

Practical Ethics

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RICH AND POOR

SOME FACTS ABOUT POVERTY

IN the discussion of euthanasia in Chapter 7, we questioned the distinction between killing and allowing to die, concluding that it is of no intrinsic ethical significance. This conclusion has implications that go far beyond euthanasia.

Consider these facts: by the most cautious estimates, 400 million people lack the calories, protein, vitamins and minerals needed to sustain their bodies and minds in a healthy state. Millions are constantly hungry; others suffer from deficiency diseases and from infections they would be able to resist on a better diet. Children are the worst affected. According to one study, 14 million children under five die every year from the combined effects of malnutrition and infection. In some districts half the children born can be expected to die before their fifth birthday.

Nor is lack of food the only hardship of the poor. To give a broader picture, Robert McNamara, when president of the World Bank, suggested the term 'absolute poverty'. The poverty we are familiar with in industrialised nations is relative poverty – meaning that some citizens are poor, relative to the wealth enjoyed by their neighbours. People living in relative poverty in Australia might be quite comfortably off by comparison with pensioners in Britain, and British pensioners are not poor in comparison with the poverty that exists in Mali or Ethiopia. Absolute poverty, on the other hand, is poverty by any standard. In McNamara's words:

Rich and Poor

Poverty at the absolute level... is life at the very margin of existence. The absolute poor are severely deprived human beings struggling to survive in a set of squalid and degraded circumstances almost beyond the power of our sophisticated imaginations and privileged circumstances to conceive.

Compared to those fortunate enough to live in developed countries, individuals in the poorest nations have:

An infant mortality rate eight times higher

A life expectancy one-third lower

An adult literacy rate 60 per cent less

A nutritional level, for one out of every two in the population, below acceptable standards;

And for millions of infants, less protein than is sufficient to permit optimum development of the brain.

McNamara has summed up absolute poverty as 'a condition of life so characterised by malnutrition, illiteracy, disease, squalid surroundings, high infant mortality and low life expectancy as to be beneath any reasonable definition of human decency'.

Absolute poverty is, as McNamara has said, responsible for the loss of countless lives, especially among infants and young children. When absolute poverty does not cause death, it still causes misery of a kind not often seen in the affluent nations. Malnutrition in young children stunts both physical and mental development. According to the United Nations Development Programme, 180 million children under the age of five suffer from serious malnutrition. Millions of people on poor diets suffer from deficiency diseases, like goitre, or blindness caused by a lack of vitamin A. The food value of what the poor eat is further reduced by parasites such as hookworm and ringworm, which are endemic in conditions of poor sanitation and health education.

Death and disease apart, absolute poverty remains a miserable condition of life, with inadequate food, shelter, clothing, sanitation, health services and education. The Worldwatch Institute

estimates that as many as 1.2 billion people – or 23 per cent of the world's population – live in absolute poverty. For the purposes of this estimate, absolute poverty is defined as "the lack of sufficient income in cash or kind to meet the most basic biological needs for food, clothing, and shelter." Absolute poverty is probably the principal cause of human misery today.

SOME FACTS ABOUT WEALTH

This is the background situation, the situation that prevails on our planet all the time. It does not make headlines. People died from malnutrition and related diseases yesterday, and more will die tomorrow. The occasional droughts, cyclones, earthquakes, and floods that take the lives of tens of thousands in one place and at one time are more newsworthy. They add greatly to the total amount of human suffering; but it is wrong to assume that when there are no major calamities reported, all is well.

The problem is not that the world cannot produce enough to feed and shelter its people. People in the poor countries consume, on average, 180 kilos of grain a year, while North Americans average around 900 kilos. The difference is caused by the fact that in the rich countries we feed most of our grain to animals, converting it into meat, milk, and eggs. Because this is a highly inefficient process, people in rich countries are responsible for the consumption of far more food than those in poor countries who eat few animal products. If we stopped feeding animals on grains and soybeans, the amount of food saved would – if distributed to those who need it – be more than enough to end hunger throughout the world.

These facts about animal food do not mean that we can easily solve the world food problem by cutting down on animal products, but they show that the problem is essentially one of distribution rather than production. The world does produce enough food. Moreover, the poorer nations themselves could

produce far more if they made more use of improved agricultural techniques.

So why are people hungry? Poor people cannot afford to buy grain grown by farmers in the richer nations. Poor farmers cannot afford to buy improved seeds, or fertilisers, or the machinery needed for drilling wells and pumping water. Only by transferring some of the wealth of the rich nations to the poor can the situation be changed.

That this wealth exists is clear. Against the picture of absolute poverty that McNamara has painted, one might pose a picture of 'absolute affluence'. Those who are absolutely affluent are not necessarily affluent by comparison with their neighbours, but they are affluent by any reasonable definition of human needs. This means that they have more income than they need to provide themselves adequately with all the basic necessities of life. After buying (either directly or through their taxes) food, shelter, clothing, basic health services, and education, the absolutely affluent are still able to spend money on luxuries. The absolutely affluent choose their food for the pleasures of the palate, not to stop hunger; they buy new clothes to look good, not to keep warm; they move house to be in a better neighbourhood or have a playroom for the children, not to keep out the rain; and after all this there is still money to spend on stereo systems, video-cameras, and overseas holidays.

At this stage I am making no ethical judgments about absolute affluence, merely pointing out that it exists. Its defining characteristic is a significant amount of income above the level necessary to provide for the basic human needs of oneself and one's dependents. By this standard, the majority of citizens of Western Europe, North America, Japan, Australia, New Zealand, and the oil-rich Middle Eastern states are all absolutely affluent. To quote McNamara once more:

'The average citizen of a developed country enjoys wealth beyond the wildest dreams of the one billion people in countries with

per capita incomes under \$200.¹ These, therefore, are the countries – and individuals – who have wealth that they could, without threatening their own basic welfare, transfer to the absolutely poor.

