underemployment. The underemployed include both those who are idle during much of the year because of seasonal or sporadic need for their services, such as a substantial part of the agricultural work force, and those who, although putting in long hours throughout the year, are productive only a fraction of the time they spend at work, such as street peddlers. These types of underemployment or low productivity employment, which are widespread in both rural and urban areas, constitute a much more serious problem, especially in those countries where, according to official statistics, open unemployment is relatively low. Given on the one hand the projected acceleration in labor force growth rates in all regions of the developing world during the next two decades and on the other hand the probable modest rise in demand for labor in agriculture (likely to be at least partially offset by labor-displacing mechanization) and inadequate growth of labor requirements in the industrial sector, underemployment can be expected to increase.

Benefits Unequally Distributed

The distribution of income is closely related to employment since for most people productive work is the main source of income. Most of the available evidence indicates that in the absence of public policies aimed at equalizing income distribution, such as those followed in Taiwan, economic growth in non-socialist countries tends to favor the upper income groups and to worsen the relative position of the poor, at least until a country has achieved a relatively high level of socio-economic development. Scattered observations suggest not only that those in the lower socio-economic strata are receiving a disproportionately small share of the benefits of growth, meaning that their *relative* position is deteriorating, but also that some of the poorest groups have been experiencing no increase, or even a decline, in *absolute* real income. It should be noted, however, that the poor have received some significant gains not counted as income, notably the sharp decline in mortality and morbidity from famine and communicable diseases (such as malaria) of which the poor had been the main victims.

These prevalent problems of inadequate employment opportunities and skewed income distribution in low income countries under-

score the persistence of massive poverty despite the rise in *average* per capita income, a figure which like many aggregates can easily conceal gross inequalities. Even in developing countries with average per capita income of \$200 or more, substantial segments of the population are unable to maintain a human standard of existence. In India, where per capita income is less than \$100, a recent study placed those below the official poverty line, as defined by minimum nutrition standards, at 40-50 percent of the population.

Waste Retards Development

In addition to the human misery they entail, inadequate employment opportunities and increasingly unequal income distribution have at least two important implications for the development process. First, the waste inherent in the under-utilization of human resources, the most abundant resource of most developing countries, retards the development process. Second, the frustrations generated by perceived unequal participation in the benefits of development, and especially by open unemployment, constitute a potential source of disaffection and unrest which could undermine the development process. Meaningful development involves broad popular participation in the development process and in its benefits, including progress toward meeting the basic needs of people, both their material needs for food, health, shelter, and security and their less readily measured, but not less important, spiritual needs for human dignity.

Slower Population Growth Necessary

One of the basic factors responsible for widespread unemployment and underemployment is demographic. The population explosion of the 1950s and 1960s now is being reflected in labor force growth rates of 2 to 3 percent in most developing countries and even more in some. This is at least double the rate of labor force growth experienced in Western Europe or Japan at comparable periods in their development. Labor force growth will continue at high levels even if fertility rates decline because the entrants for the next 15 years have already been born. The longer run solution to the employment problem must come, of course, in large measure from slower population growth, which underscores the critical need for efforts to reduce fertility rates. Meanwhile, massive rural-urban migra-

tion compounds the problem in cities. As a result of these factors the supply of labor can be expected to grow at an even higher rate, especially in urban areas.

Technology vs. Labor Force

The second element is technological and affects the demand for labor. The traditional technology of developing countries is very labor intensive but the technology being transferred to them from abroad is that developed by and for industrialized countries which are characterized by relative abundance of capital and scarcity of labor. While the economies of most developing countries remain generally rather labor intensive because of the large size of the traditional sector, much of the technology introduced over the past two decades has been more capital-intensive and labor-saving than is appropriate for countries with excess labor and acute scarcity of capital. The result is that employment in the modern, organized sector, especially in manufacturing, has been growing at no more than half the rate of production growth and that the absorption into modern non-agricultural activity of the surplus labor from rural areas, which occurred in Western Europe, North America, and Japan at the time of their industrialization, is not proceeding at a rate commensurate with the growth of the labor surplus.

