

105TH CONGRESS
2D SESSION

S. 2283

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

IN THE SENATE OF THE UNITED STATES

JULY 9, 1998

Mr. DEWINE (for himself, Mr. SARBANES, Mr. JOHNSON, Mrs. MURRAY, Mr. MOYNIHAN, Mr. ABRAHAM, Ms. SNOWE, and Mr. LEVIN) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

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

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

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

6 (b) TABLE OF CONTENTS.—The table of contents is
7 as follows:

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

TITLE I—ASSISTANCE FOR SUB-SAHARAN AFRICA

- 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.

TITLE II—WORLDWIDE FOOD ASSISTANCE AND AGRICULTURAL PROGRAMS

Subtitle A—Nonemergency Food Assistance Programs

- Sec. 201. Nonemergency food assistance programs.

Subtitle B—Bill Emerson Humanitarian Trust Act of 1998

- Sec. 211. Short title.
 Sec. 212. Amendments to the Food Security Commodity Reserve Act of 1996.

Subtitle C—International Fund for Agricultural Development

- Sec. 221. Review of the International Fund for Agricultural Development.

TITLE III—MISCELLANEOUS PROVISIONS

- Sec. 301. Report.

1 **SEC. 2. FINDINGS AND DECLARATION OF POLICY.**

2 (a) FINDINGS.—Congress finds the following:

3 (1) The economic, security, and humanitarian
 4 interests of the United States and the nations of
 5 sub-Saharan Africa would be enhanced by sustain-
 6 able, broad-based public and private sector agricul-
 7 tural and rural development in each of the African
 8 nations. The United States should support such de-
 9 velopment.

10 (2) According to the Food and Agriculture Or-
 11 ganization, the number of undernourished people in
 12 Africa has more than doubled, from approximately
 13 100,000,000 in the late 1960s to 215,000,000 in

1 1998, and is projected to increase to 265,000,000 by
2 the year 2010. According to the Food and Agri-
3 culture Organization, the term “under nutrition”
4 means inadequate consumption of nutrients, often
5 adversely affecting children’s physical and mental
6 development, undermining their future as productive
7 and creative members of their communities.

8 (3)(A) Currently, agricultural production in Af-
9 rica employs about two-thirds of the workforce but
10 produces less than one-fourth of the gross domestic
11 product in sub-Saharan Africa, according to the
12 World Bank Group.

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

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

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

24 (6)(A) In November 1996, the World Food
25 Summit set a goal of reducing hunger worldwide by

1 50 percent by the year 2015 and encouraged na-
2 tional governments to develop domestic food plans
3 and to support international aid efforts.

4 (B) Since then, several agencies of the United
5 Nations, including the International Fund for Agri-
6 cultural Development (IFAD), whose mission is to
7 provide the rural poor and women in the developing
8 world with cost-effective ways of overcoming hunger,
9 poverty, and malnutrition, have undertaken a coop-
10 erative initiative on Africa.

11 (7) Although the World Bank Group recently
12 has launched a major initiative to support agricul-
13 tural and rural development, only 10 percent, or
14 \$1,200,000,000, of its total lending to sub-Saharan
15 Africa for fiscal years 1993 to 1997 was devoted to
16 agriculture.

17 (8)(A) The future prosperity of the United
18 States food processing and agricultural sector is in-
19 creasingly dependent on exports and the liberaliza-
20 tion of global trade.

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

23 (9)(A) Increased private sector investment in
24 African countries and expanded trade between the
25 United States and Africa can greatly help African

1 countries achieve food self-sufficiency and graduate
2 from dependency on international assistance.

3 (B) Development assistance, technical assist-
4 ance, and training from bilateral governmental and
5 multilateral entities, as well as nongovernmental or-
6 ganizations and land-grant universities, can facilitate
7 and encourage commercial development in Africa,
8 such as improving rural roads, agricultural research
9 and extension, and providing access to credit and
10 other resources.

