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HUMAN NUTRITION ACT OF 1969

GOVERNMENT

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HEARINGS
BEFORE THE
COMMITTEE ON AGRICULTURE
HOUSE OF REPRESENTATIVES
NINETY-FIRST CONGRESS
FIRST SESSION
ON
H.R. 7919, H.R. 9100, and H.R. 9104

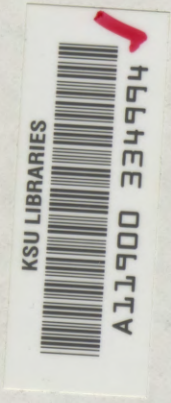
APRIL 22, 23, 24, AND 25, 1969

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HUMAN NUTRITION ACT OF 1969

TUESDAY, APRIL 22, 1969

HOUSE OF REPRESENTATIVES,
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The committee met, pursuant to notice at 10 a.m., in room 1301, Longworth House Office Building, the Honorable W. R. Poage (chairman) presiding.

Present: Representatives Poage, Abernethy, Abbitt, O'Neal, Foley, de la Garza, Vigorito, Jones of North Carolina, Montgomery, Sisk, Alexander, Burlison, Jones of Tennessee, Belcher, Teague, Wampler, Goodling, Miller, Mathias, Zwach, Kleppe, Myers, Sebelius, McKneally, and Mizell.

Also present: Christine S. Gallagher, chief clerk; William C. Black, general counsel; Hyde H. Murray, associate counsel; L. T. Easley, staff consultant; and John A. Knebel, assistant counsel.

The CHAIRMAN. The committee will please come to order.

We are met this morning to consider the so-called Human Nutrition Act of 1969, introduced by Mr. Foley, Mr. Smith of Iowa, Mr. Udall, Mr. Green of Pennsylvania, Mr. Brasco, and Mr. Brown of California as three separate bills, I believe.

(H.R. 7919, introduced by Mr. Foley for himself and Mr. Smith of Iowa, Mr. Udall, and Mr. Green of Pennsylvania; H.R. 9100 introduced by Mr. Brasco; and H.R. 9104 introduced by Mr. Brown of California are similar bills, the text of which follows:)

[H.R. 7919, 91st Cong., first sess.]

A BILL To provide for a coordinated program to improve the level of human nutrition in the United States, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Human Nutrition Act of 1969".

SEC. 2. The Congress declares that it is the continuing policy and responsibility of the Federal Government to use all practicable means, with the assistance and cooperation of industry, agriculture, labor, and State and local governments, to coordinate and utilize all its functions and resources for the purpose of eliminating hunger and malnutrition throughout the United States.

SEC. 3. (a) There is established in the Department of Agriculture an Assistant Secretary, who shall be known as the Assistant Secretary for Human Nutrition, to be appointed by the President, by and with the advice and consent of the Senate. It shall be the duty of the Assistant Secretary for Human Nutrition, subject to the direction of the Secretary, to establish a coordinated program to improve the level of human nutrition in the United States in order to carry out the policy set forth in section 2 of this Act with respect to the elimination of hunger and malnutrition throughout the United States.

(b) Paragraph (11) of section 5315 of title 5, United States Code, is amended by striking out "(3)" and inserting in lieu thereof "(4)".

SEC. 4. The Secretary of Agriculture, acting through the Assistant Secretary for Human Nutrition, shall coordinate the exercise of all functions, powers, and duties of the Secretary under—

- (1) the National School Lunch Act;
- (2) the Food Stamp Act of 1964;
- (3) the Child Nutrition Act of 1966; and

(4) any other provision of law relating to the donation or distribution of agricultural commodities or products thereof for use in the United States in nonprofit school lunch programs, in nonprofit summer camps for children, in the assistance of needy persons, and in charitable institutions;

in order to establish the coordinated program referred to in subsection (a) of section 3 of this Act.

SEC. 5. (a) There is established an Advisory Council on Human Nutrition to be composed of such number of leading specialists in fields related to food distribution and human nutrition as may be selected, from time to time, by the Secretary of Agriculture for the purpose of advising the Secretary in the exercise of the functions, powers, and duties referred to in this Act. The members of the Advisory Council shall serve at the pleasure of the Secretary, who shall designate one member to serve as Chairman.

(b) It shall be the duty of the Advisory Council to make recommendations to the Secretary annually with respect to the establishment, implementation, and coordination of programs and activities under this Act. The Secretary shall transmit the recommendations of the Advisory Council to the President and to the Congress within thirty days after receipt thereof, together with such recommendations or comments as he may deem appropriate.

(c) The members of the Advisory Council shall receive no compensation for their services but shall be entitled to reimbursement in accordance with section 5703 of title 5, United States Code, for travel and other expenses incurred by them in the performance of their function under this section.

(d) The Advisory Council is authorized to appoint and fix the compensation of such personnel as it may deem necessary to enable it to carry out its duties under this section. Such personnel shall be solely responsible to the Advisory Council and shall not be officers or employees of any other department, agency, or instrumentality of the Federal Government.

(e) There is authorized to be appropriated to the Advisory Council such sums as may be necessary to carry out the provisions of this section.

SEC. 6. The Secretary of Agriculture shall submit to the Congress an annual report. Such report shall contain, in addition to a report of the programs and activities under this Act, such information and data collected by the Secretary as he deems of value in connection with the elimination of hunger and malnutrition throughout the United States, together with such recommendations as to additional legislation related thereto as the Secretary may deem necessary.

The CHAIRMAN. We have this morning our first witness, the Honorable Phil Campbell, the Under Secretary of Agriculture.

I believe this is your first appearance here, Mr. Campbell. We are delighted to have you with us.

I think that all of the members of the committee have met the Secretary. If you haven't, I want you to do so before he gets away.

Of course, he is a man whom we will be working with a whole lot, and he is going to think that we are a rather cantankerous bunch, and aggravating, but these fellows just want information and a little help now and then, Mr. Secretary. But we are real glad that you could be with us, and we will be glad to hear you, representing the Department.

Mr. Campbell.

STATEMENT OF HON. J. PHIL CAMPBELL, JR., UNDER SECRETARY OF AGRICULTURE

Mr. CAMPBELL. It is a pleasure for me to be here before your committee.

I have had the honor of appearing before, from my own State of Georgia, and if I haven't met all the members of the committee, I certainly hope to, and I do have a brief statement concerning H.R. 7919, which we have already mailed to the committee.

In our report, Mr. Chairman, we do not favor the enactment of the bill. I will read my statement, copies of which should have been passed out to the members. If it is all right, Mr. Chairman, I will read the statement.

The CHAIRMAN. Certainly.

Mr. CAMPBELL. Mr. Chairman and members of the committee: I appreciate the opportunity to testify before you today on H.R. 7919 and related bills, to provide for a coordinated program to improve the level of human nutrition in the United States, and for other purposes.

We have all been alerted to the nutritional problem in this country, particularly among low-income families. We know that we do not yet have the full details as to its scope and depth. Until that time, we must make every effort to see to it that existing food assistance programs reach as many people as possible. This has been a commitment since the administration took office and I believe the budget amendments we have sent to the Congress reflect our deep concern.

We expect to pursue several paths to improve nutrition. Through our child nutrition programs we can reach every needy child with at least one or two good meals a day year-round and in virtually any group situation. I think it is tremendously important that we move quickly and effectively to reach the children—preschool through adolescence. The delivery systems are in place and we are ready to roll given the essential and sympathetic cooperation of State and local officials. I believe this cooperation we can count on as they become more aware of the results of poor nutrition.

We have been and are engaged in an in-depth review of all the food assistance programs—their administration, operation, and funding. We expect to come up with some answers within a short time. This is a priority item on the President's agenda and on ours.

I sympathize completely with the intent of the provisions of H.R. 7919 to establish an office of Assistant Secretary of Agriculture for Human Nutrition and an Advisory Council on Human Nutrition. I understand fully the concern that prompted the proposal—to give nutrition high visibility at the Federal level.

In organizing and structuring any department, I also believe any Cabinet officer should have considerable flexibility in determining the approach he wants to use and in staffing up to get any job done. I hope the members of the committee will allow us a little time to fully develop our own ideas and to submit for your consideration any legislative proposals that may seem necessary, following our review of the entire situation.

Obviously, an effort of the nutrition programs contemplated will require complete cooperation on the part of all the Federal, State, and local agencies that can lend a hand. We shall be engaging the private sector, too, to the fullest possible extent. We are working hard at putting together all the pieces of this important project because we believe, with you, that there is no excuse for poor nutrition in this country, Mr. Chairman.

The CHAIRMAN. We thank you very much, Mr. Campbell. We appreciate your statement.

Is there anyone who would like to question Mr. Campbell?

Mr. FOLEY. Mr. Chairman?

The CHAIRMAN. Yes.

Mr. FOLEY. Mr. Under Secretary, is there a particular provision of the bill that the Department finds unacceptable? The bill contains really three provisions, as you know. One is to make a commitment on the part of Congress and the country to eliminate hunger and malnutrition. The second is to set up an Assistant Secretary in the Department of Agriculture for Human Nutrition, and the third is the Advisory Council.

Is the Department opposed to all three?

Mr. CAMPBELL. Well, the Department feels as though this administration is not ready to lay down its formal plans at this time. This administration has expressed its concern with regard to all three of these, and in the Department at the present time we are already very active with regard to all of these. It is our feeling at the present time that we should be permitted to come forward with our suggestions. We proposed no legislation at the present time for Congress to definitely specify an Assistant Secretary for a specific purpose.

It is our feeling that the Secretary should be given an opportunity to organize and bring forth his own ideas in administration of programs which we already have and which we are deeply concerned with, the nutrition of children, particularly, and of the poor.

The Secretary is publicly on record with his deep concern in this area.

We already have authority from Congress to go forward, and the Department is going forward in these areas. We do not see any particular need at this time for a specific congressional designation of a position of Assistant Secretary for a specific area of work in the Department.

Mr. FOLEY. Referring to section 2 of the bill, which contains a congressional declaration, if I may read it, it says:

The Congress declares that it is the continuing policy and responsibility of the Federal Government to use all practicable means, with the assistance and cooperation of industry, agriculture, labor, and State and local governments, to coordinate and utilize all its functions and resources for the purpose of eliminating hunger and malnutrition.

Mr. CAMPBELL. We agree with that. That is the policy of the Department right now. We are already following this policy.

Mr. FOLEY. You would have no objection to the enactment of such a provision?

Mr. CAMPBELL. We have no objection to that statement, but we feel as though we are already doing this.

Mr. FOLEY. Just dealing with that portion of the bill, is there any objection to the enactment of such a congressional declaration?

Mr. CAMPBELL. No, we have no objection to the enactment of that congressional declaration. We think that this is already the case by previous authority of Congress to the Department.

Mr. FOLEY. With respect to section 3, which provides for an Assistant Secretary, and section 5, which provides for an Advisory Council on Nutrition, has the Department concluded its own review and study of this problem, and is it ready to submit its recommendations?

Mr. CAMPBELL. I think very soon the Department and the administration will be ready to submit recommendations. I cannot give you the exact time, but we are continuing to study this and formulate plans, and this is of major concern to the Department, to the Secretary, and to the Assistant Secretaries.

Mr. FOLEY. What I am curious about is, whether the Department's report indicates that the Department wants more time to consider the proposals or whether the Department has specifically rejected these proposals and already knows that they will not be part of any recommendation?

Mr. CAMPBELL. I could not say that we would recommend an Assistant Secretary specifically with this title to be enacted into law, because as I have stated in my testimony, we feel as though the Secretary should have latitude in order to shift the duties of Assistant Secretaries as they are needed, which has been the case in the past. We are very deeply involved in all of this at the present time, and it is under one Assistant Secretary, particularly, who has charge of this area of work in the Department.

We just do not feel as though the Secretary should be tied down by legislation while we are still formulating our plans.

Mr. FOLEY. Then I understand from your answer that the reason for the objection to these two positions is you want additional time to make your own determinations and recommendations?

Mr. CAMPBELL. That is correct.

Mr. FOLEY. It isn't necessarily because you are opposed to it?

Mr. CAMPBELL. It could be after we are finished—I don't know as yet—we want time.

At the present time we do oppose this proposed act by Congress of specifically naming an assistant secretary in this area. We feel as though a Cabinet official should have more latitude.

At this time we do oppose that specifically, in addition to thinking we need more time to come forward with our plans.

Mr. FOLEY. Mr. Chairman.

The CHAIRMAN. Are there any more questions?

Yes, sir, Mr. Wampler?

Mr. WAMPLER. Mr. Campbell, as one southerner to another, I want to welcome you before the committee this morning.

I have been concerned for some time, as I think members of this committee and others have been, on the question of malnutrition.

You have had many years of experience in your home State of Georgia as commissioner of agriculture, and you are knowledgeable of the extension program and the home demonstration program.

I have had the feeling that despite our efforts to cure what is obviously a great problem in our country—hunger and malnutrition—we have failed, and I think we must classify it that way, particularly, at the low-income and the low-educational levels, to effectively come forth with a program of nutritional education. This includes such basic things as home management and how to prepare a balanced nutritional meal. I think perhaps our existing educational agencies have not been as effective as they could have been.

I wonder if you have any general thoughts that you care to give to the committee this morning as to how we can better get to what I consider one of the root causes of the problem?

Mr. CAMPBELL. Well, I and the Department all agree that we do have malnutrition, that the problem has not been solved, but we do feel as though we have the authority and the personnel to plan this attack on malnutrition, and particularly through the Extension Service.

A program was begun last year of nutritional aides, with the Extension Service working through the home economists, and we plan an expansion of this in the coming months under this administration of nutritional aides being trained to work cooperatively in the areas of the poor people who are suffering from malnutrition under the direction of the home demonstration agents.

We do believe that we have in the U.S. Department of Agriculture more talent with regard to nutrition than can be found anywhere in our entire society of 200 million people. We think that we have more knowledge in the home demonstration agents and in our teaching and our colleges of agriculture concerning nutrition than any other institution anywhere else. We believe that no one can show us where anyone has as much knowledge as we do in the U.S. Department of Agriculture concerning nutrition, because of all of the past history of the work of these people in the Extension Service, particularly.

Research is going on in the agricultural research area with regard to nutrition as well as in the Department.

Mr. WAMPLER. I have been concerned when looking at some of your nutritional publications and I think they are good, but in many instances they are prepared to reach a higher educational level. We must reach those families that are of low educational level. This is my point.

I appreciate your remarks this morning. I am concerned that something be done to reach these people and effectively educate them in these areas where there obviously has been a lack of education.

Mr. CAMPBELL. I will say this in that regard: the county agents have been restricted by policy and perhaps also by law in the areas where they can operate. They must stick more or less to the rural areas, whereas this restriction is not on the home demonstration agents, and they are permitted to work among both the poor in the rural areas and among the poor in the cities as well. These aides will work in both areas, both urban and rural under the home demonstration agent who is a highly qualified person in this area.

Mr. WAMPLER. You would contemplate that these nutritional aides would do a great deal of home visitation and working with the low-income families?

Mr. CAMPBELL. This is what they will do, work directly in the area with the people concerned. This will be 100 percent their activity, other than being trained and holding conferences, of course, planning work and this type of thing. But I would say that 80 or 90 percent of their time and effort will be right in the area with the poor people, talking with them, visiting in their homes, and also attending meetings that they feel can be beneficial in addition to the home visits, meetings with these people in their own habitat.

Mr. WAMPLER. I have had the feeling for some years that we have not effectively used the talents of many of our extension and home demonstration agents as we should. Perhaps it has been a restriction, as you point out, by law or by policy or a combination of both.

Mr. CAMPBELL. I think, also, that it is an evolving situation as a result of increasing population and shifts of population. It could be said that the car has to get in the ditch before you begin pulling it out. Perhaps the car has been in the ditch too long in this case, and an effort should have been started earlier than it has been. But I would say 20 or 30 years ago with less population and the population not being distributed as it is today, and with the depression days when no one was able to help anyone else, that the problem was not this recognizable, or if so, everyone suffered alike. Since then, the situation of increasing population and moving of population under our free enterprise capitalistic system with increasing affluency and poverty at the same time has brought this problem very forcibly in focus.

I am very happy that the Congress feels as strongly as it does. We do have very strong feelings, too, that this situation needs correcting.

