

2. GARRETT HARDIN

Rich countries, argues Hardin, can be seen as lifeboats, full of relatively affluent people and floating through seas dotted with the world's poor, struggling to stay afloat. The poor, naturally, would like to clamber aboard the lifeboat, and this raises the question of how those aboard should react. Hardin argues for a totally exclusionary policy on the grounds that this represents the only chance for the survival of humanity as a whole. If the affluent countries open their doors and let everyone in who wants to get in, Hardin argues, the effect will be that the lifeboat is swamped and everyone drowns, rich and poor alike. Even a less generous policy will be disastrous—allowing some poor people aboard will reduce the boat's "safety factor" to the point where adverse conditions would result in catastrophe, otherwise avoided. The potential for disaster, according to Hardin, stems partly from rapid human population growth, particularly in the poor countries, and the increasing demands this places on the earth's finite environment. Another problem is what he calls "the tragedy of the commons"—Earth's environment is being degraded because those who have a right to its resources aren't held to a corresponding duty to protect it.

Lifeboat Ethics: The Case Against Helping the Poor

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Environmentalists use the metaphor of the earth as a "spaceship" in trying to persuade countries, industries and people to stop wasting and polluting our natural resources. Since we all share life on this planet, they argue, no single person or institution has the right to destroy, waste, or use more than a fair share of its resources.

But does everyone on earth have an equal right to an equal share of its resources? The spaceship metaphor can be dangerous when used by misguided idealists to justify suicidal policies for sharing our resources through uncontrolled immigration and foreign aid. In their enthusiastic but unrealistic generosity, they confuse the ethics of a spaceship with those of a lifeboat.

A true spaceship would have to be under the control of a captain, since no ship could possibly survive if its course were determined by committee. Spaceship Earth certainly has no captain; the United Nations is merely a toothless tiger, with little power to enforce any policy upon its bickering members.

If we divide the world crudely into rich nations and poor nations, two-thirds of them are desperately poor, and only one-third comparatively rich, with the United States the wealthiest of all. Metaphorically each rich nation can be seen as a lifeboat full of comparatively rich people. In the ocean outside each lifeboat swim the poor of the world, who would like to get in, or at least to share some of the wealth. What should the lifeboat passengers do?

First, we must recognize the limited capacity of any lifeboat. For example, a nation's land has a limited capacity to support a population and as the current energy crisis has shown us, in some ways we have already exceeded the carrying capacity of our land.

ADRIFT IN A MORAL SEA

So here we sit, say 50 people in our lifeboat. To be generous, let us assume it has room for 10 more, making a total capacity of 60. Suppose the 50 of us in the lifeboat see 100 others swimming in the water outside, begging for admission to our boat or for handouts. We have several options: We may be tempted to try to live by the Christian ideal of being "our brother's keeper," or by the Marxist ideal of "to each according to his needs." Since the needs of all in the water are the same, and since they can all be seen as "our brothers," we could take them all into our boat, making a total of 150 in a boat designed for 60. The boat swamps, everyone drowns. Complete justice, complete catastrophe.

Since the boat has an unused excess capacity of 10 more passengers, we could admit just 10 more to it. But which 10 do we let in? How

do we choose? Do we pick the best 10, the neediest 10, "first come, first served"? And what do we say to the 90 we exclude? If we do let an extra 10 into our lifeboat, we will have lost our "safety factor," an engineering principle of critical importance. For example, if we don't leave room for excess capacity as a safety factor in our country's agriculture, a new plant disease or a bad change in the weather could have disastrous consequences.

Suppose we decide to preserve our small safety factor and admit no more to the lifeboat. Our survival is then possible, although we shall have to be constantly on guard against boarding parties.

While this last solution clearly offers the only means of our survival, it is morally abhorrent to many people. Some say they feel guilty about their good luck. My reply is simple: "Get out and yield your place to others." This may solve the problem of the guilt-ridden person's conscience, but it does not change the ethics of the lifeboat. The needy person to whom the guilt-ridden person yields his place will not himself feel guilty about his good luck. If he did, he would not climb aboard. The net result of conscience-stricken people giving up their unjustly held seats is the elimination of that sort of conscience from the lifeboat.

This is the basic metaphor within which we must work out our solutions. Let us now enrich the image, step by step, with substantive additions from the real world, a world that must solve real and pressing problems of overpopulation and hunger.

The harsh ethics of the lifeboat become even harsher when we consider the reproductive differences between the rich nations and the poor nations. The people inside the lifeboats are doubling in numbers every 87 years; those swimming around outside are doubling, on the average, every 35 years, more than twice as fast as the rich. And since the world's resources are dwindling, the difference in prosperity between the rich and the poor can only increase.

As of 1973, the US had a population of 210 million people, who were increasing by 0.8 percent per year. Outside our lifeboat, let us imagine another 210 million people (say, the combined populations of Colombia, Ecuador, Venezuela, Morocco, Pakistan, Thailand, and the Philippines) who are increasing at a rate of 3.3 percent per year. Put differently, the doubling time for this aggregate population is 21 years, compared to 87 years for the US.

MULTIPLYING THE RICH AND THE POOR

Now suppose the US agreed to pool its resources with those seven countries, with everyone receiving an equal share. Initially the ratio of Americans to non-Americans in this model would be one-to-one. But consider what the ratio would be after 87 years, by which time the Americans would have doubled to a population of 420 million. By then, doubling every 21 years, the other group would have swollen to 354 billion. Each American would have to share the available resources with more than eight people.

But, one could argue, this discussion assumes that current population trends will continue, and they may not. Quite so. Most likely the rate of population increase will decline much faster in the US than it will in the other countries, and there does not seem to be much we can do about it. In sharing with "each according to his needs," we must recognize that needs are determined by population size, which is determined by the rate of reproduction, which at present is regarded as a sovereign right of every nation, poor or not. This being so, the philanthropic load created by the sharing ethic of the spaceship can only increase.