Privileged Favored by Institutions

The third element affecting the problem is institutional. Credit, education, land tenure, agricultural extension, marketing, and other institutions tend to favor the already privileged and to penalize or ignore the poor. Large, well-established enterprises and upper income groups enjoy superior access to these institutions partly because of their powerful connections and partly because it is easier and more expeditious to deal with large clients than to reach out and serve the dispersed, less well informed, less able to afford risk, less market-oriented enterprises, and lower socio-economic groups. Yet smaller units in agriculture, industry, and construction are often more labor-intensive. This orientation of institutions to serving the more powerful clients results in further skewing of income distribution and in the creation of fewer employment opportunities than would otherwise be generated.

Many policies and practices pursued by the developing countries themselves aggravate employment and income distribution problems. Prominent among these is inappropriate factor-pricing which makes capital artificially cheap and labor artificially expensive. Capital is under-priced as a result of over-valued currencies, officially controlled low interest rates, preferential tariffs on imported capital goods, tax allowances on investment, and import licensing arrangements which discriminate in favor of large enterprises. Labor, on the other hand, may be over-priced as a consequence of minimum wages, high premiums for shift work, high legally required social benefits such as family allowances, medical clinics, and pensions financed from payroll taxes, and legislation intended to protect the job security of employes through, for example, rigid and costly dismissal compensation. These have the practical effect of encouraging employers to minimize their dependence on labor or to rely on overtime rather than hiring additional workers. Moreover, these policies and practices curb employment growth by artificially encouraging investment in capital-intensive sectors, by stimulating the adoption of capital-intensive methods where alternative technologies exist, and by discouraging the full use of existing scarce capital by such measures as multiple shift operations.

Bureaucratic Bias Indicated

Also, there is often a bias in the bureaucracies of developing countries in favor of low prices and rationing and against the value of the market as an allocating mechanism. This approach is frequently justified on equity grounds, the usual argument being that high interest rates, for instance, are anti-social. The fact is, however, that prices set below the point at which supply and demand intersect make rationing necessary and that the larger, better informed, more aggressive, and powerful operators obtain the lion's share of what is being rationed while the small and weak farmers and businessmen, for whose benefit the practice is ostensibly intended, may receive little if anything. The latter would be better off if prices were permitted to find their own level rather than, as at present, be compelled to resort to the more expensive informal money market or black market, or be unable to obtain credit or supplies at all.



Rapid labor force growth rates have outstripped the demand for labor in most less developed countries.

Aid donor agencies inevitably affect employment and income distribution as well, regardless of their intentions or whether they even realize that they are doing so. Their influence makes itself felt in many ways, notably by:

- the orientations of the developing country institutions which they support;
- the types of technological and capital transfer which they finance;
- the effect of these transfers on what the developing countries do with their own resources;
- the training in developed countries which they provide for administrators and technicians from less developed countries; and
- the general policy advice they give to aid-recipient governments.

Aid Donors Influence Problem

Many practices and policies followed by multilateral and bilateral donors have unwittingly made income distribution more unequal and have created less additional employment than they could have; in some instances they may even have reduced employment. These results have occurred as a consequence of donors often encouraging capital-intensive, labor saving technologies, notably in agriculture, manufacturing, and civil engineering works and of donors restricting their concern to aggregate growth and neglecting which socio-economic groups contribute to the increased production and receive the benefits. This is not to say that donors have consistently,

much less intentionally, acted in ways contrary to expanded employment and more equal distribution of income. Many activities, notably Food for Peace and program loans, have brought important benefits. But donors have often leaned in the wrong direction and this could and should be corrected.

By concerning themselves mainly with aggregate economic growth and paying inadequate attention to which socio-economic groups have opportunities to contribute to increased production or to participate in the fruits of growth, donors have neglected opportunities to exercise a positive influence to reduce inequalities in the distribution of income and wealth. Usually it is easier and quicker to achieve a given increase in output by arranging for new technology, physical inputs, credit, information and advice, and marketing facilities to be made available first and most abundantly to large producers rather than to small ones. Institutions established, often with donor assistance, to provide services of this type are normally designed to support larger enterprises, which also happen to be those with the greatest political power, rather than to assist smaller units and those in remote areas, which may have somewhat different needs and call for different procedures and a different orientation on the part of the staff.