Mr. WAMPLER. I am delighted to hear you are giving thought and attention in this area. I certainly want to assure you you have my full cooperation.

Thank you for your comments.

The CHAIRMAN. Thank you, Mr. Wampler.

Mr. Zwach?

Mr. ZWACH. Mr. Chairman, Mr. Under Secretary, I note that your presentation today is sort of a preliminary one and that you are now studying in depth this entire problem. I think that is most commendable.

I want to speak particularly to manpower in the Department of Agriculture.

I think one of the great problems of a lot of our programs has been that we become such big bureaucracies that there hasn't been much left to go where it belongs.

I think the Department of Agriculture has grown in the last 8 years by some 25,000 people. It has been a tremendous growth. I would certainly hope that as you come forth with recommendations that you will not find it necessary to do the job that needs to be done by adding a great deal more manpower in the Department. I would hope that as a good administrator and so on we are going to be able to find how we are going to be able to do this within the complement of employees and perhaps of reductions of employees.

A lot of us, as producers, feel that we almost have too big a bureaucracy now. We certainly hope that we are going to take a careful look in this entire area. I am personally going to be watching very, very closely to see what the Department of Agriculture does with regard to getting good mileage and clear, efficient operation in this entire Department.

Mr. CAMPBELL. Mr. Congressman, I think your statement is certainly in line with the thinking of this administration and of the Secretary of Agriculture. We have been issued instructions, first by directive of the President himself, and by the Secretary, as a followup, to hold down employment in every instance, and in every way possible, and not replace any vacancies except where absolutely necessary and with justification.

I can tell you that the Department of Agriculture is currently operating below its 1966 level of employment, and that we are most frugal

in the employment area, even in the Secretary's office, which includes the Secretary and Under Secretary.

We have not staffed up there, frankly, and are making no effort in some areas, other than those where it is absolutely necessary.

So we do have this philosophy, and of course we have to look at the priorities in some of the new programs in order to staff them. Some of the older agencies have had not to be allowed to replace their personnel because they are under the directive of replacing, I think it is seven out of 10, which means that some of our agencies can only replace one out of two because of the priorities that have been established to, say, expanding new programs such as this one.

We certainly have the philosophy which you have, and I can understand the feeling which you have expressed, having just come from a State agency to Washington, knowing the feeling which you have expressed.

Mr. ZWACH. Thank you, Mr. Campbell.

The CHAIRMAN. Mr. Kleppe.

Mr. KLEPPE. Thank you, Mr. Chairman.

I want to add my words of welcome to you this morning, Mr. Campbell.

Mr. CAMPBELL. Thank you.

Mr. KLEPPE. We look forward to seeing you up here a number of times.

We are on a very vital question this morning, something I am sure nobody in this committee disagrees with insofar as the kind of problem it is, which is malnutrition and hunger.

I feel very strongly that Mr. Foley and the other cosponsors of this legislation were motivated very favorably in wanting to create more emphasis on taking care of the problems of hunger and malnutrition.

Now, if I read your statement correctly, you did not make a categorical statement that you believed that the Department with its present personnel and without this additional Assistant Secretary could take care of the problems of malnutrition and hunger. At the same time you did oppose this legislation now; at the same time you did agree with section 2, the congressional declaration here.

Would it be a fair question for me to ask you—isn't it true that you do think your present personnel and your present organizational setup could take care of the departmental problems of working out solutions to the problems of malnutrition and hunger as we understand them today?

Mr. CAMPBELL. Yes, I do believe that very strongly. I do believe that we do have the authorization under the congressional acts to carry forward all of the concern expressed by Congress, even those who introduced this bill. I do think we have the authority to go forward and do it at the present time.

We may have some recommendations when we have finished our studies, but I don't think that there would be the recommendations that would require a great deal of congressional action. I couldn't say, because we haven't brought forward the total package. This is being studied across the board by the administration, not only in the U.S. Department of Agriculture, but in other departments as well.

I do feel just as you have expressed, and the Department feels that we have all the tools necessary and we have the people that are

most knowledgeable in our total society with regard to nutrition. These I have already mentioned. I have the very strong feeling which you have expressed.

Mr. KLEPPE. I thought that was the way I read you. It seems to me it would be quite obvious, then, if this were the case and it could be accomplished within the framework of the Department today, that obviously we would have more money to allocate for the purposes of combatting malnutrition and hunger.

I think the sponsors of this legislation are very concerned, as they should be. But this is the feeling that I have. Mr. Zwach talked about it and you have now answered it again, that we could, within the framework of what we have, do the job successfully in the Department.

So I appreciate and commend you for your statement and certainly look forward to additional suggestions from the Department along the lines of meeting the serious problems that we do have today, because we can afford to take care of malnutrition and hunger in this country.

I think Mr. Wampler—I just wanted to add a second to his concern about the educational aspect. There are things the Department can do to step this up. I know you are aware of this.

These are programs that can add to the total and the overall period.

Mr. CAMPBELL. I might say in this respect, Mr. Congressman, that the extension directors throughout the United States already have been contacted, and we have received a very enthusiastic reaction from them on going forward with this educational work. They are very enthusiastic about picking up this load and expanding it.

I did want you to know their reactions throughout the United States.

Mr. KLEPPE. Well, we have a lot of facilities and we just ought to use them a little bit more than we have in the past to meet these problems of society.

Thank you, Mr. Chairman.

Thank you, Mr. Campbell.

The CHAIRMAN. Are there any other questions?

Yes, Mr. Foley?

Mr. FOLEY. I would just like to ask one or two questions.

Mr. Under Secretary, you say in your statement that your budget recommendations reflect the administration's deep concern in this area.

Am I correct that the only budget recommendations which the administration has sent in, in total, is \$15 million?

Do I understand that it is a \$15 million increase for nutritional education?

Mr. CAMPBELL. That is correct, so far as the aides are concerned. We have increased our request \$15 million above that which had been sent up by the previous administration. We doubled their request. Their request was \$15 and ours is \$30.

Mr. FOLEY. A \$15 million increase is what you testified expressed the deep concern of the administration?

Mr. CAMPBELL. With regard to the training, education, and building a program. This does not mean that we would not come back later for additional requests in this area with regard to the total picture of appropriations which we have, which I am certain that the Congress is deeply concerned with, inflation and everything else. We felt as though

it is the level at which we should make the request at this time. This does not mean we think this will do the total job, but in the total scheme of things, in a total budget of our Department and other departments, we felt this is all we could ask for at this time, which is double.

Actually, it would take \$70 million to fund this program. It is our strong desire that it be so funded at the earliest possible moment. We are not asking during this session of Congress, for the reasons that I have given. We have got a total figure under which we are trying to work because of inflation and cutbacks.

We did double this item from the previous administration's request.

Mr. FOLEY. Do I understand, then, that the administration will not attempt to meet the stated goal of eliminating hunger and malnutrition—

Mr. CAMPBELL. Well, I am not certain that if we had the \$70 million we could adequately hire and train people that quickly. I think we can progressively go forward.

I am expressing our concern by doubling the request from the previous request.

Mr. FOLEY. You testified that you have the resources administratively to attack and solve this problem?

Mr. CAMPBELL. We have the qualified people to go forward to build a program. You don't build a program overnight.

We are expecting, if the Congress so approves, to build at a much faster rate than has been previously recommended, in the hopes we do reach a total fulfillment of all of it. We can't do everything within a 90- or 60-day period. We expect to build this program into a full program. It has only been in existence 6 months now.

Mr. FOLEY. Wouldn't you agree the problem is much greater than can be accomplished by this level of requests?

Mr. CAMPBELL. Well, I just stated that. The total program would require \$70 million with regard to aides. We have asked for \$30 million during the ensuing year, and certainly just as quickly as it is within the total scheme of things, concerning all of the problems of our Department and the Federal Government and the people of this society, we hope to build this into a complete program at the earliest possible moment.

Mr. FOLEY. In the area of school lunch and food stamps and allied programs, aside from the nutritional instruction that is going to be provided by these nutritional aides, I gather that the administration is not anticipating making major assaults on this problem at this time?

Mr. CAMPBELL. Well, I think we also increased our request in these areas you referred to. I do not have the budget before me and was not expected to get into budgets.

This administration has increased its request over what was previously requested in January in the areas you just mentioned. So we have increased our request in these areas, too.

Mr. FOLEY. I would certainly say myself, and I think others would agree in the Congress on the Democratic side, that the last administration did not make a sufficient effort to eliminate this problem. I should hope that we wouldn't consider exclusively the increase over the last administration's budget.

Mr. CAMPBELL. I can understand your feeling with regard to this. We certainly want a fully funded program at the earliest possible moment, but we have to move along at the rate of speed we think is commensurate with the total problems of the entire Government and of this society in which we are living. Our request was made on this basis in regard to the total picture.

Mr. FOLEY. One last question, Mr. Chairman.

You mentioned the cooperation of local and State governments. Do you feel that that cooperation State by State is absolutely essential for the implementation of the program?

Mr. CAMPBELL. Well, we certainly want to involve the States and local governments everywhere possible, because we feel where they are cooperative we can get a much better program with their assistance than we could running everything from Washington, D.C., because you can't maintain the proper communications. Where they will cooperate we feel as tough we would have a much better program.

This doesn't mean all of them will automatically cooperate because all of us know they will not all cooperate.

Mr. FOLEY. I would certainly agree. In any event, where the State or local government entity will not cooperate, will the Department have proposals to cope with the problem, notwithstanding State or local feeling?

Mr. CAMPBELL. I would rather wait until we have that package to bring to you to give you a complete answer. I do think this needs a real hard look, because these people should have the services of the Federal Government. But I don't think I should answer the question at this time until our final package is out.

I understand the problem you are referring to, which can be a problem.

The CHAIRMAN. Are there any further questions of Mr. Campbell? Mr. Alexander?

Mr. ALEXANDER. Mr. Under Secretary, you expressed your deep concern for the nutritional problem in this country, and asked for additional time within which to study this problem and stated you felt that the Department of Agriculture, at the present time, had the facilities and the capability to handle this problem without enactment of the proposed legislation under discussion.

I believe you also said that the problem of nutrition is being studied in the Department of Agriculture and other departments. Would you amplify that statement a little bit, Mr. Under Secretary, and by that do you mean that you are considering the possibility of asking that the jurisdiction of these areas be transferred to another Department of this administration?

Mr. CAMPBELL. No. That wasn't the thought at all. Of course, many things that are administered by a department run into other departments as well. You may have as many as four or five departments involved in a governmental program. I am sure the Congressman is aware that this can be so in dealing with one particular subject. I did not mean to give any indication that there was a thought of transferring this, but in working with the poor, you have many agencies that do this, HEW, of course, USDA, HUD, and OEO, and others. I didn't mean to give any indication we had any thoughts of transferring this particular work to another department.

Mr. ALEXANDER. You are not considering the possibility of transferring any areas of jurisdiction mentioned in this bill to other departments of the administration?

Mr. CAMPBELL. No.

Mr. ALEXANDER. Thank you, sir.

The CHAIRMAN. Are there any further questions of Mr. Campbell? (No response.)

The CHAIRMAN. Mr. Campbell, we greatly appreciate your attendance here.

Mr. CAMPBELL. Thank you, Mr. Chairman. It has been a pleasure.

The CHAIRMAN. I know we will be seeing you again.

Mr. CAMPBELL. Thank you. I look forward to it very much.

The CHAIRMAN. Thank you.

Now, our next witness is Mr. R. Hal Dean, chairman of the board, Ralston Purina Co. of Checkerboard Square.

Mr. Dean, we will be delighted to hear from you. I won't charge you anything for the commercial, either.

STATEMENT OF R. HAL DEAN, CHAIRMAN OF THE BOARD, RALSTON PURINA CO., CHECKERBOARD SQUARE, ST. LOUIS, MO.

Mr. DEAN. Thank you, Mr. Chairman.

We appreciate the commercial.

I would like to express my deep appreciation for being allowed to testify here this morning relative to hunger and malnutrition. It has been very dear to my heart personally for a number of years.

On my position there are some remarks I would like to make by telling you first a little about our company so that you might be able to judge the credibility of the personal remarks I would like to make a little later in my speech.

I think you all have the testimony, and I would like to make some particular points in what I have said to you by paper and then talk to you a little off the record of some things that I actually and fully believe that we might be able to do together between Government and industry.

Mr. Campbell's remarks about the nutritional ability of the Department I second, that nutritional ability that they have. I would also like to say that I feel our particular company has a tremendous amount of nutritional availability relative to animal feeds, which spills over into human feeds. I think we are a nutritional and protein company. Our volume of \$1,400 million annually is at a low volume of profit, because we deal in the agribusiness, and I think this is a social necessity whether it be in this country or any country overseas.

We are involved in distribution of food products in the retail markets. So I think we know a little something of that nature of the business. We own one of the largest quick food service companies in the world. We own Van Camp Tuna Co., the second tuna business and the second largest in the shrimp business. So that there is a believability to some of the things that hopefully we can express representing our own company.

We are operating today in about 30 countries physically abroad. We have been creating systems, hopefully, of greater efficiencies in these countries in animal agri and processing and distribution. So

that we have seen some of the problems in hunger and malnutrition overseas before it became popular here in the United States, even though it has existed for a few years.

I think we have seen this trend, this population of recognizing hunger and malnutrition come to the fore during this last year, perhaps, and we certainly agree with it. I would like to go on record expressing a desire from ourselves and industry in general that we need further clarification of what this problem is than what it represents.

We feel that the nutrition survey that is presently underway has been a good one and it needs to be extended. I think that we all recognize that we do have a social problem. The private sector recognizes this and will guarantee complete cooperation with the public sector in trying to work through the problems, and I am sure that we are going to make many false starts, but I think that we, together, can move ahead very rapidly.

We think that H.R. 7919 proposed that the private sector be involved with the public sector, and having a committee to work together. We certainly second that suggestion.

The bill proposes to establish in the Department of Agriculture a new Assistant Secretary for Human Nutrition. I think that is a Government problem. If that is the way it is to work out, the private sector will work with that particular person or with anybody so appointed. I think that the Secretary of Agriculture so far, from the private industry's standpoint, has moved ahead with the means at his disposal in a very favorable fashion.

We do support very sincerely the Secretary's intention to proceed primarily through an expansion and intensification of the food-stamp program. The distribution of these foods, then, would be kept within a traditional network. I think this is important to those low-income families that are recipients of the stamps. I think it is necessary for their pride that they continue to have their source of foodstuffs through the same source that people come with money. In other words, through a commercial distribution system where it is well established today, we believe, and we have said to our many neighbors abroad, is one of the most efficient systems of any nation ever devised. I think that the food stamp program keeps us inside a going system rather than going outside into channels where large initial investments are going to have to be required. Operating costs, I think, are going to be higher.

We recommend that the committee continue the careful consideration of how this food stamp program can be best managed to meet these diet requirements of the recipients of food assistance.

We have heard about nutrition education. I can only tell you that the private sector certainly seconds the thought processes that were going on here today. The necessity of understanding the basic parts of nutrition is an essential part of any program that is going to help stamp out malnutrition and hunger.

I think that we volunteer any type of work that the private sector can do toward helping in any fashion, and I suggest that there are probably going to be various groups, church groups, charity groups, many types of groups that will be moving ahead in an educational way, which does not need to be complicated, which does not need 2 and 3 and 4 years of college study in order to get some of the basic elements

of nutrition across to these people. I would suggest that we use any and varied means, both public and private, in order to get this educational program underway. I think that we realize that the child, the pregnant mother, particularly the preschool child, today, without proper nutrition, probably is getting a type of damage which lives with him the rest of his life. So we are taking a social problem over a period of years as much as we are taking a particular problem immediately.

I would like to point out that we do have in the private sector an association called the Grocery Manufacturers Association of America, called GMA. It is one of the most cohesive and one of the most socially responsible associations which I have ever known. This association, as early as June of 1968, adopted a policy which reflected the concern with hunger and malnutrition. GMA is committed privately and in cooperation with the Government to the elimination of hunger and malnutrition in the United States. I think that this is consistent with the industry's record of getting highly nutritional food to the vast majority of the people at the lowest real cost in the entire world.

As further evidence of this concern of GMA, there has been a task force of chief executive officers appointed. The committee consists of Robert J. Keefe, who is the chairman of the Pillsbury Co.; Gavin McBain, chairman of Bristol-Myers Co.; Robert Stewart, Jr., president of the Quaker Oats Co.; and myself as chairman of the task force.

