

## **The Freedom From Hunger Campaign: Inventing the International Development Movement**

**By**

**Matthew Bunch**

James Morris, World Food Programme Executive Director...called for students and young people, faith-based groups, the business community and governments to join forces in a global movement to alleviate and eliminate hunger, especially among children, in an interview Friday Feb. 16, 2007.

*Edith M. Ledberer, Associated Press*

Sounds like FFHC to me...

*Charles H. Weitz, 2007*

The Freedom From Hunger Campaign was a global Campaign to raise awareness of the problem of hunger and malnutrition and possible solution to that problem. Through the Campaign, FAO was able to bring together UN Agencies, governments, NGOs, private industry, religious and community organizations, youth, and millions of individuals in common cause. FFHC was instrumental in the development of the modern international development community, and the Campaign helped transform FAO from a technical agency into a development organization. Though it was originally launched with a five year mandate, FFHC was renewed repeatedly until it was discontinued in the early 1980s. Today, echoes of the Campaign are strong; partnerships and programs initiated under FFHC remain, as do numerous NGOs and organizations that began life as FFHC national committees.

On 1 July, 1960, the Food and Agriculture Organization of the United Nations launched the Freedom From Hunger Campaign (FFHC). FFHC was the brainchild of FAO Director-General Binay Ranjan Sen; it was his vision and ability which inspired and sustained the Campaign and it was under his leadership that the FAO repositioned itself for a massive assault on the problem of hunger and malnutrition. FFHC was developed in the context of a period of review and renewal at the UN and FAO, and Sen was able to take advantage of this environment to create a new role for FAO and to change the way

international development assistance was conceived of and undertaken in the broader development community. When Sen arrived at FAO in 1956 he understood that FAO and the world were ill-equipped to solve the problem of hunger and malnutrition, and he further understood that as population increased the problem would become much worse. Sen used FFHC to draw FAO and other UN Agencies, governments, NGOs, industry, religious organizations, and individuals together in a common effort to combat hunger. He believed that such an effort, properly nurtured, could create an environment where development efforts were self-sustaining and where real, lasting solutions could be found. Sen brought together those partners who would form the core of the Campaign, and worked with them between 1957 and 1960 to organize and develop a program for FFHC. In this way Sen would establish early momentum, and at the time of the launch of FFHC would already have an established network of participants and a detailed program for Campaign activities until 1965.

The Director-General realized early in his first term that FAO was incapable of fulfilling its mandate unless the organization changed its strategy. The change that Sen pursued at FAO was designed to make the organization more activist in nature and less academic in focus. He did not believe that FAO could solve the problem of hunger and malnutrition alone, but he did believe that FAO could bring the world together, and together the world could find solutions. In the years following the Second World War, it became evident that reconstruction and development were possible, and at the same time the world saw the problem of hunger and malnutrition in large parts of the world persist and even worsen. When Sen arrived at FAO the organization and its related bodies were looking for new ideas and approaches to problems whose complexity and seriousness

were becoming increasingly apparent. In Sen's experience inside FAO, at ECOSOC, the Administrative Committee on Coordination (ACC), and with other organizations, we see an environment where innovation and experimentation were welcomed, but where innovation was tempered with pragmatism and caution.

## **FAO and Institutional Reform**

Nineteen hundred and fifty-nine was a decisive year for FAO. Under the leadership of Director-General Sen<sup>1</sup> FAO reviewed its achievements and mandate, and poised itself for a larger, sustained attack on the problem of hunger and malnutrition. In 1957, FAO commissioned Dr. Hernán Santa Cruz, FAO Consultant on Social Welfare Activities and leader of the Chilean delegation to the United Nations, to conduct an internal review of FAO's purpose and achievements.<sup>2</sup> The report, entitled *FAO's Role in Rural Welfare*, did several important things. First, it recognized that the social welfare of any individual was, after the adoption of the Charter of the United Nations, a matter of international law. Second, it pointed out that the UN Specialized Agencies such as FAO, the World Health Organization (WHO), and the United Nations Educational, Scientific, and Cultural Organization (UNESCO), were strictly mandated to guarantee the welfare of

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<sup>1</sup> Sen was first elected to the office of Secretary-General of FAO in September, 1956; his term ending in December, 1959. His second term was from December, 1959 to January, 1964, and his third term was from January 1964 to December 1967. His predecessor was P. Cardon of the United States, and his successor was A.H. Boerma of the Netherlands.

<sup>2</sup> The original proposal for the Report had been the striking of three teams of experts headed by an "outstanding individual" who would investigate FAO internal operations and in its impact on rural welfare. The Director-General decided, in light of the Ninth Session FAO Conference recommendations and Resolution (32/57) authorizing "a team of experts" and because of the need to keep expenditures low on a project that was considered a luxury, to appoint Dr. Hernán Santa Cruz of Chile to conduct the review. Hernán Santa Cruz, *FAO's Role in Rural Welfare*. (Rome: Food and Agricultural Organization of the United Nations, 1959).

any individual.<sup>3</sup> Third, it “strikingly [brought] into focus FAO’s over-all role in the wider perspective of human want and [was an] international declaration aimed at its alleviation.”<sup>4</sup> The Santa Cruz Report was the key document for the reforms Sen undertook at FAO and its recommendations formed the basis for the development of the Freedom From Hunger Campaign.

In many ways *FAO’s Role in Rural Welfare* reiterated or clarified ideas Sen had brought with him to FAO in 1956. He carried with him both a distrust of governments and an understanding of large bureaucracies. His distrust was, firstly, of the ability of governments to be innovative or constructive, and, secondly, of their politically based motivations. In his time at FAO Sen would do his utmost to ensure that the organization was free from any political influence,<sup>5</sup> and he worked to develop apolitical mechanisms for international cooperation in the fight against hunger and malnutrition. However, separation of politics from FAO and its work did not mean a separation of FAO from involvement with governments. Sen understood that the elimination of hunger and malnutrition would require strong partnerships among governments, international agencies, non-governmental organizations, and the people of the world. The Director-General would use FAO to bring together these partners in new and effective ways. The Santa Cruz Report suggested that FAO should be at the centre of an “international co-operation system for maintaining the peace and security of the world and creating conditions for progress and development essential thereto has one main objective: the

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<sup>3</sup> Dr. Santa Cruz points out that the constitutions of these agencies are bound to the UN Charter which states that among the principles of the Charter is the need “to achieve international cooperation in solving international problems of an economic, social, cultural or humanitarian character.” *Ibid.*, 19.

<sup>4</sup> *Ibid.*, vi.

<sup>5</sup> Sen believed that FAO should be protected “at all costs, against incursion of politics not consistent with its basic role.” BR Sen, *Toward a Newer World*. (Dublin: Tycooly, 1982), 134.

human being, his self respect, dignity and material and spiritual welfare.”<sup>6</sup> Sen agreed with the Report in that an improved role for FAO and a more effective fight against hunger were matters of international law as required by the UN Charter and the Constitution of FAO.<sup>7</sup>

When Sen came to FAO in 1956 he faced a very serious morale problem amongst the staff, and he knew that FAO did not possess the tools required to undertake the kind of task it faced. The morale problem was easily solved,<sup>8</sup> but realistic solutions to the hunger problem were less easily found. When he came to FAO as Director-General, Sen already had the idea for a world campaign against hunger in his mind.<sup>9</sup> The inspiration for the Campaign had come in part from his observations of the Hot Springs and Quebec Conferences, from his personal interaction with individuals such as former US President Herbert Hoover, author Margaret Mitchell, and UNICEF head Maurice Pape, and, above all, from his experience as India’s Director-General of Food during the Second World War.<sup>10</sup> Moreover, because of the circumstances of his own upbringing, Sen had been

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<sup>6</sup> Santa Cruz, 155.

<sup>7</sup> Santa Cruz concluded that “This system recognizes as one of its fundamental bases the principle of collective security, by agreement, of all countries to raise the level of living of all human beings within a wider concept of freedom. This concept is clearly stated in the United Nations Charter and the Constitutions of the Specialized Agencies, among them FAO. Mandatory provisions, expressly stated, in harmony with one another and inspired by these principles, commit these agencies to work to raise the level of living and ensure conditions leading to progress and the well being of men and women throughout the world. It is therefore obvious that any policy of the agencies charged with the responsibility in this regard which overlooks the main goals mentioned is betraying the philosophy underlying their creation and violating the spirit and the letter of their constitutions. Further, the FAO, according to its Constitution, has been vested by the peoples with the task of “raising the levels of nutrition and standards of the peoples” and “bettering the conditions of rural populations (Chapter 2, Section II).” Ibid., 155-156.

<sup>8</sup> Sen believed that his experience in the ICS enabled him to understand staff problems and their solutions. In addition to applying “well-established principles of a healthy administration” (engaging with staff members at all levels, establishing communication and unity, encouraging free exchange) Sen believed that all staff members “should be given a feeling of participation in the great mission FAO was entrusted with.” Moreover, Sen earned the loyalty of his staff by ensuring a high degree of transparency in FAO operations, keeping all staff informed of FAO activities, and by protecting the wellbeing and the interests of all FAO staff members. Sen, *Toward a Newer World*, 131-133.

<sup>9</sup> Ibid., 138.

<sup>10</sup> Ibid., 137-138.

exposed to the stark realities of hunger all his life. The result was a vision of a campaign which would contribute to the sense of mission at FAO, which would form the basis for a world wide effort in the fight against hunger, and which would help transform FAO from a largely technical organization interested only in better cows and fatter pigs<sup>11</sup> into a development agency.

The 1958 session of ECOSOC unanimously approved that the Council undertake an overall appraisal of the United Nations and Specialized Agencies.<sup>12</sup> The review, known as the Forward Appraisal,<sup>13</sup> would undertake an overall appraisal of the activities of the United Nations and the Specialized Agencies. The Council believed that such an appraisal would contribute to the effectiveness of the UN and Specialized Agencies, and would help governments as they formed policies in relation to these organizations.<sup>14</sup> The Forward Appraisal called attention to Article 55 of the UN Charter which refers to “the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations”,<sup>15</sup> and it emphasized the fundamental interrelatedness of world agricultural, economic, and social systems and noted the lack of an integrated approach by various agencies, organizations, and governments. The Appraisal outlined the problems of development and the roles and responsibilities of the Specialized Agencies in relation to these problems. It noted areas of deficiency and either proposed solutions or called for them. Moreover, the Appraisal had the backing of the UN

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<sup>11</sup> Charles H. Weitz, Former International Coordinator of FFHC/AD. Interview, December 15, 2004. See also Dr. Sen’s Introductory Statement on the FFHC to the FAO Biennial Conference, FAO C/59/27.