THE TRAGEDY OF THE COMMONS

The fundamental error of spaceship ethics, and the sharing it requires, is that it leads to what I call "the tragedy of the commons." Under a system of private property, the men who own property recognize their responsibility to care for it, for if they don't they will eventually suffer. A farmer, for instance, will allow no more cattle in a pasture than its carrying capacity justifies. If he overloads it, erosion sets in, weeds take over, and he loses the use of the pasture.

If a pasture becomes a commons open to all, the right of each to use it may not be matched by a corresponding responsibility to protect it. Asking everyone to use it with discretion will hardly do, for the considerate herdsman who refrains from overloading the commons suffers more than a selfish one who says his needs are greater. If everyone would restrain himself, all would be well; but it takes only one less than everyone to ruin a system of voluntary restraint. In a crowded world of less-than-perfect human beings, mutual ruin is inevitable if there are no controls. This is the tragedy of the commons.

One of the major tasks of education today should be the creation of such an acute awareness of the dangers of the commons that people will recognize its many varieties. For example, the air and water have become polluted because they are treated as commons. Further growth in the population or per-capita conversion of natural resources into pollutants will only make the problem worse. The same holds true for the fish of the oceans. Fishing fleets have nearly disappeared in many parts of the world, technological improvements in the art of fishing are hastening the day of complete ruin. Only the replacement of the system of the commons with a responsible system of control will save the land, air, water, and oceanic fisheries.

THE WORLD FOOD BANK

In recent years there has been a push to create a new commons called a World Food Bank, an international depository of food reserves to which nations would contribute according to their abilities and from which they would draw according to their needs. This humanitarian proposal has received support from many liberal international groups, and from such prominent citizens as Margaret Mead, UN Secretary-General Kurt Waldheim, and Senators Edward Kennedy and George McGovern.

A world food bank appeals powerfully to our humanitarian impulses. But before we rush ahead with such a plan, let us recognize where the greatest political push comes from, lest we be disillusioned later. Our experience with the Food for Peace program, or Public Law 480, gives us the answer. This program moved billions of dollars worth of US surplus grain to food-short, population-long countries during the past two decades. But when PL 480 first became law, a headline in the business magazine *Forbes* revealed the real power behind it: "Feeding the World's Hungry Millions: How It Will Mean Billions for U.S. Business."

And indeed it did. In the years 1960 to 1970, US taxpayers spent a total of \$7.9 billion on the Food for Peace program. Between 1948 and 1970, they also paid an additional \$50 billion for other economic-aid programs, some of which went for food and food-producing machinery and technology. Though all US taxpayers were forced to contribute to the cost of PL 480, certain special interest groups gained handsomely under the program. Farmers did not have to contribute the grain; the

Government, or rather the taxpayers, bought it from them at full market prices. The increased demand raised prices of farm products generally. The manufacturers of farm machinery, fertilizers, and pesticides benefited by the farmers' extra efforts to grow more food. Grain elevators profited from storing the surplus until it could be shipped. Railroads made money hauling it to ports, and shipping lines profited from carrying it overseas. The implementation of PL 480 required the creation of a vast Government bureaucracy, which then acquired its own vested interest in continuing the program regardless of its merits.

EXTRACTING DOLLARS

Those who proposed and defended the Food for Peace program in public rarely mentioned its importance to any of these special interests. The public emphasis was always on its humanitarian effects. The combination of silent selfish interests and highly vocal humanitarian apologists made a powerful and successful lobby for extracting money from taxpayers. We can expect the same lobby to push now for the creation of a world food bank.

However great the potential benefit to selfish interests, it should not be a decisive argument against a truly humanitarian program. We must ask if such a program would actually do more good than harm, not only momentarily but also in the long run. Those who propose the food bank usually refer to a current "emergency" or "crisis" in terms of world food supply. But what is an emergency? Although they may be infrequent and sudden, everyone knows that emergencies will occur from time to time. A well-run family, company, organization, or country prepares for the likelihood of accidents and emergencies. It expects them, it budgets for them, it saves for them.

LEARNING THE HARD WAY

What happens if some organizations or countries budget for accidents and others do not? If each country is solely responsible for its own well-being, poorly managed ones will suffer. But they can learn from experience. They may mend their ways, and learn to budget for infrequent but certain emergencies. For example, the weather varies from

\ car to year, and periodic crop failures are certain. A wise and competent government saves out of the production of the good years in anticipation of bad years to come. Joseph taught this policy to Pharaoh in Egypt more than two thousand years ago. Yet the great majority of the governments in the world today do not follow such a policy. They lack either the wisdom or the competence, or both. Should those nations that do manage to put something aside be forced to come to the rescue each time an emergency occurs among the poor nations?

"But it isn't their fault!" Some kindhearted liberals argue. "How can we blame the poor people who are caught in an emergency? Why must they suffer for the sins of their governments?" The concept of blame is simply not relevant here. The real question is, what are the operational consequences of establishing a world food bank? If it is open to every country every time a need develops, slovenly rulers will not be motivated to take Joseph's advice. Someone will always come to their aid. Some countries will deposit food in the world food bank, and others will withdraw it. There will be almost no overlap. As a result of such solutions to food shortage emergencies, the poor countries will not learn to mend their ways, and will suffer progressively greater emergencies as their populations grow.

POPULATION CONTROL THE CRUDE WAY

On the average, poor countries undergo a 2.5 percent increase in population each year; rich countries, about 0.8 percent. Only rich countries have anything in the way of food reserves set aside, and even they do not have as much as they should. Poor countries have none. If poor countries received no food from the outside, the rate of their population growth would be periodically checked by crop failures and famines. But if they can always draw on a world food bank in time of need, their population can continue to grow unchecked, and so will their "need" for aid. In the short run, a world food bank may diminish that need, but in the long run it actually increases the need without limit.

