

U.S. Needs Improved Policies

Developing neighbors on planet no longer can be neglected; U.S. must formulate political, economic policies

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164 The security and well-being of the world depends on understanding, cooperation, mutual assistance and trade among all its nations. Differences in standards of living and past history are the principle obstacles to good relations between the United States and the developing nations of the world. Educational, agricultural, health and economic opportunities are the principle needs of the people of the developing world if they are to join in the benefits of the Twentieth Century. New policies are required to solve the underlying problems reflected in distrust between nations, uncertain security, movement of illegal aliens and other symptoms of the problems related to the gaps between the developed and developing nations. The educational and technological advancement of the United States institutions can provide the know-how the people of the developing world require to progress rapidly.

These propositions seem to be reasonable ones upon which to base a new assistance policy. What is needed is a policy that establishes a new era in United States relations with our neighbors; an era that remembers the lessons and inadequacies of our past policies and incorporates the strength and opportunities of our present educational, technological and economic position in the world.

Neglect

It has been obvious for decades that the United States' *de facto* policy of neglect toward the developing world has steadily eroded relations between these nations and ourselves and has done little or nothing to help the people of those nations. It also is obvious that foreign aid dollars have had little, if any, positive effect.

The United States' foreign and domestic policies have been based on the idea that money will solve all problems. We have learned in our domestic policy that the lack of money is not always the cause of the problem and, therefore, money is not always the solution. The educational system in the United States is an

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example of this thinking. In the last 20 years we pumped billions of dollars into education and now we find that the quality of education has declined. It is time that we apply this lesson to our policy toward the developing world, realizing that dollars have not bettered the lives of its people or advanced our relations with them.

People in Latin America, the Middle East, Africa, Southeast Asia and elsewhere in the developing world have told me: "Dollars go into the pockets of the government; know-how will go into our minds." In this statement lies both the indictment of our past policies and a direction for our future policy.

The world respects our educational, technological and economic achievements. This respect was accented and magnified by our space program, particularly our Apollo flights to the moon. Those flights caught the imagination and the hope of the developing world more than anyone who has not seen that imagination and hope in a person can believe. More than anywhere else, one sees this most in the emotional response to space reflected in the faces and hearts of Latin Americans.

"If you can go to the moon, why can't we enter the Twentieth Century?" they asked me and other astronauts who traveled in their countries. The answer is "they can" if we are motivated to help and will just concentrate on helping. No other nation can do it; no other nation is expected to do it. However, by our continuing neglect of the root of the problem, the lack of know-how, we are rapidly losing our opportunity.

People of Challenge

It has been said that Americans are a people of challenge. The conquering of the West, the growth of this nation, the industrial and technological advances of the United States and, finally, the conquering of space all substantiate this perception of the American people. Today, we are faced with another challenge, an even more difficult and greater challenge — that of helping the developing nations of the Western Hemisphere enter into the industrial era. I know that if it is perceived as such a challenge the American people will respond and will, again, achieve the goal.

The question is, how do we reach the people so that technology transfer, in the standard vernacular of the day, actually does have an effect, and a rapid effect, on their lives. We must, in this process, take care not to become what one might refer to as technological imperialists. That is, by being so selective in what we transfer that we withhold technology they perceive to be necessary for their future development.

We might decide there are dangerous technologies that we should not allow outside our borders. The

Administration's policy has been in part based on preventing a further transfer of nuclear power in the world because of the problems we see with proliferation. There are, however, countries who believe they are entitled to those benefits along with the problems. The United States could, in a philosophical sense, be accused of being imperialists when we make an arbitrary decision on our own not to allow technology to be utilized for advancement into the Twentieth Century. You should not take these remarks to indicate there will not be conceivable circumstances where we would not want to transfer the technology. But we must be very careful that we do not reach a point where decisions are based solely on our own judgment, without balancing it with the judgment of those who are not yet part of the Twentieth Century. We also must remember that in many cases, unless we are a player, we will not be able to set the rules.