At present, very little is being transferred. Only Sweden, the Netherlands, Norway, and some of the oil-exporting Arab states have reached the modest target, set by the United Nations, of 0.7 per cent of gross national product (GNP). Britain gives 0.31 per cent of its GNP in official development assistance and a small additional amount in unofficial aid from voluntary organisations. The total comes to about £2 per month per person, and compares with 5.5 per cent of GNP spent on alcohol, and 3 per cent on tobacco. Other, even wealthier nations, give little more: Germany gives 0.41 per cent and Japan 0.32 per cent. The United States gives a mere 0.15 per cent of its GNP.

THE MORAL EQUIVALENT OF MURDER?

If these are the facts, we cannot avoid concluding that by not giving more than we do, people in rich countries are allowing those in poor countries to suffer from absolute poverty, with consequent malnutrition, ill health, and death. This is not a conclusion that applies only to governments. It applies to each absolutely affluent individual, for each of us has the opportunity to do something about the situation; for instance, to give our time or money to voluntary organisations like Oxfam, Care, War on Want, Freedom from Hunger, Community Aid Abroad, and so on. If, then, allowing someone to die is not intrinsically different from killing someone, it would seem that we are all murderers.

Is this verdict too harsh? Many will reject it as self-evidently absurd. They would sooner take it as showing that allowing to die cannot be equivalent to killing than as showing that living in an affluent style without contributing to an overseas aid agency is ethically equivalent to going over to Ethiopia and

shooting a few peasants. And no doubt, put as bluntly as that, the verdict is too harsh.

There are several significant differences between spending money on luxuries instead of using it to save lives, and deliberately shooting people.

First, the motivation will normally be different. Those who deliberately shoot others go out of their way to kill; they presumably want their victims dead, from malice, sadism, or some equally unpleasant motive. A person who buys a new stereo system presumably wants to enhance her enjoyment of music – not in itself a terrible thing. At worst, spending money on luxuries instead of giving it away indicates selfishness and indifference to the sufferings of others, characteristics that may be undesirable but are not comparable with actual malice or similar motives.

Second, it is not difficult for most of us to act in accordance with a rule against killing people: it is, on the other hand, very difficult to obey a rule that commands us to save all the lives we can. To live a comfortable, or even luxurious life it is not necessary to kill anyone; but it is necessary to allow some to die whom we might have saved, for the money that we need to live comfortably could have been given away. Thus the duty to avoid killing is much easier to discharge completely than the duty to save. Saving every life we could would mean cutting our standard of living down to the bare essentials needed to keep us alive.¹ To discharge this duty completely would require a degree of moral heroism utterly different from that required by mere avoidance of killing.

¹ Strictly, we would need to cut down to the minimum level compatible with earning the income which, after providing for our needs, left us most to give away. Thus if my present position earns me, say, \$40,000 a year, but requires me to spend \$5,000 a year on dressing respectably and maintaining a car, I cannot save more people by giving away the car and clothes if that will mean taking a job that, although it does not involve me in these expenses, earns me only \$20,000.

A third difference is the greater certainty of the outcome of shooting when compared with not giving aid. If I point a loaded gun at someone at close range and pull the trigger, it is virtually certain that the person will be killed; whereas the money that I could give might be spent on a project that turns out to be unsuccessful and helps no one.

Fourth, when people are shot there are identifiable individuals who have been harmed. We can point to them and to their grieving families. When I buy my stereo system, I cannot know who my money would have saved if I had given it away. In a time of famine I may see dead bodies and grieving families on television reports, and I might not doubt that my money would have saved some of them; even then it is impossible to point to a body and say that had I not bought the stereo, that person would have survived.

Fifth, it might be said that the plight of the hungry is not my doing, and so I cannot be held responsible for it. The starving would have been starving if I had never existed. If I kill, however, I am responsible for my victims' deaths, for those people would not have died if I had not killed them.

These differences need not shake our previous conclusion that there is no intrinsic difference between killing and allowing to die. They are extrinsic differences, that is, differences normally but not necessarily associated with the distinction between killing and allowing to die. We can imagine cases in which someone allows another to die for malicious or sadistic reasons; we can imagine a world in which there are so few people needing assistance, and they are so easy to assist, that our duty not to allow people to die is as easily discharged as our duty not to kill; we can imagine situations in which the outcome of not helping is as sure as shooting; we can imagine cases in which we can identify the person we allow to die. We can even imagine a case of allowing to die in which, if I had not existed, the person would not have died – for instance, a case in which if I had not been in a position to help (though I don't help)

someone else would have been in my position and would have helped.

Our previous discussion of euthanasia illustrates the extrinsic nature of these differences, for they do not provide a basis for distinguishing active from passive euthanasia. If a doctor decides, in consultation with the parents, not to operate on – and thus to allow to die – a Down's syndrome infant with an intestinal blockage, her motivation will be similar to that of a doctor who gives a lethal injection rather than allow the infant to die. No extraordinary sacrifice or moral heroism will be required in either case. Not operating will just as certainly end in death as administering the injection. Allowing to die does have an identifiable victim. Finally, it may well be that the doctor is personally responsible for the death of the infant she decides not to operate upon, since she may know that if she had not taken this case, other doctors in the hospital would have operated.