Without some system of worldwide food sharing, the proportion of people in the rich and poor nations might eventually stabilize. The overpopulated poor countries would decrease in numbers, while the rich countries that had room for more people would increase. But with a

well-meaning system of sharing, such as a world food bank, the growth differential between the rich and the poor countries will not only persist, it will increase. Because of the higher rate of population growth in the poor countries of the world, 88 percent of today's children are born poor, and only 12 percent rich. Year by year the ratio becomes worse, as the fast-reproducing poor outnumber the slow-reproducing rich.

A world food bank is thus a commons in disguise. People will have more motivation to draw from it than to add to any common store. The less provident and less able will multiply at the expense of the abler and more provident, bringing eventual ruin upon all who share in the commons. Besides, any system of "sharing" that amounts to foreign aid from the rich nations to the poor nations will carry the taint of charity, which will contribute little to the world peace so devoutly desired by those who support the idea of a world food bank.

As past US foreign-aid programs have amply and depressingly demonstrated, international charity frequently inspires mistrust and antagonism rather than gratitude on the part of the recipient nation.

CHINESE FISH AND MIRACLE RICE

The modern approach to foreign aid stresses the export of technology and advice rather than money and food. As an ancient Chinese proverb goes: "Give a man a fish and he will eat for a day; teach him how to fish and he will eat for the rest of his days." Acting on this advice, the Rockefeller and Ford Foundations have financed a number of programs for improving agriculture in the hungry nations. Known as the "Green Revolution," these programs have led to the development of "miracle rice" and "miracle wheat," new strains that offer bigger harvests and greater resistance to crop damage. Norman Borlaug, the Nobel Prize-winning agronomist who, supported by the Rockefeller Foundation, developed "miracle wheat," is one of the most prominent advocates of a world food bank.

Whether or not the Green Revolution can increase food production as much as its champions claim is a debatable but possibly irrelevant point. Those who support this well-intended humanitarian effort should first consider some of the fundamentals of human ecology. Ironically, one man who did was the late Alan Gregg, a vice president of the Rockefeller

immigration. Two decades ago he expressed strong doubts about the wisdom of such attempts to increase food production. He likened the growth and spread of humanity over the surface of the earth to the spread of cancer in the human body, remarking that "cancerous growths demand food; but, as far as I know, they have never been cured by getting it."

OVERLOADING THE ENVIRONMENT

Every human born constitutes a draft on all aspects of the environment: food, air, water, forests, beaches, wildlife, scenery, and solitude. Food can, perhaps, be significantly increased to meet a growing demand. But what about clean beaches, unspoiled forests, and solitude? If we satisfy a growing population's need for food, we necessarily decrease its per capita supply of the other resources needed by men.

India, for example, now has a population of 600 million, which increases by 15 million each year. This population already puts a huge load on a relatively impoverished environment. The country's forests are now only a small fraction of what they were three centuries ago, and floods and erosion continually destroy the insufficient farmland that remains. Every one of the 15 million new lives added to India's population puts an additional burden on the environment, and increases the economic and social costs of crowding. However humanitarian our intent, every Indian life saved through medical or nutritional assistance from abroad diminishes the quality of life for those who remain, and for subsequent generations. If rich countries make it possible, through foreign aid, for 600 million Indians to swell to 1.2 billion in a mere twenty-eight years, as their current growth rate threatens, will future generations of Indians thank us for hastening the destruction of their environment? Will our good intentions be sufficient excuse for the consequences of our actions?

My final example of a commons in action is one for which the public has the least desire for rational discussion—immigration. Anyone who publicly questions the wisdom of current US immigration policy is promptly charged with bigotry, prejudice, ethnocentrism, chauvinism, isolationism, or selfishness. Rather than encounter such accusations, one would rather talk about other matters, leaving immigration policy to wallow in the crosscurrents of special interests that take no account of the good of the whole, or the interests of posterity.

Perhaps we still feel guilty about things we said in the past. Two generations ago the popular press frequently referred to Dagos, Wops, Polacks, Chinks, and Krauts in articles about how America was being "overrun" by foreigners of supposedly inferior genetic stock. But because the implied inferiority of foreigners was used then as justification for keeping them out, people now assume that restrictive policies could only be based on such misguided notions. There are other grounds.

A NATION OF IMMIGRANTS

Just consider the numbers involved. Our Government acknowledges a net inflow of 400,000 immigrants a year. While we have no hard data on the extent of illegal entries, educated guesses put the figure at about 600,000 a year. Since the natural increase (excess of births over deaths) of the resident population now runs about 1.7 million per year, the yearly gain from immigration amounts to at least 19 percent of the total annual increase, and may be as much as 37 percent if we include the estimate for illegal immigrants. Considering the growing use of birth-control devices, the potential effect of educational campaigns by such organizations as Planned Parenthood Federation of America and Zero Population Growth, and the influence of inflation and the housing shortage, the fertility rate of American women may decline so much that immigration could account for all the yearly increase in population. Should we not at least ask if that is what we want?

For the sake of those who worry about whether the "quality" of the average immigrant compares favorably with the quality of the average resident, let us assume that immigrants and native-born citizens are of exactly equal quality, however one defines that term. We will focus here only on quantity; and since our conclusions will depend on nothing else, all charges of bigotry and chauvinism become irrelevant.

IMMIGRATION VS. FOOD SUPPLY

World food banks move food to the people, hastening the exhaustion of the environment of the poor countries. Unrestricted immigration, on the other hand, moves people to the food, thus speeding up the destruction of the environment of the rich countries. We can easily understand why

Why should people want to make this latter transfer, but why should the hosts encourage it?

