

105TH CONGRESS  
2D SESSION

# H. R. 4283

To support sustainable and broad-based agricultural and rural development  
in sub-Saharan Africa, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

JULY 21, 1998

Mr. BEREUTER (for himself, Mr. HAMILTON, Mr. GILMAN, Mr. LEACH, Mr. HALL of Ohio, Mr. KANJORSKI, Mr. WALSH, Mrs. CLAYTON, Mr. EHLERS, Ms. WATERS, Mr. SANDERS, Mr. RODRIGUEZ, Mr. SCOTT, Mr. DICKS, Mr. MORAN of Virginia, Mr. TOWNS, Ms. CARSON, Mr. ABERCROMBIE, Ms. NORTON, Mr. SNYDER, Mr. LIPINSKI, Ms. SLAUGHTER, Mr. SABO, Mr. LEWIS of Georgia, Mr. WEXLER, Ms. FURSE, Mrs. CAPPS, Ms. BROWN of Florida, Mr. HINCHEY, Mr. BENTSEN, Mr. ACKERMAN, Mr. GEJDENSON, Mr. McHALE, Mr. BROWN of Ohio, Mr. ENGEL, Mr. SHERMAN, Mr. ROTHMAN, Mr. MENENDEZ, Mr. LANTOS, Mr. CHABOT, Mr. CUMMINGS, Mr. GOODLING, Mrs. MORELLA, Mr. BERMAN, Mr. HORN, Mr. METCALF, Mr. ALLEN, Mr. PETRI, Mr. PORTER, Mr. DIXON, Mrs. MALONEY of New York, Mr. STARK, Mr. OXLEY, Ms. MILLENDER-McDONALD, Mr. HINOJOSA, Ms. STABENOW, Ms. CHRISTIAN-GREEN, Mr. DAVIS of Illinois, Ms. KILPATRICK, Ms. MCKINNEY, Mr. WATT of North Carolina, and Mr. BARRETT of Nebraska) introduced the following bill; which was referred to the Committee on International Relations, and in addition to the Committee on Agriculture, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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## A BILL

To support sustainable and broad-based agricultural and  
rural development in sub-Saharan Africa, and for other  
purposes.

(a) SHORT TITLE.—This Act may be cited as the “Africa: Seeds of Hope Act of 1998”.

Sec. 1. Short title; table of contents.  
Sec. 2. Findings and declaration of policy.

Sec. 101. Africa Food Security Initiative.

Sec. 102. Microenterprise assistance.

Sec. 103. Support for producer-owned cooperative marketing associations.

Sec. 104. Agricultural and rural development activities of the Overseas Private Investment Corporation.

Sec. 105. Agricultural research and extension activities.

(1) The economic, security, and humanitarian interests of the United States and the nations of sub-Saharan Africa would be enhanced by sustain-

1       able, broad-based public and private sector agricul-  
2       tural and rural development in each of the African  
3       nations. The United States should support such de-  
4       velopment.

5               (2) According to the Food and Agriculture Or-  
6       ganization, the number of undernourished people in  
7       Africa has more than doubled, from approximately  
8       100,000,000 in the late 1960s to 215,000,000 in  
9       1998, and is projected to increase to 265,000,000 by  
10      the year 2010. According to the Food and Agri-  
11      culture Organization, the term “under nutrition”  
12      means inadequate consumption of nutrients, often  
13      adversely affecting children’s physical and mental  
14      development, undermining their future as productive  
15      and creative members of their communities.

16             (3)(A) Currently, agricultural production in Af-  
17      rica employs about two-thirds of the workforce but  
18      produces less than one-fourth of the gross domestic  
19      product in sub-Saharan Africa, according to the  
20      World Bank Group.

21             (B) Africa’s food imports are projected to rise  
22      from less than 8,000,000 metric tons in 1990 to  
23      more than 25,000,000 metric tons by the year 2020.

1           (4) African women produce up to 80 percent of  
2           the total food supply in Africa according to the  
3           International Food Policy Research Institute.

4           (5) The most effective way to improve condi-  
5           tions of the poor is to increase the productivity of  
6           the agricultural sector. Productivity increases can be  
7           fostered by increasing research and education in ag-  
8           riculture and rural development.