11 (10)(A) Several United States private voluntary
12 organizations have demonstrated success in empow-
13 ering Africans through direct business ownership
14 and helping African agricultural producers more effi-
15 ciently and directly market their products.

16 (B) Rural business associations, owned and
17 controlled by farmer shareholders, also greatly aid
18 agricultural producers to increase their household in-
19 comes.

20 (11)(A) Over a decade ago, the Development
21 Fund for Africa (DFA) was enacted into law “to
22 help the poor majority of men and women in sub-
23 Saharan Africa to participate in a process of long-
24 term development through economic growth that is

1 equitable, participatory, environmentally sustainable,
2 and self-reliant.”.

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

7 (C) Despite these developments, funding for the
8 Development Fund for Africa has declined from a
9 high of \$811,000,000 for 1993 to approximately
10 \$635,000,000 for 1997.

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

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

19 (13) The United States Agency for Inter-
20 national Development has initiated an Africa Food
21 Security Initiative in an effort to improve child nu-
22 trition and increase agricultural income in Africa.

23 (b) DECLARATION OF POLICY.—It is the policy of the
24 United States, consistent with title XII of part I of the
25 Foreign Assistance Act of 1961, to support governments

1 of sub-Saharan African countries, United States and Afri-
2 can nongovernmental organizations, universities, busi-
3 nesses, and international agencies, to help ensure the
4 availability of basic nutrition and economic opportunities
5 for individuals in sub-Saharan Africa, through sustainable
6 agriculture and rural development.

7 **TITLE I—ASSISTANCE FOR SUB-**
8 **SAHARAN AFRICA**

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

10 (a) ADDITIONAL REQUIREMENTS IN CARRYING OUT
11 THE INITIATIVE.—In providing development assistance
12 under the Africa Food Security Initiative, or any com-
13 parable or successor program, the Administrator of the
14 United States Agency for International Development—

15 (1) shall emphasize programs and projects that
16 improve the food security of infants, young children,
17 school-age children, women and food-insecure house-
18 holds, or that improve the agricultural productivity,
19 incomes, and marketing of the rural poor in Africa;

20 (2) shall solicit and take into consideration the
21 views and needs of intended beneficiaries and pro-
22 gram participants during the selection, planning, im-
23 plementation, and evaluation phases of projects; and

24 (3) shall ensure that programs are designed
25 and conducted in cooperation with African and

1 United States organizations and institutions, such as
2 private and voluntary organizations, cooperatives,
3 land-grant and other appropriate universities, and
4 local producer-owned cooperative marketing and
5 buying associations, that have expertise in address-
6 ing the needs of the poor, small-scale farmers, entre-
7 preneurs, and rural workers, including women.

8 (b) SENSE OF CONGRESS.—It is the sense of Con-
9 gress that, if there is an increase in funding for sub-Saha-
10 ran programs, the Administrator of the United States
11 Agency for International Development should proportion-
12 ately increase resources to the Africa Food Security Initia-
13 tive, or any comparable or successor program, for fiscal
14 year 2000 and subsequent fiscal years in order to meet
15 the needs of the countries participating in such Initiative.

16 **SEC. 102. MICROENTERPRISE ASSISTANCE.**

17 (a) BILATERAL ASSISTANCE.—In providing micro-
18 enterprise assistance for sub-Saharan Africa, the Adminis-
19 trator of the United States Agency for International De-
20 velopment shall, to the extent practicable, use credit and
21 microcredit assistance to improve the capacity and effi-
22 ciency of agriculture production in sub-Saharan Africa of
23 small-scale farmers and small rural entrepreneurs. In pro-
24 viding assistance, the Administrator should take into con-
25 sideration the needs of women, and should use the applied

1 research and technical assistance capabilities of United
2 States land-grant universities.