As in the case of foreign-aid programs, immigration receives support from selfish interests and humanitarian impulses. The primary selfish interest in unimpeded immigration is the desire of employers for cheap labor, particularly in industries and trades that offer degrading work. In the past, one wave of foreigners after another was brought into the US to work at wretched jobs for wretched wages. In recent years the Cubans, Puerto Ricans, and Mexicans have had this dubious honor. The interests of the employers of cheap labor mesh well with the guilty silence of the country's liberal intelligentsia. White Anglo-Saxon Protestants are particularly reluctant to call for a closing of the doors to immigration for fear of being called bigots.

But not all countries have such reluctant leadership. Most educated Hawaiians, for example, are keenly aware of the limits of their environment, particularly in terms of population growth. There is only so much room on the islands, and the islanders know it. To Hawaiians, immigrants from the other forty-nine states present as great a threat as those from other nations. At a recent meeting of Hawaiian government officials in Honolulu, I had the ironic delight of hearing a speaker, who like most of his audience, was of Japanese ancestry, ask how the country might practically and constitutionally close its doors to further immigration. One member of the audience countered: "How can we shut the doors now? We have many friends and relatives in Japan that we'd like to bring here someday so that they can enjoy Hawaii, too." The Japanese-American speaker smiled sympathetically and answered: "Yes, but we have children now, and someday we'll have grandchildren, too. We can bring more people here from Japan only by giving away some of the land that we hope to pass on to our grandchildren someday. What right do we have to do that?"

At this point, I can hear US liberals asking: "How can you justify slamming the door once you're inside? You say that immigrants should be kept out. But aren't we all immigrants, or the descendants of immigrants? If we insist on staying, must we not admit all others?" Our craving for intellectual order leads us to seek and prefer symmetrical rules and morals: a single rule for me and everybody else; the same rule yesterday, today, and tomorrow. Justice, we feel, should not change with time and place.

We Americans of non-Indian ancestry can look upon ourselves as the descendants of thieves who are guilty morally, if not legally, of stealing this land from its Indian owners. Should we then give back the land to the now-living American descendants of those Indians? However morally or logically sound this proposal may be, I, for one, am unwilling to live by it and I know no one else who is. Besides, the logical consequence would be absurd. Suppose that, intoxicated with a sense of pure justice, we should decide to turn our land over to the Indians. Since all our other wealth has also been derived from the land, wouldn't we be morally obliged to give that back to the Indians, too?

PURE JUSTICE VS. REALITY

Clearly, the concept of pure justice produces an infinite regression to absurdity. Centuries ago, wise men invented statutes of limitations to justify the rejection of such pure justice, in the interest of preventing continual disorder. The law zealously defends property rights, but only relatively recent property rights. Drawing a line after an arbitrary time has elapsed may be unjust, but the alternatives are worse.

We are all the descendants of thieves, and the world's resources are inequitably distributed. But we must begin the journey to tomorrow from the point where we are today. We cannot remake the past. We cannot safely divide the wealth equitably among all peoples so long as people reproduce at different rates. To do so would guarantee that our grandchildren, and everyone else's grandchildren, would have only a ruined world to inhabit.

To be generous with one's own possessions is quite different from being generous with those of posterity. We should call this point to the attention of those who, from a commendable love of justice and equality, would institute a system of the commons, either in the form of a world food bank, or of unrestricted immigration. We must convince them if we wish to save at least some parts of the world from environmental ruin.

Without a true world government to control reproduction and the use of available resources, the sharing ethic of the spaceship is impossible. For the foreseeable future, our survival demands that we govern our actions by the ethics of a lifeboat, harsh though they may be. Posterity will be satisfied with nothing less.

1. PETER SINGER

Singer, writing at a time (1971) when large numbers of deaths were occurring in East Bengal due to lack of food and other essentials, argues that the affluent have a moral obligation to give a large part of their wealth to those who are suffering for want of basic necessities. He derives this conclusion from the premises that (1) "suffering and death from lack of food, shelter, and medical care are bad," and (2) "if it is in our power to prevent something bad from happening, without thereby sacrificing anything of comparable moral importance, we ought, morally, to do it," and further argues that the moral obligation of the affluent is not diminished either by the physical distance between rich and poor, or by the fact that there are many other people similarly able to help. Singer claims that the effect of his argument is to upset traditional moral categories: Giving to the distant poor is widely considered to be an act of charity and/or supererogatory, but if Singer is correct it becomes a matter of duty or obligation.

Famine, Affluence, and Morality

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As I write this, in November 1971, people are dying in East Bengal from lack of food, shelter, and medical care. The suffering and death that are occurring there now are not inevitable, not unavoidable in any fatalistic sense of the term. Constant poverty, a cyclone, and a civil war have turned at least 9 million people into destitute refugees; nevertheless, it is not beyond the capacity of the richer nations to give enough assistance to reduce any further suffering to very small proportions. The decisions and actions of human beings can prevent this kind of suffering. Unfortunately, human beings have not made the necessary decisions. At the individual level, people have, with very few exceptions, not responded to the situation in any significant way. Generally

speaking, people have not given large sums to relief funds; they have not written to their parliamentary representatives demanding increased government assistance; they have not demonstrated in the streets, held symbolic fasts, or done anything else directed toward providing the refugees with the means to satisfy their essential needs. At the government level, no government has given the sort of massive aid that would enable the refugees to survive for more than a few days. Britain, for instance, has given rather more than most countries. It has, to date, given £14,750,000. For comparative purposes, Britain's share of the nonrecoverable development costs of the Anglo-French Concorde project is already in excess of £275,000,000, and on present estimates will reach £440,000,000. The implication is that the British government values a supersonic transport more than thirty times as highly as it values the lives of the 9 million refugees. Australia is another country which, on a per capita basis, is well up in the "aid to Bengal" table. Australia's aid, however, amounts to less than one-twelfth of the cost of Sydney's new opera house. The total amount given, from all sources, now stands at about £65,000,000. The estimated cost of keeping the refugees alive for one year is £464,000,000. Most of the refugees have now been in the camps for more than six months. The World Bank has said that India needs a minimum of £300,000,000 in assistance from other countries before the end of the year. It seems obvious that assistance on this scale will not be forthcoming. India will be forced to choose between letting the refugees starve or diverting funds from its own development program, which will mean that more of its own people will starve in the future.¹