We have had meetings over the past year and a half to study this malnutrition problem, particularly as it relates to the grocery industry. We have written to the two Secretaries, Clifford M. Hardin and to Robert Finch, to assist in any way, to meet with these people in order to offer the cooperation of the private sector. These letters reaffirmed the willingness to do anything within our power. The letters were well received by the Cabinet ministers.

I have met privately with the Secretary of Agriculture. He has assured us as their plans get underway that they would like to meet with us, and I am sure that the same holds true for Secretary Finch.

I can only say, as chairman of the board of Ralston Purina Co., and as head of the task force, that we are going to do everything we know how from the private sector to cooperate with the public sector in any fashion to help stamp out hunger and malnutrition.

Now, speaking personally, because I wear a variety of hats, representing my company from the feed industry to the soybean industry to the food industry, the quick food service industry, and sometimes we find ourselves when you are representing different parts and segments of private industry having certain conflicts. So I would like to speak to you with a personal belief of some of these problems and the way that we might solve some of them.

First, we have found out as we have approached the problem overseas that there are two particular things that we are going to have to look at in hunger and malnutrition. One of these becomes a question of palatability. Palatability means something that someone likes to eat.

In South Africa, it happens to be maize. In some parts of our country it may be collard greens. In many parts of the Far East it is rice. It seems to us it is going to be extremely necessary in anything that we do that we must fortify this in some fashion in order to get the correct nutritive available units into a particular type of food that those particular people eat.

Now, education is going to be fine, but we are not going to solve these problems in the next 6 months by trying to change a complete diet or social structure of a diet of people, wherever they be. It seems to us this is one of the main problems.

Second, I think we have a problem with distribution. Fortunately, within this country we do have a distribution system if we can find the correct method and mode to use it. We feel that probably the simplest way will be a continuation and a greater efficiency with the food-stamp program. But these two are main problems.

I think also that we have seen certain testimonies in terms of social problems that we have covering a variety of things, housing, clothing, this type, as well as hunger. It seems to us from the private sector that we must separate hunger problems from the housing problem. A total cash payment is a little hard to work when given freely to a particular group of people to spend as they so desire. If we separate them and keep hunger separately we can keep a tap on it.

Now, one of the things that it seems to me we are going to have to also consider is some way that we are going to get the proper food to these people desired by them. If again it becomes a cash payment, there is no control, whether it is going toward alcoholic beverages, gimmick types of things, whatever the people may want to buy with cash probably is not going to be the best thing in terms of nutritive values for their systems.

Industry can create, today, a fortification for a diet on a per diem basis some place within 15 to 20 cents. I am stating these figures personally. I think that if we were given a contract I would probably be ready to stand behind them pretty firmly.

There are experiments going on today in various sections of the country. We personally are experimenting in places such as Phoenix and St. Louis to try to upgrade the dietary situations of certain ethnic groups. There is an operation under OEO in existence today in Phoenix in which a product is being supplied by our company for a particular price, which is very reasonable, that can be mixed with water and provides the minimum nutritive requirements, minerals, vitamins, and protein. I think that probably it is going to be better with milk, and this is also being tried.

There will be different types of fortified foodstuffs which can be put together by private industry today.

Now, what the attractiveness is going to be—we are going to have to work on them—but there are cereal types of candy bars with banana and strawberry and chocolate flavors. There are five types of snacks that can be available. There has been much work done with soft drinks, none of them particularly attractive because of the question of cloudiness within the drink. If you saw it when you were drinking the soft drink yourself, why, you probably wouldn't like it quite as well. But these things are being actively worked on.

It seems to me that we stand a very fine chance, given the cooperation between private industry and the public sector, because private industry cannot carry this burden on a private situation by themselves, but together with the technical knowhow and with the breakthroughs that we have today, it seems to me that this problem can be licked within the next year, 2 years, or 3 years. This is not an insurmountable problem for the next 10 years. We have the resources with-

in this country, cooperatives between public and private, to get this problem done.

Thank you.

The CHAIRMAN. Thank you very much, Mr. Dean.

I appreciate your statement. I think you brought us some of the things we ought to be considering. Some of the things which should be of great interest to the people of America.

I was glad to have you point out that if we simply hand out money to those who are not in a position to spend it wisely that it will be worse than waste, and I think that is absolutely true in all of our efforts to try to take care of—shall I say—I don't want to say "underprivileged," because sometimes they are not—but those who have less.

I was interested in your comments about the foods which you had prepared. If I understood you correctly, you said that industry could provide a nutritious diet for between 15 and 20 cents a day per person; is that right?

Mr. DEAN. A fortified diet. In other words, not the diet itself, but fortification necessary for minimum daily requirements of mineral, protein, and vitamins.

The CHAIRMAN. Yes.

Mr. DEAN. This is not a complete diet. It couldn't be in any fashion, but it can give a fortification with a minimum diet that will supply the carbohydrates, the filling quality. Maybe the best way to express it—and I think one of the simplest things that we could do in a rather good fashion would be South Africa, where the natives eat for their three meals a day, corn mush called melez. This would be very easy to do and a supplement or fortification of this type of thing, purely mixing it with the gruel, this is the basic simplest way to feed people.

You take an oat meal or a wheat meal or corn meal or something of this nature and mix the fortification of this type of structure that I am talking about and people eat it. There aren't going to be many people in the United States, I don't care how poor, eating three meals a day of gruel. But I am oversimplifying it. I think these are the problems that they are going to have to work on.

How can we use various fortifications that this industry does know and which do exist today?

The CHAIRMAN. Well, I think that is very encouraging that it can be done. I think that it is excellent when you say that we are going to have to direct the kind of foods that these people are to receive aid rather than to leave it up to them, because from pure ignorance they are not going to get the proper kind of diet.

Mr. DEAN. There aren't too many people in an affluent society who would. If we look at our own children today, we couldn't say they were completely nutritiously fed. I can tell you that animals are a lot more nutritiously fed, because it is put in front of them and they have to eat it. It is designed for their growth.

We have problems outside of the people who are nonaffluent.

The CHAIRMAN. I think that has been the big thing which we have failed to recognize in this talk about nutrition, is that malnutrition is something which affects all of us and probably 95 percent of us are deficient in nutrition, although there are probably less than 5 percent of our people who are hungry at any time.

I want to express the appreciation of the committee for the fact that

you and your associates are taking the interest which you are in this problem. I agree with you. The only way it is going to be solved is through cooperation between the government and industry and not simply somebody smart enough here in Washington to hand down some kind of edict or pass out some kind of bills, money, paper, funny money, and expect people to live on it, because they are not likely to live on it, no matter how much you give them.

Mr. DEAN. There is a very deep social feeling in the grocery manufacturing group, food processors of the United States, in understanding this problem. I would like to express to you gentlemen that I take a great pride in this. I think maybe we have become a little more mature in the last few years. Maybe we understand these problems and are certainly willing to do everything we know how to help lick them.

We have a tremendous record of foodstuffs and agri in this country, and I think we are not only going to have to stand on our laurels, but beat them in this particular field.

The CHAIRMAN. The only thing I am disturbed about in your statement is that it seems to me you indicate pretty clearly that the time is coming rather soon when we are going to Ralston Purina and other food companies and buy all the concentrate we need, and what is going to happen to our market for beef?

Mr. DEAN. I certainly didn't mean to imply that in any fashion, because I don't see it happening. If I did, I would be a lot more worried, and I guess I would be back home and stay there.

The CHAIRMAN. Why don't you see it happening? I am not wanting to see it happening either, but why won't it happen?

Mr. DEAN. Because I think we have great efficiencies in the production of our animals today, and certainly from an affluent society standpoint I can see nothing down the road toward synthetics or anything of that nature replacing steak on your table or fried chicken or any of the things that we all love and like to eat.

The CHAIRMAN. Mr. Dean, wouldn't you have said 50 years ago that you didn't see anything replacing golden butter on the table?

Mr. DEAN. I think that that might have been possible. That might have been 50 years ago. Again, I don't think that anybody has foreseeing powers. I do think that we have certain capabilities because of progress and technology and science to do things we didn't know how to do 10 or 30 years ago. I expect in the next 10 years this is true, and I hope, Mr. Chairman, that it is true, because I think it is going to tax the productive capacities, even though we might not believe that today, in agriculture—you and I talked about that—but I think as we proceed down the road we are going to have enough hungry mouths in this world to feed that it isn't going to be a question of overproduction. I think it is going to be a question that we are going to be sensible enough to distribute the products that we are able to produce to feed those hungry mouths, not only in this country but all over. If we are not able, we have got some real problems ahead, more than nutrition.

I feel very, very deeply about this. Hopefully, we can find the distributive system to handle these things, not only here but abroad.

The CHAIRMAN. Well, maybe this is not the place to ask you, but do you have any idea as to how you are going to go about increasing the marketing of American farm products? We recognize there are people

in other parts of the world who could use a tremendous amount of food and fiber, but with their lack of buying power, what would you suggest—or do you have any suggestions on how to move this food volume?

Mr. DEAN. I can only say that the social responsibility of American agribusiness is also being fought in this particular field. There are some great organizations, the New Overseas Development Council, funded by some people in the Agribusiness Council, which industry itself funds—we have met in Mexico this last week, the top men of the United States meeting with Mexico to see how we can get closer in discussing this matter. I think it is dialog, Mr. Chairman. I don't think there is going to be any single force. It is going to be Government, it is going to be industry. I think industry has to lead the way, because we are nonpolitical, if you will excuse me.

The CHAIRMAN. It is going to take some kind of basic change in regard to the exchange of goods and services, isn't it?

Mr. DEAN. Definitely, and it is going to have to be an openness that is going to be established and this is not going to be easy.

The CHAIRMAN. Most people in Indonesia can't buy American food products because they can't pay for them.

Mr. DEAN. That is right.

The CHAIRMAN. The average Indonesian simply doesn't produce enough of anything, even goods or services, to exchange for our food. I think we have a system of exchange that when people in any country are able to produce, whether it be in goods or services, they can exchange what they do produce. But when they don't produce, then you have no means of exchange under our present system of economics.

Mr. DEAN. I think one of the basic things that we are going to have to do is to go back, and rather than creating steel mills and cement mills in the cities of foreign capitals, go back into the country and try to create a cash flow through an education process there of creativity from the soil, which then brings up a purchasing power which starts to resolve within that country and as that country becomes more affluent, then we start to get some trade back and forth between these countries. I think we have seen this in Latin America. Some of the areas have pulled themselves up by their bootstraps to this development at the agrilevel, creating that cash flow, which then provides an increase, and the revolving wheel starts working on the upward side instead of the downward side.

The CHAIRMAN. I will buy that one.

But I don't think it is the thing that you can achieve overnight or even over a lifetime.

Mr. DEAN. The only thing I can say, Mr. Chairman, we have been directly involved with this, and I personally, for about 12 years, and we have been and seen the creation of an agrieconomy of some small stature. I mean a Hatch Act back here in our last century is the thing that started us out. If we can in some fashion cut that span of time down for these countries through the knowledge that we have and export this know-how to help them—and there have been great strides in the last 10 years—they are far, far behind us, but they are getting some place. At least the curve is moving upward.

The CHAIRMAN. Are there other questions of Mr. Dean?

Mr. FOLEY. Mr. Chairman?

The CHAIRMAN. Mr. Foley.

Mr. FOLEY. Mr. Dean, I was very encouraged to hear you say you feel we have the resources in this country through cooperation between the private and public sectors to achieve really strong, impressive gains in providing nutrition for all our citizens. This can be done, and it can be done through a combination of Government and private groups.

Your testimony has been excellent. I believe anyone who has any doubts about the social concern of the segment of American business you represent, would have them removed today.

I want to compliment you personally. Your company has been a real leader in the effort to try to solve these problems.

Thank you very much.

Mr. DEAN. Thank you.

The CHAIRMAN. Thank you, Mr. Foley.

Mr. BURLISON. Mr. Chairman?

The CHAIRMAN. Mr. Burlison.

Mr. BURLISON. Mr. Dean, I would like to compliment you on your fine statement. You reflect a great deal of interest and knowledge in the area of the food-stamp program.

You are aware, of course, that the food-stamp program is not in effect in your own State.

Mr. DEAN. Yes, quite well.

Mr. BURLISON. What reason or explanation would you have for this program not being in effect in this area?

Mr. DEAN. I don't think I am capable of fully answering that question. I have talked with the Secretary briefly about this.

I do think that there are plans of private industry and the Department working together to try to get this spread on a uniform basis. Again, we have got a combination of HEW and the State welfare set-ups with the national, from a Department of Agriculture standpoint, that is pretty fuzzy to try to locate. I have had my research men on this trying to figure out just exactly why these things are happening, and we haven't been able to come up with a definitive answer. Hopefully we would be able to get together in the public sector enough so that we would get these operations cooperatively set up so that we could cover the United States.

Mr. BURLISON. As I understand the food stamp program, it is a purely voluntary program by State. The State government must choose to join this program. I hope I am not being too parochial in this discussion, limiting it to Missouri. I do happen to know that bills have cleared committee in both the State house and the State senate in Missouri during this session to adopt the food stamp plan. I am hopeful that the legislature will complete work on this.

However, there are other States. I think maybe 15 other States in the Union are in the same category as Missouri. Has your task force given any—that is the GMA task force—given any consideration or study over the broad view?

Do you have an alternative in mind for a more broad coverage with the plan?

Mr. DEAN. I think that is a public-sector decision. I would answer that that we have considered it, and we feel that we must make the food stamp program attractive enough so that it will be wanted every

place. I think this goes back to execution of the program and the products that are going to be involved in the program. If we can make attractive enough products in a food stamp program it would seem to me that, almost like motherhood, everybody would want it.

But again, I think this is the public-sector situation. I don't know how private industry can get in and start regulating the States and saying that Governor Hearnes thinks it is very essential that Missouri participate in the Federal program on food stamps. It is a little beyond our field.

Mr. BURLISON. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you.

Are there any further questions?

(No response.)

The CHAIRMAN. Mr. Dean, we are very much obliged to you for a very enlightening statement.

Without objection, I will submit for the record a statement from Morris K. Udall in connection with this and related bills.

(The document referred to follows:)

STATEMENT OF HON. MORRIS K. UDALL, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF ARIZONA

Mr. Chairman and Members of the Committee, there exists in our national character a tragic dichotomy which is difficult to explain and without justification. It is that we are the richest nation in history—with an annual Gross National Product exceeding \$900 billion—and yet we are a country harboring millions of poor and downtrodden human beings, many of whom do not get enough to eat.

There isn't a man, woman or child in this country in favor of hunger or malnutrition, and this squalid situation hasn't been brought about by any conscious act. Instead, it has gone on over a protracted period because of public ignorance in America—ignorance shared by us all—about the living conditions of the silent people who inhabit the ghettos of our cities and the ramshackle cottages that dot our countryside.

Numerous congressional hearings and private and public investigations in recent months have opened the nation's eyes. The existence of hunger and malnutrition are no longer in question; what we want to know is how can we end them. Mr. Chairman, I believe the bill H.R. 7919 I have co-sponsored with the distinguished gentleman from Washington, Mr. Foley, and others is the best plan yet put forward for ending the hunger crisis.

Other plans have had only partial success, or have failed entirely for a number of reasons. I'd like to list some of these reasons:

(1) On state and local levels there has been only limited use of the programs authorized by Congress.

(2) In some cases, there has been a total failure of local and state governments to use Federal food programs. This sad fact has been cited by Senator McGovern in his investigations in Lee and Collier Counties in Florida, by Senator Hollings in his statements concerning hunger in two South Carolina counties and by the late Senator Robert Kennedy in his study of hunger in Mississippi.

(3) There has been a reversion of funds, aimed at reaching hard-core hunger areas, into less-needy districts or into other programs.

(4) All kinds of preposterous regulations have been placed both upon agencies handling food programs and the recipients of these programs.

(5) Finally, but perhaps most importantly, there are divisions of responsibility and authority within administrative agencies, making it unclear who is supposed to do what. It is this latter point that H.R. 7919 emphasizes and attempts to solve.