A number of bilateral donor agencies have manifested concern with employment and income distribution problems. The Overseas Development Administration of the United Kingdom supports major research and technical assistance on employment problems through the Institute of Development Studies

come implications of public policies and of technology.

—Although AID is not heavily involved in industry sector programs, where it is involved, emphasis is to be given to support of programs and policies which make for increased employment and improved income distribution.


—In order to develop improved understanding of the nature and dimensions of the employment and income distribution problems in developing countries and of the ways in which they are affected by different types of policies, AID will, in collaboration with international and national institutions, support improvement of the concepts and the measurement of employment and income distribution.

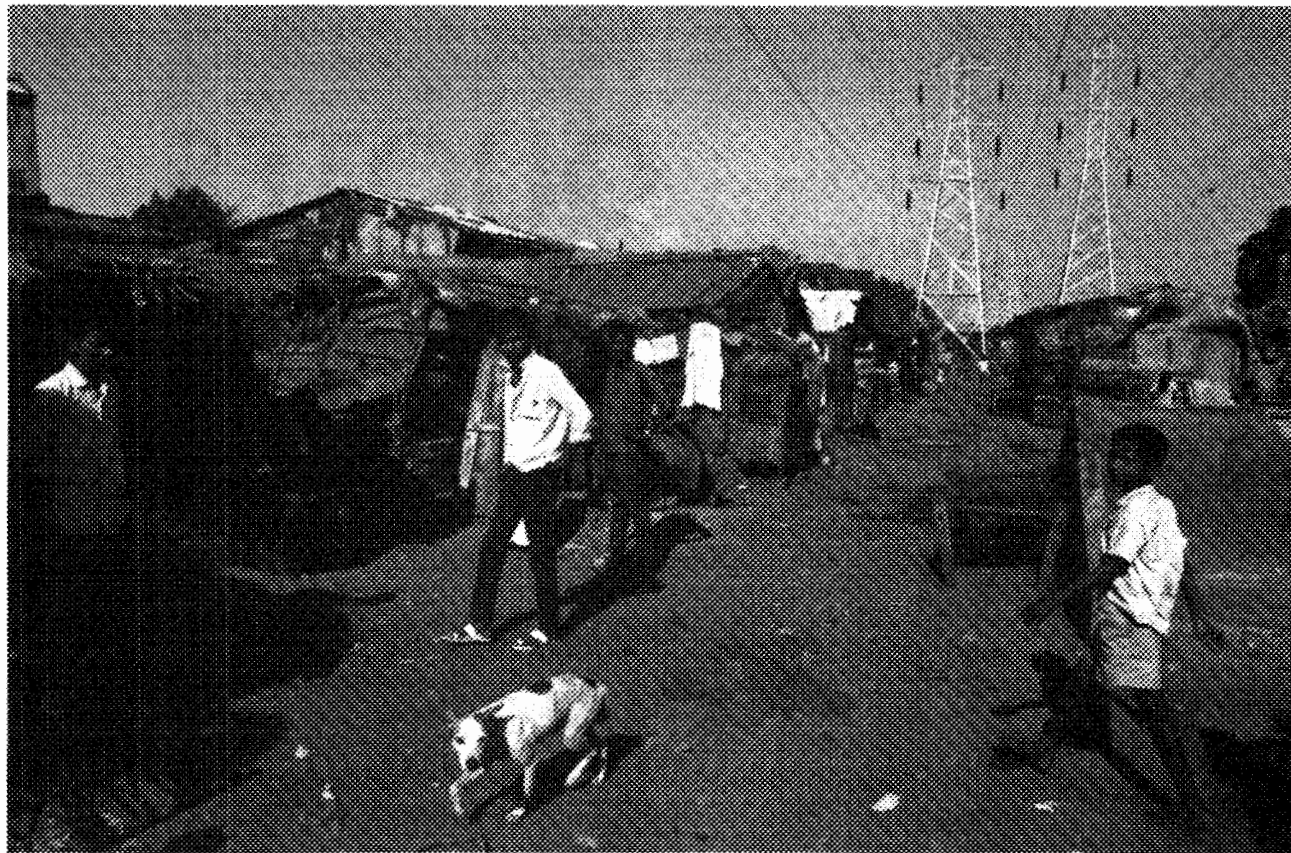
—Consideration will be given to expanded AID support for public works which lend themselves to labor-intensive methods (such as the construction of farm to market roads, drainage, irrigation, terracing and conservation, housing) by food assistance and other means.