These are the essential facts about the present situation in Bengal. So far as it concerns us here, there is nothing unique about this situation except its magnitude. The Bengal emergency is just the latest and most acute of a series of major emergencies in various parts of the world, arising both from natural and from man-made causes. There are also many parts of the world in which people die from malnutrition and lack of food independent of any special emergency. I take Bengal as my example only because it is the present concern, and because the size of the problem has ensured that it has been given adequate publicity. Neither individuals nor governments can claim to be unaware of what is happening there.

What are the moral implications of a situation like this? In what follows, I shall argue that the way people in relatively affluent countries react to a situation like that in Bengal cannot be justified; indeed, the whole way we look at moral issues—our moral conceptual scheme—needs to be altered, and with it, the way of life that has come to be taken for granted in our society.

In arguing for this conclusion I will not, of course, claim to be morally neutral. I shall, however, try to argue for the moral position that I take, so that anyone who accepts certain assumptions, to be made explicit, will, I hope, accept my conclusion.

I begin with the assumption that suffering and death from lack of food, shelter, and medical care are bad. I think most people will agree about this, although one may reach the same view by different routes. I shall not argue for this view. People can hold all sorts of eccentric positions, and perhaps from some of them it would not follow that death by starvation is in itself bad. It is difficult, perhaps impossible, to refute such positions, and so for brevity I will henceforth take this assumption as accepted. Those who disagree need read no further.

My next point is this: If it is in our power to prevent something bad from happening, without thereby sacrificing anything of comparable moral importance, we ought, morally, to do it. By "without sacrificing anything of comparable moral importance" I mean without causing anything else comparably bad to happen, or doing something that is wrong in itself, or failing to promote some moral good, comparable in significance to the bad thing that we can prevent. This principle seems almost as uncontroversial as the last one. It requires us only to prevent what is bad, and not to promote what is good, and it requires this of us only when we can do it without sacrificing anything that is, from the moral point of view, comparably important. I could even, as far as the application of my argument to the Bengal emergency is concerned, qualify the point so as to make it: If it is in our power to prevent something very bad from happening, without thereby sacrificing anything morally significant, we ought, morally, to do it. An application of this principle would be as follows: If I am walking past a shallow pond and see a child drowning in it, I ought to wade in and pull the child out. This will mean getting my clothes muddy, but this is insignificant, while the death of the child would presumably be a very bad thing.

The uncontroversial appearance of the principle just stated is deceptive. If it were acted upon, even in its qualified form, our lives, our society, and our world would be fundamentally changed. For the principle takes, first, no account of proximity or distance. It makes no moral difference whether the person I can help is a neighbor's child ten yards from me or a Bengali whose name I shall never know, ten thousand miles away. Second, the principle makes no distinction between cases in which I am the only person who could possibly do anything and cases in which I am just one among millions in the same position.

I do not think I need to say much in defense of the refusal to take proximity and distance into account. The fact that a person is physically near to us, so that we have personal contact with him, may make it more likely that we *shall* assist him, but this does not show that we *ought* to help him rather than another who happens to be farther away. If we accept any principle of impartiality, universalizability, equality, or whatever, we cannot discriminate against someone merely because he is far away from us (or we are far away from him). Admittedly, it is possible that we are in a better position to judge what needs to be done to help a person near to us than one far away, and perhaps also to provide the assistance we judge to be necessary. If this were the case, it would be a reason for helping those near to us first. This may once have been a justification for being more concerned with the poor in one's own town than with famine victims in India. Unfortunately for those who like to keep their moral responsibilities limited, instant communication and swift transportation have changed the situation. From the moral point of view, the development of the world into a "global village" has made an important, though still unrecognized, difference to our moral situation. Expert observers and supervisors, sent out by famine relief organizations or permanently stationed in famine-prone areas, can direct our aid to a refugee in Bengal almost as effectively as we could get it to someone in our own block. There would seem, therefore, to be no possible justification for discriminating on geographical grounds.

There may be a greater need to defend the second implication of my principle—that the fact that there are millions of other people in the same position, in respect to the Bengali refugees, as I am, does not make the situation significantly different from a situation in which I am the only person who can prevent something very bad from occurring.

Again, of course, I admit that there is a psychological difference between the cases; one feels less guilty about doing nothing if one can point to others, similarly placed, who have also done nothing. Yet this can make no real difference to our moral obligations.² Should I consider that I am less obliged to pull the drowning child out of the pond if on looking around I see other people, no farther away than I am, who have also noticed the child but are doing nothing? One has only to ask this question to see the absurdity of the view that numbers lessen obligation. It is a view that is an ideal excuse for inactivity; unfortunately most of the major evils—poverty, overpopulation, pollution—are problems in which everyone is almost equally involved.