3 (b) MULTILATERAL ASSISTANCE.—

4 (1) IN GENERAL.—The Administrator of the
5 United States Agency for International Development
6 shall continue to work with other countries, inter-
7 national organizations (including multilateral devel-
8 opment institutions), and entities assisting micro-
9 enterprises and shall develop a comprehensive and
10 coordinated strategy for providing microenterprise
11 assistance for sub-Saharan Africa.

12 (2) ADDITIONAL REQUIREMENT.—In carrying
13 out paragraph (1), the Administrator should encour-
14 age the World Bank Consultative Group to Assist
15 the Poorest to coordinate the strategy described in
16 such paragraph.

17 **SEC. 103. SUPPORT FOR PRODUCER-OWNED COOPERATIVE**
18 **MARKETING ASSOCIATIONS.**

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

20 (1) to support producer-owned cooperative pur-
21 chasing and marketing associations in sub-Saharan
22 Africa;

23 (2) to strengthen the capacity of farmers in
24 sub-Saharan Africa to participate in national and

1 international private markets and to promote rural
2 development in sub-Saharan Africa;

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

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

9 (b) SUPPORT FOR PRODUCER-OWNED COOPERATIVE
10 MARKETING ASSOCIATIONS.—

11 (1) ACTIVITIES.—

12 (A) IN GENERAL.—The Administrator of
13 the United States Agency for International De-
14 velopment is authorized to utilize relevant for-
15 eign assistance programs and initiatives for
16 sub-Saharan Africa to support private pro-
17 ducer-owned cooperative marketing associations
18 in sub-Saharan Africa, including rural business
19 associations that are owned and controlled by
20 farmer shareholders.

21 (B) ADDITIONAL REQUIREMENTS.—In car-
22 rying out subparagraph (A), the Adminis-
23 trator—

1 (i) shall take into account small-scale
2 farmers, small rural entrepreneurs, and
3 rural workers and communities;

4 (ii) shall take into account the local-
5 level perspectives of the rural and urban
6 poor through close consultation with these
7 groups, consistent with section 496(e)(1)
8 of the Foreign Assistance Act of 1961 (22
9 U.S.C. 2293(e)(1)); and

10 (iii) should take into consideration the
11 needs of women.

12 (2) OTHER ACTIVITIES.—In addition to carry-
13 ing out paragraph (1), the Administrator is encour-
14 aged—

15 (A) to cooperate with governments of for-
16 eign countries, including governments of politi-
17 cal subdivisions of such countries, their agricul-
18 tural research universities, and particularly with
19 United States nongovernmental organizations
20 and United States land-grant universities, that
21 have demonstrated expertise in the development
22 and promotion of successful private producer-
23 owned cooperative marketing associations; and

24 (B) to facilitate partnerships between
25 United States and African cooperatives and pri-

1 vate businesses to enhance the capacity and
2 technical and marketing expertise of business
3 associations in sub-Saharan Africa.

4 **SEC. 104. AGRICULTURAL AND RURAL DEVELOPMENT AC-**
5 **TIVITIES OF THE OVERSEAS PRIVATE IN-**
6 **VESTMENT CORPORATION.**

7 (a) PURPOSE.—The purpose of this section is to en-
8 courage the Overseas Private Investment Corporation to
9 work with United States businesses and other United
10 States entities to invest in rural sub-Saharan Africa, par-
11 ticularly in ways that will develop the capacities of small-
12 scale farmers and small rural entrepreneurs, including
13 women, in sub-Saharan Africa.

14 (b) SENSE OF CONGRESS.—It is the sense of Con-
15 gress that—

16 (1) the Overseas Private Investment Corpora-
17 tion should exercise its authority under law to un-
18 dertake an initiative to support private agricultural
19 and rural development in sub-Saharan Africa, in-
20 cluding issuing loans, guaranties, and insurance, to
21 support rural development in sub-Saharan Africa,
22 particularly to support intermediary organizations
23 that—

24 (A) directly serve the needs of small-scale
25 farmers, small rural entrepreneurs, and rural

1 producer-owned cooperative purchasing and
2 marketing associations;

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

5 (C) have demonstrated experience with
6 participatory development methods; and

7 (2) the Overseas Private Investment Corpora-
8 tion should utilize existing equity funds, loan and in-
9 surance funds, to the extent feasible and in accord-
10 ance with existing contractual obligations, to support
11 agriculture and rural development in sub-Saharan
12 Africa.