—In AID's extensive involvement in programs in the agriculture sector, increased emphasis will be placed on problems of employment and income distribution, in particular

Unemployment and poverty persist in developing countries despite economic and industrial development.

on problems of the small farmer and landless laborer.

Placing an emphasis on employment and income distribution factors should not, however, mean exclusion of other essential elements of the development process or indiscriminate support for any approach which promises to increase employment or equalize income regardless of other consequences and costs. Continuing growth of output remains essential. The weight given to employment and equity considerations varies from country to country and is a matter for each country to determine for itself. These are not issues on which the United States or other donors should seek to impose their own values or goals. This does not mean, however, that bilateral and multilateral donors should remain indifferent to the employment and income distribution performance of aid-receiving countries, any more than they have hitherto remained indifferent to their growth performance. The important point is that development should be considered within an analytical framework which includes these key aspects. It should be possible to develop and implement a set of policies and programs that promote economic growth, employment, and equity as coordinate objectives. 



IN BRIEF

Soybean Oil for Bangladesh

The U.S. Food for Peace Program is providing 5,761 tons of soybean oil to Bangladesh. The oil, a rich source of calories which can be used directly on food as well as for cooking, will be distributed free or sold at a nominal cost through government outlets. Proceeds will be used for relief, reconstruction and development in Bangladesh. Delivered world market value of the oil is about \$3.2 million.

Cambodian Refugees Aided

Refugees in Cambodia, most without homes or jobs, are being aided by two AID grants of \$500,000 each to two U.S. voluntary agencies, Catholic Relief Services (CRS) and the Cooperative for American Relief Everywhere (CARE).

CRS will use the funds to feed, clothe and shelter refugees and war victims, primarily in Phnom Penh, and to repair and improve refugee camps and centers. The grant will also support training programs in Phnom Penh designed to ease the unemployment problem of refugees, most of whom were farmers.

CARE will help to provide employment for refugees by organizing work projects and skills training in provincial towns. In addition, CARE will improve provincial health clinics, sanitary facilities, and temporary refugee centers.

Cattle Production Assisted


The International Development Association (IDA) recently extended a loan to the Government of Tanzania for \$18.5 million for improvement and promotion of cattle production and marketing. The project will aid development of national, district and cooperative cattle ranches involving 1.5 million acres. It is expected to create new job opportunities for farmers as well as bolster Tanzania's export earnings.

Grant for Israel

A \$50 million Agency for International Development grant for Israel will help resettle immigrants, including many from the Soviet Union, and assist Israel maintain economic stability.

The grant will be used to purchase imports of a variety of industrial and miscellaneous com-

modities from the United States. These will be sold in Israel and the proceeds in Israeli pounds applied to general support of the country's national budget.

Budget support generated by the AID-financed import program will help Israel meet overall financial needs stemming from its heavy defense burden, coupled with continued rapid economic growth, increased public services and the costs of resettlement in Israel of new immigrants from the Soviet Union and other areas. 



U.S. Sixth Fleet Rescue Units flew emergency supplies and airlifted the victims of severe flash floods in Central Tunisia in

late March and early April. AID provided \$100,000 for food, medical supplies, and other relief items requested by Tunisia.

QUOTES

"About two billion people, nearly half of the human beings on this planet, suffer from under-nutrition or malnutrition, and they are the ones whom foreign economic aid is intended to help."

*Donald Barnhouse
Courier-Post
Camden, New Jersey
May 4, 1973*

"Foreign aid can be one of the most profitable experiences of U.S. interaction abroad if our policy makers forego viewing it as a conduit for political and military power."

*Post-Dispatch
St. Louis, Missouri
April 4, 1973*

". . . A rich country owes it to the world and to its own sense of justice to contribute to making the world a better place. For years the United Nations (and until recently the United States) has been urging the industrialized countries to contribute or at least lend on favorable terms an amount equal to 1 percent of their gross national product to less developed countries.

"The United States has slipped badly from that standard in recent years. It achieved it at one time, and now several countries surpass the United States."