H.R. 7919 gives an organizational framework to the fight against hunger. Most importantly, it creates the post of Assistant Secretary of Agriculture for Human Nutrition and coordinates under him all food programs, including those authorized by Congress in the National School Lunch Act, the Food Stamp Act of 1964, and the Child Nutrition Act of 1966.

The shortcomings of our existing food programs are serious and much publicized. It is said that the commodity surplus programs are aimed only incidentally at feeding our hungry, and that Free Lunch program reaches only 2 of 7 needy children, and that the Food Stamp program is only partially successful because the cost of the stamps cannot be absorbed by the abjectly poor. Thus it would seem that already in existence are a number of potentially good programs which badly need coordination and knowledgeable administration. This is the chief aim of H.R. 7919.

Few of us have ever really known hunger, but we read more and more of its awesome consequences. Recently, I read in the *Congressional Record* some moving words on this subject offered by our distinguished colleague, Congressman John Conyers. "Hunger," he said, "takes its toll not only in the weakened, undernourished bodies and parasitic infestations but in spirit, psychological development and, most importantly, in mental development." Physicians and scientists have recently added to this dismal testimony. They are now telling us that hunger and wide-spread malnutrition are directly tied to mental retardation at birth, and after birth are key barriers to mental development.

Mr. Chairman, this is an intolerable situation which warrants immediate action. I urge the committee to support H.R. 7919 as a first practical and meaningful step towards ending one of the most tragic conditions of our time.

The CHAIRMAN. I would like to ask members of the committee to continue just a moment for an informal conference after we adjourn.

The committee will stand at recess until tomorrow morning at 10 a.m., at which time we will continue the hearing.

(Whereupon, at 11:13 a.m., the hearing in the above-entitled matter was recessed, to reconvene tomorrow, Wednesday, April 23, 1969, at 10 a.m.)

HUMAN NUTRITION ACT OF 1969

WEDNESDAY, APRIL 23, 1969

HOUSE OF REPRESENTATIVES,
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The committee met, pursuant to recess, at 10 a.m., in room 1301, Longworth House Office Building, Hon. W. R. Poage (chairman) presiding.

Present: Representatives Poage, McMillan, O'Neal, Foley, de la Garza, Jones of North Carolina, Montgomery, Burlison, Lowenstein, Rarick, Jones of Tennessee, Belcher, Wampler, Miller, Mathias, Mayne, Zwach, Kleppe, Price, Myers, Sebelius, McKneally and Mizell.

Also present: Christine S. Gallagher, chief clerk; William C. Black, general counsel; Hyde H. Murray, associate counsel; John A. Knebel, assistant counsel; L. T. Easley, staff consultant; and Martha S. Hannah, subcommittee clerk.

The CHAIRMAN. The committee will please come to order.

The committee has met for further consideration of the several bills relating to the administration of our nutrition programs.

Congressman Green from Pennsylvania is here. We will be glad to hear from Congressman William J. Green this morning.

Congressman Green is a coauthor of one of these bills.

We would like to hear from you, Mr. Green.

STATEMENT OF HON. WILLIAM J. GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. GREEN. Thank you very much.

As cosponsor of H.R. 7919, I am pleased that the Agriculture Committee has chosen to examine the problem of hunger in America. You are to be commended for this continued effort. I appear today to express my support for a full investigation of the extent of malnutrition in this country and of the effects of that malnutrition on the health, behavior, and even mental aptitude of the individuals it afflicts.

I would add that the proposed legislation to create in the Department of Agriculture a specific function concerned with the nutrition of this great Nation seems to me a logical approach to understanding the depths of the problem and to eliminating it.

For me, the recent revelations about hunger in this well-fed Nation of ours was something of a shock. Hunger and malnutrition should not be the handmaidens of sophisticated technology. They are the shameful symbols of people forgotten and ignored by the march of progress.

Hunger and malnutrition are not the products of a good diet, nor are

they, in most cases, the result of a willful effort to select the wrong foods. They are the product of diets limited to low income and by the high cost of nourishing food.

I would add that hunger in America is not confined to the Eskimos in Alaska or to Indians on reservations or to migrant camps or to remote out-of-the-way places in the country. Hunger and accompanying malnutrition haunt the poor in cities like Washington, New York, and in my home city of Philadelphia. There is no more drastic proof of the prevalence of malnutrition among the poor than was revealed by an event which occurred in Philadelphia at the end of 1967. A number of welfare mothers, frustrated in their attempt to convince the State government that they needed a larger clothing allowance for themselves and their children, decided to raise money by selling their blood to a blood bank. Of the 30 who tried to raise this blood money, 25 were rejected because of iron insufficiency in their blood. According to a local health department spokesman, they were receiving too little meat, fish, fresh vegetables, and rich fruit to give them the mineral red corpuscle count of a healthy person.

A random sample of 30 welfare children treated at Hahnemann Hospital revealed all to be borderline anemia cases—every one.

What I am attempting to stress here is the high incidence of malnutrition and all its manifestations in almost any sample taken among the poor and the disinherited. Unfortunately, we do not have an accurate picture of the problem. We do not know the extent of the problem of hunger in Philadelphia, any more than we know it in the State of Pennsylvania. Estimates indicate that there are 18.4 million members of families in this country with incomes under \$3,000—and judging from the prices of foods, we can guess that they are probably not eating well. It is because of this lack of knowledge that I support H.R. 7919, because I think it is imperative that we locate hunger and stamp it out. We do know, in Philadelphia, that 8.5 percent of our population are welfare recipients—that's 175,000 human beings who, in all likelihood, are not receiving proper nourishment.

If any of those previous examples that I stated, the welfare mothers in the one case and the 30 children are at all valid, then these 175,000 people in the city of Philadelphia in all likelihood are not receiving proper nourishment. We also know that it rose by 15,000 since last year, and the State department of public welfare projects that it will rise by another 15,000 by the end of this year—to a figure of close to 10 percent of our population. I would add that many of our welfare recipients are the blind, the disabled, and the vast majority of women and children. About 15,000 of that 175,000 are classified as able-bodied men, but they number in their ranks pre-skid-row alcoholics, tuberculosis patients, men with histories of mental breakdowns—unemployables, by most standards.

I understand that my State, Pennsylvania, has the reputation for granting more livable allotments to welfare recipients than many other States. For example, a family of six can receive a maximum of \$345 a month. And one person can receive up to \$121 a month. This represents about 73 percent of what the State considered the minimal amount for living to be back in 1957.

In Philadelphia, the average family on welfare receives about \$2,300 a year. Rent alone consumes about half of that, and food takes most of

the rest. There is little left for anything else. If families living at this income level are to have furniture and clothing and vitamins, something in that tight budget must give. And I am afraid that the something is nutritious food necessary to keep up their health or to aid the development of their young, both mentally and physically. According to the latest Bureau of Labor Statistics figures, it requires an income of \$4,805 a year for a family of four to live with minimum comfort—minimum comfort—in the city of Philadelphia. This is more than double the income of poor families in our city—families which must number 10 percent of our population.

While I can claim no expertise in the area of nutrition, I recognize that medical journals, good housekeeping magazines, hygiene publications, are replete with articles expressing the importance of a balanced diet for normal development, for maintenance of health, for a cheery disposition. Middle-class children are raised on the virtues of milk and vitamins and meat and vegetables. Under the present structure, I see no way for this virtue, of healthy living, to shower down on the poor—no way, unless the Federal Government takes the initiative. Our cities lack the resources.

I noted when the discussion of hunger arose in this country that a number of counties, roughly one-half of the more than 3,000 in the United States, were listed as places where hunger stalked. The USDA simply matched the percentage of families earning under \$3,000 against the 1960 population statistics to determine the extent of hunger. Officials in many of these counties took umbrage at the suggestion that their localities were populated by hunger people.

In the big cities of America, frankly, we have no such pride. We know hunger exists. We are not happy about it. But we do not have the resources to deal with it. The USDA claims the 25 largest metropolitan areas all have more than 50,000 poor people who suffer from malnutrition. My city, the fourth largest, must have many more.

At the outset, I mentioned Philadelphia's welfare caseload and how it is growing. What is also growing is the demand for social services in our cities, the demand for quality education which has forced a 65-percent increase in money earmarked for schools in the last 3 years, the demand for pollution control, for crime prevention, for extensive and elaborate medical care which has sent our municipal government and school board budgets skyrocketing to more than \$800 million for next year—more money than Philadelphia has resources to raise the revenue it needs.

Fortunately our five medical colleges, Hahnemann, Jefferson, Temple University, the University of Pennsylvania and Woman's Medical, through their pediatric centers are collaborating in a comprehensive child care program called COMPCARE, for which they have received on a matching basis a \$2.5 million grant from the Children's Bureau of HEW. Working with the Philadelphia Board of Public Education they have started a free breakfast program for 2,400 children and a lunch program for another 6,500 to make certain that these children—who could not afford the city's subsidized lunch program—receive at least one balanced meal a day. COMPCARE hopes to reach 4,000 children by June with its breakfast program.

But the program has its limits, and it is just starting to scratch the surface of the problem as it exists in one city in America—Philadelphia.

Now, what effect has this limited program had?

According to the people at COMPCARE the teachers are enthusiastic about the results of the program. They claim children are more attentive, they have increased their retentive capacity—attendance being up and tardiness and absence down—all in the past 6 months.

Mr. Chairman, I have my doubts that government can and should provide the answer and the relief to all problems in American life. But in the area of education, government has played a role that has made the American experience unique. In the area of nutrition, we should do no less.

Now, we have made some starts in this direction, and I applaud them. In fact, I have, as in the case of the food stamp program, cosponsored legislation. I think it is important that we expand the surplus food and the food stamp programs. These are certainly steps in the right direction. I say this, because I have learned from officials in my city about some of the problems that even these forward-looking programs pose.

Philadelphia is a major participant in the food stamp program. Of the 2.6 million Americans who now benefit from this humanitarian and intelligent approach to improve the diets of the poor, some 87,000 are Philadelphians. However, only 25 percent of Philadelphia's welfare recipients are included in this figure. The welfare population I was speaking of earlier is included in this figure. That's about 42,000 individuals.

The hard fact is that most of the families who live on welfare are not in a position to put together, at one time, enough money to invest in food stamps. A family of six needs \$100 in order to purchase \$132 worth of food stamps if their income is \$345 a month, the maximum in Pennsylvania for that family size. And a family of three needs \$66 to purchase \$84 worth of food stamps if their income is \$200 a month. The hard fact is most of those families who live from week to week are those who are badgered by high-interest rates because they buy on time, are those who must pay weekly rents which are exorbitant for the kind of housing they receive, and cannot save enough to buy food stamps. What all of this criticism suggests to me is a new look at the program, or at least a look at the program, to improve the delivery system of the stamps and to make them more marketable for families that really need to raise the quality and the nutritional value of the food they eat.

The reason I am raising the question of food stamps in these hearings is that I think it is relevant to the whole question of improving the level of nutrition in this country. And I think that legislation which establishes a national council on nutrition can and will survey the scene so that we can determine the extent of the problem that hunger poses and so that we commit ourselves to eradicating this problem.

From my limited knowledge of hunger, I am convinced that good nutrition is a prerequisite for the full development of infants into well functioning persons of normal intelligence; that it is the prerequisite of an orderly society and that, by contrast, hunger and malnutrition are the companions of chronic illness, despair, and underachievement—all of which inhabit the ghettos of our big cities and the hollows and valleys and bottoms of rural America's forgotten landscape.

Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you very much for a very interesting discussion, Mr. Green.

We appreciate your comments here.

I was particularly interested in your comment on the food stamp program. I recognize this is not a part of this legislation, except the administration thereof. I thought food stamps were a very desirable way of providing food assistance to our people. While I am speaking only for myself and not for my colleagues, I thought it was a much better approach than a simple distribution, although it is a more expensive approach.

But I think the real question which is going to occur, on the food stamp program, is whether we make it solely a program where the Government bears all of the expense or whether we make it an aid to low-income families.

Of course, the program, as it now stands, contemplates that a family will invest in food stamps as much as they have been investing in food. Now, when they have done that, the law is flexible enough to allow the Secretary to give them several times as much food for the same expenditure they have been making. But it does require that they continue to make an expenditure for food and that they not fall in the category of simply relying on manna from heaven. I recognize that there are families who have no income and they don't make any expenditure for food from their own resources. Those families are still eligible for general welfare grants with which to buy food. They are eligible for it now, and the Government, depending on the State and location as far as I know for every State in the Union, provides some kind of assistance to get food for those who have no means of acquiring food. They are still eligible under the food stamp program. But those grants, then, will be multiplied several times, because if the welfare agency only gave \$40 for food the Secretary might multiply that and give \$160 of food stamps to needy families. But it still requires that there be some kind of payment so as to keep the program on somewhat of a business basis rather than pure charity.

I am now speaking for, at the least, a great majority of this committee in their feeling that that was a highly desirable feature, that as long as you keep a program on that basis, rather than having it become a 100-percent charity program, that you have a stronger program, one which will have more public support and do more good.

Now, I know there is a considerable effort underway now to say that we will not require anything from these families.

Well, they have been spending something for food. Where it came from is more or less immaterial from the standpoint of their spending something for food. They have been spending something for food or they would not be here. We see no reason why they can't continue spending something for food, although the food stamp program will greatly increase their variety and desirability and the nutritional value of the food they get.

It seems to me, at the least, that, if we simply give a family spending, let us say, \$30 a month for food, a really small amount, but if they have been spending that much and we then turn around and give them all the food with no requirement of expenditure, in too many

cases, the \$30, to be really frank about it, will go for liquor, or for pot, or for those sort of things. How are you going to keep it from going that way if you make the program a 100-percent giveaway?

Mr. GREEN. Well, first of all, Mr. Chairman, let me say that I did not wish to imply that I had the answer to what I considered to be the limitations of the food stamp program. I do want to say that I think—if I may politely say this, Mr. Chairman—it is a very rash presumption to make to say that people in this country that are spending \$30 a week or a month, whichever one you said, and someone comes along and removes the necessity for them spending that money, that it is going to go for pot or something else. I have just had too much experience, frankly, in the ghettos in the city of Philadelphia to believe that people, when given an opportunity—the great bulk of people, as poor as they may be, as disadvantaged as they may be, when given the opportunity, or, in effect, given a little more money, I think you will find, Mr. Chairman, that the great bulk of these people do exercise good judgment with the handling of the extra money that they receive.

What I am trying to say about the food stamp program and about all of the programs, we have created them for one reason. We are interested and concerned about the nutritional content of the diets that our families get, and we are concerned to see that people in this country do not go hungry.

What I am trying to point out is that there are great numbers of people in Philadelphia who fall into a category where we find there is nutritional insufficiency across the board—almost 100 percent, those that are not able to take advantage of the food stamp program. I think we want to help those people. I think we want to help those young children who are born into this world under these conditions, who, because of an insufficient diet, almost automatically become “under-achievers,” almost automatically are harder to educate, and everything else.

What I am saying is: With all that we have done right—and I think the food stamp program was a marvelous program, Mr. Chairman, but I just think—and what I wish to point out and what I think this committee has to address itself to—and what I said that I commend this committee for addressing itself to this problem, to begin with—is the simple fact that we are not reaching large numbers of people in our cities who are hungry and poor and helpless. I think if there is anything this great country can do, it is feed its people and help feed them. Frankly, if it comes right down to it, I do not care if they have to pay or not. I would rather have them eat than quibble about whether they have to pay.

The CHAIRMAN. It seems to me to be rather fundamental, as to whether we keep our country on a profit economy, or whether we move it to a socialistic economy. I think that we can, in a private enterprise economy, care for all needy people, and I think that we should care for needy people, but I do not think that we have to break down fundamental elements of the private property or capitalistic economy in order to do it.

Mr. GREEN. I do not think I am suggesting that, Mr. Chairman.

The CHAIRMAN. Well, I think when you say you do not care whether anybody pays or whether they get food without doing anything, it

seems to me that we are getting a long way from the basic capitalistic idea. If I understand the philosophy of socialism, that is all there is to it, that, "regardless of what you contribute, you will be cared for." As I see it, you would remove what I consider to be the essential motivation—the pressure which makes men work.