9           (6)(A) In November 1996, the World Food  
10          Summit set a goal of reducing hunger worldwide by  
11          50 percent by the year 2015 and encouraged na-  
12          tional governments to develop domestic food plans  
13          and to support international aid efforts.

14          (B) Since then, several agencies of the United  
15          Nations, including the International Fund for Agri-  
16          cultural Development (IFAD), whose mission is to  
17          provide the rural poor and women in the developing  
18          world with cost-effective ways of overcoming hunger,  
19          poverty, and malnutrition, have undertaken a coop-  
20          erative initiative on Africa.

21          (7) Although the World Bank Group recently  
22          has launched a major initiative to support agricul-  
23          tural and rural development, only 10 percent, or  
24          \$1,200,000,000, of its total lending to sub-Saharan

1 Africa for fiscal years 1993 to 1997 was devoted to  
2 agriculture.

3 (8)(A) The future prosperity of the United  
4 States food processing and agricultural sector is in-  
5 creasingly dependent on exports and the liberaliza-  
6 tion of global trade.

7 (B) Africa represents a huge potential market  
8 for United States food and agricultural products.

9 (9)(A) Increased private sector investment in  
10 African countries and expanded trade between the  
11 United States and Africa can greatly help African  
12 countries achieve food self-sufficiency and graduate  
13 from dependency on international assistance.

14 (B) Development assistance, technical assist-  
15 ance, and training from bilateral governmental and  
16 multilateral entities, as well as nongovernmental or-  
17 ganizations and land-grant universities, can facilitate  
18 and encourage commercial development in Africa,  
19 such as improving rural roads, agricultural research  
20 and extension, and providing access to credit and  
21 other resources.

22 (10)(A) Several United States private voluntary  
23 organizations have demonstrated success in empow-  
24 ering Africans through direct business ownership

1 and helping African agricultural producers more effi-  
2 ciently and directly market their products.

3 (B) Rural business associations, owned and  
4 controlled by farmer shareholders, also greatly aid  
5 agricultural producers to increase their household in-  
6 comes.

7 (11)(A) Over a decade ago, the Development  
8 Fund for Africa (DFA) was enacted into law “to  
9 help the poor majority of men and women in sub-  
10 Saharan Africa to participate in a process of long-  
11 term development through economic growth that is  
12 equitable, participatory, environmentally sustainable,  
13 and self-reliant.”.

14 (B) In recent years, political change and eco-  
15 nomic recovery in Africa have amplified the impor-  
16 tance of this policy objective while generating new  
17 opportunities for its advancement.

18 (C) Despite these developments, funding for the  
19 Development Fund for Africa has declined from a  
20 high of \$811,000,000 for 1993 to approximately  
21 \$635,000,000 for 1997.

22 (12)(A) United States bilateral development  
23 and humanitarian assistance to sub-Saharan Africa  
24 is approximately one-tenth of 1 percent of the total  
25 annual budget of the United States Government.

1 (B) Funding for agricultural development  
2 worldwide by the United States Agency for Inter-  
3 national Development has declined from 36 percent  
4 of its total budget in 1988 to 15 percent in 1997.

5 (13) The United States Agency for Inter-  
6 national Development has initiated an Africa Food  
7 Security Initiative in an effort to improve child nu-  
8 trition and increase agricultural income in Africa.

9 (b) DECLARATION OF POLICY.—It is the policy of the  
10 United States, consistent with title XII of part I of the  
11 Foreign Assistance Act of 1961, to support governments  
12 of sub-Saharan African countries, United States and Afri-  
13 can nongovernmental organizations, universities, busi-  
14 nesses, and international agencies, to help ensure the  
15 availability of basic nutrition and economic opportunities  
16 for individuals in sub-Saharan Africa, through sustainable  
17 agriculture and rural development.