<sup>12</sup> ECOSOC was “recommended to action” in regard to a review of the UN and the Specialized Agencies by the General Assembly with Resolution 1094 (XI). The Forward Appraisal was adopted by ECOSOC Resolution 694 D (XXVI) and by FAO Resolution 33/57.

<sup>13</sup> The Forward Appraisal is sometimes referred to in FAO documents as the Consolidated Report, though this term properly refers to an FAO report commenting on the Forward Appraisal.

<sup>14</sup> Walter M. Kotsching. “Programme Appraisal 1959 – 1964: Consolidated Report.” (FAO, RG12, Sec 4, B-067 B15 (Box 3), FFHC – Program Appraisal, 23 January, 1960), 6-7.

<sup>15</sup> Ibid., 2-3.

Administrative Coordination Committee which was working to develop more harmonious and effective relations among the UN and the Specialized Agencies. The Forward Appraisal also called for a separation of development efforts from political influence, and therefore of the separation of the UN and its Specialized Agencies from political influence.<sup>16</sup>

The call for an integrated approach by the Forward Appraisal was criticized by some because its recommendations might threaten the autonomy of the Specialized Agencies and undermine the powers of the ACC.<sup>17</sup> Other criticisms suggested that the Appraisal place stronger emphasis on the importance of agriculture to less developed countries.<sup>18</sup> The criticisms were minor, and the recommendations were generally endorsed by the UN Secretary-General and the executive Heads of the Specialized Agencies. *FAO's Role in Rural Welfare* and the Forward Appraisal were accompanied by the Director-General's report, *The State of Food and Agriculture 1959*, and his supplementary review *Recent Developments in the World Food and Agricultural System*, which called for an integrated approach to agricultural, economic, and social development and which were endorsed by ECOSOC and the Council of FAO. Together, these appraisals and reports suggested that there was a lack of coordination among development related agencies and governments; their recommendations would guide FAO as it repositioned itself for a more effective effort as the Organization moved into the First UN Development Decade.

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<sup>16</sup> Ibid., 101.

<sup>17</sup> HA Vogel. "Programme Appraisal 1959-1964 – Consolidated Report." (FAO, RG12 Sec 4, B-067 (Box 3), FFHC – Misc. 29 January, 1960), 1.

<sup>18</sup> V. Marrama. "Comments on the Consolidated Appraisal Report" (FAO, RG12, Sec 4, B-067 (Box 3), No File Label, 28 January, 1960), 1-2.

## A World Campaign Against Hunger

By the summer of 1958 Sen's ideas for a world wide campaign against hunger were beginning to take shape, and he had already taken action to support new directions for FAO. Sen's proposals were still in development as late as 1959, but already he had commissioned the Santa Cruz review in 1957, and in the same period had solicited ideas and advice from a number of individuals regarding 'a world wide campaign against hunger.'<sup>19</sup> Moreover, as we will see below, Sen's ideas were founded on the principles of Roosevelt's "Four Freedoms Address" to the US Congress in 1941, the Hot Springs Conference on Food and Agriculture in 1943, and an FAO mandate that guaranteed freedom from want.<sup>20</sup> Sen did not wait for the Santa Cruz Report before he moved forward on the development of a campaign; by the spring of 1958 he had struck an 'Ad Hoc Committee for a Free the World From Hunger Year' in preparation for his second biannual FAO conference, had begun work toward a third World Food Survey, and had initiated the formation of national FFH committees and contact with NGOs and other organizations. In 1958 Dr. Mordecai Ezekiel, Economics Head at FAO, was employed by Sen to oversee the implementation and development of the 'campaign',<sup>21</sup> and Sen made vague, preliminary proposals to ECOSOC on the subject.

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<sup>19</sup> Resolution 32/57 of the Ninth Session of the FAO Conference in 1957 authorized the Director-General to "establish a team of experts to undertake a review of FAO's activities in promoting the welfare of rural populations and to make recommendations for their improvement." For primarily financial reasons, the team of experts was replaced by the services of one consultant (Santa Cruz). Santa Cruz, v.

<sup>20</sup> The Chairman of the First Session of the Founding Conference of FAO at Quebec in 1945, Lester B. Pearson, noted that FAO "sets out with so bold an aim as that of helping developing nations achieve freedom from want." P. Lamartine Yates, *So Bold An Aim* (Rome, FAO, 1955), 53.

<sup>21</sup> Dr. Ezekiel was directly associated with the Campaign until 1961, and was a key figure in the development of the World Food Programme (WFP). Ezekiel oversaw the organization of the Campaign and worked closely with the interim coordinator (Roger Savary) to define Campaign objectives, bring partners together, and to organize the launch of the Campaign. Sen, *Toward a Newer World*. 132.

As early as July 1958 Sen's ideas had clarified to the point that he knew that the nature of the campaign would be promotional in character and global in scope.<sup>22</sup> He was looking to the successful International Geophysical Year (IGY) of 1957-1958 as a model, and was concerned that an FFH Year should not overlap the FAO International Seed Campaign which had been approved by the 1957 Conference.<sup>23</sup> In a statement to ECOSOC on 10 July, 1958, Sen recalled the success of the IGY and noted that it was an example where world-wide cooperation produced results beyond the capability of any single agency. The 'Free the World From Hunger Year' would adopt similar characteristics of the IGY in that it required the coordination of a wide variety of individuals and organizations a required a period of several years build up, but its objectives would be:

(1) to attract world wide attention to the problem of continued hunger and malnutrition in many countries, in the midst of world plenty and food surpluses; (2) to focus attention on the specific actions and programs needed to speed up solutions to the problem; (3) to secure cooperation and participation of all relevant international agencies, all governments, and all related private, professional, general purpose and other non-governmental organizations, national and international, in the effort; (4) to achieve a degree of enthusiasm and participation which will result in more effective national and international actions in dealing with the problems and thus achieve much more rapid rates of progress in food production and consumption and in general economic development, especially in areas and countries where food consumption is still too low; (5) in the process, to establish a higher level of mutually profitable world trade between

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<sup>22</sup> BR Sen. "Director-General's Proposal for a "Free-the-World-From-Hunger" Year." (FAO, RG12, Sec 4, B-067 (Box 2), 27 October, 1958), 1.

<sup>23</sup> The International Geophysical Year involved cooperation and international and national levels by government organizations, and UN agencies. The goals of the IGY were to observe geophysical phenomena and to secure data from all parts of the world; to conduct this effort on a coordinated basis by fields, and in space and time, so that results could be collated in a meaningful manner. A "Draft Project for a Free the World From Hunger Year", on which Sen based his statement to ECOSOC on July 19, 1958, noted that the IGY was not the first 'year' of this sort, but had been preceded by two "International Polar Years" in 1882-1883 and in 1922-1923. The draft proposal also noted that the 'year' would be the culmination of a build up of several years (the IGY took 4 years) and required careful planning and cooperation; FFHC would necessarily require a similar period. The proposal also noted that UNESCO contributed heavily to the effort. FAO. "Draft: Project for a "Free the World From Hunger Year"" (FAO, RG 12, Sec 4, B-067 B15, FFHC Background 1958, July 10, 1958), 2.

developed and underdeveloped regions, and help raise the prosperity of both to higher levels.<sup>24</sup>

The initial proposal suggested that, at the end of the “Year” of the Campaign, efforts be made to summarize results and conclusions, and to develop integrated programs of action at provincial, national, and international levels.<sup>25</sup> It was clear to Sen even at this early stage that the problems of poverty and hunger could not be solved by any single campaign; instead, FFHY would stimulate a larger, sustained level of activity. He suggested that “the main aim of the campaign should be to heighten alertness and awareness in the world today and thus improve the foundations for effective and accelerated action.”<sup>26</sup> He cautioned against the temptation to rely on facile slogans and superficial appeals which might not address the root of the problem, and he warned against over-simplifications noting that the situation was extremely vast and complex.<sup>27</sup>

Resolution No. 4/29 of the Twenty-Ninth ECOSOC Session in 1959 established an Ad Hoc committee of member governments to study a ‘freedom from hunger year.’<sup>28</sup> Sen had originally conceived of the ‘year’ as being 1963 – the 20<sup>th</sup> anniversary of the Hot Springs Conference, which, like the IGY, would require a period of build up.<sup>29</sup> Sen agreed with the Ad Hoc Committee which suggested that the Year culminate in a world food congress that would summarize and conclude, and which would organize future

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<sup>24</sup>BR Sen. “Extract from the Statement by Mr. BR Sen, Director-General of FAO, to the Economic and Social Council, 10 July, 1958.” (FFHC Background 1958, RG 12, Sec 4, B-067 B15), 1.

<sup>25</sup>Draft: Project for a “Free the World From Hunger Year”, 4.

<sup>26</sup> Extract from the Statement by Mr. BR Sen , 10 July 1958, 3-4.

<sup>27</sup> Ibid.

<sup>28</sup> FN Fitz Gerald. ““Free-the-World-From-Hunger” Campaign Committee.” (FAO: RG 12, Sec 4, B-067 B15, FFHC Ad Hoc Committee, 11 February, 1959), 1. Though the Committee was officially struck on February 11, 1959, an “ad hoc council committee on freedom from hunger campaign” had been meeting as early as January 1959. M. Ezekiel. “First draft of paper for ad hoc committee consideration.” (FAO, RG 12, Sec 4, B-O67 B15, 27 January, 1959).

<sup>29</sup> Ibid.

efforts. Eventually the concept of a year following a period of build-up was replaced with the idea of a campaign beginning in 1960, culminating in 1963, and concluding in 1965.<sup>30</sup> A primary reason for this change was that Sen believed that because the problem of hunger and malnutrition was so vast in scale and so complex that a single year would be insufficient to bring solutions any nearer.<sup>31</sup> The change to a campaign still included 1963 as the culmination of efforts,<sup>32</sup> and the concept of an FAO-sponsored world food congress for that year was retained, as was the idea that the Campaign should be promotional in character and that it should be designed to foster greater action in the effort to combat the problem of hunger and malnutrition. The final proposal called for a five year campaign (1960-1965), culminating in a world food congress in 1963, which would bring together NGOs, governments, and industry in common effort and lasting partnerships.<sup>33</sup>

## **The Freedom From Hunger Campaign**

The Freedom From Hunger Campaign<sup>34</sup> originated as a proposal by FAO Director-General BR Sen to ECOSOC in July, 1958 for a Free the World From Hunger

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<sup>30</sup> ECOSOC, "Director-General's Proposal for a "Free-the-World-From-Hunger-Year"" (FAO, RG 8, FH 13/1 FFHC Policy Matters, Vol. 1, 27 October, 1958), 4.