Mr. GREEN. No, I did not say we were going to take people regardless of their initiative and regardless of many, many other factors and do everything for them completely. What I said was—what I think I said was this: That I, frankly when it comes to a matter of food and nutrition, there is a whole generation of young people in our city that has no chance at all; they do not even have good diets and have no way of getting them. Frankly, I think that food and nourishment is so basic that I am certainly willing to go that far, to give any child that needs it, all the nutritious food that he needs so that he will have the opportunity to develop himself, so that when he goes to school he will not fall asleep, so that he has some initiative and spunk so that he can help himself.

The CHAIRMAN. You can't get an argument with any member of this committee on that point. We will all agree, I am sure, that we want to help every child who needs nutritious food. We want him to have it, and we are continually trying to make sure that he has it.

The only question is, as I see it: How will you provide that food, will you provide it in a manner which will maintain our existing economic system or will you simply ignore our economic system for a large part or a substantial portion of our people? This idea of providing needed goods is going to grow wider and wider. Your own figures point out that nearly one-half of the welfare money goes for rent, and, obviously, you are going to provide housing for these people as well as food, and, certainly, you are not going to have them going on the streets naked. You are going to provide clothing as well as food and shelter. We are going to provide all of the essential elements. It is not simply food. We are going to provide all of these essential elements.

The question is whether we provide food on the socialistic basis where it makes no difference what you contribute to society, or whether we provide it on the capitalistic basis of contributing at least what you can.

Mr. GREEN. I think, Mr. Chairman—may I comment?

The CHAIRMAN. Certainly, you may comment.

Mr. GREEN. I think that you, this committee, ultimately has the responsibility of, at least initially, deciding precisely how you are going to work it out.

What I am trying to point out, Mr. Chairman, is that the programs we have created are leaving many, many, many of our children completely without nourishing food.

I think that is a source of great concern. I am not terribly worried, frankly, as I have indicated before, whether those children pay for that food or not.

The CHAIRMAN. Well, I think we are in agreement on the fact that we have not solved our problem. That is why we are having the meeting. If we thought we had, we would not be meeting here this morning.

We do feel there is work to be done, and we are trying to decide what direction we go in doing it.

Are there any other questions of Mr. Green?

Mr. LOWENSTEIN. Mr. Chairman?

The CHAIRMAN. Mr. Lowenstein.

Mr. LOWENSTEIN. Mr. Green, I am very grateful for one of the most useful statements on this problem and one of the great contributions in this whole area of seeking solutions which address themselves to the problems of children and others who certainly should not be the victims of conditions which they did not create.

I am curious whether your position is that we might begin by assuming that there are enough resources available to provide food for all in need under a certain income level, and then work out the mechanics with that principle as the basis?

What troubles me in the colloquy we have been having with the chairman is that it seems to me there is agreement on the humanitarian problem, but we get in a bog deciding where to start and where to go.

I wonder if there is a mutually acceptable principle which would get us past the question of socialism and capitalism and which would guide us to solutions that insure all Americans the right to be free from hunger and malnutrition.

Mr. GREEN. I would agree with the opinion you expressed as you began your statement, and I thank you for your comment.

The CHAIRMAN. Any other questions?

Mr. MYERS. Mr. Chairman?

The CHAIRMAN. Yes.

Mr. MYERS. Mr. Green, in your discussion here, you commented that you had vast experience in the ghettos and deprived areas. In this vast experience, have you had any information that tells you that food stamps alone are going to raise nutritional standards? They give more money which will get more food, but nutrition, it seems to me, is a balanced diet.

Mr. GREEN. That is certainly part of it; there is no question about that.

Mr. MYERS. The chairman mentioned the fact that if recipients had to contribute less money, that they would have to put less money in the food stamps, and—I wonder if they do buy, on food stamps, a balanced nutritional diet?

Mr. GREEN. We can take people who may be ignorant in many instances of what constitutes a well-balanced nourishing diet, and I think possibly one of the things we might consider is a program of education.

Mr. MYERS. I think you are hitting on something there; yes.

Mr. GREEN. It is just what I am saying, basically, that I do not believe that the great bulk of people that I have seen, when given the opportunity, when given some money, are not going to improve themselves with it and are going to make good judgments.

The only thing that I disagreed with was the assumption of the chairman's, that possibly that this money would go to pot and liquor and everything else. I just think that is a rather rash presumption to make, and my experience has been that most people do want to better their conditions and that most people are interested in doing that.

Mr. MYERS. I recall in your testimony here that you said—I do not recall the percentage of welfare recipients—who were unemployed because they were alcoholics and dope fiends.

Mr. GREEN. What I said, they are the 15,000 of the 175,000 who were

classified as able-bodied men and that they number in that—what I was trying to point out is that if 15,000 of these 175,000 people are considered able-bodied men, the same, why don't they go out and work, that numbered in that 15,000 of the 175,000 I wish to point out are some pre-skid-row alcoholics, some people that are just down and out and are alcoholics. There is some of that. I can't deny its existence, but it is minimal, frankly, of the people that find themselves in the condition of welfare recipients in Philadelphia. The great bulk are blind, disabled, those that can't work, and mothers and children. That is the point I was trying to make. I do not think you should draw from what I said, in any way, that by giving people who find themselves in these conditions additional food, money, or whatever, that they are going to misuse it.

Mr. MYERS. I think that every one of us here, I am sure, is interested in helping feed children, but I do not think very many are sympathetic of feeding 15,000 adults because they would rather drink than work.

We have to devise a new program to sort these out. The children came into this world not because of their choosing. If they happen to be unfortunately born to families where both parents drink and take pot, whatever it is, we need to develop a new program somehow to feed these children. I think this might be the direction. I do not think many of us—I certainly do not agree that I want to go along and give them food for free. The parents—I would just as soon see them starve if they are able and do not want to work. But I think we need to provide for the children. But if the adults would rather not work, 15,000 able-bodied men, I do not want to go for a program to feed these people.

Mr. GREEN. They are classified as able-bodied men. Numbered among those that happen to fall into that classification, in fact, are a number of people who are not able-bodied men. That is what I was trying to point out.

The main point is that the great bulk of those on our welfare rolls are not in a position to work.

Mr. MYERS. Well, you can't work if you are drunk. I agree with you.

Mr. GREEN. All right. If you wish to emphasize that, now is your chance.

Mr. MYERS. No. This is academic, but just in closing I do not quite agree with this free business. I suppose everyone here, too, would just as soon eat free if we had the chance. We work because we have to.

Mr. GREEN. I did not come here to suggest that the answer to our problem was simply just to give everything out and make everything free, but what I did come for—and when I was questioned what I was saying—is I would rather, frankly, give those people in those circumstances food free, unless we can come up with some other program that is going to solve this very serious problem.

In Philadelphia, we are talking about a problem, and one of the things that we do not know is just to what extent the problem exists—probably 10 percent of the people in the city of 2 million. This is very, very serious, and something has to be done about it. I do not pretend to have all the answers.

Mr. MYERS. In closing, I think we are making a mistake when we shotgun the program. With this approach, there is not enough money left to help the people that need help. Here, we have diluted it by giving to people who might be halfway eligible. We have diluted so many programs by trying to give to so many people that we have failed, really, to be responsive to those we could help if they had adequate funds. You and I know there is just a limited amount of money we can spend in this area. We had better help those people who are eligible and need help. To say "Come on in and get it, it's free" we are not helping anyone, really, enough.

The CHAIRMAN. Mr. Foley?

Mr. FOLEY. Mr. Green, I would like to compliment you on your statement. I think it has been very useful to the committee. It is especially useful because it deals with the problem of malnutrition basic in urban environments. Sometimes we do not realize that there is hunger and malnutrition in some of our major cities, and that some of the school lunch programs in major cities do not provide a sufficient diet for students.

Mr. GREEN. Many of these children can't afford it, even the subsidized programs.

Mr. FOLEY. I would like to just briefly focus on the problem of education, which you raised.

At one time in this country, it was true—wasn't it—that we did not have free public education for children, that parents had to take on the cost of educating their own children, and thus many were not educated. Wasn't that true before the public school system became widespread?

Mr. GREEN. I guess it was; yes.

Mr. FOLEY. Now, however, is it not true that throughout the United States we place such a high value on education of children that we are willing to bear the cost to see that every child, regardless of his parents' inclination and resources, receives an adequate education?

Mr. GREEN. We consider it so high we force them to go to school.

Mr. FOLEY. We have made it a criminal matter if they do not.

Do you consider a balanced diet parallel with that, in providing for children?

Mr. GREEN. Yes; I see nothing more basic than providing an adequate diet. I think it certainly qualifies with education and may be even more important.

Mr. FOLEY. Isn't it true that all of our investments in public education tend to be wasted with groups of children that do not have adequate nutrition; isn't that pretty well established?

Mr. GREEN. I think it is, Mr. Foley, yes.

Mr. FOLEY. So, there are social and economic costs to the Nation when trying to educate children suffering from malnutrition?

Mr. GREEN. Well, the ability to learn is conditioned so much, from some of the facts that we can ascertain, just on diet itself.

The CHAIRMAN. Mr. Kleppe?

Mr. KLEPPE. Thank you, Mr. Chairman.

Congressman Green, I think we have had a rather extensive debate on food stamps and hunger and nutrition. It seems to me there is pretty general agreement on the subject matter involved, but how may we arrive at the answer?

I would like specifically to get back to the legislation, H.R. 7919 and related bills, as it pertains to creating an assistant secretaryship.

My question to you is: It is quite obvious that you believe that we must have an additional agency as it were, and an Assistant Secretary in the Department to focus on these problems?

Mr. GREEN. Yes, sir.

Mr. KLEPPE. Do you believe that the circumstances that exist today within the Department are not sufficient to do this job; is that correct?

Mr. GREEN. Well, I can say that certainly up until now the job has not been done.

Mr. KLEPPE. I think maybe we could have general agreement in this.

Mr. GREEN. I do not dispute with the gentleman that this may be the only solution to getting it done.

Mr. KLEPPE. This is what I am getting at, to get the solution to what we have before us specifically. We know the question of hunger is here, and we are doing something about pinpointing the relationship of the hunger and malnutrition conditions as pertaining to activity here in Congress.

I wonder if this is the right direction to go. This is what I am asking.

Mr. GREEN. It seems logical to me that there has been somewhere an absence of interest or insufficient interest, because the problem, I would suspect, is growing rather than being eliminated, and that a logical way really to zero in and try to eliminate it is to concentrate on it and to get people who specialize in it to create an advisory body for someone who is specializing precisely in that problem. I think it is important. I do not think that it can be overstated. I think that it seems logical to me that this is certainly something that would be helpful.

As I indicated before, I would not want to get into a violent argument about whether or not this is absolutely necessary or the only way to do it. The question is: We must focus on this problem; we must determine—there is a great deal we do not know about it. The extent, for example, is something we do not really know. I have tried to indicate what seems to be the extent of the problem in the city of Philadelphia.

But we just have to zero in on it.

If that means creating an Assistant Secretary in the Department of Agriculture and setting up an advisory council for him and letting him specialize and concentrate in this basic area, then I say that is a good thing. It seems to me that would be helpful.

Mr. KLEPPE. I will agree with the statements generally which you have made on this subject, if you will agree with me that the thrust of this legislation is precisely whether we should establish an advisory council and set up an assistant secretaryship in the Department of Agriculture for human nutrition.

My question is—and my feeling is—Is that the answer? We are going to create more jobs, more people, and more expense in the Department, I am afraid, if we develop this; whereas, maybe we could use those dollars better through the facilities already existing by pinpointing the problem and directing it in the area of answering some of these questions. I only have concern about the direction of this legislation to do the job, because I have a feeling that administratively, it would cost more. I want to halt hunger like you; I am interested in malnutrition, as you are.

Mr. GREEN. I share your concern for the proliferation of jobs and constantly creating another position for another job that we discover belatedly. But it seems to me, frankly, that there is a great deal to be learned in this area, and someone in the Department of Agriculture should be paying full-time attention to, and specializing in, this area. Consequently, I would support the bill.

I think what you are saying, frankly, is encouraging to me, because we are all interested in the same thing, presumably, and that is solving the problem that I have outlined. Frankly, if this committee will pass the type of legislation necessary—and I do not pretend to have all the answers as to what that legislation is—to solve this problem, then I won't worry about 7919 or any assistant secretary anywhere. The emphasis and effort should be on solving the problem. But it seems to me—and I will reiterate—that a logical step in solving the problem is to determine its extent and where it is. I think you have to specialize to determine that. I think this bill is a step in the right direction.

Mr. KLEPPE. Don't you think we can accomplish this by directing the Department to focus in on this important matter without creating a new agency or assistant secretaryship? Do you think it is possible?

Mr. GREEN. I can't deny that it is possible.

Mr. KLEPPE. Thank you very much.

The CHAIRMAN. Yes, sir, Mr. Burlison.

Mr. BURLISON. Mr. Chairman, Mr. Green, I would like to commend you on your statement and your appearance here this morning.

I noted, as I read your statement here, that you feel that the food stamp program has not been enough for your city, particularly Philadelphia. You are aware, of course, that there are vast areas in the country that are not eligible even for the food stamp program.

As I understand it, this is a voluntary program by State. The State must agree to accept or to join in the program before any political subdivisions of that State would be eligible for the food stamp program.

Do you have any thoughts or ideas on how the base of the present food stamp program could be broadened or should be broadened?

Mr. GREEN. When you say "the base," Mr. Burlison, what do you mean?

Mr. BURLISON. There are a number of States in the country, somewhere in the neighborhood of 15 States, that do not have the food stamp program.

Mr. GREEN. Well, if what you are saying is, we could make it available—and frankly, I am not immersed in all of the technicalities of the food stamp program, and I do not intend to be—but if there is a requirement, as you suggest—and I seem to remember that the State must approve it before any local subdivision can accept the program, you could broaden the base by simply not making State acceptance of it a requirement and letting the locality pick it up on their own if they choose.

Mr. BURLISON. County basis or city basis?

Mr. GREEN. City basis.

Mr. BURLISON. The food stamp program now applies only to—again, if I understand it—only to food products. What about extending the program to fiber products, to clothing?

What would be your feeling in this area?

Mr. GREEN. Well, I would want to examine it, frankly.

I did not come here to propose that. I would want to see how it would work.

I do not know, Mr. Burlison. I do not have the answer to that.

Mr. BURLISON. The only purpose of my question—

Mr. GREEN. I was only trying to concentrate more on food than clothing in this hearing.

Mr. BURLISON. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. Now, I just do not want to keep going around, because we have five more witnesses that have to be heard here. I do not want to talk them out.

Mr. LOWENSTEIN. Mr. Chairman, I just have one brief question.

The CHAIRMAN. I know, but you had some questions awhile ago—but go ahead and ask them.

I am only suggesting we must move along here. We have spent 50 minutes with this witness, and we have five more witnesses.

Mr. LOWENSTEIN. He is such a valuable witness.

I was just going to ask, because it seems to hover in my mind from earlier questions, about the suggestion that there is something peculiar or socialistic about the possibility that we may have to go further in making available food stamps to hungry people. I wonder if there is an adjective to characterize the subject of farm subsidies that comes within the framework of capitalistic economics; because if there is not one, I want to know if the word "Socialist" is prejudicial when applied to this area and not equally prejudicial when applied to others?

Mr. GREEN. Frankly, I do not think there is any question about helping people by giving them food and training; that that is socialistic is, I think, prejudicial and, frankly, a little unfair. I think it is a case of a certain amount of compassion on the part of a great country like ours, and I think it is something that our country should do. I do not think it is socialistic.

Mr. LOWENSTEIN. I would hate to give socialism credit by labeling that kind of program socialistic and not labeling as equally socialistic subsidies for people less likely to be hungry. My only concern was about that label.

Mr. GREEN. Your point is well taken.

The CHAIRMAN. If there are no further questions—Mr. Jones?

Mr. JONES of North Carolina. I wonder if you have given any thought as to what your reaction would be to a governmentally supported program of guaranteed employment?

Mr. GREEN. Well, my initial reaction is that if we can create a program that would help guarantee employment for everyone, it would be a wonderful thing. Once again, I do not have the details.

The CHAIRMAN. If there are no further questions, we are very much obliged to you, Mr. Green, for a real interesting statement. If the members had not been interested they would not have asked you these questions and you would not have had to stay so long. But you have given us interesting thought, and we appreciate it.

Mr. GREEN. Thank you, Mr. Chairman.

The CHAIRMAN. Our next witness is Mr. Clarence G. Adamy, president, National Association of Food Chains.