Nevertheless, euthanasia is a special case, and very different from allowing people to starve to death. (The major difference being that when euthanasia is justifiable, death is a good thing.) The extrinsic differences that *normally* mark off killing and allowing to die do explain why we *normally* regard killing as much worse than allowing to die.

To explain our conventional ethical attitudes is not to justify them. Do the five differences not only explain, but also justify, our attitudes? Let us consider them one by one:

1. Take the lack of an identifiable victim first. Suppose that I am a travelling salesperson, selling tinned food, and I learn that a batch of tins contains a contaminant, the known effect of which, when consumed, is to double the risk that the consumer will die from stomach cancer. Suppose I continue to sell the tins. My decision may have no identifiable victims. Some of those who eat the food will die from cancer. The proportion of consumers dying in this way will be twice that of the community at large, but who among the consumers died because

they ate what I sold, and who would have contracted the disease anyway? It is impossible to tell; but surely this impossibility makes my decision no less reprehensible than it would have been had the contaminant had more readily detectable, though equally fatal, effects.

2. The lack of certainty that by giving money I could save a life does reduce the wrongness of not giving, by comparison with deliberate killing; but it is insufficient to show that not giving is acceptable conduct. The motorist who speeds through pedestrian crossings, heedless of anyone who might be on them, is not a murderer. She may never actually hit a pedestrian; yet what she does is very wrong indeed.

3. The notion of responsibility for acts rather than omissions is more puzzling. On the one hand, we feel ourselves to be under a greater obligation to help those whose misfortunes we have caused. (It is for this reason that advocates of overseas aid often argue that Western nations have created the poverty of third world nations, through forms of economic exploitation that go back to the colonial system.) On the other hand, any consequentialist would insist that we are responsible for all the consequences of our actions, and if a consequence of my spending money on a luxury item is that someone dies, I am responsible for that death. It is true that the person would have died even if I had never existed, but what is the relevance of that? The fact is that I do exist, and the consequentialist will say that our responsibilities derive from the world as it is, not as it might have been.

One way of making sense of the non-consequentialist view of responsibility is by basing it on a theory of rights of the kind proposed by John Locke or, more recently, Robert Nozick. If everyone has a right to life, and this right is a right *against* others who might threaten my life, but not a right to assistance from others when my life is in danger, then we can understand the feeling that we are responsible for acting to kill but not for

omitting to save. The former violates the rights of others, the latter does not.

Should we accept such a theory of rights? If we build up our theory of rights by imagining, as Locke and Nozick do, individuals living independently from each other in a 'state of nature', it may seem natural to adopt a conception of rights in which as long as each leaves the other alone, no rights are violated. I might, on this view, quite properly have maintained my independent existence if I had wished to do so. So if I do not make you any worse off than you would have been if I had had nothing at all to do with you, how can I have violated your rights? But why start from such an unhistorical, abstract and ultimately inexplicable idea as an independent individual? Our ancestors were – like other primates – social beings long before they were human beings, and could not have developed the abilities and capacities of human beings if they had not been social beings first. In any case, we are not, now, isolated individuals. So why should we assume that rights must be restricted to rights against interference? We might, instead, adopt the view that taking rights to life seriously is incompatible with standing by and watching people die when one could easily save them.

4. What of the difference in motivation? That a person does not positively wish for the death of another lessens the severity of the blame she deserves; but not by as much as our present attitudes to giving aid suggest. The behaviour of the speeding motorist is again comparable, for such motorists usually have no desire at all to kill anyone. They merely enjoy speeding and are indifferent to the consequences. Despite their lack of malice, those who kill with cars deserve not only blame but also severe punishment.

5. Finally, the fact that to avoid killing people is normally not difficult, whereas to save all one possibly could save is heroic, must make an important difference to our attitude to failure to do what the respective principles demand. Not to kill is a min-

imum standard of acceptable conduct we can require of everyone; to save all one possibly could is not something that can realistically be required, especially not in societies accustomed to giving as little as ours do. Given the generally accepted standards, people who give, say, \$1,000 a year to an overseas aid organisation are more aptly praised for above average generosity than blamed for giving less than they might. The appropriateness of praise and blame is, however, a separate issue from the rightness or wrongness of actions. The former evaluates the agent: the latter evaluates the action. Perhaps many people who give \$1,000 really ought to give at least \$5,000, but to blame them for not giving more could be counterproductive. It might make them feel that what is required is too demanding, and if one is going to be blamed anyway, one might as well not give anything at all.

(That an ethic that put saving all one possibly can on the same footing as not killing would be an ethic for saints or heroes should not lead us to assume that the alternative must be an ethic that makes it obligatory not to kill, but puts us under no obligation to save anyone. There are positions in between these extremes, as we shall soon see.)

Here is a summary of the five differences that normally exist between killing and allowing to die, in the context of absolute poverty and overseas aid. The lack of an identifiable victim is of no moral significance, though it may play an important role in explaining our attitudes. The idea that we are directly responsible for those we kill, but not for those we do not help, depends on a questionable notion of responsibility and may need to be based on a controversial theory of rights. Differences in certainty and motivation are ethically significant, and show that not aiding the poor is not to be condemned as murdering them; it could, however, be on a par with killing someone as a result of reckless driving, which is serious enough. Finally the difficulty of completely discharging the duty of saving all one possibly can makes it inappropriate to blame those who fall

short of this target as we blame those who kill; but this does not show that the act itself is less serious. Nor does it indicate anything about those who, far from saving all they possibly can, make no effort to save anyone.