<sup>31</sup> Sen, *Toward a Newer World*, 138.

<sup>32</sup> As early as October, 1958, Sen was considering 1963, the anniversary of the Hot Springs Conference, for the 'year' of the Campaign. Item 16 of the Revised Provisional Agenda for the 29<sup>th</sup> Session of ECOSOC (October, 1958) indicated that Sen believed the FFHY could take place no earlier than 1963.<sup>32</sup> Sen also understood that the success of the project required the support of, and coordination with, other UN agencies; for this reason Sen put the proposal before the UN Administrative Coordinating Committee (ACC) as early as possible. ECOSOC, "Director-General's Proposal for a "Free-the-World-From-Hunger-Year"" , 27 October, 1958, 1.

<sup>33</sup> FAO Resolution 13/59, Conference of FAO, 10<sup>th</sup> Session, Rome, 20 November, 1959.

<sup>34</sup> After 1971 the Freedom From Hunger Campaign was also known as 'Freedom From Hunger Campaign/Action For Development' or FFHC/AD.

Year.<sup>35</sup> In his opening statement to the Ad Hoc Committee of Council on Free the World From Hunger Year,<sup>36</sup> Sen recalled that

it is mainly [because the problem of hunger and malnutrition is growing and efforts to combat it are insufficient] that I proposed the launching of a world-wide campaign to focus attention on all aspects of the problem. As I view it, there should be two main aspects of the Free the World From Hunger campaign, namely, the informational and publicity aspect and the action aspect.<sup>37</sup>

By the time it was launched in 1960 the Campaign would in fact have three aspects, or legs, which were research, information/education, and action.<sup>38</sup> **(explain these)** However, [in 1958-59 Sen's proposals for the Campaign remained modest, and he viewed FFHC as a means to raise public awareness and stimulate action at both the grassroots level and in the activities of NGOs.

Because the Director-General had a profound distrust of governments and their ability to get things done, he wanted to bring together NGOs, governments, industry, and individuals together in partnerships in order to achieve real results.<sup>39</sup> From the beginning Sen knew that the key to success would be the participation of non-governmental organizations. He believed NGOs were already crucial to the delivery of development assistance programs in developing countries and were experienced in fundraising,

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<sup>35</sup> The Campaign was adopted a year later by FAO Conference Resolution 13/59 in 1959. FAO. "Freedom From Hunger Campaign/Action for Development (FFHC/AD): A Brief Historical Review." (UN/FAO Draft Document, Rome: FAO, 1992), 1.

<sup>36</sup> The Ad Hoc Committee consisted of eight countries who worked with the Director-General in accordance with established UN/FAO procedures. FAO. "Cable Address for BR Sen, Director-General FAO". (FAO, RG 12, Sec 4, B-067 B15, FFHC Ad Hoc Committee, December 9, 1958). The member countries of the Ad Hoc Committee were: the United Arab Republic, the Union of South Africa, the United Kingdom, the United States, Brazil, France, India, Iran, and the Netherlands. M. Ezekiel. "Letter to Member Countries" (FAO, RG 12, B0-67 B15, Sec 4, FFHC Ad Hoc Committee, 18 November, 1958), 1.

<sup>37</sup> BR Sen. "Opening Statement by Director-General to Ad Hoc Committee of Council on Free-the-World-From-Hunger-Year", 2. (FAO, RG 12, Sec 4, B-067 B15, FFHC Ad Hoc Committee, 13 April, 1959).

<sup>38</sup> The development of the action and information/education aspects would help transform the FAO from a purely technical organization into an activist organization.

<sup>39</sup> Charles H. Weitz, Former International Coordinator of FFHC/AD. Interview, July 14, 2004.

identifying areas of need, and organizing responses to those problems. However, NGOs had little voice in the international community and Sen understood that through cooperation with other partners NGOs could play a much more significant role. He knew that like NGOs, governments formed a key component in the Campaign, and it was through governments that Sen expected to form and nurture national FFHC committees.

Sen's inspiration for the Campaign resulted in part from his awareness of the "paradoxical situation" wherein developed countries were able to produce food surpluses while low productivity and low purchasing power prevented less developed countries from meeting their own basic needs.<sup>40</sup> He believed a radical change in the situation of underdeveloped countries could be brought about, but that this would require a world movement for a "frontal attack on the problems of widespread hunger and malnourishment" and that the Campaign would mean, as Santa Cruz had argued, "a rededication of FAO to the basic principles of its charter."<sup>41</sup> Sen was clear in his view that leadership in any kind of a global effort would have to come from FAO.<sup>42</sup> FAO member governments agreed with this assessment and the direction, policies, and overall control of the Campaign rested on decisions taken at the 1959 FAO conference. The Freedom From Hunger Campaign was adopted by FAO with Resolution 13/59 on October 27, 1959. The Resolution authorized

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<sup>40</sup> BR Sen's opening address to the FAO Biennial Conference, Plenary Session, November 10, 1959, quoted in Women's International League for Peace and Freedom, "G.B. International Letter." (FAO, RG 12, Sec 4, B-067 B15, Ad Hoc Papers FFHC, December, 1959), 2-3.

<sup>41</sup> Ibid., 3.

<sup>42</sup> Dr. Ezekiel's hand notation of a draft speech by Sen for the Ad Hoc Committee, where Sen called for FAO leadership in coordination of UN and other agencies in a global campaign against hunger, explicitly disagrees with Sen's view and he questions Sen's assertion that there was "general agreement". Ezekiel points to the UN responsibility for the Mekong scheme for comparison. M. Ezekiel. "Draft: for meeting of ad hoc Council Committee on freedom from hunger campaign." (FAO, RG 12, Sec 4, B-067 B15, FFHC Ad Hoc Committee, January 26, 1959), 1-2.

an international 'Freedom From Hunger Campaign' extending from 1960 through 1965, under the leadership and general coordination of FAO and with invitations to participate, as appropriate and approved by FAO, to (i) member countries of FAO; (ii) member countries of the United Nations and United Nations specialized agencies, and the International Atomic ENERGY Agency (IAEA), and these agencies themselves; (iii) international non-governmental organizations that have established consultative relationships with FAO, the United Nations or other specialized agencies; (iv) religious groups; and (v) individuals and private organizations within the member countries specified in (i) and (ii) above.<sup>43</sup>

Sen opened the 1959 FAO Conference with the words of John Donne: "One man's hunger is every man's hunger – one man's freedom from hunger is neither a free nor secure freedom until all men are free from hunger."<sup>44</sup> These words became the mantra of the Campaign, and Sen saw his vision for a global campaign against hunger realized.

After Dr. Sen, the most important individual to the operation of the Freedom From Hunger Campaign was the International Coordinator (IC). From 1960 to 1971 this position was filled by Charles H. Weitz, in the 1970s the IC was Hans Dall, and in the 1980s this role was filled by Alberto Penã Montenegro.<sup>45</sup> The Campaign Secretariat was created within the offices of the Director-General and was subject to the Director-General's direct orders.<sup>46</sup> It was the responsibility of the International Coordinator to keep in touch with NGOs and other groups and undertake direct responsibility for their

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<sup>43</sup> FAO Resolution No. 13/59.

<sup>44</sup> Sen, *Toward a Newer World*, 139.

<sup>45</sup> In the developing stages of the Campaign (1958-1960) there had been an interim Coordinator, Roger Savary, from the International Federation of Agricultural Producers, whose work in organizing FFHC and coordinating efforts was critical to the successful launch of the Campaign.

<sup>46</sup> Weitz had first met Dr. Sen in Turkey in 1958 when he was the UN Representative there, but at a later posting as UN Representative in Sri Lanka in the summer of 1960 Mr. Weitz received a telex inviting him to be the International Coordinator for the Freedom From Hunger Campaign. The offices of the FFHC were located in very close proximity to that of the FAO Director-General in order to facilitate the personal attention of the Director-General. Charles H Weitz, Interview, 4 November, 2004.; BR Sen, *Towards a Newer World*, 139.

programmes.<sup>47</sup> The activities of the IC were quite broad and the role changed in response to the developments of the Campaign. In 1971 Weitz became Head of the FAO Office at the United Nations, and the role was filled by Hans Dall.<sup>48</sup> Weitz was IC largely during the tenure of Director-General Sen and during the Campaign phase of FFHC (1960s), and Dall was IC under the tenure of Director-General AH Boerma and then Edouard Saouma and during the Development Agency phase of FFHC (1970s). Dall became an FAO Country Representative in 1980 and was replaced by Penâ Montenegro who worked as IC in the final years of the Campaign.

The small secretariat was initially composed of individuals drawn from various departments at FAO,<sup>49</sup> and, because nothing like FFHC had been done before, FFHC/FAO had no clear mandate or methodology. The first years of FFHC were characterized by a high level of innovation as the Secretariat developed methods and worked to implement the Campaign as Sen envisioned it. The Campaign and its Secretariat became increasingly sophisticated throughout the decade, and while there was continuity, the role and responsibilities of FFHC/FAO developed and expanded. It is important to note here that the publicity and information/development education mechanisms of FFHC were critical to ensuring a wide-spread and sustained level of participation. At FAO the ideas shaping the Campaign competed with outdated 'colonial' prejudices and

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<sup>47</sup> B.R. Sen, *Towards a Newer World*, 139-140.

<sup>48</sup> Mr. Dall's association with FAO began when he became involved in student politics during his time at Danish National University; he was Secretary-General of the International Student Conference headquartered in Holland, was a participant in the Young World Assembly, was General Secretary, World University Services; and was Vice-Chairman of Governing Board, International Council of Voluntary Agencies, Geneva. Hans Dall, Interview, 5 October, 2005.