18 **TITLE I—ASSISTANCE FOR SUB-**  
19 **SAHARAN AFRICA**

20 **SEC. 101. AFRICA FOOD SECURITY INITIATIVE.**

21 (a) ADDITIONAL REQUIREMENTS IN CARRYING OUT  
22 THE INITIATIVE.—In providing development assistance  
23 under the Africa Food Security Initiative, or any com-  
24 parable or successor program, the Administrator of the  
25 United States Agency for International Development—

1           (1) shall emphasize programs and projects that  
2       improve the food security of infants, young children,  
3       school-age children, women and food-insecure house-  
4       holds, or that improve the agricultural productivity,  
5       incomes, and marketing of the rural poor in Africa;

6           (2) shall solicit and take into consideration the  
7       views and needs of intended beneficiaries and pro-  
8       gram participants during the selection, planning, im-  
9       plementation, and evaluation phases of projects; and

10          (3) shall ensure that programs are designed  
11       and conducted in cooperation with African and  
12       United States organizations and institutions, such as  
13       private and voluntary organizations, cooperatives,  
14       land-grant and other appropriate universities, and  
15       local producer-owned cooperative marketing and  
16       buying associations, that have expertise in address-  
17       ing the needs of the poor, small-scale farmers, entre-  
18       preneurs, and rural workers, including women.

19       (b) SENSE OF CONGRESS.—It is the sense of Con-  
20       gress that, if there is an increase in funding for sub-Saha-  
21       ran programs, the Administrator of the United States  
22       Agency for International Development should proportion-  
23       ately increase resources to the Africa Food Security Initia-  
24       tive, or any comparable or successor program, for fiscal



1 year 2000 and subsequent fiscal years in order to meet  
2 the needs of the countries participating in such Initiative.

3 **SEC. 102. MICROENTERPRISE ASSISTANCE.**

4 (a) BILATERAL ASSISTANCE.—In providing micro-  
5 enterprise assistance for sub-Saharan Africa, the Adminis-  
6 trator of the United States Agency for International De-  
7 velopment shall, to the extent practicable, use credit and  
8 microcredit assistance to improve the capacity and effi-  
9 ciency of agriculture production in sub-Saharan Africa of  
10 small-scale farmers and small rural entrepreneurs. In pro-  
11 viding assistance, the Administrator should take into con-  
12 sideration the needs of women, and should use the applied  
13 research and technical assistance capabilities of United  
14 States land-grant universities.

15 (b) MULTILATERAL ASSISTANCE.—

16 (1) IN GENERAL.—The Administrator of the  
17 United States Agency for International Development  
18 shall continue to work with other countries, inter-  
19 national organizations (including multilateral devel-  
20 opment institutions), and entities assisting micro-  
21 enterprises and shall develop a comprehensive and  
22 coordinated strategy for providing microenterprise  
23 assistance for sub-Saharan Africa.

24 (2) ADDITIONAL REQUIREMENT.—In carrying  
25 out paragraph (1), the Administrator should encour-

1       age the World Bank Consultative Group to Assist  
 2       the Poorest to coordinate the strategy described in  
 3       such paragraph.

4   **SEC. 103. SUPPORT FOR PRODUCER-OWNED COOPERATIVE**  
 5       **MARKETING ASSOCIATIONS.**

6       (a) PURPOSES.—The purposes of this section are—

7           (1) to support producer-owned cooperative pur-  
 8       chasing and marketing associations in sub-Saharan  
 9       Africa;

10          (2) to strengthen the capacity of farmers in  
 11       sub-Saharan Africa to participate in national and  
 12       international private markets and to promote rural  
 13       development in sub-Saharan Africa;

14          (3) to encourage the efforts of farmers in sub-  
 15       Saharan Africa to increase their productivity and in-  
 16       come through improved access to farm supplies, sea-  
 17       sonal credit, technical expertise; and

18          (4) to support small businesses in sub-Saharan  
 19       Africa as they grow beyond microenterprises.

20       (b) SUPPORT FOR PRODUCER-OWNED COOPERATIVE  
 21       MARKETING ASSOCIATIONS.—

22           (1) ACTIVITIES.—

23           (A) IN GENERAL.—The Administrator of  
 24       the United States Agency for International De-  
 25       velopment is authorized to utilize relevant for-

1           eign assistance programs and initiatives for  
2           sub-Saharan Africa to support private pro-  
3           ducer-owned cooperative marketing associations  
4           in sub-Saharan Africa, including rural business  
5           associations that are owned and controlled by  
6           farmer shareholders.