These conclusions suggest a new approach. Instead of attempting to deal with the contrast between affluence and poverty by comparing not saving with deliberate killing, let us consider afresh whether we have an obligation to assist those whose lives are in danger, and if so, how this obligation applies to the present world situation.

THE OBLIGATION TO ASSIST

The Argument for an Obligation to Assist

The path from the library at my university to the humanities lecture theatre passes a shallow ornamental pond. Suppose that on my way to give a lecture I notice that a small child has fallen in and is in danger of drowning. Would anyone deny that I ought to wade in and pull the child out? This will mean getting my clothes muddy and either cancelling my lecture or delaying it until I can find something dry to change into; but compared with the avoidable death of a child this is insignificant.

A plausible principle that would support the judgment that I ought to pull the child out is this: if it is in our power to prevent something very bad from happening, without thereby sacrificing anything of comparable moral significance, we ought to do it. This principle seems uncontroversial. It will obviously win the assent of consequentialists; but non-consequentialists should accept it too, because the injunction to prevent what is bad applies only when nothing comparably significant is at stake. Thus the principle cannot lead to the kinds of actions of which non-consequentialists strongly disapprove – serious violations of individual rights, injustice, broken promises, and so on. If non-consequentialists regard any of these as comparable in

moral significance to the bad thing that is to be prevented, they will automatically regard the principle as not applying in those cases in which the bad thing can only be prevented by violating rights, doing injustice, breaking promises, or whatever else is at stake. Most non-consequentialists hold that we ought to prevent what is bad and promote what is good. Their dispute with consequentialists lies in their insistence that this is not the sole ultimate ethical principle: that it is an ethical principle is not denied by any plausible ethical theory.

Nevertheless the uncontroversial appearance of the principle that we ought to prevent what is bad when we can do so without sacrificing anything of comparable moral significance is deceptive. If it were taken seriously and acted upon, our lives and our world would be fundamentally changed. For the principle applies, not just to rare situations in which one can save a child from a pond, but to the everyday situation in which we can assist those living in absolute poverty. In saying this I assume that absolute poverty, with its hunger and malnutrition, lack of shelter, illiteracy, disease, high infant mortality, and low life expectancy, is a bad thing. And I assume that it is within the power of the affluent to reduce absolute poverty, without sacrificing anything of comparable moral significance. If these two assumptions and the principle we have been discussing are correct, we have an obligation to help those in absolute poverty that is no less strong than our obligation to rescue a drowning child from a pond. Not to help would be wrong, whether or not it is intrinsically equivalent to killing. Helping is not, as conventionally thought, a charitable act that it is praiseworthy to do, but not wrong to omit; it is something that everyone ought to do.

This is the argument for an obligation to assist. Set out more formally, it would look like this.

First premise: If we can prevent something bad without sacrificing anything of comparable significance, we ought to do it.

Second premise: Absolute poverty is bad.

Third premise: There is some absolute poverty we can prevent without sacrificing anything of comparable moral significance.

Conclusion: We ought to prevent some absolute poverty.

The first premise is the substantive moral premise on which the argument rests, and I have tried to show that it can be accepted by people who hold a variety of ethical positions.

The second premise is unlikely to be challenged. Absolute poverty is, as McNamara put it, 'beneath any reasonable definition of human decency' and it would be hard to find a plausible ethical view that did not regard it as a bad thing.

The third premise is more controversial, even though it is cautiously framed. It claims only that some absolute poverty can be prevented without the sacrifice of anything of comparable moral significance. It thus avoids the objection that any aid I can give is just 'drops in the ocean' for the point is not whether my personal contribution will make any noticeable impression on world poverty as a whole (of course it won't) but whether it will prevent some poverty. This is all the argument needs to sustain its conclusion, since the second premise says that any absolute poverty is bad, and not merely the total amount of absolute poverty. If without sacrificing anything of comparable moral significance we can provide just one family with the means to raise itself out of absolute poverty, the third premise is vindicated.

I have left the notion of moral significance unexamined in order to show that the argument does not depend on any specific values or ethical principles. I think the third premise is true for most people living in industrialised nations, on any defensible view of what is morally significant. Our affluence means that we have income we can dispose of without giving up the basic necessities of life, and we can use this income to reduce absolute poverty. Just how much we will think ourselves obliged to give up will depend on what we consider to be of comparable moral

significance to the poverty we could prevent: stylish clothes, expensive dinners, a sophisticated stereo system, overseas holidays, a (second?) car, a larger house, private schools for our children, and so on. For a utilitarian, none of these is likely to be of comparable significance to the reduction of absolute poverty; and those who are not utilitarians surely must, if they subscribe to the principle of universalisability, accept that at least some of these things are of far less moral significance than the absolute poverty that could be prevented by the money they cost. So the third premise seems to be true on any plausible ethical view – although the precise amount of absolute poverty that can be prevented before anything of moral significance is sacrificed will vary according to the ethical view one accepts.

Objections to the Argument

Taking care of our own. Anyone who has worked to increase overseas aid will have come across the argument that we should look after those near us, our families, and then the poor in our own country, before we think about poverty in distant places.

No doubt we do instinctively prefer to help those who are close to us. Few could stand by and watch a child drown; many can ignore a famine in Africa. But the question is not what we usually do, but what we ought to do, and it is difficult to see any sound moral justification for the view that distance, or community membership, makes a crucial difference to our obligations.

Consider, for instance, racial affinities. Should people of European origin help poor Europeans before helping poor Africans? Most of us would reject such a suggestion out of hand, and our discussion of the principle of equal consideration of interests in Chapter 2 has shown why we should reject it: people's need for food has nothing to do with their race, and if Africans need food more than Europeans, it would be a violation

of the principle of equal consideration to give preference to Europeans.