*Register
Des Moines, Iowa
May 4, 1973*



IN PRINT

More Than a Question of Hunger

A Review by Lester Brown

The Nutrition Factor: Its Role in National Development, by Alan Berg (portions with Robert J. Muscat). The Brookings Institution, Washington, D.C. 1973. 285 pp. paper \$3.50, cloth \$8.95

From time to time one comes across a book which makes a difference. It affects our behavior, the way in which we think about certain things. *Silent Spring* by Rachel Carson forced us to reexamine our relationship with the environment. *The Cost of Economic Growth* by Mishan helped us to understand that there are negative as well as positive dimensions of continuous economic growth. *Unsafe at Any Speed* by Ralph Nader launched the consumerism movement. *The Nutrition Factor* by Alan Berg may belong in this category.

Thousands of books have been written on nutrition, but few have received much attention outside the nutrition community. *The Nutrition Factor* is an exception; excerpts have already been published as features in the *Saturday Review* and the *Sunday Washington Post*. This attention is not undeserved, for this is a book rich in detail, insight and prescription. Central to its thrust is the recognition that adequate nutrition is too important a matter to be left to the nutritionists alone.

Social Development Viewed

The Nutrition Factor represents another major step in a trend which has emerged within the past few years of looking at development in social as well as in economic terms. It reinforces the thinking in *Development Reconsidered* by

Dr. Brown is a Senior Fellow with the Overseas Development Council and author of World Without Borders (Random House). He was formerly Administrator of the International Agricultural Development Service, U.S. Department of Agriculture.

Owens and Shaw, reviewed in the November 1972 issue of *War on Hunger*. The opening paragraph in the second chapter dramatizes the human dimensions of malnutrition:

"The light of curiosity absent from children's eyes. Twelve-year-olds with the physical stature of eight-year-olds. Youngsters who lack the energy to brush aside flies collecting about the sores on their faces. Agonizingly slow reflexes of adults crossing traffic. Thirty-year-old mothers who look sixty. All are common images in developing countries; all reflect inadequate nutrition; all have societal consequences."

Economic Effects Considered

Berg goes on to describe some of the economic consequences of malnutrition, putting it in terms economic planners must contend with: "Malnutrition adversely affects mental development, physical development, productivity, the span of working years—all of which significantly influence the economic potential of man.

"Malnutrition during the fetal period and in infancy is associated with intellectual impairment. Although the significance is not fully understood, severely malnourished children have brains smaller than average size and have been found to have 15-20 percent fewer brain cells than well-nourished children (of those who had a low birth weight—implying malnutrition *in utero*—the deficit was 40 percent)."

After assembling evidence that nutrition influences our productivity, our well-being, and the capacity for reaching our inherent potential as human beings, the author addresses the question of how to go about providing adequate nutrition. The traditional or con-

ventional way of doing so was to raise levels of income and productivity within a society to the point where people could afford enough livestock products and sufficient diversity of diet to meet their nutritional needs. The average American, for example, who is more likely to be over-nourished than under-nourished, requires nearly one ton of grain per year to support his dietary habits. Of this ton, only about 150 pounds is consumed directly in the form of bread, pastries and breakfast cereals. The great bulk of the remainder is consumed indirectly in the form of meat, milk and eggs. The average person in the developing countries, with only about 400 pounds of grain per year, cannot afford to convert much, if any, of this into animal protein. Nearly all must be consumed directly merely to keep body and soul together.

Cycle Recognized

Berg recognizes that the conventional approach to achieving adequate nutrition followed in the industrialized societies has worked reasonably well, but that it has taken an enormous volume of resources, a rather high level of income and above all, a long time. Recognizing the reinforcing nature of poverty, malnutrition, and low productivity—poverty begets malnutrition, malnutrition begets low productivity, and low productivity begets poverty—Berg focuses on ways of breaking this cycle.

Given the sheer impossibility of achieving adequate nutrition via the conventional route for the foreseeable future, the question is what can be done to overcome nutritional deficiencies in the near term. In his search for shortcuts, Berg leaves few stones unturned. He examines the Green Revolution, breast feeding practices, the fortification

of traditional foods, the use of specially formulated foods (particularly weaning foods) and special feeding programs for vulnerable groups within the population such as pregnant and lactating women, and children during the critical period from six to 24 months of age.