<sup>49</sup> The FFHC Secretariat never numbered more than 18 individuals.

methodologies which persevered in many individuals and departments.<sup>50</sup> One of the primary goals of the Campaign was to break down outdated ideas held by development workers, farmers, government officials, and the general public. This was to a large degree the function of the publicity efforts.<sup>51</sup>

### **The National Committees**

The national committees were the backbone of the Campaign. Because individual national committees emerged at different times during the Campaign, especially in response to major initiatives (such as the launching of the Campaign, Freedom From Hunger Weeks, or the World Food Congresses), the activities of the committees varied as widely as did the level of involvement. By the end of 1960 there were 18 national Freedom From Hunger Committees; at its peak the Campaign claimed over 100.<sup>52</sup> FFHC national committees are remarkable both for their individual contributions to the Campaign and to particular development projects, and they attracted support from many important and influential individuals – including heads of state, religious leaders, and prominent community members. The national committees undertook the vast majority of the work of the Campaign, but governments were critical to their formation. Sen had correctly estimated that the enthusiasm of governments for the Campaign was related to the nature and cost of their contributions to it. In most cases, a national government initiated the formation of a committee, provided some initial logistical and administrative

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<sup>50</sup> Charles H. Weitz, Victoria Bawtree, Hans Dall. Interview, 5 October, 2005.

<sup>51</sup> Ibid.

<sup>52</sup> The existing committees at the end of 1960 were Austria, Australia, Brazil, Canada, Colombia, Denmark, France, Germany, Ghana, India, Lebanon, Pakistan, the Netherlands, New Zealand, Norway, Sweden, the United Kingdom, and the United States of America.

support, and provided some start-up financing. The FAO Representative in Honduras noted that “it is much easier to obtain the cooperation of the Government through a token contribution and a nomination of a national committee than to obtain cooperation in work.”<sup>53</sup> Honduras had in fact been one of the first countries to make a donation to the Campaign, though it was a small one, and the Campaign was well received in that country at the highest levels as a direct result of this kind of pressure.<sup>54</sup> In a minority of cases, all of them in developing countries, national committees were set up without the support of government.

An interesting characteristic of the national committees was that many were linked closely to former, sitting, and future world leaders. This support was often the result of continued pressure on governments by FAO Representatives and members of the national committees. The role of political leaders is unsurprising. It was Franklin Delano Roosevelt who had called the Hot Springs Conference in 1943, and the Campaign worked to secure one of the Four Freedoms he had outlined 1942. President Eisenhower gave a public address on FFHC on the day of the Campaign launch, and he made FFHC the subject of other public addresses including his Presidential Proclamation of Thanksgiving Day 1960 where he said

I urge my fellow Americans to assist in the Freedom-from-Hunger Campaign of the United Nations Food and Agriculture Organization. Our Government fully supports the objectives of this organization. But success

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<sup>53</sup> F.P. Keating, Letter to Charles H. Weitz. (FAO, FH 14/5, Honduras, 11 June, 1962), 1.

<sup>54</sup> M. Autret, Director of the Nutrition Division at FAO, noted to Charles H. Weitz that a report by Dr. Góngora on his visit to Honduras had found the Government of Honduras had expressed a high degree of “good will” toward FAO and its Campaign. The national committee had been founded by the President’s wife, Mrs. Alejandrina Bermudez Villeda Morales, the Minister of Natural resources, Mr. Lardizabal, and the FAO Country Representative, F.P. Keating. The success of this committee depended on the direct and continued involvement of these individuals. M. Autret. “Freedom From Hunger Campaign in Honduras” (FAO, FH 14/5, 22 May, 1962), 1.

of its campaign requires the active cooperation of generous citizens, and of public and private groups, in our country and around the world.<sup>55</sup>

President John F. Kennedy took a personal interest in the Campaign, and readily accepted Sen's invitation for him to inaugurate the World Food Congress in 1963.<sup>56</sup> Sen recalled in his autobiography Kennedy's enthusiastic support, and noted in particular that Charles de Gaulle of France had made a very deep impression on him as an individual and in his commitment to the Campaign.<sup>57</sup> Sen also noted his personal discussions on the subject with Prime Minister Harold Macmillan of Great Britain, President Sarvepalli Radhakrishnan of India, Julius Nyerere of Tanganyika, Hans Lübke of Germany, Ferdinand Marcos of the Philippines, Pak Chung of South Korea, and King Bhumibol of Thailand.<sup>58</sup> In Canada, Mitchell Sharp was the inaugural Chair of the Freedom From Hunger Committee (he was Honorary Chair of the Canadian Hunger Foundation at the time of his death in 2004), and former Prime Minister Lester Bowles Pearson gave a keynote address at the Second World Food Congress in 1970.

The leadership demonstrated by individuals such as Kennedy, de Gaulle, and Radhakrishnan encouraged the participation of other national leaders. Brazilian President Julio Quadros gave his support to the Campaign specifically because of the example set in France by de Gaulle, in India by President Radhakrishnan, in Iran by the Shahinsha,

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<sup>55</sup> Dwight D. Eisenhower, "Thanksgiving Day 1960, By the President of the United States of America – A Proclamation" (Website: [www.pilgrimhall.org/ThanxProc1960.htm](http://www.pilgrimhall.org/ThanxProc1960.htm), as viewed on March, 27, 2006). John F. Kennedy would use FFHC as the subject of his Thanksgiving Day Proclamation in 1961.

<sup>56</sup> BR Sen, *Towards a Newer World*, 144-145.

<sup>57</sup> Sen noted that a speech given by the French Minister of Agriculture to the FAO Conference in 1961 revealed de Gaulle's view that the fight against hunger was "the only battle worth fighting" and that this was the obligation of wealthy nations. *Ibid.*, 145. Kennedy had called the fight against hunger the "great adventure of mankind" and reiterated the full support of the United States in the work of the FAO. John F. Kennedy, "Statement by John F. Kennedy to the Food For Peace Congress." (FAO, Audio Recording, 28 June, 1961).

<sup>58</sup> *Ibid.*, 145-146.

and in the United Kingdom by the Duke of Edinburgh.<sup>59</sup> In many countries, France and India among notable examples, the Head of State was the Patron-in-Chief for the National FFH Committee, and senior government officials sat on the Committee's board of Governors and often held executive positions with the Committee itself.<sup>60</sup> France was cited early on as an example where the state supported the national committee financially, through the participation of members of Government, and the use of government resources to further Campaign objectives.<sup>61</sup>

### **The Government and NGO FFHC Advisory Committees**

The backbone of the Freedom From Hunger Campaign was the national committees, but the formative stages of the Campaign depended on the FFHC Secretariat, and on the support of Governments and NGOs.<sup>62</sup> The participation of governments and NGOs was critical to the development of the Campaign – particularly because NGOs and

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<sup>59</sup> Charles H. Weitz, Letter to R. Gachot (FAO, FH 14/5, Brazil, 18 July, 1961).

<sup>60</sup> In India the National FFH Committee had the President as the Patron-in-Chief, the Vice-President and Prime Minister as Patrons, Minister of Food and Agriculture as President, Minister of Agriculture as Executive President, and Minister of Community Development and Cooperation as Vice-President. Other members of the Committee included Deputy Ministers of Food and Agriculture, State Ministers of Agriculture, secretaries of other concerned Central Ministries, Members of Parliament, representatives of international organizations and representatives of rural people. RN Poduval, "Freedom From Hunger Campaign – Progress of Action Taken in India" (FAO, FH (SP) 14/5, India, 30 May, 1961), 2.

<sup>61</sup> BR Sen, "Opening Address by the Director-General to the Government Advisory Committee on the Freedom From Hunger Campaign" (FAO, RG 12, Sec 4, B-O67 (Box 3), FFHC – Misc., 15 June, 1961), 1-2. The French National Freedom From Hunger Committee (Comité Français pour la Campagne Mondiale contre la Faim – CFCMF) Committee of Patrons included de Gaulle, the Presidents of the Senate and the national Assembly, the President of the Economic and Social Council, the Archbishop of Paris, the Chief Rabbi for France and the Director of the Muslim Institute attached to the Paris Mosque. The Chairman of the CFCMF was His Excellency, Guillaume Geoges-Picot, Ambassador of France, and subcommittees were set up in each of the départements represented on the national committee and government services were made available to support CFCMF efforts. FAO, "Reports Presented by a Number of National Committees on Activities in Support of the Freedom From Hunger Campaign" (FAO, RG 12, Sec 4, B-O67 (Box 3), FFHC – Misc., 10 November, 1961), 3.

<sup>62</sup> In the early 1960s, FFHC documents refer to international non-governmental organizations as INGOs and national non-governmental organizations as NGOs; this distinction is not always applied and it appears less frequently in FAO documentation after the First World Food Congress in 1963.

Governments cooperated with FAO as early as 1958 to develop the objectives and scope of Sen's 'global' campaign against hunger.<sup>63</sup> Official cooperation began in earnest in 1959 as FAO solicited and received support from these groups. Sen understood that it was essential that Governments and NGOs not only participate in the Campaign, but also cooperate with each other. Beginning 1959 and 1960 these groups cooperated with each other and with FAO to develop and launch the Campaign, and such cooperation forever changed working relations between these groups. By the time of the launch of the Campaign on 1 July, 1960, working relations among FAO, UN Agencies, governments and NGOs had been cemented.

## **NGOs**

One of the central goals of the Freedom From Hunger Campaign was to develop an increased profile for NGOs in the work of international development.

As was the case with national committees and other partners in FFHC, the number of NGO participants rose steadily during the first phase of the Campaign. A heterogeneous approach was pursued with regard to NGOs, though there was a specific request by the Director-General that NGOs contribute 10-15% of the funds raised under the FFHC

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<sup>63</sup> Sen had engaged in discussions with representatives of governments and NGOs as he developed his proposals. Governments officially supported Sen's proposals to ECOSOC and FAO Council in 1958 and 1959, and FAO received numerous letters of support and suggestion from individual governments. Those NGOs 'accredited' to FAO were consulted and invited to participate, and NGOs not accredited to FAO or other UN Agencies attended meetings of the Ad Hoc Committee on Campaign objectives, and 23 NGOs were officially represented in 1959 on the Ad Hoc Advisory Committee of NGO's [sic] on the Freedom From Hunger Campaign. FAO, "Report of the Ad Hoc Advisory Committee of NGO's [sic] on the Freedom From Hunger Campaign" (FAO, RG 12, Sec 4, B-067 B15, Ad Hoc Papers FFHC, 19 January, 1960), 1.

banner to central campaign costs.<sup>64</sup> In 1962 Sen advised participating NGOs that governments had to that date provided roughly half of the \$1.5 million annual FFHC budget.<sup>65</sup> He further noted that NGOs were falling short of their responsibilities. He was direct in his appeal; in a letter to participating NGOs Sen wrote:

I realize that your organizations do not possess large budgets. However, many do have strong national affiliates, and you can ask these affiliates to make their contributions to the national campaign committee in their countries for onforwarding to FAO, or on the other hand you can set up a special program to help collect funds in order that your organization can also share in the responsibility to help carry forward this great program. There would be no need, I believe, for me to suggest that there should be a quota which you should meet, but I would hope that each organization would, within the limits of its own financial responsibilities, consider its possibility in the light of the advice given by the NGO Advisory Committee and the action of the FAO Conference. I would also hope that those organizations commanding large membership and funds could be the most generous and could make substantial contributions to help the Campaign. Other organizations may find it possible to make only token contributions, but we would hope that over the course of the biennium we could count on NGOs to make some contribution to the central trust fund.<sup>66</sup>

Securing funding from NGOs required constant effort by the FFHC Secretariat, but the response of NGOs to the needs of the Campaign and to the problems of economic and social development during the First UN Development Decade was vigorous. Sen recalled to Commission I of the Fourteenth Session of the FAO Conference in 1967 that since the beginning of the Development Decade an increasing number of NGOs had moved away from a “short-term charity approach – emergency action for relief of acute need” to a program of investment in long-term development projects.<sup>67</sup> Sen noted in particular that NGOs had shown a willingness to invest in infrastructure, training centres, and the

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<sup>64</sup> B.R. Sen, Letter to NGOs (FAO, RG 12, FH, Governments and Governmental Organizations, Correspondence with Governments, 5 June, 1962), 1.