We are glad to have you with us.

STATEMENT OF CLARENCE G. ADAMY, PRESIDENT, NATIONAL
ASSOCIATION OF FOOD CHAINS, WASHINGTON, D.C.

Mr. ADAMY. Thank you, Mr. Chairman.

I am Clarence G. Adamy, president of the National Association of Food Chains. Ours is a Washington-based association representing the Nation's corporate food chains. Our 250 member companies operate two-thirds of all the supermarkets in the country, and generate annual sales of more than \$30 billion.

Our position in the economy is such that virtually all food assistance programs affect us in one way or another. A smoothly working food stamp program, which utilizes, in many cases, the tremendous efficient delivery system provided by our members' stores, is, quite obviously, of special concern to us.

More important, like all Americans, we want to do everything we can to assure that all of the citizens of this abundant Nation are well-fed and well-nourished. And we believe that our special expertise and operating experience and facilities can and should be harnessed to make this goal practical reality.

Much has already been done, of course. The existing food stamp program, in particular, has demonstrated the fact that it is possible to meet the most basic and pressing needs of the poor and still, by using private food distribution facilities, bring them at least partly along the mainstream of American life. This cannot be done with any direct distribution program.

We are, of course, aware of criticisms of the food stamp program. But it seems to us that recent decisions by the Department of Agriculture have made it perfectly clear that the desire to make it succeed is very real and that the program can successfully meet the needs of the poor with a few administrative changes and the kind of additional funding that will make stamps available to all who need them.

Of particular concern to us, as well, has been the considerable amount of data suggesting that undernourishment is a broader problem within the total fabric of American life than figures on poverty alone would indicate.

It is within the context of these facts that I appear before you this morning to endorse the very worthwhile principles of H.R. 7919.

We are especially pleased that the proposed legislation recognizes throughout the vital point that problems of undernourishment are not of the kind that can be solved by Government alone. As the bill itself says, "industry, agriculture, labor, and State and local governments" all have roles to play, and these roles must be carefully coordinated if malnutrition is to be eliminated. The problem is broad and complex, and its elimination both needs and deserves the kind of total commitment envisioned by H.R. 7919.

In this respect, an advisory council on human nutrition, made up of specialists in the fields of food distribution and human nutrition strikes us as being particularly appropriate at this time.

It seems to us quite clear that two things are needed if malnutrition is to be eliminated:

The first thing is the devotion of more money to the problem of feeding the poor.

The second thing is the development of educational programs that will help all Americans—rich and poor alike—use whatever food money they have to get the best food values for their families.

The first part of this is obviously in the hands of Congress and the administration. We will, as we have in the past, work with the Government in the development of procedures that will be most satisfactory to welfare recipients and store personnel.

But the second need—better education—can result only from Government/food cooperation, with the industry using its great marketing skills to sell the Nation to better health and better diet.

In this respect, I might add as part of education, the marshaling of the innovative skills of food processors to develop new enrichment formulas for existing foods that will allow people to upgrade diets while using traditional food products. This is, we feel, one of the most important developments that we think could spring from the kind of Government/industry cooperation proposed in this bill.

Much attention in recent years has been focused on the development of new food products designed to meet the special needs of the poor. Some of this is undoubtedly worthwhile, but we strongly believe that finding a way to enrich food products in traditional use offers a far better way to meet the problem.

This is the case, we believe, for much the same reasons that it makes economic and psychological sense to prefer food store distribution of food to welfare recipients over direct distribution methods.

The poor are rightfully quick to resent being singled out for special treatment that they believe results in derision. As you know, there has been some criticism of the food stamp program on these grounds, although we know of no politically acceptable alternative at this time. But the point is that asking poor people to use food stamps to buy special poor people's food products is asking more than human nature will support, in our opinion.

Far more helpful, it seems to us, is the development of such techniques and products as iodized salt, enriched bread, and fortified milk that use traditional foods as carriers for the elements of a better diet.

The Advisory Council on Human Nutrition could point the way to the formulations that would do the most good, and this is very much needed today in an institutionalized sense.

Another subject we would hope such an advisory council would address itself to is the very real question of what constitutes good human nutrition. It has often been pointed out—as I am sure you gentlemen know—that we know far more about what actually happens when food goes into cattle than we know about what happens when food goes into people.

We do not want to minimize in any way the nutritional problem that many of our people face today, but I think that anyone who has spent any time working with the specifics of surveys about human nutrition must feel a sense of frustration and doubt in attempting to draw generalizations from the data.

There is no question the Senate Select Committee on Nutrition and Human Needs simply demonstrated the nutritional problems faced by a number of our poorer citizens. These are fundamental problems that were displayed for all to see.

Yet, beyond the obvious—that many people are too poor to eat very well and must be given some financial means to do so—I know of no one who would describe the specific dimensions of an adequate diet for these or any other Americans with a high degree of confidence. And, it is my understanding that at this point there is considerable reluctance to accept any current statistical evidence on human nutrition without a great deal of question.

What are the elements of a good diet for human beings and what are the elements of a poor diet? Paradoxically, these are very real questions in 1969, and they are questions that must be answered before we can assure our citizens of the elimination of malnutrition. Getting these answers seem to us to be a matter of highest priority today, and one ideally suited for the kind of an advisory council proposed by this legislation.

Still another reason these questions can and must be answered as quickly as possible is the fact that the kind of fragmentary and conflicting information that we now have may lead to a degree of doubt about our general food supply or parts of it that is both unwarranted and dangerous. The cholesterol question, for example, has been simmering for more than a decade that I know of without any real resolution and it seems to us in industry that far too many people are picking away at pieces of problems without anyone establishing any sense of priority or order.

Finally, it is interesting to note that what this legislation proposes is something very close to what was actually done by Government and industry in the late 1930's and early 1940's. With a depression at home and World War abroad, many Americans were undernourished. Government and industry provided the knowledge, improved products, and merchandising know-how to meet the very serious needs of that time. The program of the time was very simple: selling the seven—now four—food groups in the most basic and visual terms. And the program worked.

It seems to us that what is needed today is similar cooperation and a similar sense of purpose and dedication and zeal. It is our understanding that giving the effort this needed sense of urgency is the purpose of this legislation, and it is this purpose that we very strongly endorse.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Mr. Adamy.

I think I understood you to say—you did not say it in so many words, but to imply—that mere price on a commodity does not necessarily mean that it is the best nutritional buy; that there is often a better buy, nutritionally, at the store which does not carry the exotic foods than in the store that has a good many foreign and exotic commodities on its shelves. Is that correct?

Mr. ADAMY. That is, of course, correct, Mr. Chairman. I think I was referring more to the lack of knowledge of people as to what makes a good balanced diet. Many of us allow our tastes—particularly poor people are forced by the lack of money to have less adequate diets, less well-balanced diets.

The CHAIRMAN. I think there is a good deal of misinformation on the part of a good many people. Apparently many people feel that if they go to some downtown store where the prices are a good deal

higher that they can get a better buy there than they can out at the neighborhood store; isn't that probably true of a good many people?

Mr. ADAMY. I am afraid a good many people may think that is true. Of course, as you know, it is not so.

The CHAIRMAN. But there is a great deal of that kind of feeling, and one of the things we have to do is to counteract that feeling and show those people that that is not true.

Mr. ADAMY. A homely little example to bear you out: The other day a matter was brought to my attention, that a single food commonly eaten by youngsters contains all four basic food groups and is a balanced diet is a cheeseburger with anything. This is the kind of language it has been expressed in. I can understand that, that it is really meeting the food needs of my children or other children.

When you get into exotic terms like diet allowances and variables of the amount of vitamins you need, you get over my head very quickly, but it was expressed in terms as meaningful, that a balanced diet is contained in a cheeseburger with anything.

The CHAIRMAN. Well, I do not mean to offer this as a criticism of either the food industry or of the people who are trading with particular stores, but it is a fact, is it not, that some of the stores that carry the most expensive food in Washington are selling a right substantial amount of it for food stamps?

Mr. ADAMY. I have no empirical evidence to support that, but I have no doubt that that is true. However, as Congressman Green pointed out, most of these poor people show amazingly good sense, and they buy a pretty large amount of staple foods. I agree that most of them, on occasion, will permit themselves the privilege of some rather exotic food, but most of the food stamp money is spent for staple foods in the way we use the term.

The CHAIRMAN. You represent only the chainstores?

Mr. ADAMY. Right.

The CHAIRMAN. Therefore, you could not give me the figures from some of the independent stores? I am thinking of one particular downtown store, and I am sure you could not give me the figures on that store, but you could give me the figures on one or two chainstores that run rather extensive operations down in the central city? Let me name Safeway International.

Now, my wife goes down there now and then, but she does not feel she can afford to trade at Safeway International very much. They have good products—please do not misunderstand me. Their products are good. She likes them, and I like them, but we make \$40,000 a year, and still we can't afford it.

I would like to see if you can get me some figures from, let us say, Safeway International or, not naming any individual, any of those downtown specialty stores who sell exotic goods, as to how much business they are doing in food stamps. I think it would be helpful to know how much business they do in food stamps. And I am not blaming the store or the individual who goes there, because I think it simply shows many people do not know the difference between paying two or three prices for a product and getting the food value they need.

Mr. ADAMY. Sir, I will have to get that for you, but I will be glad to get it as rapidly as possible. I generally understand that very little, if any, food stamp business is at Safeway International.

The CHAIRMAN. I just picked them out of the air.

Mr. ADAMY. There are gourmet sections in almost every food store, with some part of its mix dedicated to unusual foods. Maybe I can ascertain this for you at the same time, sir. I see the direction of your question.

The CHAIRMAN. I am not trying to pick out anybody and say that they are doing a different kind of business than somebody else, but I think it would be right helpful if we could know.

Mr. ADAMY. We will dedicate the rest of the week to a quiddity survey of this, and if it is interesting we will do a more careful study at your direction.

The CHAIRMAN. Thank you.

Mr. Mayne?

Mr. MAYNE. You have referred to a cheeseburger with everything as affording a balanced diet.

Now, using these words "cheeseburger with everything," in the same context as you have used those words, what do you consider to be the ingredients of a "cheeseburger with everything"?

Mr. ADAMY. It is not one of my favorite foods. The four food group: the bun, of course, is the cereal group; the meat, itself, of course, is the meat group; cheese provides the dairy group, and "with everything," you would have some lettuce or tomatoes or other such item, which is normally, the fruit and vegetable group.

Remember now, this is a very quick and easy example, and I agree with you, and I think it reduces a technical subject to common language.

Mr. MAYNE. Well, now, it may be a quick and easy example, but it is one you have used in your testimony. I do not want to be quite so cavalier about this fourth group.

When you say "everything," what do you think would have to be in that fourth group to afford a balanced diet? I happen to think that fourth group is pretty important. I do not think that saying a little of this or a little of that is going to make an adequate diet. Let's hear what that fourth group would have to contain, in your view, to meet the requirements.

Mr. ADAMY. The fourth group is fruits and vegetables, and to have a balanced diet each person should have two servings a day of fresh fruits and/or fresh vegetables every day throughout the week, balance this with some other vegetables; nevertheless it would have to contain these.

This is my example of a cheeseburger containing lettuce and tomatoes, and it would be a good example of fresh fruit and vegetables being used to make a balanced meal at a time containing all four food groups.

Mr. MAYNE. Do you think the average cheeseburger does contain enough lettuce and/or enough tomatoes to make a balanced diet?

Mr. ADAMY. Let me say it this way: I do not mean to belittle any products at all. Let me go back this way: I think it is essential that we express to people of the United States, including our teenagers, the desirability of a balanced diet, including all of the four food groups. I think that this is the kind of dramatic language that can be understood, that too much of this presentation of the need for a balanced diet is expressed in highly technical terms that repel rather

than induce. It is inducing people to eat a balanced diet, which is our goal.

Mr. MAYNE. But my question was: Do you think that the average cheeseburger contains enough fresh tomato and/or lettuce to make a balanced diet?

Mr. ADAMY. Well, at least on some occasions it does.

I have had them that did not. I agree with you. I do not want to overdraw on this. To be a balanced diet, it would have to contain enough to meet the diets of a person.

Mr. MAYNE. Of course, that is still an answer to the question.

Do you think that the average cheeseburger does contain enough?

Mr. ADAMY. Probably not, sir. Probably not.

Mr. MAYNE. Thank you.

Mr. DE LA GARZA. Mr. Chairman?

The CHAIRMAN. Yes, Mr. de la Garza.

Mr. DE LA GARZA. Mr. Adamy, by the way, I like cheeseburgers.

Mr. ADAMY. So do I, sir. That is why it appealed to me.

Mr. DE LA GARZA. I do not know exactly—you say you represent the food chains. You are just an administrator of an organization of the different food chains?

Mr. ADAMY. Trade association; yes, sir.

Mr. DE LA GARZA. You have a very interesting statement, and I agree with you, but I do not agree in part, because I think part of the problem that we have in having people buying at the store a balanced diet is, the stores that are responsible, members of your association. You state here that by education the industry is using its great marketing skills to sell the Nation. Well, I think that is a great part of the problem, that you are overselling things that are not of good nutritional value with your super and your medium-super, and your super-duper. What has your industry done in this respect, if anything?

Mr. ADAMY. During the period of the 1930's, when, under the leadership of Mr. Nutt, there was the development of the so-called seven-food group, he was very instrumental in selling the Nation on a good, solid diet.

I would suppose, with you, that a large percentage of our advertising expenditure, our promotional effort, is spent for four food groups. And one of the grave problems we face, sir, at this time, is that the best nutritional information available to our Nation is that you should eat the four basic food groups. Yet, there is other information like the cholesterol problem that casts doubt on some of this balanced diet.

So, we are in a quandry of wanting the leadership of the best possible authority and the best possible authority's voice is muted. That is why I came here today, to endorse the idea of a kind of advisory committee which you suggest in this bill that would coordinate this thinking and give folks like us that have some contribution to make to this problem the ability to make it.

To come back to your question. I am totally proud of the continued contribution of the industry in presenting the ideal of balanced diet eating.

Mr. DE LA GARZA. Well, you can't tell it by looking at your store there when you have one that says "If you buy this type of oleo or margarine it does not have one, two, three, or four; but if you buy

this kind it has one, two, three, or four. This kind has nothing but a little old lady in a picture." The educational process, I think, is getting quite confusing.

I know that you do not manufacture this, but you have some control. Also I know you must make a profit or else you would not be able to exist. But I do not think you are doing the fullest to help educate the people—at least, I do not see it from the ads. I have not seen any ad that says that you should have eggs. It is always that you have got "Fab," or "It's 89 cents this week." And I know that you do push some items.

I will use a name, the Giant Food stores here, that has helped in this respect. One week, they will have fish products and another week, maybe meat products, advertised in the different areas. But I do not think that you have done or are doing your share in the responsibility beyond and above your making a profit, in helping in this respect.

Therefore, I agree with you that maybe with some guidance from the Government, with an agency as this, you might cooperate more.

Mr. ADAMY. I want to agree immediately. I am sure we could do more and better. We are willing, and, hopefully, we will do it.

I will remind you that even in our price ads that you generally find that most companies will present some items out of each of the four food groups, which is an indirect promotion, but an effective way to promote the balanced diet.

Without arguing that we are doing the best that could be done or the best that we can do, I do want to propose very strongly that we made a big contribution in this area. We hope to make a bigger one.

Mr. DE LA GARZA. I also see in your statement something I disagree with very strongly, and that is the recent trend in trying to develop food for the poor. I disagree with that in its entirety, because food has to be nutritional for all. Somehow even the Government has taken the stand that somehow the poor are different because they are poor, or because they may be of a different color. I do not think this is the case.

I want to commend you for understanding that and saying that you must have nutritional food for all and not singling out the poor.

Let me give you an example.

They say the poor do not know how to buy. Well, the richest people, and I think it is probably the same everywhere, the richest people in any area hire a maid that does not know topside or bottom about proper nutrition, and she goes and buys with the master's pocketbook. There is no assurance because they are rich they are having the proper diet. I somehow disagree, and I get upset at thinking, because a family is poor or even because of the lack of education—because I disagree there, also—because you have money you are educated and proper, because I think some of the worst examples are from people that have money.