7           (B) ADDITIONAL REQUIREMENTS.—In car-  
8           rying out subparagraph (A), the Adminis-  
9           trator—

10                   (i) shall take into account small-scale  
11                   farmers, small rural entrepreneurs, and  
12                   rural workers and communities;

13                   (ii) shall take into account the local-  
14                   level perspectives of the rural and urban  
15                   poor through close consultation with these  
16                   groups, consistent with section 496(e)(1)  
17                   of the Foreign Assistance Act of 1961 (22  
18                   U.S.C. 2293(e)(1)); and

19                   (iii) should take into consideration the  
20                   needs of women.

21           (2) OTHER ACTIVITIES.—In addition to carry-  
22           ing out paragraph (1), the Administrator is encour-  
23           aged—

24                   (A) to cooperate with governments of for-  
25                   eign countries, including governments of politi-

cal subdivisions of such countries, their agricultural research universities, and particularly with United States nongovernmental organizations and United States land-grant universities, that have demonstrated expertise in the development and promotion of successful private producer-owned cooperative marketing associations; and

(B) to facilitate partnerships between United States and African cooperatives and private businesses to enhance the capacity and technical and marketing expertise of business associations in sub-Saharan Africa.

**SEC. 104. AGRICULTURAL AND RURAL DEVELOPMENT ACTIVITIES OF THE OVERSEAS PRIVATE INVESTMENT CORPORATION.**

(a) PURPOSE.—The purpose of this section is to encourage the Overseas Private Investment Corporation to work with United States businesses and other United States entities to invest in rural sub-Saharan Africa, particularly in ways that will develop the capacities of small-scale farmers and small rural entrepreneurs, including women, in sub-Saharan Africa.

(b) SENSE OF CONGRESS.—It is the sense of Congress that—

1           (1) the Overseas Private Investment Corpora-  
2           tion should exercise its authority under law to un-  
3           dertake an initiative to support private agricultural  
4           and rural development in sub-Saharan Africa, in-  
5           cluding issuing loans, guaranties, and insurance, to  
6           support rural development in sub-Saharan Africa,  
7           particularly to support intermediary organizations  
8           that—

9                   (A) directly serve the needs of small-scale  
10                  farmers, small rural entrepreneurs, and rural  
11                  producer-owned cooperative purchasing and  
12                  marketing associations;

13                  (B) have a clear track-record of support  
14                  for sound business management practices; and

15                  (C) have demonstrated experience with  
16                  participatory development methods; and

17           (2) the Overseas Private Investment Corpora-  
18           tion should utilize existing equity funds, loan and in-  
19           surance funds, to the extent feasible and in accord-  
20           ance with existing contractual obligations, to support  
21           agriculture and rural development in sub-Saharan  
22           Africa.

1 **SEC. 105. AGRICULTURAL RESEARCH AND EXTENSION AC-**  
2 **TIVITIES.**

3 (a) DEVELOPMENT OF PLAN.—The Administrator of  
4 the United States Agency for International Development,  
5 in consultation with the Secretary of Agriculture and ap-  
6 propriate Department of Agriculture agencies, especially  
7 the Cooperative State, Research, Education and Extension  
8 Service (CSREES), shall develop a comprehensive plan to  
9 coordinate and build on the research and extension activi-  
10 ties of United States land-grant universities, international  
11 agricultural research centers, and national agricultural re-  
12 search and extension centers in sub-Saharan Africa.

13 (b) ADDITIONAL REQUIREMENTS.—Such plan shall  
14 seek to ensure that—

15 (1) research and extension activities will re-  
16 spond to the needs of small-scale farmers while de-  
17 veloping the potential and skills of researchers, ex-  
18 tension agents, farmers, and agribusiness persons in  
19 sub-Saharan Africa;

20 (2) sustainable agricultural methods of farming  
21 will be considered together with new technologies in  
22 increasing agricultural productivity in sub-Saharan  
23 Africa; and

24 (3) research and extension efforts will focus on  
25 sustainable agricultural practices and will be adapt-

1 ed to widely varying climates within sub-Saharan Af-  
2 rica.