The view that numbers do make a difference can be made plausible if stated in this way: If everyone in circumstances like mine gave £5 to the Bengal Relief Fund, there would be enough to provide food, shelter, and medical care for the refugees; there is no reason why I should give more than anyone else in the same circumstances as I am; therefore I have no obligation to give more than £5. Each premise in this argument is true, and the argument looks sound. It may convince us, unless we notice that it is based on a hypothetical premise, although the conclusion is not stated hypothetically. The argument would be sound if the conclusion were: If everyone in circumstances like mine were to give £5, I would have no obligation to give more than £5. If the conclusion were so stated, however, it would be obvious that the argument has no bearing on a situation in which it is not the case that everyone else gives £5. This, of course, is the actual situation. It is more or less certain that not everyone in circumstances like mine will give £5. So there will not be enough to provide the needed food, shelter, and medical care. Therefore by giving more than £5, I will prevent more suffering than I would if I gave just £5.

It might be thought that this argument has an absurd consequence. Since the situation appears to be that very few people are likely to give substantial amounts, it follows that I and everyone else in similar circumstances ought to give as much as possible, that is, at least up to the point at which by giving more one would begin to cause serious suffering for oneself and one's dependents—perhaps even beyond this point to the point of marginal utility, at which by giving more one would cause oneself and one's dependents as much suffering as one would prevent

in Bengal. If everyone does this, however, there will be more than can be used for the benefit of the refugees, and some of the sacrifice will have been unnecessary. Thus, if everyone does what he ought to do, the result will not be as good as it would be if everyone did a little less than he ought to do, or if only some do all that they ought to do.

The paradox here arises only if we assume that the actions in question—sending money to the relief funds—are performed more or less simultaneously, and are also unexpected. For if it is to be expected that everyone is going to contribute something, then clearly each is not obliged to give as much as he would have been obliged to had others not been giving, too. And if everyone is not acting more or less simultaneously, then those giving later will know how much more is needed, and will have no obligation to give more than is necessary to reach this amount. To say this is not to deny the principle that people in the same circumstances have the same obligations, but to point out that the fact that others have given, or may be expected to give, is a relevant circumstance: Those giving after it has become known that many others are giving and those giving before are not in the same circumstances. So the seemingly absurd consequence of the principle I have put forward can occur only if people are in error about the actual circumstances—that is, if they think they are giving when others are not, but in fact they are giving when others are. The result of everyone doing what he really ought to do cannot be worse than the result of everyone doing less than he ought to do, although the result of everyone doing what he reasonably believes he ought to do could be.

If my argument so far has been sound, neither our distance from a preventable evil nor the number of other people who, in respect to that evil, are in the same situation as we are, lessens our obligation to mitigate or prevent that evil. I shall therefore take as established the principle I asserted earlier. As I have already said, I need to assert it only in its qualified form: If it is in our power to prevent something very bad from happening, without thereby sacrificing anything else morally significant, we ought, morally, to do it.

The outcome of this argument is that our traditional moral categories are upset. The traditional distinction between duty and charity cannot be drawn, or at least, not in the place we normally draw it. Giving money to the Bengal Relief Fund is regarded as an act of charity in our

society. The bodies that collect money are known as "charities." These organizations see themselves in this way—if you send them a check, you will be thanked for your "generosity." Because giving money is regarded as an act of charity, it is not thought that there is anything wrong with not giving. The charitable man may be praised, but the man who is not charitable is not condemned. People do not feel in any way ashamed or guilty about spending money on new clothes or a new car instead of giving it to famine relief (Indeed, the alternative does not occur to them.) This way of looking at the matter cannot be justified. When we buy new clothes not to keep ourselves warm but to look "well dressed," we are not providing for any important need. We would not be sacrificing anything significant if we were to continue to wear our old clothes, and give the money to famine relief. By doing so, we would be preventing another person from starving. It follows from what I have said earlier that we ought to give money away, rather than spend it on clothes we do not need to keep us warm. To do so is not charitable, or generous. Nor is it the kind of act that philosophers and theologians have called "supererogatory"—an act that it would be good to do, but not wrong not to do. On the contrary, we ought to give the money away, and it is wrong not to do so.

I am not maintaining that there are no acts that are charitable, or that there are no acts that it would be good to do but not wrong not to do. It may be possible to redraw the distinction between duty and charity in some other place. All I am arguing here is that the present way of drawing the distinction, which makes it an act of charity for a man living at the level of affluence that most people in the "developed nations" enjoy to give money to save someone else from starvation, cannot be supported. It is beyond the scope of my argument to consider whether the distinction should be redrawn or abolished altogether. There would be many other possible ways of drawing the distinction—for instance, one might decide that it is good to make other people as happy as possible, but not wrong not to do so.

Despite the limited nature of the revision in our moral conceptual scheme which I am proposing, the revision would, given the extent of both affluence and famine in the world today, have radical implications. These implications may lead to further objections, distinct from those I have already considered. I shall discuss two of these.

One objection to the position I have taken might be simply that it is too drastic a revision of our moral scheme. People do not ordinarily judge in the way I have suggested they should. Most people reserve their moral condemnation for those who violate some moral norm, such as the norm against taking another person's property. They do not condemn those who indulge in luxury instead of giving to famine relief. But given that I did not set out to present a morally neutral description of the way people make moral judgments, the way people do in fact judge has nothing to do with the validity of my conclusion. My conclusion follows from the principle I advanced earlier, and unless that principle is rejected, or the arguments shown to be unsound, I think the conclusion must stand, however strange it appears.

It might, nevertheless, be interesting to consider why our society, and most other societies, do judge differently from the way I have suggested they should. In a well-known article, J. O. Urmson suggests that the imperatives of duty, which tell us what we must do, as distinct from what it would be good to do but not wrong not to do, function so as to prohibit behavior that is intolerable if men are to live together in society.³ This may explain the origin and continued existence of the present division between acts of duty and acts of charity. Moral attitudes are shaped by the needs of society, and no doubt society needs people who will observe the rules that make social existence tolerable. From the point of view of a particular society, it is essential to prevent violations of norms against killing, stealing, and so on. It is quite inessential, however, to help people outside one's own society.