<sup>65</sup> *Ibid.*, 1-2.

<sup>66</sup> *Ibid.*, 3.

<sup>67</sup> B.R. Sen, “Fourteenth Session of FAO Conference, Commission I, Director-General’s Statement Introducing Item 12: Freedom From Hunger Campaign” (FAO, CF 6/1 1967, Conference of FAO XV Session, 21 November, 1967), 4.

provision of staff.<sup>68</sup> Sen also noted that in 1966 the estimated volume of aid raised by NGO Campaign partners reached US\$116 million; this is compared to a total volume of non-official aid in 1965 of US\$400 million.<sup>69</sup>

## **Religious Organizations**

Not surprisingly, the Freedom From Hunger Campaign enjoyed the support of a variety of religious organizations. Buddhists, Christians, Hindus, Jews, Muslims, and a host of other faith based organizations offered their support to the Campaign and in many cases these organizations cooperated to organize and mobilize direct action.<sup>70</sup> It is important to recognize that distinguishing a religious organization from an NGO is often difficult. Moreover, religious organizations have a long history as pioneers in economic and social development and have had a long history of working cooperatively with other bodies. The discussion here will focus on the influence of spiritual leadership in FFHC. Many religious leaders at the highest levels expressed their support for the Campaign, and through them the message of FFHC was communicated directly to millions of individuals. As was the case with other participants, and because there was no model for participation in the Campaign, religious participation was not uniform. Most of the major religious authorities released statements in support of the Campaign and its objectives, some issued directives for action, some undertook new development projects, and some composed and issued Freedom From Hunger prayers. It was common for representatives

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<sup>68</sup> Ibid.

<sup>69</sup> Ibid.

<sup>70</sup> Many of the participating religious organizations issued an 'all faiths prayer' on the third Sunday March, 1963, in coordination with the issue of the stamp campaign and the World Food Congress, and as part of the 'culmination' of the Campaign.

of religious organizations to sit on FFH national committees, and many religious organizations had established relationships with FAO and other development agencies. Most of the major religious organizations involved in FFHC shared a belief in charitable action, especially as it relates to the feeding of the hungry, and the ideas at the heart of FFHC resonated with their belief system. The key point for FFHC was that the Campaign provided a forum in which religious organizations cooperated with each other and with other organizations in a common cause.

### **Youth and Youth Organizations**

The Freedom from Hunger Campaign attracted the support of youth and youth organizations world wide. The First UN Development Decade coincided with an increased level of youth activism and youth involvement in international development. Like many other organizations and groups, youth involvement in FFHC occurred in the context of a greater level of activism and awareness of global issues. Youth involvement in international development in the early part of the Development Decade was tentative and disorganized. The level of organization among youth groups increased steadily throughout the 1960s and 1970s to the point where the voice of youth had a measurable and a direct impact on international development in many ways. Involvement in the Freedom From Hunger Campaign helped increase the profile of youth on the international stage, and it contributed to the process of international development in the short and the long term.

Youth had been involved in FFHC since its developmental phase in the late 1950s. The World Assembly of Youth (WAY) was represented on the NGO Ad Hoc Advisory Committee and then on the NGO Advisory Committee after the campaign launch in July 1960.<sup>71</sup> WAY was the primary youth organization affiliated with the FAO and FFHC; this organization undertook to organize regional seminars on FFHC as early as 1961, was represented at the First and Second World Food Congresses, and through WAY World Youth Assemblies was an important voice on the international stage. FAO and FFHC were enthusiastic about youth involvement, and were impressed by WAY in particular because of their global scope and their apolitical nature.<sup>72</sup> Moreover, FAO and FFHC worked with WAY to develop and support the Young World Appeal and Young World Assembly in 1965. In a similar fashion to its work with NGOs, the voice of youth in the international development community was nurtured by FFHC/FAO; FFHC was of critical importance in providing youth and youth organizations an area of focus and a platform for activism.<sup>73</sup>

### **Support by Influential Individuals**

The Freedom From Hunger Campaign enjoyed the support of many prominent and influential individuals. It is impossible to discuss them all here, but there are several

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<sup>71</sup> A Report on the NGO Advisory Committee on FFHC to WAY indicated the need for greater involvement by organizations such as WAY – especially in helping facilitate the greater movement of information from INGOs and national committees. WAY, “Report of the Second Session of the advisory Committee of Non-Governmental Organizations on the Freedom From Hunger Campaign.” (FAO, RG 8 (8FFHC1353), SP 14/7, World Assembly of Youth, 23 March, 1961), 1-2.

<sup>72</sup> FAO, Memo re: Secretary-General of the World Assembly of Youth, Mr. Wiermark (FAO, RG 8 (8FFHC1353), SP 14/7, World Assembly of Youth, 1961).

<sup>73</sup> Hans Dall, International Coordinator of FFHC in the 1970s was in the 1960s the General Secretary of the World University Service, Vice-Chairman of Governing Board, International Council of Governing Agencies, and was a participant at the Young World Assembly. Mr. Dall recalled that in many ways FFHC “invented youth” because before FFHC gave youth a platform and included them in congresses, committees, and discussions they did not exist on the world stage. Hans Dall, Interview, 5 October, 2005.

key individuals whose influence was truly international and was not limited by national, religious, or cultural strictures. The most prominent of these is Pope John XXIII, who was a close friend of the Campaign and of Dr. Sen. It is important to emphasize that Pope John XXIII, and his successor Pope Paul VI, had an influence that reached beyond their Congregations. John F. Kennedy was another such individual; his personal support for the Campaign had an impact that reached well beyond the official role of the US and beyond the work of the US national FFH Committee. His was a celebrity which was truly global, and his presence at the First World Food Congress helped raise the profile of the event and of the Campaign. Royal figures in many countries, both those sitting as heads of state and those who were not, added their support to the Campaign. In 1963, Queen Elizabeth II used FFHC as the subject of her Christmas Address to the Commonwealth:

Since my last message of Christmas greetings to you all, the world has witnessed many great events and sweeping changes, but they are already part of the long record of history.

Now, as ever, the important time for mankind is the future; the coming years are full of hope and promise and their course can still be shaped by our will and action.

The message of Christmas remains the same; but humanity can only progress if we are all truly ambitious for what is good and honourable. We know the reward is peace on earth, goodwill toward men, but we cannot win it without determination and concerted effort.

One such concerted effort has been the Campaign to free the world from hunger. I am very happy to know that the people of the Commonwealth have responded so generously to this campaign.

Much has been achieved but there is still much to do and on this day of reunions and festivities in the glow of Christmas, let us remember the many undernourished people, young and old, scattered throughout the world. All my family joins me in sending every one of you best wishes for Christmas and may God's blessing be with you in the coming year.<sup>74</sup>

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<sup>74</sup> Queen Elizabeth the Second, "the Queen's Christmas Broadcast, 1963" (Website, <http://www.royal.gov.uk/output/Page4615.asp>, as viewed on March 31, 2005).

Queen Juliana of the Netherlands was very active in her support of FFHC, and a number of internationally renowned politicians and diplomats, such as Canada's Lester Bowles Pearson, were associated with the Campaign. The eminent actor Peter Ustinov narrated a film, *The Secret Hunger*, produced by FAO and the National Film Board of Canada, which described the Freedom From Hunger Campaign.<sup>75</sup> In an early example of “celebrity diplomacy,” there were number of individuals whose likeness was used in an assortment of FAO and FFHC publicity materials; notable examples include Sophia Loren, Indira Gandhi, Coretta Scott-King, Olave Baden-Powell, Angela Christian, Michèle Morgan, Marie-Thérèse Basse, Attiya Inayatullah, Matsuyo Yamamoto, Mother Theresa, Kathleen Kenon, Iris Murdoch, Shirley Temple Black, Irene de Borbon de Parma, Margaret Mead, Jacqueline Auiol, and many others.

Through the Freedom From Hunger Campaign, B.R. Sen reached out to industry in the same way he had to NGOs and youth. Industries and private businesses of all kinds participated in the Campaign in many ways and in cooperation with FAO, Governments, and national FFH committees. The most prominent FAO-industry cooperative effort came through the FAO Industry Cooperative Programme. ICP was a product of the work of Commission IV of the First World Food Congress and of the vision and courage of B.R. Sen. Where the history of FFHC is concerned, ICP is “a bit of a red herring” because it was not properly a part of FFHC operations,<sup>76</sup> but it was a product of FFHC and is of particular significance in the Canadian experience with the Campaign. The purpose of ICP is best described in the words of B.R. Sen:

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<sup>75</sup> FAO and the National Film Board of Canada, *The Secret Hunger* (Ottawa : National Film Board of Canada, 1964).

<sup>76</sup> Hans Dall, Email, 25 July, 2006.