Berg makes the case that there is no single strategy applicable to all countries. It is necessary to always be conscious of the circumstances—economic, social and political—that prevail in a given country and to always look for intervention points in the system where changes can be made which will improve nutrition. In a country such as Peru with widespread protein malnutrition and the world's highest per capita catch of fish, an important part of any solution might be simply investments in transportation which would permit the fish to be moved quickly inland where the needy populations are located. In Korea, where seasonal shortages of critical nutrients loom large, investments in storage facilities and food preservation also might yield a high payoff.

Food Fortification Promising

Among the most promising techniques for achieving widespread nutritional improvements in most traditional societies are fortification of foods with vitamins, minerals and essential amino acids, and the genetic improvement of cereals to raise the level and quality of protein content. An endless number of policy levers can be used to improve a nation's nutritional well-being ranging from agricultural price policy to the use of the communications media for nutritional education. Fortunately, most of these people are now reached by either the print or electronic media, if not both.

The analysis offered in *The Nutrition Factor* identifies some broad based trends which are adversely affecting the nutritional status of a significant proportion of the two billion people living in the poor countries. One is the tendency in several important countries where

food supplies are exceedingly tight for cereals to displace beans, peas, and lentils. This group of high-protein foods, commonly referred to as pulses, is of critical importance in societies where consumption of livestock products is low, if not virtually nonexistent. India is an important example of this undesirable trend. In effect, the quest for calories, provided in the largest quantities by cereals, particularly the high-yielding varieties, is causing the displacement of pulses even though these food crops yield more protein per acre.

Another disturbing trend, apparently influenced by changes in social attitudes, is the pronounced decline in breast feeding among those who still are unable to afford adequate alternative sources of nutrients for infants. Berg documents the tragic consequences of this among the world's low income groups and the dramatic decline in breast feeding over the past decade in such countries as Chile, Mexico, and the Philippines.

One of the things that makes *The Nutrition Factor* such an exciting new book is that it is written by a pragmatist, one who has himself been for several years deeply immersed in the effort to improve nutrition among that half of the world's people who are poor. This realistic, highly readable book deserves broad dissemination and discussion. Fortunately, this will be facilitated by the writing skill of the author and by the fact that its publisher has accommodately and wisely published it simultaneously in both cloth and paper cover.

BOOKS RECEIVED

The following books, dealing with topics related to development, have been received by *War on Hunger*. Listing of these books does not preclude their review in future issues of the magazine.

AFRICA—Problems in Economic Development, edited by J. S. Uppal and Louis R. Salkever. The Free Press, New York, 1972. 353 pp., \$11.95

Agriculture and the Common Market by Stanley Andrews. The Iowa State University Press, Ames, Iowa, 1973. 172 pp., \$6.75

Economic Growth and Development: The Less Developed Countries by Eva Garzouzi. Vantage Press, New York, 1972. 359 pp., \$9.00

Food, Nutrition and Health, edited by M. Rechcigl. S. Karger, New York, 1973. 397 pp. plus bibliography, \$50.40

Foreign Aid and Industrial Development in Pakistan by Irving Brecher and S. A. Abbas, Cambridge, University Press, New York, 1972. 171 pp. plus appendixes, \$19.50

The Inter-American Development Bank—A Study in Development Financing by Sidney Dell. Praeger Publishers, New York, 1972. 250 pp., \$15.00

Money and Capital in Economic Development by Ronald I. McKinnon. The Brookings Institution, Washington, D.C., 1973. 177 pp., \$7.50