3 **TITLE II—WORLDWIDE FOOD AS-**  
4 **SISTANCE AND AGRICUL-**  
5 **TURAL PROGRAMS**

6 **Subtitle A—Nonemergency Food**  
7 **Assistance Programs**

8 **SEC. 201. NONEMERGENCY FOOD ASSISTANCE PROGRAMS.**

9 (a) IN GENERAL.—In providing nonemergency assist-  
10 ance under title II of the Agricultural Trade Development  
11 and Assistance Act of 1954 (7 U.S.C. 1721 et seq.), the  
12 Administrator of the United States Agency for Inter-  
13 national Development shall ensure that—

14 (1) in planning, decisionmaking, and implemen-  
15 tation in providing such assistance, the Adminis-  
16 trator takes into consideration local input and par-  
17 ticipation directly and through United States and in-  
18 digenous private and voluntary organizations;

19 (2) each of the nonemergency activities de-  
20 scribed in paragraphs (2) through (6) of section 201  
21 of such Act (7 U.S.C. 1721), including programs  
22 that provide assistance to people of any age group  
23 who are otherwise unable to meet their basic food  
24 needs (including feeding programs for the disabled,

1 orphaned, elderly, sick and dying), are carried out;  
 2 and

3 (3) greater flexibility is provided for program  
 4 and evaluation plans so that such assistance may be  
 5 developed to meet local needs, as provided for in sec-  
 6 tion 202(f) of such Act (7 U.S.C. 1722(f)).

7 (b) OTHER REQUIREMENTS.—In providing assist-  
 8 ance under the Agriculture Trade Development and As-  
 9 sistance Act of 1954, the Secretary of Agriculture and the  
 10 Administrator of United States Agency for International  
 11 Development shall ensure that commodities are provided  
 12 in a manner that is consistent with sections 403 (a) and  
 13 (b) of such Act (7 U.S.C. 1733 (a) and (b)).

14 **Subtitle B—Bill Emerson Humanitarian International Food Secu-**  
 15 **ritarian International Food Secu-**  
 16 **ritary Trust Act of 1998**

17 **SEC. 211. SHORT TITLE.**

18 This subtitle may be cited as the “Bill Emerson Hu-  
 19 manitarian International Food Security Trust Act of  
 20 1998”.

21 **SEC. 212. BILL EMERSON HUMANITARIAN TRUST ACT.**

22 (a) IN GENERAL.—Section 302 of the Agricultural  
 23 Act of 1980 (7 U.S.C. 1736f–1) is amended—

24 (1) in subsection (b)—



1 (A) in the subsection heading, by inserting  
2 “OR FUNDS” after “COMMODITIES”;

3 (B) in paragraph (1)—

4 (i) in subparagraph (B), by striking  
5 “and” at the end;

6 (ii) in subparagraph (C), by striking  
7 the period at the end and inserting “;  
8 and”; and

9 (iii) by adding at the end the follow-  
10 ing:

11 “(D) funds made available under para-  
12 graph (2)(B).”; and

13 (C) in paragraph (2)—

14 (i) in subparagraph (A), by striking  
15 “Subject to subsection (h), commodities”  
16 and inserting “Commodities”; and

17 (ii) by striking subparagraph (B) and  
18 inserting the following:

19 “(B) FUNDS.—Any funds used to acquire  
20 eligible commodities through purchases from  
21 producers or in the market to replenish the  
22 trust shall be derived—

23 “(i) with respect to fiscal year 2000  
24 and subsequent fiscal years, from funds  
25 made available to carry out the Agricul-

tural Trade Development and Assistance Act of 1954 (7 U.S.C. 1691 et seq.) that are used to repay or reimburse the Commodity Credit Corporation for the release of eligible commodities under subsections (c)(2) and (f)(2), except that, of such funds, not more than \$20,000,000 may be expended for this purpose in each of the fiscal years 2000 through 2003 and any such funds not expended for the fiscal year allocated shall be available for expenditure in subsequent fiscal years; and

“(ii) from funds authorized for that use by an appropriations Act.”;

(2) in subsection (c)(2)—

(A) by striking “ASSISTANCE.—Notwithstanding” and inserting the following: “ASSISTANCE.—