13 **SEC. 105. AGRICULTURAL RESEARCH AND EXTENSION AC-**
14 **TIVITIES.**

15 (a) DEVELOPMENT OF PLAN.—The Administrator of
16 the United States Agency for International Development,
17 in consultation with the Secretary of Agriculture and ap-
18 propriate Department of Agriculture agencies, especially
19 the Cooperative State, Research, Education and Extension
20 Service (CSREES), shall develop a comprehensive plan to
21 coordinate and build on the research and extension activi-
22 ties of United States land-grant universities, international
23 agricultural research centers, and national agricultural re-
24 search and extension centers in sub-Saharan Africa.

1 (b) ADDITIONAL REQUIREMENTS.—Such plan shall
2 seek to ensure that—

3 (1) research and extension activities will re-
4 spond to the needs of small-scale farmers while de-
5 veloping the potential and skills of researchers, ex-
6 tension agents, farmers, and agribusiness persons in
7 sub-Saharan Africa;

8 (2) sustainable agricultural methods of farming
9 will be considered together with new technologies in
10 increasing agricultural productivity in sub-Saharan
11 Africa; and

12 (3) research and extension efforts will focus on
13 sustainable agricultural practices and will be adapt-
14 ed to widely varying climates within sub-Saharan Af-
15 rica.

16 **TITLE II—WORLDWIDE FOOD AS-**
17 **SISTANCE AND AGRICUL-**
18 **TURAL PROGRAMS**

19 **Subtitle A—Nonemergency Food**
20 **Assistance Programs**

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

22 (a) IN GENERAL.—In providing nonemergency assist-
23 ance under title II of the Agricultural Trade Development
24 and Assistance Act of 1954 (7 U.S.C. 1721 et seq.), the

1 Administrator of the United States Agency for Inter-
2 national Development shall ensure that—

3 (1) in planning, decisionmaking, and implemen-
4 tation in providing such assistance, the Adminis-
5 trator takes into consideration local input and par-
6 ticipation directly and through United States and in-
7 digenous private and voluntary organizations;

8 (2) each of the nonemergency activities de-
9 scribed in paragraphs (2) through (6) of section 201
10 of such Act (7 U.S.C. 1721), including programs
11 that provide assistance to people of any age group
12 who are otherwise unable to meet their basic food
13 needs (including feeding programs for the disabled,
14 orphaned, elderly, sick and dying), are carried out;
15 and

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

20 (b) OTHER REQUIREMENTS.—In providing assist-
21 ance under the Agriculture Trade Development and As-
22 sistance Act of 1954, the Secretary of Agriculture and the
23 Administrator of United States Agency for International
24 Development shall ensure that commodities are provided

1 in a manner that is consistent with sections 403 (a) and
2 (b) of such Act (7 U.S.C. 1733 (a) and (b)).

3 **Subtitle B—Bill Emerson**
4 **Humanitarian Trust Act of 1998**

5 **SEC. 211. SHORT TITLE.**

6 This subtitle may be cited as the “Bill Emerson Hu-
7 manitarian Trust Act of 1998”.

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

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

11 (1) in subsection (b)—

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

14 (B) in paragraph (1)—

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

17 (ii) in subparagraph (C), by striking
18 the period at the end and inserting “;
19 and”; and

20 (iii) by adding at the end the follow-
21 ing:

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

24 (C) in paragraph (2)—

1 (i) in subparagraph (A), by striking
2 “Subject to subsection (h), commodities”
3 and inserting “Commodities”; and