The same point applies to citizenship or nationhood. Every affluent nation has some relatively poor citizens, but absolute poverty is limited largely to the poor nations. Those living on the streets of Calcutta, or in the drought-prone Sahel region of Africa, are experiencing poverty unknown in the West. Under these circumstances it would be wrong to decide that only those fortunate enough to be citizens of our own community will share our abundance.

We feel obligations of kinship more strongly than those of citizenship. Which parents could give away their last bowl of rice if their own children were starving? To do so would seem unnatural, contrary to our nature as biologically evolved beings – although whether it would be wrong is another question altogether. In any case, we are not faced with that situation, but with one in which our own children are well-fed, well-clothed, well-educated, and would now like new bikes, a stereo set, or their own car. In these circumstances any special obligations we might have to our children have been fulfilled, and the needs of strangers make a stronger claim upon us.

The element of truth in the view that we should first take care of our own, lies in the advantage of a recognised system of responsibilities. When families and local communities look after their own poorer members, ties of affection and personal relationships achieve ends that would otherwise require a large, impersonal bureaucracy. Hence it would be absurd to propose that from now on we all regard ourselves as equally responsible for the welfare of everyone in the world; but the argument for an obligation to assist does not propose that. It applies only when some are in absolute poverty, and others can help without sacrificing anything of comparable moral significance. To allow one's own kin to sink into absolute poverty would be to sacrifice something of comparable significance; and before that point had been reached, the breakdown of the system of family and com-

munity responsibility would be a factor to weigh the balance in favour of a small degree of preference for family and community. This small degree of preference is, however, decisively outweighed by existing discrepancies in wealth and property.

Property rights. Do people have a right to private property, a right that contradicts the view that they are under an obligation to give some of their wealth away to those in absolute poverty? According to some theories of rights (for instance, Robert Nozick's), provided one has acquired one's property without the use of unjust means like force and fraud, one may be entitled to enormous wealth while others starve. This individualistic conception of rights is in contrast to other views, like the early Christian doctrine to be found in the works of Thomas Aquinas, which holds that since property exists for the satisfaction of human needs, 'whatever a man has in superabundance is owed, of natural right, to the poor for their sustenance'. A socialist would also, of course, see wealth as belonging to the community rather than the individual, while utilitarians, whether socialist or not, would be prepared to override property rights to prevent great evils.

Does the argument for an obligation to assist others therefore presuppose one of these other theories of property rights, and not an individualistic theory like Nozick's? Not necessarily. A theory of property rights can insist on our *right* to retain wealth without pronouncing on whether the rich *ought* to give to the poor. Nozick, for example, rejects the use of compulsory means like taxation to redistribute income, but suggests that we can achieve the ends we deem morally desirable by voluntary means. So Nozick would reject the claim that rich people have an 'obligation' to give to the poor, in so far as this implies that the poor have a right to our aid, but might accept that giving is something we ought to do and failing to give, though within one's rights, is wrong – for there is more to an ethical life than respecting the rights of others.

The argument for an obligation to assist can survive, with only minor modifications, even if we accept an individualistic theory of property rights. In any case, however, I do not think we should accept such a theory. It leaves too much to chance to be an acceptable ethical view. For instance, those whose forefathers happened to inhabit some sandy wastes around the Persian Gulf are now fabulously wealthy, because oil lay under those sands; while those whose forefathers settled on better land south of the Sahara live in absolute poverty, because of drought and bad harvests. Can this distribution be acceptable from an impartial point of view? If we imagine ourselves about to begin life as a citizen of either Bahrein or Chad – but we do not know which – would we accept the principle that citizens of Bahrein are under no obligation to assist people living in Chad?

Population and the ethics of triage. Perhaps the most serious objection to the argument that we have an obligation to assist is that since the major cause of absolute poverty is overpopulation, helping those now in poverty will only ensure that yet more people are born to live in poverty in the future.

In its most extreme form, this objection is taken to show that we should adopt a policy of 'triage'. The term comes from medical policies adopted in wartime. With too few doctors to cope with all the casualties, the wounded were divided into three categories: those who would probably survive without medical assistance, those who might survive if they received assistance, but otherwise probably would not, and those who even with medical assistance probably would not survive. Only those in the middle category were given medical assistance. The idea, of course, was to use limited medical resources as effectively as possible. For those in the first category, medical treatment was not strictly necessary; for those in the third category, it was likely to be useless. It has been suggested that we should apply the same policies to countries, according to their prospects of becoming self-sustaining. We would not aid countries that even

without our help will soon be able to feed their populations. We would not aid countries that, even with our help, will not be able to limit their population to a level they can feed. We would aid those countries where our help might make the difference between success and failure in bringing food and population into balance.

Advocates of this theory are understandably reluctant to give a complete list of the countries they would place into the 'hopeless' category; Bangladesh has been cited as an example, and so have some of the countries of the Sahel region of Africa. Adopting the policy of triage would, then, mean cutting off assistance to these countries and allowing famine, disease, and natural disasters to reduce the population of those countries to the level at which they can provide adequately for all.

In support of this view Garrett Hardin has offered a metaphor: we in the rich nations are like the occupants of a crowded lifeboat adrift in a sea full of drowning people. If we try to save the drowning by bringing them aboard, our boat will be overloaded and we shall all drown. Since it is better that some survive than none, we should leave the others to drown. In the world today, according to Hardin, 'lifeboat ethics' apply. The rich should leave the poor to starve, for otherwise the poor will drag the rich down with them.