If this is an explanation of our common distinction between duty and supererogation, however, it is not a justification of it. The moral point of view requires us to look beyond the interests of our own society. Previously, as I have already mentioned, this may hardly have been feasible, but it is quite feasible now. From the moral point of view, the prevention of the starvation of millions of people outside our society must be considered at least as pressing as the upholding of property norms within our society.

It has been argued by some writers, among them Sidgwick and Urmson, that we need to have a basic moral code that is not too far beyond the capacities of the ordinary man, for otherwise there will be a general breakdown of compliance with the moral code. Crudely

stated, this argument suggests that if we tell people that they ought to refrain from murder and give everything they do not really need to famine relief, they will do neither, whereas if we tell them that they ought to refrain from murder and that it is good to give to famine relief but not wrong not to do so, they will at least refrain from murder. The issue here is: Where should we draw the line between conduct that is required and conduct that is good although not required, so as to get the best possible result? This would seem to be an empirical question, although a very difficult one. One objection to the Sidgwick-Urmson line of argument is that it takes insufficient account of the effect that moral standards can have on the decisions we make. Given a society in which a wealthy man who gives 5 percent of his income to famine relief is regarded as most generous, it is not surprising that a proposal that we all ought to give away half our incomes will be thought to be absurdly unrealistic. In a society which held that no man should have more than enough while others have less than they need, such a proposal might seem narrow-minded. What it is possible for a man to do and what he is likely to do are both, I think, very greatly influenced by what people around him are doing and expecting him to do. In any case, the possibility that by spreading the idea that we ought to be doing very much more than we are to relieve famine we shall bring about a general breakdown of moral behavior seems remote. If the stakes are an end to widespread starvation, it is worth the risk. Finally, it should be emphasized that these considerations are relevant only to the issue of what we should require from others, and not to what we ourselves ought to do.

The second objection to my attack on the present distinction between duty and charity is one that has from time to time been made against utilitarianism. It follows from some forms of utilitarian theory that we all ought, morally, to be working full-time to increase the balance of happiness over misery. The position I have taken here would not lead to this conclusion in all circumstances, for if there were no bad occurrences that we could prevent without sacrificing something of comparable moral importance, my argument would have no application. Given the present conditions in many parts of the world, however, it does follow from my argument that we ought, morally, to be working full-time to relieve great suffering of the sort that occurs as a

result of famine or other disasters. Of course, mitigating circumstances can be adduced—for instance, that if we wear ourselves out through overwork, we shall be less effective than we would otherwise have been. Nevertheless, when all considerations of this sort have been taken into account, the conclusion remains: We ought to be preventing as much suffering as we can without sacrificing something else of comparable moral importance. This conclusion is one that we may be reluctant to face. I cannot see, though, why it should be regarded as a criticism of the position for which I have argued, rather than a criticism of our ordinary standards of behavior. Since most people are self-interested to some degree, very few of us are likely to do everything that we ought to do. It would, however, hardly be honest to take this as evidence that it is not the case that we ought to do it.

It may still be thought that my conclusions are so wildly out of line with what everyone else thinks and has always thought that there must be something wrong with the argument somewhere. In order to show that my conclusions, while certainly contrary to contemporary Western moral standards, would not have seemed so extraordinary at other times and in other places, I would like to quote a passage from a writer not normally thought of as a way-out radical, Thomas Aquinas.

Now, according to the natural order instituted by divine providence, material goods are provided for the satisfaction of human needs. Therefore the division and appropriation of property, which proceeds from human law, must not hinder the satisfaction of man's necessity from such goods. Equally, whatever a man has in superabundance is owed, of natural right, to the poor for their sustenance. So Ambrosius says, and it is also to be found in the *Decretum Gratianr*. "The bread which you withhold belongs to the hungry; the clothing you shut away, to the naked; and the money you bury in the earth is the redemption and freedom of the penniless."⁴

I now want to consider a number of points, more practical than philosophical, that are relevant to the application of the moral conclusion we have reached. These points challenge not the idea that we ought to be doing all we can to prevent starvation, but the idea that giving away a great deal of money is the best means to this end.

It is sometimes said that overseas aid should be a government responsibility, and that therefore one ought not to give to privately run charities. Giving privately, it is said, allows the government and the noncontributing members of society to escape their responsibilities.

This argument seems to assume that the more people there are who give to privately organized famine relief funds, the less likely it is that the government will take over full responsibility for such aid. This assumption is unsupported, and does not strike me as at all plausible. The opposite view—that if no one gives voluntarily, a government will assume that its citizens are uninterested in famine relief and would not wish to be forced into giving aid—seems more plausible. In any case, unless there were a definite probability that by refusing to give one would be helping to bring about massive government assistance, people who do refuse to make voluntary contributions are refusing to prevent a certain amount of suffering without being able to point to any tangible beneficial consequence of their refusal. So the onus of showing how their refusal will bring about government action is on those who refuse to give.

I do not, of course, want to dispute the contention that governments of affluent nations should be giving many times the amount of genuine, no-strings-attached aid that they are giving now. I agree, too, that giving privately is not enough, and that we ought to be campaigning actively for entirely new standards for both public and private contributions to famine relief. Indeed, I would sympathize with someone who thought that campaigning was more important than giving oneself, although I doubt whether preaching what one does not practice would be very effective. Unfortunately, for many people the idea that "It's the government's responsibility" is a reason for not giving that does not appear to entail any political action, either.

Another, more serious reason for not giving to famine relief funds is that until there is effective population control, relieving famine merely postpones starvation. If we save the Bengal refugees now, others, perhaps the children of these refugees, will face starvation in a few years' time. In support of this, one may cite the now-well-known facts about the population explosion and the relatively limited scope for expanded production.