Mr. ADAMY. I think there is some evidence to support you, that there is a good deal of malnutrition that has no relationship to poverty. Obviously, if you had little or no money, a balanced diet is more difficult to achieve than if you had lots of money. It is a tragedy in the country that when you have enough money, with the abundance of food we have here, that there could be any malnutrition.

MR. DE LA GARZA. Now, you mentioned the Senate Select Committee on Malnutrition. Which of the outfits is that?

MR. ADAMY. Senator McGovern's committee.

MR. DE LA GARZA. McGovern. Because I have seen them with the television cameras, and you never know which committee it is.

MR. ADAMY. We have it in the testimony, sir.

MR. DE LA GARZA. I think you have presented a good statement in this respect: that we need some agency to channel this, because I do not think it is the proper way to look at the needs of those who are in need when a group of Members of the other body go with all of the cameras out in Washington to meet someplace. This is the way Senator Javits of New York holds a news conference in his office, by what authority I do not know, where the Secretary of Agriculture makes a statement about a \$3 million grant for food to the District of Columbia. I think the Mayor was asked to participate. I do not remember if he was present. I think there is need for someone in charge someplace so we do not feel those who are in need by news releases from Senators' offices, without any guide, purpose, or direction from the Congress or from the greater portion of the Members of the Congress.

I just wanted to be sure that I caught which committee you were speaking of, the group making the rounds nowadays.

Thank you, Mr. Chairman.

THE CHAIRMAN. Thank you.

MR. SEBELIUS. Mr. Adamy, last Friday night I went out to the Safeway store here in Southeast, which is not the best neighborhood, and was watching what they were buying and taking out, and I saw one lady that I thought obviously was on welfare, and she had 4 cases of Cragmore canned pop and potato chips and no bread, milk or eggs.

Now, my question would be: Should we go so far as to specify a basic welfare package of groceries on a weekly basis, and could your stores handle such a package under a food stamp program?

MR. ADAMY. It would be very difficult. You will recall that during the period of World War II they had four colors of stamps. The administrative difficulties became impossible for the Government and very difficult for us. So that when you get into this sedimentation of buying power, it is very difficult to handle, sir. I do not want to say it can't be done.

MR. SEBELIUS. As a practical matter, it would be too difficult to go that far in helping them?

MR. ADAMY. Let me say this: One time we did that. It broke itself down because of the administrative overload. It just did not work as a good system. That does not prove it can't be done, and I want to state again that we are willing to try. We will meet with the Department of Agriculture to try to make it, if that is your will. We are not opposing it in any sense, but we have grave doubts.

MR. SEBELIUS. Thank you, Mr. Chairman.

THE CHAIRMAN. Mr. Foley?

MR. FOLEY. I am not going to ask any questions.

I want to make one very brief comment.

Your testimony has not only been excellent, but it comprehends better than some of the Government's witnesses, or the Department's in particular, what this bill seeks to do.

I was discouraged with the Department's fixation on the matter of an Assistant Secretary of Agriculture for Human Nutrition while ignoring the principal purpose of this bill—to establish a national commitment to solve the problem of hunger and malnutrition in the United States, and the idea of a council which would bring private, State and local, and professional and industry representatives to the assistance of the Secretary in framing Government programs.

I think you see very clearly the major thrust of this bill, and I am very sad the Department only is concerned about its administrative apparatus.

Thank you.

The CHAIRMAN. Mr. Burlison?

Mr. BURLISON. Mr. Adamy, would your food chain association be in favor of extending the food stamp program to include fiber products?

Mr. ADAMY. We would have no objections, sir. It is an area beyond which we can make a very real contribution. That is a decision you and the administration might make. We have no objection, whatsoever. Many of our stores—not all of our stores—carry a good many fiber products. Other kinds of retailers carry most of those products. We would have no objection, whatsoever. We would not have a position inasmuch as that is an area in which we can make no direct contribution.

Mr. BURLISON. Thank you, Mr. Chairman.

The CHAIRMAN. If there are no further questions, we are very much obliged to you for an interesting discussion.

Our next witness is Mr. Rodney A. Ashby, the State school lunch director, American School Food Service Association, and administrator, school food service division, State board of education, Salt Lake City, Utah.

STATEMENT OF RODNEY A. ASHBY, STATE SCHOOL LUNCH DIRECTOR, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION, AND ADMINISTRATOR, SCHOOL FOOD SERVICE DIVISION, UTAH STATE BOARD OF EDUCATION, SALT LAKE CITY, UTAH

Mr. ASHBY. Mr. Chairman and members of the committee, my name is Rodney A. Ashby. I am administrator of the School Food Service Division, Utah State Board of Education. I appear before you here today in my capacity as chairman, State directors and supervisors section of the American School Food Service Association.

You have been furnished copies of a resolution recommending the adoption of the Human Nutrition Act of 1969 with recommended amendments. We recommended also a couple of amendments. I will briefly mention those.

We are in full accord with the provisions of H.R. 7919 and will enthusiastically support its implementation to the end of "eliminating hunger and malnutrition throughout the United States."

Our proposed amendments would include (1) provision for the Secretary of Agriculture, acting through the Assistant Secretary of Human Nutrition, to the extent practicable, to coordinate the efforts of all Federal agencies as they relate to human nutrition; and (2) that section 5(a) be amended to include a school food service specialist as a member of the Advisory Council on Human Nutrition.

Involvement of all children in our country through school and non-school food programs demands attention. The potential benefits are varied and far reaching. The activities of these programs in our communities contribute immeasurable nutritional benefits to our children at school, and concomitant values in applied foods knowledge go back to the homes and the communities.

There are currently some 600,000 adults working in child feeding programs sponsored by State and local boards of education. Techniques learned in the course of their training and work are carried into their homes and the homes of their neighbors.

We in school food service recognize this to be one of the most effective vocational adult education programs current in the Nation.

A most urgent need exists for consolidation and coordination of efforts of all agencies and groups who, for all practical purposes, are working for the same general objective. In our judgment training of personnel, establishment of programs, and involvement of additional needy children could be implemented at a much faster rate if the efforts of these agencies and groups were consolidated and directed from a central authority.

The catalog of Federal Assistance Programs published June 1, 1967, through the Office of Economic Opportunity lists all programs. We, in what started in 1946 as school lunch now, in addition to involvement in USDA-C. & M.S., are involved with such departments and programs as HEW, OEO, BIA, disaster feeding, Headstart, Follow Through, breakfast, lunch, dinner, supplementary food services, camps, institutions, nonfeed assistance, four categories of commodities, special milk, transients, preschool, pregnant mothers, senior citizens, model cities, playgrounds, community action, and operation metropolitan, to mention a few. Many of the above programs have substantial Federal administrative funds of their own. The conspicuous exception is our child feeding program sponsored by State and local boards of education. Program standards will be fully realized only when adequate State and Federal funds are made available for the effective administration, supervision, and training activities that the program warrants.

Regulations, meal types, reimbursement rates, reports, and accountability vary significantly between programs and agencies. There is no uniformity as to definition of or determination of a free lunch. Some agencies have been paying the full cost of the lunch, 55-75 cents, to local schools to provide free lunches for students which that agency has declared should be free. Current trends are for these agencies to withdraw from this activity and turn the responsibility to the USDA-C. & M.S. through State and local school sponsors. The problem arises from the fact that USDA regulations tie the cash reimbursement to cost of purchased food. This means a reimbursement of 15-18 cents instead of 55-75 cents and no way for the school to make up the difference.

The feeding of hungry children is not being accomplished by the present structure. Too many agencies and organizations are involved and the number is increasing. Without coordination, it can well be realized that "everybody's business becomes nobody's business."

An Assistant Secretary of Agriculture concerned with and responsible for human nutrition could more effectively coordinate activities,

secure adequate appropriations, direct expenditures, and hasten the day when our objectives would be achieved.

During the past 25 years or more, we have actually lost ground. There were originally high hopes that exposing children to a well-balanced meal would somehow increase the child's ability to discriminate and choose intelligently the wholesome foods that contribute to his health throughout life.

Obviously this experience is not sufficient. Food for growth and sustained vigor and health must be taught, understood, and applied; not merely observed in the lunchroom a few years as a casual experience.

There has been no nationwide attempt to tie the school lunch experience into the formal education process to achieve one of the original cardinal principles of education, that of "health."

The need for all food for health programs to be fostered, coordinated, and implemented, as a unit with our public education programs has been long neglected. Along with this laboratory for learning, the tie-in with education and learning activities alone will assure a measure of success both for general education and for achievement of effective human nutrition.

The testimony of teachers the country over, refers to the need of improved physical vitality, attentiveness, and increased span of attention. They complain about such deterrents to education as nausea, headaches, apathy, dizziness, stomach pains, restlessness, and just plain punitive aggressiveness exhibited by hungry children. To achieve efficient results in the use of our education tax dollar, such teachers' comments are worthy of consideration.

The urgency of this legislation may be understood by a bit of easily documented history. Recently, I spent a little time reviewing pertinent references contained in the volumes of *Britannia* in the library. In the most recent edition, volume 1, page 355, under "Livestock Research," I found that a disease among cattle called "pleuropneumonia" inspired Congress for the first time in history to authorize the Department of Agriculture to begin research on livestock problems. This was in 1884.

Next, I reexamined the Morrill Land Grant Act of 1862 along with succeeding legislation and concluded that President Abraham Lincoln shortly after 1862 signed the first appropriation bills which set the stage for a long and vigorous program to scientifically feed our animals.

From *Britannia*, volume 5, page 511, I copied this:

Prior to the 20th century there existed but little exact knowledge of or great interest in the special problems of child health.

I concluded that without much exaggeration we started doing something specific about our hogs, cattle, and chickens in 1862 or shortly thereafter, and some 80 or so years later, in 1943 to be exact, President Franklin D. Roosevelt signed legislation for a temporary school lunch program. Then, in 1946 President Harry S. Truman signed the first permanent legislation known as the National School Lunch Act purported to foster the elimination of hunger among schoolchildren.

Despite the successes, achievements, accolades, and unbelievably few criticisms, our pride of accomplishment during these 26 years is

not a little dulled when we view what should have been done and what must yet be accomplished.

It is my humble hope and prayer that it will not take another 25 years to close the human nutrition gap in our beloved country.

To this end I assure you the continued enthusiasm and devotion to duty from school food service members everywhere, and trust that Congress will provide the framework and the means in cooperating with States and local agencies to assure an adequate program of human nutrition which will be effective and available for all.

Thank you.

The CHAIRMAN. Thank you very much, Mr. Ashby.

Questions?

Yes, Mr. O'Neal.

Mr. O'NEAL. Mr. Ashby, you say you not only have a lot to accomplish but that in the past 25 years, since the beginning of the school lunch program in 1946 and the addition of all these other programs, which you catalog on page 2, that we have actually lost ground.

Mr. ASHBY. The recent report of the Department of Agriculture, if I read it correctly, indicates that we were better off 10 years ago than we are today, all categories of people.

Mr. O'NEAL. Do you have any ideas about why this is true?

Mr. ASHBY. Well, as I have tried to indicate in here, it is mainly true, I think, because we have been feeding children a meal, but the educational activities that should go along with this and tie in the school lunch and activities as a part of the educational program—

Mr. O'NEAL. Well, do you think this has actually done harm, then, resulting in us losing ground?

Mr. ASHBY. I did not get the first part—

Mr. O'NEAL. You say we have lost ground.

Mr. ASHBY. We are actually less well set today than we were 10 years ago.

Then, we have lost ground, and it has not been—we would have lost more, probably without—yes.

Mr. O'NEAL. I see. Why do you think we have lost ground or would have lost more ground without doing anything?

Mr. ASHBY. Well, because of the fact that at least the children have been fed, but not knowing why or how or gaining any particular habits in the discrimination of foods, because this part of it had not been taught. Just the experience of sitting down and eating without the educational tie-in is not sufficient.

Mr. O'NEAL. Well, it is not a question of being not enough. But I can't quite see how we have lost ground, how we are worse off.

Mr. ASHBY. I was tying that mostly into the study that indicates that we, all segments of our population, are less well fed today than we were 10 years ago.

Mr. O'NEAL. No other questions.

The CHAIRMAN. Any other questions?

(No response.)

The CHAIRMAN. I would just like to comment that I do not know of any group in the United States which is actually less well fed than it was 10 years ago. It seems to me that every substantial group is better fed than they were 10 years ago. There are certainly people who do not have an adequate diet today, but most of the members of this com-

mittee 40 years ago lived on a diet which is today considered utterly inadequate.

Mr. ASHBY. May I make a further comment?

The CHAIRMAN. I think this idea of saying "We are a less well fed Nation today than we were in the past" is just refuted by every fact that we see around us.

Now, who is eating less?

Are the people eating less calories?

Mr. ASHBY. I am sorry I even referred to that report. I thought that was well known among all the people. The Department of Agriculture came up with this report.

The CHAIRMAN. Do you believe that this is true, this report?

Mr. ASHBY. From the standpoint of the technical nutrients, apparently. That is what the report showed.

The CHAIRMAN. I am not asking you what the report shows.

Do you believe that the average citizen of the United States today is eating less than he was eating?

Mr. ASHBY. No, I do not think so. I think he is probably eating more.

The CHAIRMAN. Do you think he is eating less calories?

Mr. ASHBY. Not likely.

The CHAIRMAN. Do you think that he is eating less protein?

Mr. ASHBY. Well, I am not in a position to answer those specific questions.

The CHAIRMAN. The consumption per capita of red meat is almost twice what it was 20 years ago. Do you think he is eating less of minerals or of these vegetables which are needed?

What is it that he is not getting that he was getting 10 or 20 years ago?

Mr. ASHBY. One thing, from my personal observation, would be that many families living on the farm have an opportunity to eat varieties of food which are probably better than some we are selecting from the supermarkets or wherever they get them today, where they have to select everything off the shelf or out of the can. But I did not mean to make an issue of that situation; however, that is the report of the Department.

The thing that we are anxious about is that these programs can be tied together so that, as a school food service group, they can be assured that we are getting leadership and cooperation from all agencies rather than being divided and subdivided to the point we can't be effective in our work.

The CHAIRMAN. We are not arguing that with you, but I think one of the most harmful things that is happening today is making statements—I do not care whether they come from the Department of Agriculture or whether it comes from the British Museum, making these statements that are obviously not correct. The American people are not less well fed today than they were a generation ago. They are much better fed. Even the people who we now feel need special assistance are, in most cases, better fed than I was when I was a boy or than you when you were a boy.

Now, that is true, isn't it?

Mr. ASHBY. I can't deny it. I have not the information on it.

The CHAIRMAN. Well, the point is that we feel that it is a terrible disservice to come up here and try to put the stamp of approval on

something that is as ridiculous as this statement which you attribute to the Department of Agriculture. You do not believe that statement, do you?

Mr. ASHBY. My experience with school children attests to the fact that our children, many of them, today, are not as well fed as they were when I was teaching years ago.

The CHAIRMAN. Are you now talking about children?

I thought you were talking about our population as a whole?

Now, only as to children?

Mr. ASHBY. I am speaking now of my experience and not the report.

The CHAIRMAN. The report refers to the whole population, doesn't it?

Mr. ASHBY. Right.

The CHAIRMAN. So, I am saying that the report simply is not true.

Now, you were telling me some other things were true. I am not arguing that with you. I think that summer is coming. I think it is going to get hot in Washington within the next few months. Nobody denies that. But it still does not make the statement a correct statement.

I just asked you, and I think we ought to get it clear: Do you put your personal reputation and endorsement behind that statement that you quoted?

Mr. ASHBY. Only to the extent that the figures are correct, those that have been published and are documented.

I have no personal knowledge of it, and I was not on the committee that made the report.

The CHAIRMAN. You stated, though—you quoted that statement that the American public is less well fed today than they were—I do not know whether you said 10 or 20 years ago, but it makes no difference—some years ago. Now, that is not true; is it?

Mr. ASHBY. This is a Government report.

The CHAIRMAN. I did not ask you that. I know it is a Government report. But it is still not true; is it?

Mr. ASHBY. We should not be—and I doubt if we are—in the main.

The CHAIRMAN. You doubt that we are as well fed as we were a few years ago?

Mr. ASHBY. That we are less well fed today in the main than we were.

The CHAIRMAN. You think the average American citizen is less well fed today?

Mr. ASHBY. No.

The CHAIRMAN. That is what the statement said, wasn't it?