Against this view, some writers have argued that overpopulation is a myth. The world produces ample food to feed its population, and could, according to some estimates, feed ten times as many. People are hungry not because there are too many but because of inequitable land distribution, the manipulation of third world economies by the developed nations, wastage of food in the West, and so on.

Putting aside the controversial issue of the extent to which food production might one day be increased, it is true, as we have already seen, that the world now produces enough to feed its inhabitants – the amount lost by being fed to animals itself being enough to meet existing grain shortages. Nevertheless

population growth cannot be ignored. Bangladesh could, with land reform and using better techniques, feed its present population of 115 million; but by the year 2000, according to United Nations Population Division estimates, its population will be 150 million. The enormous effort that will have to go into feeding an extra 35 million people, all added to the population within a decade, means that Bangladesh must develop at full speed to stay where it is. Other low-income countries are in similar situations. By the end of the century, Ethiopia's population is expected to rise from 49 to 66 million; Somalia's from 7 to 9 million, India's from 853 to 1041 million, Zaire's from 35 to 49 million.²

What will happen if the world population continues to grow? It cannot do so indefinitely. It will be checked by a decline in birth rates or a rise in death rates. Those who advocate triage are proposing that we allow the population growth of some countries to be checked by a rise in death rates – that is, by increased malnutrition, and related diseases; by widespread famines; by increased infant mortality; and by epidemics of infectious diseases.

The consequences of triage on this scale are so horrible that we are inclined to reject it without further argument. How could we sit by our television sets, watching millions starve while we do nothing? Would not that be the end of all notions of human equality and respect for human life? (Those who attack the proposals for legalising euthanasia discussed in Chapter 7, saying that these proposals will weaken respect for human life, would surely do better to object to the idea that we should reduce or end our overseas aid programs, for that proposal, if

2 Ominously, in the twelve years that have passed between editions of this book, the signs are that the situation is becoming even worse than was then predicted. In 1979 Bangladesh had a population of 80 million and it was predicted that by 2000 its population would reach 146 million; Ethiopia's was only 29 million, and was predicted to reach 54 million; and India's was 620 million and predicted to reach 958 million.

implemented, would be responsible for a far greater loss of human life.) Don't people have a right to our assistance, irrespective of the consequences?

Anyone whose initial reaction to triage was not one of repugnance would be an unpleasant sort of person. Yet initial reactions based on strong feelings are not always reliable guides. Advocates of triage are rightly concerned with the long-term consequences of our actions. They say that helping the poor and starving now merely ensures more poor and starving in the future. When our capacity to help is finally unable to cope – as one day it must be – the suffering will be greater than it would be if we stopped helping now. If this is correct, there is nothing we can do to prevent absolute starvation and poverty, in the long run, and so we have no obligation to assist. Nor does it seem reasonable to hold that under these circumstances people have a right to our assistance. If we do accept such a right, irrespective of the consequences, we are saying that, in Hardin's metaphor, we should continue to haul the drowning into our lifeboat until the boat sinks and we all drown.

If triage is to be rejected it must be tackled on its own ground, within the framework of consequentialist ethics. Here it is vulnerable. Any consequentialist ethics must take probability of outcome into account. A course of action that will certainly produce some benefit is to be preferred to an alternative course that may lead to a slightly larger benefit, but is equally likely to result in no benefit at all. Only if the greater magnitude of the uncertain benefit outweighs its uncertainty should we choose it. Better one certain unit of benefit than a 10 per cent chance of five units; but better a 50 per cent chance of three units than a single certain unit. The same principle applies when we are trying to avoid evils.

The policy of triage involves a certain, very great evil: population control by famine and disease. Tens of millions would die slowly. Hundreds of millions would continue to live in absolute poverty, at the very margin of existence. Against this

prospect, advocates of the policy place a possible evil that is greater still: the same process of famine and disease, taking place in, say, fifty years' time, when the world's population may be three times its present level, and the number who will die from famine, or struggle on in absolute poverty, will be that much greater. The question is: how probable is this forecast that continued assistance now will lead to greater disasters in the future?

Forecasts of population growth are notoriously fallible, and theories about the factors that affect it remain speculative. One theory, at least as plausible as any other, is that countries pass through a 'demographic transition' as their standard of living rises. When people are very poor and have no access to modern medicine their fertility is high, but population is kept in check by high death rates. The introduction of sanitation, modern medical techniques, and other improvements reduces the death rate, but initially has little effect on the birth rate. Then population grows rapidly. Some poor countries, especially in sub-Saharan Africa, are now in this phase. If standards of living continue to rise, however, couples begin to realise that to have the same number of children surviving to maturity as in the past, they do not need to give birth to as many children as their parents did. The need for children to provide economic support in old age diminishes. Improved education and the emancipation and employment of women also reduce the birth-rate, and so population growth begins to level off. Most rich nations have reached this stage, and their populations are growing only very slowly, if at all.

If this theory is right, there is an alternative to the disasters accepted as inevitable by supporters of triage. We can assist poor countries to raise the living standards of the poorest members of their population. We can encourage the governments of these countries to enact land reform measures, improve education, and liberate women from a purely child-bearing role. We can also help other countries to make contraception and sterilisation widely available. There is a fair chance that these measures will

hasten the onset of the demographic transition and bring population growth down to a manageable level. According to United Nations estimates, in 1965 the average woman in the third world gave birth to six children, and only 8 per cent were using some form of contraception; by 1991 the average number of children had dropped to just below four, and more than half the women in the third world were taking contraceptive measures. Notable successes in encouraging the use of contraception had occurred in Thailand, Indonesia, Mexico, Colombia, Brazil, and Bangladesh. This achievement reflected a relatively low expenditure in developing countries – considering the size and significance of the problem – of \$3 billion annually, with only 20 per cent of this sum coming from developed nations. So expenditure in this area seems likely to be highly cost-effective. Success cannot be guaranteed; but the evidence suggests that we can reduce population growth by improving economic security and education, and making contraceptives more widely available. This prospect makes triage ethically unacceptable. We cannot allow millions to die from starvation and disease when there is a reasonable probability that population can be brought under control without such horrors.