“(A) IN GENERAL.—Notwithstanding”; and

(B) by adding at the end the following:

“(B) LIMITATION.—The Secretary may release eligible commodities under subparagraph (A) only to the extent such release is consistent

1 with maintaining the long-term value of the  
2 trust.”;

3 (3) in subsection (d)—

4 (A) in paragraph (1), by striking “and” at  
5 the end;

6 (B) in paragraph (2), by striking the pe-  
7 riod at the end and inserting “; and”; and

8 (C) by adding at the end the following:

9 “(3) subject to the need for release of commod-  
10 ities from the trust under subsection (c)(1), for the  
11 management of the trust to preserve the value of the  
12 trust through acquisitions under subsection (b)(2).”;

13 (4) in subsection (f)—

14 (A) in paragraph (2), by inserting “OF  
15 THE TRUST” after “REIMBURSEMENT” in the  
16 heading; and

17 (B) in paragraph (2)(A), by inserting “and  
18 the funds shall be available to replenish the  
19 trust under subsection (b)” before the end pe-  
20 riod; and

21 (5) by striking subsection (h).

22 (b) CONFORMING AMENDMENTS.—

23 (1) Title III of the Agricultural Act of 1980 (7  
24 U.S.C. 1736f–1 et seq.) is amended by striking the  
25 title heading and inserting the following:

1       **“TITLE III—BILL EMERSON**  
2       **HUMANITARIAN TRUST”.**

3               (2) Section 301 of the Agricultural Act of 1980  
4       (7 U.S.C. 1736f–1 note) is amended to read as fol-  
5       lows:

6       **“SEC. 301. SHORT TITLE.**

7               “‘This title may be cited as the ‘Bill Emerson Human-  
8       itarian Trust Act’.”.

9               (3) Section 302 of the Agricultural Act of 1980  
10       (7 U.S.C. 1736f–1) is amended—

11               (A) in the section heading, by striking  
12       **“RESERVE”** and inserting **“TRUST”**;

13               (B) by striking “reserve” each place it ap-  
14       pears (other than in subparagraphs (A) and (B)  
15       of subsection (b)(1)) and inserting “trust”;

16               (C) in subsection (b)—

17                       (i) in the subsection heading, by strik-  
18       ing **“RESERVE”** and inserting **“TRUST”**;

19                       (ii) in paragraph (1)(B), by striking  
20       “reserve,” and inserting “trust,”; and

21                       (iii) in the paragraph heading of para-  
22       graph (2), by striking **“RESERVE”** and in-  
23       serting **“TRUST”**; and

1 (D) in the subsection heading of subsection  
 2 (e), by striking “RESERVE” and inserting  
 3 “TRUST”.

4 (4) Section 208(d)(2) of the Agricultural Trade  
 5 Suspension Adjustment Act of 1980 (7 U.S.C.  
 6 4001(d)(2)) is amended by striking “Food Security  
 7 Commodity Reserve Act of 1996” and inserting  
 8 “Bill Emerson Humanitarian Trust Act (7 U.S.C.  
 9 1736f–1 et seq.)”.

10 (5) Section 901b(b)(3) of the Merchant Marine  
 11 Act, 1936 (46 U.S.C. App. 1241f(b)(3)), is amended  
 12 by striking “Food Security Wheat Reserve Act of  
 13 1980 (7 U.S.C. 1736f–1)” and inserting “Bill  
 14 Emerson Humanitarian Trust Act (7 U.S.C. 1736f–  
 15 1 et seq.)”.

## 16 **TITLE III—MISCELLANEOUS** 17 **PROVISIONS**

### 18 **SEC. 301. REPORT.**

19 Not later than 6 months after the date of enactment  
 20 of this Act, the Administrator of the United States Agency  
 21 for International Development, in consultation with the  
 22 heads of other appropriate agencies, shall prepare and  
 23 submit to Congress a report on how the Agency plans to  
 24 implement sections 101, 102, 103, 105, and 201 of this  
 25 Act, the steps that have been taken toward such imple-

- 1 mentation, and an estimate of all amounts expended or
- 2 to be expended on related activities during the current and
- 3 previous 4 fiscal years.