This point, like the previous one, is an argument against relieving suffering that is happening now, because of a belief about what might

happen in the future; it is unlike the previous point in that very good evidence can be adduced in support of this belief about the future. I will not go into the evidence here. I accept that the earth cannot support indefinitely a population rising at the present rate. This certainly poses a problem for anyone who thinks it important to prevent famine. Again, however, one could accept this argument without drawing the conclusion that it absolves one from any obligation to do anything to prevent famine. The conclusion that should be drawn is that the best means of preventing famine, in the long run, is population control. It would then follow from the position reached earlier that one ought to be doing all one can to promote population control (unless one held that all forms of population control were wrong in themselves, or would have significantly bad consequences). Since there are organizations working specifically for population control, one would then support them rather than more orthodox methods of preventing famine.

A third point raised by the conclusion reached earlier relates to the question of just how much we all ought to be giving away. One possibility, which has already been mentioned, is that we ought to give until we reach the level of marginal utility—that is, the level at which, by giving more, I would cause as much suffering to myself or my dependents as I would relieve by my gift. This would mean, of course, that one would reduce oneself to very near the material circumstances of a Bengali refugee. It will be recalled that earlier I put forward both a strong and a moderate version of the principle of preventing bad occurrences. The strong version, which required us to prevent bad things from happening unless in doing so we would be sacrificing something of comparable moral significance, does seem to require reducing ourselves to the level of marginal utility. I should also say that the strong version seems to me to be the correct one. I proposed the more moderate version—that we should prevent bad occurrences unless, to do so, we had to sacrifice something morally significant—only in order to show that even on this surely undeniable principle a great change in our way of life is required. On the more moderate principle, it may not follow that we ought to reduce ourselves to the level of marginal utility, for one might hold that to reduce oneself and one's family to this level is to cause something significantly bad to happen. Whether this is so I shall not discuss, since, as I have said, I can see no good reason for holding the moderate version

of the principle rather than the strong version. Even if we accepted the principle only in its moderate form, however, it should be clear that we would have to give away enough to ensure that the consumer society, dependent as it is on people spending on trivia rather than giving to famine relief, would slow down and perhaps disappear entirely. There are several reasons why this would be desirable in itself. The value and necessity of economic growth are now being questioned not only by conservationists, but by economists as well.⁵ There is no doubt, too, that the consumer society has had a distorting effect on the goals and purposes of its members. Yet looking at the matter purely from the point of view of overseas aid, there must be a limit to the extent to which we should deliberately slow down our economy; for it might be the case that if we gave away, say, 40 percent of our gross national product, we would slow down the economy so much that in absolute terms we would be giving less than if we gave 25 percent of the much larger GNP that we would have if we limited our contribution to this smaller percentage.

I mention this only as an indication of the sort of factor that one would have to take into account in working out an ideal. Since Western societies generally consider 1 percent of the GNP an acceptable level for overseas aid, the matter is entirely academic. Nor does it affect the question of how much an individual should give in a society in which very few are giving substantial amounts.

It is sometimes said, though less often now than it used to be, that philosophers have no special role to play in public affairs, since most public issues depend primarily on an assessment of facts. On questions of fact, it is said, philosophers as such have no special expertise, and so it has been possible to engage in philosophy without committing oneself to any position on major public issues. No doubt there are some issues of social policy and foreign policy about which it can truly be said that a really expert assessment of the facts is required before taking sides or acting, but the issue of famine is surely not one of these. The facts about the existence of suffering are beyond dispute. Nor, I think, is it disputed that we can do something about it, either through orthodox methods of famine relief or through population control or both. This is therefore an issue on which philosophers are competent to take a position. The issue is one that faces everyone who has more money than he needs to support himself and his dependents, or who is in a position to take some sort of

political action. These categories must include practically every teacher and student of philosophy in the universities of the Western world. If philosophy is to deal with matters that are relevant to both teachers and students, this is an issue that philosophers should discuss.

Discussion, though, is not enough. What is the point of relating philosophy to public (and personal) affairs if we do not take our conclusions seriously? In this instance, taking our conclusion seriously means acting upon it. The philosopher will not find it any easier than anyone else to alter his attitudes and way of life to the extent that, if I am right, is involved in doing everything that we ought to be doing. At the very least, though, one can make a start. The philosopher who does so will have to sacrifice some of the benefits of the consumer society, but he can find compensation in the satisfaction of a way of life in which theory and practice, if not yet in harmony, are at least coming together.

NOTES

1. There was also a third possibility: that India would go to war to enable the refugees to return to their lands. Since I wrote this paper, India has taken this way out. The situation is no longer that described above, but this does not affect my argument, as the next paragraph indicates.

2. In view of the special sense philosophers often give to the term, I should say that I use "obligation" simply as the abstract noun derived from "ought," so that "I have an obligation to" means no more, and no less, than "I ought to." This usage is in accordance with the definition of "ought" given by the *Shorter Oxford English Dictionary*: "the general verb to express duty or obligation." I do not think any issue of substance hangs on the way the term is used; sentences in which I use "obligation" could all be rewritten, although somewhat clumsily, as sentences in which a clause containing "ought" replaces the term "obligation."

3. J. O. Urmson, "Saints and Heroes," in *Essays in Moral Philosophy*, ed. Abraham I. Melden (Seattle and London, 1958), p. 214. For a related but significantly different view see also Henry Sidgwick, *The Methods of Ethics*, 7th ed. (London, 1907), pp. 220-21, 492-93.

4. *Summa Theologica*, II-II, Question 66, Article 7, in *Aquinas: Selected Political Writings*, ed. A. P. d'Entreves, trans. J. G. Dawson (Oxford, 1948), p. 171.

5. See, for instance, John Kenneth Galbraith, *The New Industrial State* (Boston, 1967); and E.J. Mishan, *The Costs of Economic Growth* (London, 1967).