

C.I.A. Report Says Worsening World Grain

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Special to The New York Times

SAN FRANCISCO, March 16— A research report of the Central Intelligence Agency has concluded that world grain shortages, which are likely to increase in the near future, "could give the United States a measure of power it had never had before—possibly an economic and political dominance greater than that of the immediate post-World War II years."

Written in August, 1974, shortly before the World Food Conference in Rome, the report predicts that "in bad years, when the United States could not meet the demand for food of most would-be importers, Washington would acquire virtual life-and-death power over the fate of the multitudes of the needy."

The report, made available unofficially to The New York Times, continues: "Without indulging in blackmail in any sense, the United States would gain extraordinary political and economic influence. For not only the poor LDC's [less-developed countries] but also the major powers would be at least partially dependent on food imports from the United States."

In recent weeks, Secretary of State Kissinger has referred to American grain stocks in news conferences in connection with how to deal with Organization of Petroleum Exporting Countries. Secretary of Agriculture Earl L. Butz has also referred to the way food could be used as a bargaining lever with oil-producing countries.

'Food Is a Weapon'

In early November, Dr. Butz said: "Food is a weapon. It is now one of the principal tools in our negotiating kit."

The C.I.A. report, prepared by the agency's office of political research, says that the trends in grain production will give the United States an "enhanced role as a supplier of food" in coming decades that will provide "additional levers of influence, but at the same time will pose difficult choices and possibly new problems for the United States."

"Whatever choice the United States makes in deciding where its grain should go, it will become a whipping boy among those who consider themselves left out or given only short shrift," says the report, titled "Potential Implications of Trends in World Population, Food Production and Climate."

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Shortages Could Give

A Disclaimer Added

The report contained a disclaimer at the bottom of its first page that says:

"This study was prepared by the office of political research of the Central Intelligence Agency. It does not, however, represent an official C.I.A. position. The views presented represent the best judgment of the issuing office, which is aware that the complex issues discussed lend themselves to other interpretation."

In a section on "political and other implications" of food shortages, the report says: "Where climate change causes great shortages of food despite United States exports, the potential risks to the United States would rise. There would be increasingly desperate attempts on the part of the militarily powerful but nonetheless hungry nations to get more grain any way they could. Massive migration backed by force would become a very live issue."

"Nuclear blackmail is not inconceivable," the report says. "More likely, perhaps, would be ill-conceived efforts to un-

dertake drastic cures which might be worse than the disease—e.g., efforts to change the climate by trying to melt the Arctic ice-cap."

Near the end of the 52-page report, it states: "In the poor and powerless areas, population would have to drop to levels that could be supported. Food subsidies and external aid, however generous the donors might be, would be inadequate. Unless or until the climate improved and agricultural techniques change sufficiently, population levels now projected for the LDC's could not be reached. The population 'problem' would have solved itself in the most unpleasant fashion."

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U.S. Great Power

The report gives no indication as to whom it was distributed. It is not known whether United States representatives to the World Food Conference had an opportunity to read it.

It also does not indicate why the C.I.A. did a political analysis of food-production and climate trends or whether the agency has taken or plans any action based on the information in the study.

Much of the information in the report, such as that on food needs, supply and demand and on climate, appears to be drawn from academic research by agronomists and climatologists, but the precise sources are generally not identified, nor is the C.I.A.'s relationship to

those whose research was used.

The report says that the consensus of leading climatologists is that if a cooling trend in world climate "continues, as feared, it could restrict production in both the U.S.S.R. and China, among other states, and could have an enormous impact, not only on the food-population balance, but also on the world balance of power."

Food supplies have declined in recent years, especially in 1972, the report says, "resulting in rapid rise in food prices everywhere — and a drastic drawdown of existing world stocks of grain."

It notes United States and United Nations forecasts of an

<p>annual growth in world food demand of 2.3 to 2.5 per cent, and says: "It is far more difficult to forecast the growth of food production than the rise in demand for it."</p> <p>"Unless even optimistic projections about production in the LDC's are too low, many of the food-deficit LDC's are likely to be in for serious trouble within the next five-ten years."</p> <p>The report asserts that "the greatest potential for increased food production over the longer run lies in the LDC's," but that "the political commitment to agriculture has thus far been lacking."</p> <p>"In most LDC's, the governing policy has been either to</p>	<p>ignore or to soak the peasants in order to promote industry and keep the city-dweller reasonably content. Reversal of this policy would require enormous inputs of capital and skilled personnel, both in notoriously short supply in most LDC's."</p> <p>Citing the research of Dr. Hubert Lamb, a British climatologist, the report states that the Northern Hemisphere "at least, is growing cooler."</p> <p>This would mean that of the main grain-growing regions, only the United States and Argentina would escape adverse effects, according to the report. American grain output might be "unaffected or even slightly enhanced," it</p>	<p>says. Canada and the Soviet Union would have shorter growing seasons, monsoon failures in South and Southeast Asia would significantly reduce grain output there, and China would also have monsoon failures.</p> <p>The report notes that dam and irrigation systems built during the periods of "normal weather" from the 1930's through the 1960's were based on rainfall patterns that would change. Moreover, the report says that "most of the hybrids and all of the 'Green Revolution' [grain] strains were developed to use the warmth and moisture prevailing" in that period, and the expected changes in temperature or rain-</p>	<p>fall that "could negate most of these advances in yield."</p> <p>If there is a "marked and persistent cooling trend," the report says, there would not be enough food produced to feed the world's population "unless the affluent nations made a quick and drastic cut in their consumption of grain-fed animals."</p> <p>"Even then there might not be enough."</p> <p>The report ends by saying that "the potential implications of a changed climate for the food-population balance and for the world balance of power" would become "far clearer and possibly more manageable if the extent of possible cooling were thoroughly investigated."</p>
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