Greater Good

It is not a black-and-white case of either transferring technology or not. In most cases, if we do not, somebody else will. In general, the greater good is served by being a player in the game.

There are three major needs to which technology can be applied in the developing world.

One need is gainful employment. In that the need, the greatest need, is the creation of food and fiber; the products that are necessary for internal consumption and the improvement of the quality of life and the quality and health of the populations, and the enhancement of their ability to live with each other internally. Also, there is the need for the creation of goods for export, whether it be raw or processed material or manufactured goods.

If we are going to help and stimulate manufacturing capability when we deal with certain countries such as Mexico, we carry a direct obligation to be a consumer of those goods.

The second major area of need is the need of educational, health and communications services. Technology transfer can help, for example, in the creation of communications systems without all the needs of developing the ground facilities already available in our national communications system. That can be done now with one satellite and receivers at the point of use. Nigeria, for example, does not have to put in the ground lines or the microwave systems or anything to have a viable communications system, a system that could be, in fact, better in some respects, than the one which we have in the United States today.

With good communications, educational, health and other services can become rapidly and universally available.

And, third, there is the use of international, joint-sovereignty resources. In a global communications satellite system, we have taken a major step to do that. This is the only example where there is broad participation by the developing world in the use of an international technological resource. The INTELSAT management agreements have provided one example of how a workable international agreement can be created and provide the benefits of technology to the

peoples of the developing world.

We are doing the same, but not on a commercial basis, with weather satellite systems. The World Weather Watch provides forecasting capabilities for all nations that wish to participate.

We have on the horizon the possibility—based on the INTELSAT model—for the management of deep-sea resources, the management of international waterways and the management of nuclear waste.

U.S. Government Assistance

In conclusion, the U.S. Department of State should "encourage and assist" United States institutions in the prudent transfer of basic know-how to developing nations. This transfer of basic know-how should be focused in education, agriculture, health, communication, transportation, resource development and labor and intensive industrial development. At the same time, this nation must develop the strategic capacity to forecast, develop and supply the new markets for goods and services that are subsequently created.

The best method of transfer of know-how would be that of targeted service contracts negotiated between United States institutions and developing nations. The service contracts could employ the proven principles of competitive bidding and cost-plus-incentive fee contracting. In addition, contracts should include mandatory provisions for the training of citizens of the host nations so that they can rapidly assume the responsibilities covered by the contracts. A variety of United States institutions should be eligible for bidding on the service contracts in response to requests for proposals approved by both the Secretary of State and the host nations. The eligible institutions should include research, medical and corporate institutions and private consultants and consulting firms.

The financing of these contracts could be arranged through a variety of mechanisms, depending on the country and particulars of the situation. Such financing can include use of world financing institutions in the host country, barter, futures and, if necessary, foreign aid dollars paid to the contractor. The success of a few examples of service contracts now in being should encourage further use of this mechanism either directly by the private contractor or with the assistance of appropriate federal agencies.

Commission

We also should consider the creation of a U.S. national commission composed of individuals from both the private sector and the government. This commission should be chartered to review the various assistance and trade programs presently in existence and recommend the initiatives which should be taken by both the United States government and private industry to accomplish the objectives of a sound assistance policy. This policy must also provide for the development of a strategic marketing capacity for United States goods and services. The present lack of coordination between the U.S. federal government of trade and assistance related to tax, commerce, legal, technological and patent policies is one of the most discourag-

ing aspects of our economic situation.

We can no longer neglect our newly recognized and developing neighbors on this planet. It is imperative that the United States formulate an organized, cohesive policy in both political and economic areas.

If we pursue this approach, I believe that many of the problems of the developing world and those problems which we have with that world will begin to

disappear. By sharing in the benefits of an industrial, free enterprise system, these nations will begin to share a common ground with us. We will have provided the only solution to some of our own problems, including those of declining exports and illegal aliens by addressing ourselves to the root — not the symptom — of the problem.