

amended provisions are acceptable. However, if the bill becomes law, the language of the statute itself will not be sufficient to elucidate the intentions of Congress on all the questions about photocopying that are likely to arise. Interpretation of the law will depend also on the legislative history of the bill—par-

ticularly on the final language of the committee report.

CONTU stepped into a potential breach on 2 April by offering to assist the interested parties in preparing guidelines on library photocopying. Kastenmeier accepted the offer and it is now understood that if guidelines acceptable to

both sides can be worked out, they will be included in the committee's final report.

A precedent for this was the fair use agreement on multiple copying for classroom use reached in March among representatives of the education organizations, authors, and publishers. These

Kissinger Offers More Technology to Third World

A major but largely ignored component of the Secretary of State's speech at Nairobi last month was the promise to give Third World nations much greater access to the storehouse of American science and technology. Delegates to the United Nations Conference on Trade and Development heard Kissinger enumerate an almost cornucopian list of technological aids for developing countries. Delivery is another matter, but at least as an expression of benevolence the list left little to be desired.

Technology has always featured prominently in Kissinger's dealings with developing nations (*Science*, 17 May 1974). According to one account, promises of American technology for Arab countries have played a leading role in his Middle East strategy. But the Secretary's Nairobi address must have set some kind of record just for the number of technological marvels that the United States proposes to deliver, some by itself, some in conjunction with other countries. The list of proposals includes:

- An International Industrialization Institute to encourage research and development of industrial technology appropriate to developing countries. A founders conference is to be held later this year.

- Sharing by the United States of its technology in the fields of satellites, ocean exploitation, and water resources. The United States will help developing countries establish centers for the use of satellites in surveying, education, and communication. It will invite their scientists to participate in oceanology projects such as deep-sea mining and fisheries management.

- American universities will be encouraged to set up special institutes and courses to help train scientists in developing countries.

- Appropriate steps should be taken to curb the brain drain of Third World scientists to the United States.

- The United States will encourage the formation of a technology corps. This will be a private, nonprofit organization to which corporations and universities would contribute scientific and technical experts to help train local manpower in specific development projects.

- Voluntary guidelines should be developed that encourage the transfer of technology from industrialized to developing nations.

- To help make technological information available to developing countries, the United States will improve their access to its own information facilities, such as the National Library of Medicine, the Division of Science Information of the National Science Foundation, the National Agricultural Library, and the Smithsonian Science Information Exchange.

- The United States supports the United Nations Conference on Science and Technology for Development, now

proposed for 1979, and, to speed preparations, will hold a national conference next year. The conference, which will bring together the "best talent" from U.S. universities, foundations, and private enterprise, will be invited to "help mobilize American resources to assist developing countries to meet their research requirements."

It remains to be seen just what substantive result comes out of the Secretary's proposals. The speech bears signs of a certain haste. For example, the function of the proposed International Industrialization Institute is incorrectly described. At least as envisaged by its original planners (a National Academy of Sciences committee), the institute would consist entirely of policy analysts rather than being a research institute of the type described by Kissinger. Not all of the ideas are new: the International Industrialization Institute and a proposed International Energy Institute were also mentioned in a speech delivered to the United Nations last September.

Nevertheless, the Nairobi speech represents a major policy commitment by the U.S. government to put a larger share of its technology at the disposal of developing nations. According to Kissinger, the program "represents the most comprehensive effort ever put forward by the United States to deal with the challenge of applying technology to development."

These brave words, however, have to be seen against the fact that American foreign aid has been in a state of steady decline. The United States devotes 0.26 percent of its gross national product to foreign aid, compared with 1.10 percent for Sweden, and by this measure only two other member countries of the Organization for Economic Cooperation and Development, Finland and Switzerland, give less. U.S. aid has been declining in absolute as well as relative terms. The proposed 1977 budget of the Agency for International Development is one of the lowest in the agency's history.

Moreover, Kissinger's Nairobi speech emphasizes industrialization, which may well be what developing countries want to hear, but it stands in possible conflict with the new mandate that Congress has written for AID in the Foreign Assistance Act of 1973. The House International Relations Committee has directed AID to give priority to food and nutrition, to population planning and health, and to education. It may be unwilling to find the considerable sums required to fulfill the somewhat different proposals Kissinger put forward in Nairobi. One foreign aid expert comments of the Kissinger speech: "While on the face of it the statement goes some way toward meeting the claims of developing countries, and is perhaps overdue in that regard, it comes at a rather late stage in the game, and its implementation by Congress is an unknown factor."

—NICHOLAS WADE