FAO/ICP, as it was originally called, was one of several major initiatives under the FFHC. We had no illusions with regard to Transnational Corporations (TCs). We recognized that they were exploitative in character, impelled by profit motive. We from FAO or from the UN System could not stop them from functioning in the developing countries. What we could do was to try to harness the managerial ability, technical know how, scientific experience, and capital resources of the leading industries of Europe and North America to support our efforts to free the world from hunger. We wanted to guide the industries from our end into the channels we thought most needed for our campaign, and at the same time alert governments of the developing countries about the shoals and sandbanks they must steer clear of in dealing with these industries.<sup>77</sup>

ICP was organized under the framework of FFHC and received contributions through FFHC Sub Trust Fund No. 177.<sup>78</sup> Beyond the inspiration for the Programme and the connection to the FFHC budget, ICP had no relation to FFHC operations. Sen noted that ICP attracted the interest of other UN Agencies, and that in 1967 this interest found expression in the change from FAO/ICP to ICP which “conceptually loosened [ICP’s] moorings from FAO.”<sup>79</sup> However, ICP is a good example of the kind of innovation Sen was implementing through FFHC and at FAO. FFHC gathered various development partners (such as NGOs, governments, and individuals) under the same umbrella, and ICP would add industry to that list.

### **Cooperation with other UN Agencies:**

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<sup>77</sup> B.R. Sen, “ICP and World Trade Unions,” Memo from B.R. Sen to Edouard Saouma (FAO, Personal Collection of Walter Simons, 3 October, 1977), 3.

<sup>78</sup> Through this fund meetings relating to ICP were financed, an ICP unit at FAO headquarters was maintained, and the fund facilitated Country Missions and covered miscellaneous FAO/ICP expenses.

<sup>79</sup> B.R. Sen, *Towards a Newer World*, 213.

In late 1958 and 1959 the Informal Group on a Free-the-World-From-Hunger campaign<sup>80</sup> advised the Ad Hoc Committee that a successful campaign would depend on the cooperation of other UN Agencies. At the centre of the effort, of course, would be FAO which would supply the latest scientific information and aid developing countries in acquiring knowledge of modern agricultural methods, provide a forum for international discussion of national agricultural policies, and be responsible for agricultural statistics such as the World Census of Agriculture. The United Nations Educational, Scientific, and Cultural Organization (UNESCO), which was concerned with the “general development of science”, would help alleviate the shortage of qualified personnel by raising the level of education and supply of ‘manpower’. UNESCO was also well positioned to contribute to educational development in a number of other areas. The United Nations International Children’s Emergency Fund (UNICEF) was already actively involved with FAO and the World Health Organization (WHO) in improving the nutrition of mothers and children and in improving milk supplies to mothers. WHO worked in relation to the improvement of health and the prevention of disease and therefore was directly involved in consumptive and dietary concerns of human beings.

FAO was already cooperating fully with the UN in efforts such as the Mediterranean Development Project,<sup>81</sup> and was interested in further developing

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<sup>80</sup> This was the first body to begin formal discussion on a world campaign against hunger. Members were: Dr. Sen, Dr. Wright, Mr. Boerma, Mr. Pawley, and Mr. Dey. **Find First Names**

<sup>81</sup> In his statement to ECOSOC on 10 July, 1959, Sen recalled the success of the Mediterranean Development Project and used it as an example in support of FFHC. He outlined the Mediterranean Development Project and suggested it was reflective of the new FAO approach to development. The MDP focussed on ‘favoured areas’, where conditions were not the worst, and invested in these regions – counting on stability, and then would expand efforts gradually into more underdeveloped regions. He noted that it

relations - especially in industrial and technical activities<sup>82</sup> with an emphasis on systems in developing countries.<sup>83</sup> The Working Group looked to the International Bank and the International Monetary Fund (IMF) for support in financing and economic development, and to the International Labour Organization (ILO) for support in areas of social security, labour conditions, and unemployment insurance. Cooperation would be sought from other “international agencies and regional groupings” such as the Colombo Plan, the Organization of American States (OAS) , the European Consultative Assembly and its related special bodies, the European Economic Community (EEC), the British Commonwealth, the Arab League, the United States Foreign Aid Program, as well as other unspecified national or bilateral technical assistance activities.<sup>84</sup> During Sen’s address to ECOSOC in 1959, the executive heads of the ILO, UNESCO, WHO, the International Atomic Energy Association (IAEA), the International Bank of Reconstruction and Development (IBRD), the Universal Postal Union (UPU), and the World Meteorological organization (WMO) expressed their willingness to cooperate within the limits of their staff and financial resources and subject to the decisions of their governing bodies.<sup>85</sup>

The support of Specialized Agencies expressed at ECOSOC belied some hesitation by some of the Agencies invited to participate in the Campaign.

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was a “selective approach”; the use of these “propulsive regions” would “lessen the strain and improve the effectiveness of the process. Once spontaneous growth has been launched, the poorer, less-promising areas might be tackled with greater hope of success.” BR Sen. “Statement by Mr. BR Sen, Director-General of FAO, to the Economic and Social Council of the United Nations, Geneva, 10 July, 1959” (FAO, RG12, Sec 4, B0-67 B15 (Box 3), FFHC Major Documents, 10 July, 1959), 7-8.

<sup>82</sup> The United Nations Technical Assistance Administration is noted in particular. Ibid.

<sup>83</sup> FAO. “Draft: Project for a Free the World From Hunger Year”, 5-6.

<sup>84</sup> Ibid., 7.

<sup>85</sup> FAO. “Excerpt from the Twenty-Third Report of the Administrative Committee on Co-ordination to the Economic and Social Council” (FAO, RG12, Sec 4, B0-67 B15, FFHC – ECOSOC, 1959), 1.

Reporting to the Director-General after a series of consultations with heads and senior administrators of the Specialized Agencies, Dr. Ezekiel noted reluctance by some of these individuals. The major concern was that budgetary matters had not been fully thought through by FAO, and it was helpful for the survival of FFHC that it was Ezekiel (Economics Head at FAO) who heard these concerns.

Interestingly, Ezekiel noted that little budgetary provision for the completion of work for FFHC had been made by any of the agencies.<sup>86</sup> Despite some initial reluctance by some officials, the strong support of ECOSOC, the ACC, and governments encouraged the participation of all of the Specialized Agencies.

### **Non-Governmental Organizations**

Ultimately, the success of the Campaign would depend on the participation of non-governmental organizations. Here lay the central innovation of the Freedom From Hunger Campaign. One of Sen's main concerns was that FAO foster NGO cooperation with governments, other organizations, and with each other to encourage development efforts outside the purview of FAO and that these efforts be self sustaining. NGOs, as they became to be known, already enjoyed relations and partnerships with some international agencies such as FAO, and these relationships would be further strengthened, but FAO (Dr. Sen)

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<sup>86</sup> Ezekiel noted as an extreme case that UNESCO expressed a desire to disengage from the Campaign except where they would support the publication of handbooks. UNESCO argued that it had no concern for economic development and that this "was solely in the competence of the FAO or the UN!" M. Ezekiel. "FFHC responsibilities of cooperating international organizations" (FAO, RG12, Sec 4, B-067 B15, Background Papers FFHC, 5 October, 1960), 1.

intended to organize NGOs into a new framework for international development of which they (NGOs) would be a central component.

The Working Group of NGOs for a Free the World From Hunger Year initially proposed the involvement of a handful of NGOs, but anticipated (correctly) the involvement of many more.<sup>87</sup> By the time of the approval of FFHC at ECOSOC and FAO in 1958 and 1959, FAO anticipated UN Agencies would assist in securing the cooperation of NGOs in the educational efforts and in the advising of governments in the planning, research, or action programs.<sup>88</sup> NGOs cooperating in the Campaign would be drawn from those already accredited<sup>89</sup> to FAO or other UN Agencies or those specifically approved by the Director-General in consultation with the Special Campaign Committee of the Council.<sup>90</sup> The Council proposed an Advisory Committee composed of representatives of major cooperating non-governmental organizations who would support the Director-General in conducting the Campaign, and who would discuss among themselves methods for achieving Campaign objectives.

At the invitation of the Director-General, 23 international non-governmental organizations sent representatives to Rome in January 1960 to discuss NGO participation in FFHC.<sup>91</sup> Sen told an Ad Hoc Advisory Committee

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<sup>87</sup> Specifically noted by the Working Group were: the World Federation of United Nations Associations, the International Federation of Agricultural Producers, the International Union of Nutritional Sciences, the Union of International Associations, the international Cooperative Alliance, and the International Chamber of Commerce. *Ibid.*, 7.

<sup>88</sup> FAO. "FAO Conference, Tenth Session, Rome, 3, October 1959, Freedom From Hunger Campaign" (FAO, RG 12, Sec 4, B 0-67 B15, Background papers 1960/61, 6 August, 1959), 7.

<sup>89</sup> Those agencies which had existing relationships with FAO or other UN Agencies and did not require special approval by Council or the Director-General.

<sup>90</sup> *Ibid.*

<sup>91</sup> NGOs represented at this meeting were: the International Confederation of Free Trade Unions; World Young Women's Christian Association; Catholic International Union for Social Services, the International

drawn from the attending NGOs that FFHC could only be successful if non-governmental organizations gave their full support in achieving Campaign objectives - particularly in arousing world-wide public opinion on the problem of hunger and malnourishment, and if they helped initiate and support positive measures to find solutions to the problem.<sup>92</sup> Sen's idea was innovative in that it would not bring partners together under an FAO or UN umbrella; instead, Sen would use FFHC to move interest, action, and activity in fighting the hunger problem into the broader global community.<sup>93</sup> Sen, using the language of the resolution, invited NGOs

to participate in the Advisory Committee of non-governmental organizations, which shall on request consult with the Director General and with representatives of other cooperating international organizations concerning plans for the Campaign and the activities of non-governmental organizations in assisting in the Campaign, at the same time providing an opportunity for the organizations represented to consult with one another.<sup>94</sup>

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Conference of Catholic Charities; Union International des Sciences Biologique; Commission International du Genie Rural; the International Federation of Agricultural Producers; the International Confederation of Technical Agriculturalists; the World Federation of United Nations Associations; Confederation Européenne de l'Agriculture; Associated Country Women of the World; the Women's International League for Peace and Freedom; the Committee of Churches on International Affairs; the World Council of Churches; the League of Red Cross Societies; the World Assembly of Youth; the World Veterinary Association; the World Federation of Trade Unions; the International Council of Women; Unione Mondiale des Organisations Feminines Catholique; the International Cooperative Alliance; Movement Internationale de la Jeunesse Agricole et Rurale Catholique; International Confederation of Christian Trade Unions; the International Federation of Business and Professional Women; the International Dairy Federation; and the International Landworkers Federation. FAO. "List of Representatives Who Attended the NGO Meeting on 18/1/60." (FAO. RG12, Sec 4, B0-67 B15, Ad Hoc – Papers FFHC), 1-3.