Population growth is therefore not a reason against giving overseas aid, although it should make us think about the kind of aid to give. Instead of food handouts, it may be better to give aid that leads to a slowing of population growth. This may mean agricultural assistance for the rural poor, or assistance with education, or the provision of contraceptive services. Whatever kind of aid proves most effective in specific circumstances, the obligation to assist is not reduced.

One awkward question remains. What should we do about a poor and already overpopulated country that, for religious or nationalistic reasons, restricts the use of contraceptives and refuses to slow its population growth? Should we nevertheless offer development assistance? Or should we make our offer conditional on effective steps being taken to reduce the birth-

rate? To the latter course, some would object that putting conditions on aid is an attempt to impose our own ideas on independent sovereign nations. So it is – but is this imposition unjustifiable? If the argument for an obligation to assist is sound, we have an obligation to reduce absolute poverty; but we have no obligation to make sacrifices that, to the best of our knowledge, have no prospect of reducing poverty in the long run. Hence we have no obligation to assist countries whose governments have policies that will make our aid ineffective. This could be very harsh on poor citizens of these countries – for they may have no say in the government's policies – but we will help more people in the long run by using our resources where they are most effective. (The same principles may apply, incidentally, to countries that refuse to take other steps that could make assistance effective – like refusing to reform systems of land holding that impose intolerable burdens on poor tenant farmers.)

Leaving it to the government. We often hear that overseas aid should be a government responsibility, not left to privately run charities. Giving privately, it is said, allows the government to escape its responsibilities.

Since increasing government aid is the surest way of making a significant increase to the total amount of aid given, I would agree that the governments of affluent nations should give much more genuine, no-strings-attached, aid than they give now. Less than one-sixth of one per cent of GNP is a scandalously small amount for a nation as wealthy as the United States to give. Even the official UN target of 0.7 per cent seems much less than affluent nations can and should give – though it is a target few have reached. But is this a reason against each of us giving what we can privately, through voluntary agencies? To believe that it is seems to assume that the more people there are who give through voluntary agencies, the less likely it is that the government will do its part. Is this plausible? The opposite view – that

if no one gives voluntarily the government will assume that its citizens are not in favour of overseas aid, and will cut its programme accordingly – is more reasonable. In any case, unless there is a definite probability that by refusing to give we would be helping to bring about an increase in government assistance, refusing to give privately is wrong for the same reason that triage is wrong: it is a refusal to prevent a definite evil for the sake of a very uncertain gain. The onus of showing how a refusal to give privately will make the government give more is on those who refuse to give.

This is not to say that giving privately is enough. Certainly we should campaign for entirely new standards for both public and private overseas aid. We should also work for fairer trading arrangements between rich and poor countries, and less domination of the economies of poor countries by multinational corporations more concerned about producing profits for shareholders back home than food for the local poor. Perhaps it is more important to be politically active in the interests of the poor than to give to them oneself – but why not do both? Unfortunately, many use the view that overseas aid is the government's responsibility as a reason against giving, but not as a reason for being politically active.

Too high a standard? The final objection to the argument for an obligation to assist is that it sets a standard so high that none but a saint could attain it. This objection comes in at least three versions. The first maintains that, human nature being what it is, we cannot achieve so high a standard, and since it is absurd to say that we ought to do what we cannot do, we must reject the claim that we ought to give so much. The second version asserts that even if we could achieve so high a standard, to do so would be undesirable. The third version of the objection is that to set so high a standard is undesirable because it will be perceived as too difficult to reach, and will discourage many from even attempting to do so.

Those who put forward the first version of the objection are often influenced by the fact that we have evolved from a natural process in which those with a high degree of concern for their own interests, or the interests of their offspring and kin, can be expected to leave more descendants in future generations, and eventually to completely replace any who are entirely altruistic. Thus the biologist Garrett Hardin has argued, in support of his 'lifeboat ethics', that altruism can only exist 'on a small scale, over the short term, and within small, intimate groups'; while Richard Dawkins has written, in his provocative book *The Selfish Gene*: 'Much as we might wish to believe otherwise, universal love and the welfare of the species as a whole are concepts which simply do not make evolutionary sense.' I have already noted, in discussing the objection that we should first take care of our own, the very strong tendency for partiality in human beings. We naturally have a stronger desire to further our own interests, and those of our close kin, than we have to further the interests of strangers. What this means is that we would be foolish to expect widespread conformity to a standard that demands impartial concern, and for that reason it would scarcely be appropriate or feasible to condemn all those who fail to reach such a standard. Yet to act impartially, though it might be very difficult, is not impossible. The commonly quoted assertion that 'ought' implies 'can' is a reason for rejecting such moral judgments as 'You ought to have saved all the people from the sinking ship', when in fact if you had taken one more person into the lifeboat, it would have sunk and you would not have saved any. In that situation, it is absurd to say that you ought to have done what you could not possibly do. When we have money to spend on luxuries and others are starving, however, it is clear that we can all give much more than we do give, and we can therefore all come closer to the impartial standard proposed in this chapter. Nor is there, as we approach closer to this standard, any barrier beyond which we cannot go. For that reason there is no basis for saying that the impartial standard

is mistaken because 'ought' implies 'can' and we cannot be impartial.

