

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.

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

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 International Food Security 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.

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

9 (a) **FINDINGS.**—Congress finds the following:

- 10 (1) The economic, security, and humanitarian
- 11 interests of the United States and the nations of
- 12 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-

1 cal subdivisions of such countries, their agricul-
2 tural research universities, and particularly with
3 United States nongovernmental organizations
4 and United States land-grant universities, that
5 have demonstrated expertise in the development
6 and promotion of successful private producer-
7 owned cooperative marketing associations; and

8 (B) to facilitate partnerships between
9 United States and African cooperatives and pri-
10 vate businesses to enhance the capacity and
11 technical and marketing expertise of business
12 associations in sub-Saharan Africa.

13 **SEC. 104. AGRICULTURAL AND RURAL DEVELOPMENT AC-**
14 **TIVITIES OF THE OVERSEAS PRIVATE IN-**
15 **VESTMENT CORPORATION.**

16 (a) PURPOSE.—The purpose of this section is to en-
17 courage the Overseas Private Investment Corporation to
18 work with United States businesses and other United
19 States entities to invest in rural sub-Saharan Africa, par-
20 ticularly in ways that will develop the capacities of small-
21 scale farmers and small rural entrepreneurs, including
22 women, in sub-Saharan Africa.

23 (b) SENSE OF CONGRESS.—It is the sense of Con-
24 gress 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 Security 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-

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

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

15 (2) in subsection (c)(2)—

16 (A) by striking “ASSISTANCE.—Notwith-
17 standing” and inserting the following: “ASSIST-
18 ANCE.—

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

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

22 “(B) LIMITATION.—The Secretary may re-
23 lease eligible commodities under subparagraph
24 (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.

○