<sup>92</sup>FAO. "Report of Ad Hoc Advisory Committee of NGO's [sic] on the Freedom From Hunger Campaign" (FAO, RG 12, Sec 4, B 0-67 B15, File Title Unknown, January 1960), 1.

<sup>93</sup> This idea caused some friction between the FFHC Secretariat and some departments at FAO, particularly Information and Finance; Directors-General Boerma and Saouma were also less enthusiastic about moving control of development issues out of FAO. Charles H. Weitz, Hans Dall, and Victoria Bawtree, Interview by Author, 5-6 October, 2005.

<sup>94</sup> On 3 October, 1959, FAO Resolution C59/15 was approved at the 10<sup>th</sup> Session of the FAO Conference in 1959. Ibid., 1-2.

The Ad Hoc Committee<sup>95</sup> accepted Sen's invitation and agreed to hold a conference of international non-governmental organizations no later than spring 1960.<sup>96</sup> The main areas of NGO participation as defined by Sen and the Ad Hoc Committee (information and education; research projects and international assistance; national action programs, and fund raising/making use of funds raised) were in fact the main areas of NGO activity throughout the first phase of the Campaign, and the first three areas resembled closely the three 'legs' (research, information/education, and action) of the Campaign.

### **Governments and National FFHC Committees**

The success of the Campaign would depend on the participation of NGOs, but the heart of the Campaign would be the National Committees. Sen knew there would be value in bringing NGOs closer to international collaborative and cooperative efforts (as he would later on with industry), but he knew also that governments already worked closely with FAO, the UN and other Agencies. Moreover, like the UN, FAO is the manifestation of member governments' willingness to work together in common cause. Reactions to his proposals had been positive; Sen had evidence from the FAO regional conferences in 1958 that

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<sup>95</sup> The Ad Hoc Advisory Committee of NGOs consisted of a Chairman, Mr. John Metzler of the Commission of the Churches of International Affairs (including the World Council of Churches and International Missions Council), and a drafting committee including: Robert Hewlett, of the International Federation of Agricultural Producers; Mrs. CJ van Beekhoff van Selms, President of the Associated Country Women of the World; Mr. F. Casadio, representing the World Federation of United Nations Associations and the Union of International Associations; and Dr. Pennacchi, representing the League of Red Cross Societies. *Ibid.*, 2-3.

<sup>96</sup> The Ad Hoc Committee developed a provisional agenda in which main items were time and place of the conference, the nature of the Campaign, participation of NGOs, arrangements for cooperation among NGOs, and the composition of the Advisory Committee. *Ibid.*, 2-5.

FAO member governments, especially in the developing world, were highly receptive to his ideas, and, more importantly, had expressed a willingness to participate in the Campaign.

At the behest of the Director-General, FAO Conference Doc. C 59/21 invited “the attention of member governments to the way the needs of the campaign and FAO’s regular activities over the next five years have been brought into common focus.”<sup>97</sup> Though many countries had already initiated the formation of national committees, follow-up letters to individual governments in 1960 outlined the need for governments to form national campaign committees and invited individual government contributions to the Campaign Trust Fund which had been set up after its approval at the 1959 FAO Conference.<sup>98</sup> Sen himself was very active in ensuring that individual governments receive information and support from FAO, and he emphasized the responsibility of governments in this area. Sen envisioned national committees which were supported by, but were independent of, national governments; it would be at the discretion of each participating country as to the nature of the relationship between the government and the FFHC committee. However, his suggestions were clear on the matter. He noted to ministers that

while it is, of course, for each nation to determine what kind of committee is best suited to local conditions, having regard in particular to the

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<sup>97</sup> FAO. “Tenth Session, Rome, 3, October 1959, Freedom From Hunger Campaign” (FAO, RG12, Sec 4, B0-67 B15 (Box 3), FFHC Major Documents, 6 August, 1959), 3.

<sup>98</sup> M. Ezekiel. “Work Done Since the Conference in Line with the Conference Resolutions on the Freedom From Hunger Campaign” (FAO, RG12, Sec 4, B 0-67 B15, FFHC Ad Hoc Committee, 24 February, 1960), 1. The formal invitation to individual governments by Dr. Sen to form national campaign committees noted “that action is already underway in certain Member Nations for the establishment of national Campaign committees.” BR Sen. Letter to Ministers. G/161 (FAO, RG12, Sec, 4, B0-67 B15 (Box 2), FFHC / Ford-FFHC, January, 1960).

existence of National FAO Committees, I hope that such a body would not only include representatives of government departments which have a part to play in promoting and coordinating the Campaign, but also representatives of appropriate national organizations, namely those that could give effective assistance in carrying out informal and educational activities, fund raising or developing action programs.

I would personally think it advisable that, within each committee, executive responsibilities be entrusted to a governing board composed of a few distinguished personalities who, because of their special achievements and experience, would be in a position to give guidance and inspiration to the Committee. I also hope that the Heads of State will be good enough to give their moral support to the Campaign and consent to serve as honorary Presidents.<sup>99</sup>

Sen was also clear in his ideas on the responsibilities of the national committees themselves. Responsibilities for national committees would fall into three categories: informal and educational, fund raising, and ensuring national participation in the Campaign.<sup>100</sup>

Sen appealed directly to heads of state for support in the Campaign, reminding them that it was the membership of FAO which had approved a “Freedom From Hunger Campaign” extending from 1960 to 1965.<sup>101</sup> Here Sen emphasized the need for both the moral support and patronage of heads of state.<sup>102</sup> Sen’s letters to governments and their leaders, and a memorandum titled “Principles and Methods Governing the Freedom From Hunger Campaign,” pointed to the need for financial contributions from individuals and organizations, but it stated that leadership in this area would have to come from governments if

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<sup>99</sup> BR Sen, Letter to Ministers, January 1960, 1-2.

<sup>100</sup> Ibid., 2.

<sup>101</sup> BR Sen. Letter to Prime Minister Nehru of India. (FAO, RG12, Sec 4, B)-67 B15, Government and Governmental Organizations, 18 May, 1960), 1-2. This letter indicates that it is “similar” to those sent to other heads of state.

<sup>102</sup> Ibid.

the Campaign was to get off the ground. Sen received the support he sought.<sup>103</sup>

He later attributed the warm reception to FFHC to the universal appeal of the hunger problem; he wrote that “Nothing touches the conscious of man as much as hunger. It brings into man’s immediate consciousness the social injustices and inequalities, the divisions between man and man that encrust social structures everywhere.”<sup>104</sup>

Sen did not mistake enthusiasm for guarantees of action, nor did he expect uniformity in participation. As noted above, the Director-General repeatedly reminded governments of their responsibilities. A letter to participating governments reminded that FAO Conference Resolution 13/59 emphasized

that the objectives of the Campaign can only be reached if the less developed countries carry out the effective and useful action projects to that end, and that the formulation of vigorous prosecution by them of such projects will increase the support for the Campaign in the more highly developed countries.<sup>105</sup>

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<sup>103</sup> By the end of 1961, FFHC had received donations from 27 countries, 7 commercial firms, and 16 agencies, institutions or other donors totalling US\$1,223,740. The donor countries were: Austria (\$10,000); Australia (\$17,869); Burma (\$924); Canada (\$23,161); Ceylon (\$1,999); Chad (\$407); Denmark (\$15,045); France (\$74,952); Finland (\$4,664); Germany, Federal Republic of (\$110,714); Ghana (\$33,604); Honduras (\$500); India (\$41,999); Ireland (\$10,000); Israel (\$1,000); Lebanon (\$5,791); Luxembourg (\$2,002); Malaya (\$3,269); Netherlands (\$20,000); New Zealand (\$4,213); Nigeria (\$14,002); Norway (\$4,901); Pakistan (\$10,500); Sudan (\$2,000); Sweden (\$29,950); Switzerland (\$11,598); and the United Kingdom (\$56,007). The commercial firms were: Machine Agricole Industriale Pieralise (\$808); Shell International Chemical Company Ltd. (\$2,801); Japanese Ammonium Sulphate Export Company (\$20,000); Soci t  Ciba (\$5,017); Fabricantes Espa ol de Superfosfato (\$5,600); Consolidated Mining and Smelting Co. of Canada Ltd. (\$5,000); and Olin Mathieson Chemical Corporation New York (\$5,000). The agencies, institutions and other donors were: the German Protestant Bishops (\$99,734); German Catholic Bishops (\$104,720); Centre d’Etude de l’Azote (\$107,000); International Potash Institute (\$30,000); Foundation for International Potash Research (\$15,000); the Sulphur Institute (\$17,500); National Association of Chemical Industries, Milan (\$4,140); International Superphosphate Manufacturers Association, London (\$50,406); Fertilizer Development Council, Israel (\$1,000); Netherland Organization for International Aid (\$110,023); Evangelical Churches in Germany (\$100,000); Lutheran World Federation (\$1,000); International Federation of Margarine Associations (\$4,144); Sales of Publications (\$2,791); Various donors (\$5,985). Figures in US dollars. FAO. “Report of the External Auditor to the Conference of the Food and Agricultural Organization of the United Nations on the Accounts of the Regular Program for Financial Period 1960-61 ended 31 December 1961” (FAO, BU 2/1 (1960) (RG 8-FFHC1340), Budget Files From International Coordinator’s Office, 1961), 44-46.

<sup>104</sup> Sen, *Toward a Newer World*, 144.

<sup>105</sup> BR Sen. FFHC/G-2 (FAO, RG12, Sec 4, B0-67 B15, Correspondence with Governments, 1 July, 1960), 1.

Sen provided potential contributor governments with examples of the kinds of action projects requiring support and pledged FAO to assist with the provision of other information. However, he was explicit in his assertion to government leaders that “It should be understood...that internationally assisted projects form only part of the Campaign and that each country will be expected to develop its own program of action”.<sup>106</sup> The emphasis on action by individual countries grew in part from the nature of FAO – which expresses the will of its members, in part from Sen’s view that the Campaign should be heterogeneous in its approach, and in part from the realization that FAO could not, and should not, dictate methods or solutions to development problems.

Accompanying Sen’s letter to Ministers in January 1960 was the “Principles and Methods” document noted above.<sup>107</sup> This document outlined some details of the responsibilities of parties involved in FFHC and was a guiding document for the Campaign. In this document FAO described its own role as one of leader and coordinator. In a strict sense, this meant that applications for external assistance would be put before the Director-General, who would analyze them from the standpoint of “practical implementation” and then bring these to the attention of those nations and organizations wishing to assist.<sup>108</sup> In a broader sense, it meant that FAO would recommend projects, provide guidance in technical assistance to bilateral programs, and would offer direct assistance at the request of individual governments. FAO would also make available, and provide

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<sup>106</sup> Ibid., 2.