The second version of the objection has been put by several philosophers during the past decade, among them Susan Wolf in a forceful article entitled 'Moral Saints'. Wolf argues that if we all took the kind of moral stance defended in this chapter, we would have to do without a great deal that makes life interesting: opera, gourmet cooking, elegant clothes, and professional sport, for a start. The kind of life we come to see as ethically required of us would be a single-minded pursuit of the overall good, lacking that broad diversity of interests and activities that, on a less demanding view, can be part of our ideal of a good life for a human being. To this, however, one can respond that while the rich and varied life that Wolf upholds as an ideal may be the most desirable form of life for a human being in a world of plenty, it is wrong to assume that it remains a good life in a world in which buying luxuries for oneself means accepting the continued avoidable suffering of others. A doctor faced with hundreds of injured victims of a train crash can scarcely think it defensible to treat fifty of them and then go to the opera, on the grounds that going to the opera is part of a well-rounded human life. The life-or-death needs of others must take priority. Perhaps we are like the doctor in that we live in a time when we all have an opportunity to help to mitigate a disaster.

Associated with this second version of the objection is the claim that an impartial ethic of the kind advocated here makes it impossible to have serious personal relationships based on love and friendship; these relationships are, of their nature, partial. We put the interests of our loved ones, our family, and our friends ahead of those of strangers; if we did not do so, would these relationships survive? I have already indicated, in the response I gave when considering the objection that we should first take care of our own, that there is a place, within an impartially grounded moral framework, for recognising some

degree of partiality for kin, and the same can be said for other close personal relationships. Clearly, for most people, personal relationships are among the necessities of a flourishing life, and to give them up would be to sacrifice something of great moral significance. Hence no such sacrifice is required by the principle for which I am here arguing.

The third version of the objection asks: might it not be counterproductive to demand that people give up so much? Might not people say: 'As I can't do what is morally required anyway, I won't bother to give at all.' If, however, we were to set a more realistic standard, people might make a genuine effort to reach it. Thus setting a lower standard might actually result in more aid being given.

It is important to get the status of this third version of the objection clear. Its accuracy as a prediction of human behaviour is quite compatible with the argument that we are obliged to give to the point at which by giving more we sacrifice something of comparable moral significance. What would follow from the objection is that public advocacy of this standard of giving is undesirable. It would mean that in order to do the maximum to reduce absolute poverty, we should advocate a standard lower than the amount we think people really ought to give. Of course we ourselves – those of us who accept the original argument, with its higher standard – would know that we ought to do more than we publicly propose people ought to do, and we might actually give more than we urge others to give. There is no inconsistency here, since in both our private and our public behaviour we are trying to do what will most reduce absolute poverty.

For a consequentialist, this apparent conflict between public and private morality is always a possibility, and not in itself an indication that the underlying principle is wrong. The consequences of a principle are one thing, the consequences of publicly advocating it another. A variant of this idea is already acknowledged by the distinction between the intuitive and crit-

ical levels of morality, of which I have made use in previous chapters. If we think of principles that are suitable for the intuitive level of morality as those that should be generally advocated, these are the principles that, when advocated, will give rise to the best consequences. Where overseas aid is concerned, those will be the principles that lead to largest amount being given by the affluent to the poor.

Is it true that the standard set by our argument is so high as to be counterproductive? There is not much evidence to go by, but discussions of the argument, with students and others have led me to think it might be. Yet, the conventionally accepted standard – a few coins in a collection tin when one is waved under your nose – is obviously far too low. What level should we advocate? Any figure will be arbitrary, but there may be something to be said for a round percentage of one's income like, say, 10 per cent – more than a token donation, yet not so high as to be beyond all but saints. (This figure has the additional advantage of being reminiscent of the ancient tithe, or tenth, that was traditionally given to the church, whose responsibilities included care of the poor in one's local community. Perhaps the idea can be revived and applied to the global community.) Some families, of course, will find 10 per cent a considerable strain on their finances. Others may be able to give more without difficulty. No figure should be advocated as a rigid minimum or maximum; but it seems safe to advocate that those earning average or above average incomes in affluent societies, unless they have an unusually large number of dependents or other special needs, ought to give a tenth of their income to reducing absolute poverty. By any reasonable ethical standards this is the minimum we ought to do, and we do wrong if we do less.

INSIDERS AND OUTSIDERS

THE SHELTER

IT is February 2002, and the world is taking stock of the damage done by the nuclear war in the Middle East towards the close of the previous year. The global level of radioactivity now and for about eight years to come is so high that only those living in fallout shelters can be confident of surviving in reasonable health. For the rest, who must breathe unfiltered air and consume food and water with high levels of radiation, the prospects are grim. Probably 10 per cent will die of radiation sickness within the next two months; another 30 per cent are expected to develop fatal forms of cancer within five years; and even the remainder will have rates of cancer ten times higher than normal, while the risk that their children will be malformed is fifty times greater than before the war.

The fortunate ones, of course, are those who were far-sighted enough to buy a share in the fallout shelters built by real-estate speculators as international tensions rose in the late 1990s. Most of these shelters were designed as underground villages, each with enough accommodation and supplies to provide for the needs of 10,000 people for twenty years. The villages are self-governing, with democratic constitutions that were agreed to in advance. They also have sophisticated security systems that enable them to admit to the shelter whoever they decide to admit, and keep out all others.

The news that it will not be necessary to stay in the shelters for much more than eight years has naturally been greeted with