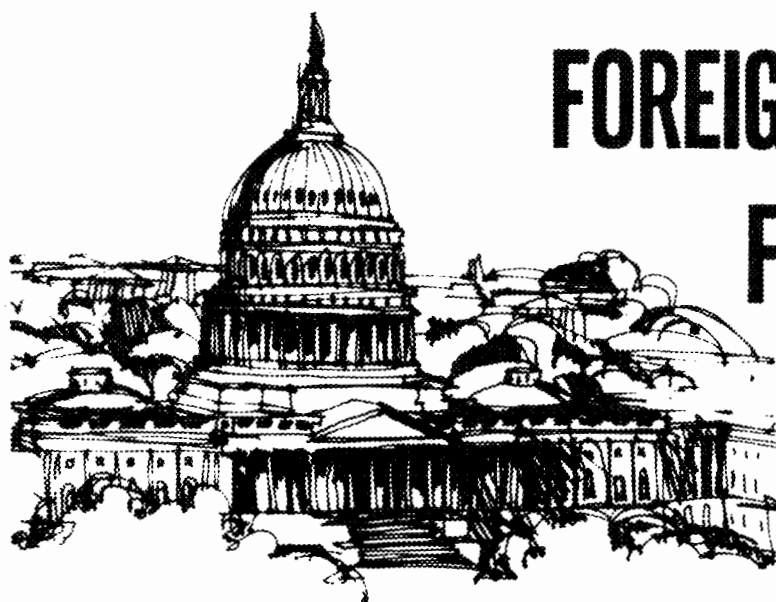
Partnership or Confrontation? Poor Lands and Rich Lands by Paul Alpert. The Free Press, New York, 1973. 258 pp., \$10.00

Regional Development Banks—The Asian, African and Inter-American Development Banks by John White. Praeger Publishers, New York, 1972. 199 pp., \$12.50

The Third World and the Rich Countries: Prospects for the Year 2000 by Angelos Angelopoulos. Praeger Publishers, New York, 1972. 270 pp., \$16.50

Toward Global Equilibrium: Collected Papers, edited by Dennis L. Meadows and Donella H. Meadows. Wright-Allen Press, Inc., Cambridge, Massachusetts, 1973. 353 pp., \$18.00

The United States and the Developing World—Agenda for Action. Overseas Development Council, Washington, D.C., 1973. 120 pp. plus appendixes, \$2.50



FOREIGN ASSISTANCE FOR THE 1970s

President Nixon on May 3 sent the Congress his State of the World message—"U.S. Foreign Policy for the 1970s: Shaping a Durable Peace".

The 232-page description of the President's foreign policy achievements and ambitions contains a section on the U.S. foreign assistance program, its priorities and plans.

Following is the text on foreign assistance:

"I have long been convinced that we needed major improvements in our foreign assistance program. Numerous statements in committees responsible for aid legislation and by individual Congressmen suggest that broad support exists for a modified approach to aid.

"We have already improved our aid system in several ways. Bilateral aid is now focused on a few key areas—such as population planning, agriculture, health, and education—in which the Agency for International Development (AID) has a high degree of experience and expertise. Development assistance has been separated organizationally from assistance given for security reasons. A new International Narcotics Control Assistance Program is helping developing countries improve their ability to control the production and flow of illicit narcotics. And we have strengthened our capacity to provide urgently needed emergency assistance to countries that have suffered disasters.

"Effective coordination of aid has increased its efficiency and benefits for recipients. AID is increasingly coordinating its programs with those of other nations and international bodies. In cooperation with other nations, we have provided short-term relief to countries whose debt burden was so overwhelming that it threatened their growth and stability.

"We deal with recipient countries as partners recognizing their growing expertise and their ability to determine their own development needs. While we help in the planning, funding, and monitoring of development programs, we no longer take the lead in setting priorities or in detailed execution.

"We have made substantial contributions to development assistance through international institutions such as the World Bank, the Inter-American Development Bank, the Asian Development Bank, and the United Nations Development Program. Because of their multilateral and non-political character, these institutions frequently can be more rigorous and frank on issues of development policy with recipient states. They have done an outstanding job in providing the framework for coordinating donor contributions and in assuming their appropriate role of leadership in the development assistance effort. The funds I have requested for these institutions and for our bilateral programs are essential to the peoples of the developing countries and to the structure of our relationship with the developing world."

DEPARTMENT OF STATE
Agency for International Development
Office of Public Affairs
Washington, D. C. 20523

AN EQUAL OPPORTUNITY EMPLOYER



POSTAGE AND FEES PAID
AGENCY FOR
INTERNATIONAL DEVELOPMENT



Providing more jobs in both the agricultural and industrial sectors is becoming increasingly important as many developing countries face rising unemployment rates. (See page 12)