<sup>107</sup> FAO. “Principles and Methods Governing the Freedom-From-Hunger Campaign”. (FAO, RG12, Sec, 4, B0-67 B15 (Box 2), FFHC / Ford-FFHC, January, 1960).

<sup>108</sup> Ibid., 3.

guidance to, all available documents relating to action or research projects and would facilitate the passage of other information, and it would support development education programs. Finally, FAO would consult with other UN Agencies and coordinate cooperation with them.<sup>109</sup>

## **Conclusion**

When the Freedom from Hunger Campaign was launched on 1 July 1960 it had already achieved a partial success. It had brought the UN and its Specialized Agencies, NGOs, governments, and individuals together in the organization and implementation of a world campaign against hunger. It would soon add industry, religious and youth organizations, and a growing number of countries to that list.<sup>110</sup> For Sen, much of the success lay in bringing parties together; he understood that solutions to the hunger problem would be long in coming, and that the role of the FAOs would evolve continually. The willingness of the various participants to come together, especially where UN Agencies and governments welcomed NGOs as senior partners in development, signalled a fundamental change in the way international development assistance was conceived of and carried out.

Here we have seen the vision of BR Sen reflected in actions and policies at FAO in that late 1950s. Sen acted to stimulate change long before his ideas on a world campaign against hunger had clarified, and it was this early action which

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<sup>109</sup> Ibid., 3, 5.

<sup>110</sup> Not all countries participating in FFHC were members of FAO or of the UN.

allowed a sophisticated, integrated approach to be developed and adopted. As we will see in the following chapters, this early action also laid the foundation for a campaign which was much more successful than anyone had anticipated, and it invented partnerships which today are taken for granted. However, Sen should not be granted all the credit as there were many other individuals from a variety of organizations and representing differing interests who made key contributions to the development in the Campaign. Nevertheless, it was Sen who perceived both the vastness of the problem and the opportunity to address it.

Sen's inspiration and personal commitment to the Campaign were crucial, but his ideas met a receptive audience, and in many ways the Campaign was a product of its environment. UN and FAO membership was swelling with new member states, many of which were underdeveloped or faced serious development problems, and advances in communication and science appeared to offer new possibilities. Moreover, FFHC would be FAO's contribution to the first UN Development Decade and Sen's proposals were developed with that end in mind. In the most basic sense, FFHC was developed in response to a very real and very urgent need; the problem of hunger and malnutrition in the world was so vast that only a global effort of the kind Sen envisioned could have a hope of finding solutions. It was Sen, however, whose unique ability and personal quality came into focus at a time in post-war history where organizations such as FAO were capable of change and where modern knowledge and resources could be harnessed in ways never possible before.

## **Conclusion: Whither FFHC?**

James Morris, World Food Programme Executive Director...called for students and young people, faith-based groups, the business community and governments to join forces in a global movement to alleviate and eliminate hunger, especially among children, in an interview Friday Feb. 16, 2007.

*Edith M. Ledberer, Associated Press*

Sounds like FFHC to me...

*Charles H. Weitz, 2007*

We began with two questions: what was the Freedom From Hunger Campaign; and what was its effect on Canada? The answer to the first question is that FFHC was an international campaign to raise awareness of the problem of hunger and malnutrition and to indicate possible solutions to that problem. Viewed simply in terms of that basic objective, FFHC was a success. Charles H. Weitz illustrates the Campaign's success using two stories:

...the outreach of FFHC was fantastic. A French senior director of FAO, a solitary fisherman, was working a small stream in the rugged Dordogne and at noon went into a bar in a tiny mountain village of a few houses. Its only other occupant, a villager, started to talk over a glass of wine and asked the FAO director what was his work? Our friend tried to simplify FAO and what he did when he was interrupted by the villager with a nod and "Oh yes, I know what you do – it's the Freedom From Hunger Campaign.

Story two is from Africa...Boerma, named by Sen as the first Executive Director of the World Food Programme, quickly built a high visibility programme (part of his campaign in seeking election as Director General) but more than once was frustrated (and angered) when going to a village where a WFP Food for Work project was being shown, to find himself greeted by a banner strung between trees loudly proclaiming "THANK YOU FREEDOM FROM HUNGER!"<sup>111</sup>

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<sup>111</sup> Charles H. Weitz, "FAO and the Freedom From Hunger Campaign: Reflections, Observations, Lessons", 7.

As we have seen, however, Sen had intended FFHC be much more than development outreach. The Campaign was instrumental in transforming FAO from a technical organization into a development agency, and it pioneered new models for cooperation among governments, NGOs, UN agencies and other organizations. As is demonstrated by the myriad activities conducted under the auspices of the Campaign around the world, and by its prolonged life, FFHC was near the centre of the world-wide movement Sen had hoped for.

Perhaps the greatest significance of the Campaign was its pioneering nature. The work of what became known as international development was nothing new in 1960, nor was an awareness of the problem of hunger and malnutrition. The existence of the UN and its Specialized Agencies is testament to an awareness by peoples and their governments of the problem and the implications for human security of a failure to solve it. What was new about FFHC was that the Campaign clarified the nature and scale of the problem, and framed possible solutions in terms of a global and sustained effort. Significantly, it was under the auspices of FFHC that NGOs, private industries, religious organizations, youth, and individuals were first brought into direct cooperation with governments and governmental organizations. In this way FFHC bridged the gap between philanthropy and the large development schemes of governments and governmental organizations. Prior to 1960, a handful of NGOs had relationships with UN Specialized Agencies and some governments, but as we saw in Chapter Two, their influence on governments and governmental organizations was limited. After 1960, the Campaign served as an important coordinating mechanism among NGOs, governments, and UN Agencies as the number and influence of NGOs increased exponentially

throughout the decade and beyond. As we see in the case study of FFHC in Canada, by the end of the 1960s NGOs had proliferated, and government agencies assumed and depended upon their cooperation.

### **A Sustained, Global Effort**

The Freedom From Hunger Campaign set a founding precedent for a modern approach to the problem of hunger and malnutrition. As we saw internationally and in Canada, the Campaign made an important contribution to both an understanding and practice of international development. In many ways FFHC helped invent modern international development, and was early in its embrace of the idea that real solutions can only be found in broadly based and sustained efforts. Because the Campaign called on all levels of society to act, FFHC placed the responsibility for the problem squarely at the feet of all people rather than simply of governments and governmental organizations. When John F. Kennedy told those assembled at the 1963 World Food Congress: “We have the means; we have the capacity to wipe hunger and poverty from the face of the earth in our lifetime. We need only the will”,<sup>112</sup> he was addressing individuals and not governments. More recent appeals for a broadly based effort are similarly directed at all peoples. In 2000, those gathered in New York for the UN Millennium Development Summit called for the kind of effort FFHC referred to four decades earlier. Point Five of the UN Millennium Declaration reads:

We believe that the central challenge we face today is to ensure that globalization becomes a positive force for all the world's people. For while globalization offers great opportunities, at present its benefits are very

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<sup>112</sup> FAO, *Report of the World Food Congress* (Rome, FAO, 1963), 19.

unevenly shared, while its costs are unevenly distributed. We recognize that developing countries and countries with economies in transition face special difficulties in responding to this central challenge. Thus, only through broad and sustained efforts to create a shared future, based upon our common humanity in all its diversity, can globalization be made fully inclusive and equitable. These efforts must include policies and measures, at the global level, which correspond to the needs of developing countries and economies in transition and are formulated and implemented with their effective participation.<sup>113</sup>

The same language was used two years later at the 2002 World Food Summit which called on “all parties (governments, international organizations, civil society organizations and the private sector) to reinforce their efforts so as to act as an international alliance against hunger to achieve the WFS targets no later than 2015.”<sup>114</sup>

In 1996, at the World Food Summit in Rome, echoes of FFHC were pronounced. The Rome Declaration on World Food Security reads:

We emphasize the urgency of taking action now to fulfil our responsibility to achieve food security for present and future generations. Attaining food security is a complex task for which the primary responsibility rests with individual governments. They have to develop an enabling environment and have policies that ensure peace, as well as social, political and economic stability and equity and gender equality. We express our deep concern over the persistence of hunger which, on such a scale, constitutes a threat both to national societies and, through a variety of ways, to the stability of the international community itself. Within the global framework, governments should also cooperate actively with one another and with United Nations organizations, financial institutions, intergovernmental and non-governmental organizations, and public and private sectors, on programmes directed toward the achievement of food security for all.<sup>115</sup>

Interestingly, on this occasion, FAO Director-General, Dr. Jacques Diouf, paraphrased the words of President Kennedy at the 1963 Congress. Diouf said: “We have the

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<sup>113</sup> United Nations Millennium Declaration, (8 September, 2000).

<sup>114</sup> Declaration of the World Food Summit (Rome, June, 2002).

<sup>115</sup> Rome Declaration on World Food Security (Rome, 17 November, 1996).

possibility to do it. We have the knowledge. We have the resources. And with the Rome Declaration and the Plan of Action, we've shown that we have the will.”<sup>116</sup>

As we saw from the comments of outgoing World Food Programme Director James Morris, calls for a comprehensive, sustained effort are still being made. In 1960, Dr. Sen appealed for a world-wide campaign against hunger and frequently (and correctly) pointed out that by the end of the century the world population would grow from 3 to 6 billion, and at least half would be hungry or malnourished or both. It was clear then, as it is now, that governments alone could not alleviate poverty on a global scale and a much broader approach was necessary. Significantly, while Sen was sounding the call for a global assault on hunger, he was acting to create conditions which supported such an effort. A study of FFHC internationally and in Canada shows us that the kind of Campaign Sen called for was possible, and, more importantly, was welcomed by governments, organizations of all kinds, and by individuals in all parts of the world. The high level of receptivity to the Campaign suggests that FFHC helped give direction to a movement which was already emergent in the late 1950s and 1960s in Canada and around the world. The pioneering efforts of FFHC therefore had a profound and lasting impression. A look at FFHC in Canada shows us a good example of how Sen’s campaign tapped into an emerging movement toward humanitarian internationalism and how easily the ideas underpinning the Campaign were embraced by Canadians of all kinds. It had an enduring legacy.

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<sup>116</sup> Jacques Diouf, ([http://www.fao.org/wfs/index\\_en.htm](http://www.fao.org/wfs/index_en.htm), 17 November, 2006).