4 (ii) by striking subparagraph (B) and
5 inserting the following:

6 “(B) FUNDS.—Any funds used to acquire
7 eligible commodities through purchases from
8 producers or in the market to replenish the
9 trust shall be derived—

10 “(i) from funds made available to
11 carry out the Agricultural Trade Develop-
12 ment and Assistance Act of 1954 (7
13 U.S.C. 1691 et seq.) that are used to
14 repay or reimburse the Commodity Credit
15 Corporation for the release of eligible com-
16 modities under subsections (c)(2) and
17 (f)(2);

18 “(ii) from available balances under the
19 Agricultural Trade Development and As-
20 sistance Act of 1954 (7 U.S.C. 1691 et
21 seq.); and

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

24 (2) in subsection (c)(2)—

1 (A) by striking “ASSISTANCE.—Notwith-
2 standing” and inserting the following: “ASSIST-
3 ANCE.—

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

6 (B) by adding at the end the following:

7 “(B) LIMITATION.—The Secretary may re-
8 lease eligible commodities under subparagraph
9 (A) only to the extent such release is consistent
10 with maintaining the long-term value of the
11 trust.”;

12 (3) in subsection (d)—

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

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

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

18 “(3) subject to the need for release of commod-
19 ities from the trust under subsection (c)(1), for the
20 management of the trust to preserve the value of the
21 trust through acquisitions under subsection (b)(2).”;

22 (4) in subsection (f)—

23 (A) in paragraph (2), by inserting “OF
24 THE TRUST” after “REIMBURSEMENT” in the
25 heading; and

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

5 (5) by striking subsection (h).

6 (b) CONFORMING AMENDMENTS.—

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

10 **“TITLE III—BILL EMERSON**
 11 **HUMANITARIAN TRUST”.**

12 (2) Section 301 of the Agricultural Act of 1980
 13 (7 U.S.C. 1736f–1 note) is amended to read as fol-
 14 lows:

15 **“SEC. 301. SHORT TITLE.**

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

18 (3) Section 302 of the Agricultural Act of 1980
 19 (7 U.S.C. 1736f–1) is amended—

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

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

25 (C) in subsection (b)—

1 (i) in the subsection heading, by strik-
2 ing “RESERVE” and inserting “TRUST”;

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

5 (iii) in the paragraph heading of para-
6 graph (2), by striking “RESERVE” and in-
7 serting “TRUST”; and

8 (D) in the subsection heading of subsection
9 (e), by striking “RESERVE” and inserting
10 “TRUST”.

11 (4) Section 208(d)(2) of the Agricultural Trade
12 Suspension Adjustment Act of 1980 (7 U.S.C.
13 4001(d)(2)) is amended by striking “Food Security
14 Commodity Reserve Act of 1996” and inserting
15 “Bill Emerson Humanitarian Trust Act (7 U.S.C.
16 1736f–1 et seq.)”.

17 (5) Section 901b(b)(3) of the Merchant Marine
18 Act, 1936 (46 U.S.C. App. 1241f(b)(3)), is amended
19 by striking “Food Security Wheat Reserve Act of
20 1980 (7 U.S.C. 1736f–1)” and inserting “Bill
21 Emerson Humanitarian Trust Act (7 U.S.C. 1736f–
22 1 et seq.)”.

1 **TITLE III—MISCELLANEOUS**
2 **PROVISIONS**

3 **SEC. 301. REPORT.**

4 Not later than 6 months after the date of enactment
5 of this Act, the Administrator of the United States Agency
6 for International Development, in consultation with the
7 heads of other appropriate agencies, shall prepare and
8 submit to Congress a report on how the Agency plans to
9 implement sections 101, 102, 103, 105, and 201 of this
10 Act, the steps that have been taken toward such imple-
11 mentation, and an estimate of all amounts expended or
12 to be expended on related activities during the current and
13 previous 4 fiscal years.

○