Mr. ASHBY. That is what the statement said.

The CHAIRMAN. Do you, or don't you, agree with the statement?

Mr. ASHBY. I agree with the statement that we have lost ground in this total program, because we are getting divided to the point where we are not doing for children what we should do. We are not accomplishing for children in the school lunch program near what we should be able to do if we were coordinated. I am talking about the Secretary that is proposed in this bill to get this job done.

The CHAIRMAN. We understand that, but that is not the question that Mr. O'Neal raised.

The question is whether you put your endorsement behind that statement. I do not care whether it is the Department of Agriculture

or the American Medical Association or the railroads, or whoever made it.

Mr. ASHBY. I could not endorse it, because I had nothing to do with the report. I was quoting merely from a report.

The CHAIRMAN. You can pass judgment upon whether it is a correct report or not.

You implied that you believed it to be correct.

Now, do you want us to understand that it is your judgment that that is a correct statement, that report?

Mr. ASHBY. From the information I have and the way it was conducted, it should be correct. I am not at the moment ready to endorse it or discredit it.

The CHAIRMAN. Can't you look around you and know something about ordinary living conditions in the United States?

Mr. ASHBY. Yes. I have been doing that, and I have—

The CHAIRMAN. And where have you found this loss of ground?

Mr. ASHBY. In our elementary schools, among many, many of our children.

The CHAIRMAN. We still recognize that that may well be true. But the statements relating to the population of the people of the United States as a whole—there may very well be a loss within our schools, but when you come up and say that the American people have lost ground, I do not see a thing in the world to support that statement.

If you have got anything to support it, I wish that you would furnish it for the record within the next week so that we would have some support of that statement.

Mr. ASHBY. The only thing I could give you, sir, would be the report that the committee—and it was widely published throughout the United States.

The CHAIRMAN. Let's don't be so afraid to express our own judgment. You know there has been an increase, per capita, in the consumption of meat; don't you?

Mr. ASHBY. Yes, sir.

The CHAIRMAN. Almost double what it was 20 years ago. In fact, it is; I believe for beef, it is considerably more than double.

Mr. ASHBY. What about milk?

It is down.

The CHAIRMAN. It is down for the last 2 years.

It is a great deal higher than it was 10 or 15 years ago.

Mr. ASHBY. Probably.

The CHAIRMAN. It has been down the last 2 years, but it has not been down over any 10- or 20-year period. It is up considerably.

Where is that loss of ground? That is what I am trying to get at.

Mr. ASHBY. It is probably tied up in the last testimony we heard on the matter of these technical studies that are a little hard to describe without getting into the hamburger again.

Mr. MAYNE. Cheeseburger.

Mr. ASHBY. Cheeseburger, I am sorry.

The CHAIRMAN. If there are no further questions, we are very much obliged to you for your conclusions and your defense of the Department.

Mr. ASHBY. Thank you.

The CHAIRMAN. Thank you.

(A document entitled "The National School Lunch Program," submitted by Mr. Ashby, will be found in the files of the committee.)

The CHAIRMAN. Now, our next witness is Dr. Jean Mayer, chairman of the National Council on Hunger and Malnutrition in the United States.

Dr. Mayer, we will be glad to hear from you.

STATEMENT OF DR. JEAN MAYER, CHAIRMAN, NATIONAL COUNCIL ON HUNGER AND MALNUTRITION IN THE UNITED STATES

Dr. MAYER. Thank you, sir.

Mr. Chairman, I have prepared a statement which has been distributed and which I would ask your permission to simply summarize and go into some of the main points.

The CHAIRMAN. We appreciate your help in making it possible to hear all of our witnesses. It is now nearly noon and we have two witnesses yet to be heard. We will be glad to have your statement summarized and we will print the entire statement if you wish to do so.

Dr. MAYER. Yes, sir.

(The prepared statement submitted by Dr. Mayer reads in full as follows:)

STATEMENT OF DR. JEAN MAYER, PROFESSOR OF NUTRITION, HARVARD UNIVERSITY

I feel honored to be asked to appear before this body, and to be the first nutritionist to be so asked. I know that I owe this privilege to the fact that I am chairman of the National Council on Hunger and Malnutrition in the United States, an organization of laymen and professionals dedicated to exploring ways and means of improving the state of nutrition of our destitute citizens. I am sure that I speak for all U.S. nutritionists when I say how pleased we are that the United States Congress and the members of this Committee in particular, recognize the importance of sound nutrition for the welfare of our people and are interested in the improvement of the national diet. Because I do have the privilege of being the first to testify, I see myself as responsible for giving this Committee a broad picture of our nutritional problems rather than a detailed analysis of any single aspect.

We have too long been content to repeat that "we are the best fed country on earth." While we have good reasons to be proud of our agricultural production records and of the work of our public health and extension nutritionists, three major considerations militate against excessive complacency on our part:

First, a considerable number of published studies document the fact that a large number of our people, situated economically in the lowest fifth of the nation, are too poor to feed themselves properly under the conditions in which they live. The existence of this type of malnutrition has been dramatized lately by various reports and television programs. Government surveys (HEW) are bringing in controlled facts on statistically valid stratified samples which are confirming and reinforcing of the pictures produced by these hearings and reportings. It appears that present corrective governmental measures are inadequate in many areas and under various conditions to deal effectively with malnutrition due to poverty.

Second, a great many of our people are uninformed about nutrition, put themselves on inadequate diets, and are frequently the prey of food faddists and quacks. This is true, in particular, of adolescents, old people, and sufferers of chronic conditions such as arthritis or overweight.

Third, the national diet is extremely high in saturated fats. Together with the physical inactivity characteristic for our adult males (and unfortunately, of a growing number of our young people) and the obesity so prevalent in our population (and again, as our studies have shown, also directly related to physical inactivity), this high fat diet is probably largely responsible for the pandemic obesity and coronaries and other cardiovascular diseases which are afflict-

ing our land and nullifying the effect of medical advances at least as regards our national life expectancy.

Let us look at these three areas in more detail.

1. *Malnutrition and poverty*

Government and university studies have shown repeatedly that a great many of our people have highly inadequate intakes of a number of nutrients. Anemia and growth retardation are frequent among the poor as are accidents of pregnancy. In general, it appears that we have five main areas of malnutrition:

(a) Unemployed or partly employed poor: Many of these are in the Deep South—in particular, ex-cotton workers displaced by changes in crops from cotton to corn and by the use of new machinery. It has perhaps not been pointed out enough that many are in other areas, such as Appalachia.

(b) Migrant workers: The Eastern "stream" is mostly made up of Negroes and Puerto-Ricans, the Western "stream" is mostly Mexican. Both contain many ill-fed children and adults.

(c) Indians in the Southwest and elsewhere: There appear to be great differences between tribes and between reservations, but a substantial proportion of our Indian citizens appear to be in a poor state of nutrition and of health.

(d) The very poor in big cities: Many very poor individuals and families are not receiving welfare payments: many are not in areas or groups included in nutrition programs. Some cities have no school lunches or have school lunches only for certain grades. Some poor people who have migrated from other areas (e.g. Puerto Rico, the rural South or border states) try to reconstitute in Northern cities, at very high cost, the often inadequate diet to which they were accustomed.

(e) The nutritional situation of certain Indians and Eskimos in Alaska appears to be bad or at least precarious. Data available to me are inadequate for judgement.

How can we cope with these problems?

I believe that an expanded program of free food stamps, commodities and supplementary nutritional programs, such as day-care and school meals, could if conducted on a large enough scale, have a considerable impact on malnutrition due to poverty. In advocating the removal of payments on food stamps and commodities, at least for the very poor, I am not blind to the need for responsible accounting. At the same time I want to point out that reluctance on the part of the Secretary of Agriculture to use his full authority and remove price tags for the very poor and the indifference of many officials at the local level have been greater problems in the past than difficulties of control. Social welfare agents should be less involved in control, more in welfare (the reverse may be true for law enforcement agencies). I would suggest that the licensing, by federal standards, of voluntary associations and groups, could be a way to create responsible bodies which could undertake to distribute free food stamps and commodities, conceivably with some financial help. Possible abuses could be checked by the Internal Revenue Service; the Department of Agriculture would retain responsibility at the federal and state level for the programs.

Greater incentives may have to be given cities so that they will expand their school lunch programs (and day-care feeding programs) to all children. At present these are fragmentary. Often, children in the wealthy suburbs are subsidized and have such a program, while children in the urban core, whose parents or only parent work all day, are often reduced to buying a soft drink and a doughnut, do without such a program (or are subsidized by their teacher).

I would also suggest that it is imperative that we be more imaginative than we have been in the past in trying to reach those particular groups which are at greatest risk. All the clinical evidence we have shows that the most vulnerable groups are the very small children—say up to 3 years of age. It is during the very earliest period of growth, for example, that permanent damage to the central nervous system is most likely to take place. One can envisage a special program for this age group. In a broad category of eligibility, mothers could be given, starting at delivery, special food stamps redeemable in infant and baby foods. I believe that this measure would go a long way toward eliminating one of the most dangerous nutrition problems we have in this country.

I may add that I would like the baby food stamp plan coupled with the setting up by U.S. government agencies of much tighter standards for baby foods, the composition of which has tended to change for the worse over the past few years (excessive salt content, incorporation of excessive amounts of sugar and

starch, addition of cross-linked undigestible starches, addition of monosodium glutamate).

One could similarly devise special programs for pregnant women, the needs of whom have been sadly neglected in the past.

All these programs ought to be monitored in terms of actual intake of food by people, and nutritional status of recipient groups, not just in terms of money spent.

Finally, I want to emphasize that *we cannot continue to have our surpluses (and indirectly our subsidies policy) dictate our nutrition programs*. We have inherited from the thirties (when economists believed that the Depression—and its attendant miseries—derived from agricultural “overproduction” when a quarter of the population were farmers, and when the farmers were the poor) a system of subsidies which, though they have been frequently altered since, are by no means directed at producing the type of “surpluses” which would be most useful for feeding programs. As a result, our children and our poor are often fed whatever tends to accumulate as a result of these economic policies, rather than the types of food they really need. (Some of our surpluses, e.g. butter, are often equally unuseable for foreign relief as well). It is high time that we reverse this policy; we should determine *on nutritional grounds, not on economic grounds* the foods required by our feeding programs and then go ahead and produce them. If we have to have surpluses, at least let us have the right surpluses.

2. Nutrition education

The ignorance of our people as regards the caloric value and the nutrient content of foods as well as the nutritional requirements is appalling. This ignorance is responsible for some of the malnutrition we see in this country. It also makes the fortune of quacks who prey on our people and, in spite of the efforts of federal authorities, make fortunes selling useless “dietary supplements,” quack “reducing” diets and faddist books, etc. Hundreds of millions of dollars thus become unavailable for sound nutrition and legitimate health expenditures.

In the long run, I am convinced that we shall not be able to avoid the increasing flood of nutritional (and health) quackery which threatens the nutritional status of many of our fellow citizens until states adopt a requirement for a course in Human Physiology (including Nutrition) before graduation from high school (similar to the requirement for an American History course which many states have set). Meanwhile, I believe that we are failing to make use of a great national asset by not utilizing the competence of the Agricultural Extension Service more fully for Nutrition and Home Economics education among the rural poor. There is no fundamental reason why the service could not be extended to work in urban areas as well. (Or it could serve as a nucleus for the creation of a similar service—with a different sociological orientation—under the aegis of the Department of Housing and Urban Development).

We can also hope that the Public Health Service, through appropriate measures, will encourage the development of better nutrition teaching in the medical, dental, and nursing school; and that fluoridation of the water supply will be universally accepted. At the same time, I want to emphasize that, important though nutrition education is, it is no substitute for food or monetary help to the poor.

3. Nutrition and degenerative diseases

In the course of the past twenty years we have as a nation quadrupled our health expenditures (tripled per capita). Health is now the third largest user of manpower. Yet, during that period, our life expectancy at 20 has not increased and our position has tumbled, particularly for men (we are now, I believe, 37th). The main reason for our poor showing is our growing mortality from cardiovascular diseases. This is in turn related to our diet—extremely high in saturated fats; to our lack of physical activity—adult males are now almost immobile in urban areas, children do less and less; to the prevalence of obesity—itself probably largely due to the fact that as shown in our laboratory, the “minimum appetite of inactive subjects is higher than their energy expenditure” so that the people who exercise very little are more likely to get fat. We need to do much more for the nation's fitness. Children need a daily program of exercise rather than the bi-weekly exposure they now get. Greater effort must be put into these children who need it most, instead of concentrating exclusively on athletes; sports and games which can be practiced through life must be taught rather than simply team games played in schools. And we must increase enormously the facilities

available to adults for exercise (presumably, in part by having facilities which can be used both by the schools and the community). Exercise improves weight control, maintains vessels elastic, can create collateral circulation to replace partly occluded arteries, and may lower cholesterol and blood pressure. When it is realized that exercise facilities are not simply "recreation" but fill an urgent health need relating to our main cause of death, we may hope that federal support for the construction of such facilities will be forthcoming. (Certainly, the achievements to date of various presidential fitness committees have been meager.)

We can and we should facilitate changes in the national diet which will lower the total fat content of the diet and shift as much as possible of the dietary fats from "saturated" fats to "polyunsaturated" fats. Such changes have been shown to lower blood cholesterol and the risk of coronaries. In particular, we should encourage the precise labeling of the content of the various fatty acids in various oils and fats. Together with proper nutrition education this should reward manufacturers who have, in fact, produced more healthful fats. We should encourage the development of leaner meat and enormously increase our catching and consumption of fish. Finally, last but not least we should put more emphasis on preventive cardiovascular medicine which can save (and keep healthy) millions of Americans (even if we continue to admire feats of surgical virtuosity which prolong the life of a few).

Whether we are dealing with the problem of the poor or of the rich, we have to readjust our priorities before effective action can be taken.

4. Position on the Foley bill

I believe that the purpose of the Foley Bill is entirely commendable. As long as the food programs remain in the purview of the Department of Agriculture, it is essential that we have an official of sufficient rank to administer them. This high ranking official should be free of the general conflict of interest which tends to beset the Department as a whole, i.e. the constant tendency to have food programs be used to utilize surpluses. He should be in a position to make his voice heard in the setting up of priorities within the Department. The creation of a post of Assistant Secretary for Nutrition (and perhaps of an Undersecretary for Research, Extension and Nutritional Programs) would, I believe, change the emphasis of the Department for the better. I therefore support the Bill which you are considering.

Dr. MAYER. First of all, I would like to thank this committee for calling on a nutritionist to speak about a bill that has to do with nutrition. Although I know that both among the previous witnesses and among the members of the committee there appears to be a lack of nutritional expertise.

I will say first that I think it is a mistake to keep on repeating that we are the best-fed country on earth, because whether the fact is correct or not, we can do a great deal better than what we have been doing so far. We can do a great deal better in a number of instances.

There are three main reasons why I think we have to do better:

First of all, I trust there is no longer any doubt that there are a great many of our citizens who are too poor to feed themselves properly.

When the first reports came out on this, when the first statements were made, including some reports made on television, there was a great doubt as to the situation being as bad as it was depicted by those people who wanted to improve the lot of our poor citizens. I think that the published information, both in scientific journals and the information obtained by the teams of the Department of Health, Education, and Welfare, has shown that those statements were substantially correct, and that in some areas the situation was worse than had been stated.

Second, we know that a great many of our citizens are uninformed about nutrition. This does not simply include the poor, it includes the middle class and the rich. The misinformation that goes on is in part a matter of ignorance, in part a matter of willful misinformation

by misguided self-seeking advertising, and the fact that a great many people have things to sell which are not good for people but our present laws do not prevent them from doing so.

Finally, we do have a problem of nutrition, particularly for the rich, in that our national diet is very high in fat, in saturated fat. It is getting higher steadily. And that this, in turn, has been shown to contribute to extreme mortality from cardiovascular diseases.

Now, in terms of the poor, I think we can agree that we have five general areas of poverty which go with malnutrition.

First of all, unemployed and partly employed poor. Many of them are in the southern part of our country, particularly ex-cottonworkers displaced by changes in crops from cotton to corn and by the use of new machinery. A great deal of them are in other areas, such as, for instance, Appalachia.

Second, we have the problem of migrant workers, both the eastern and western stream, which shows a malnutrition as well as a sort of other social and medical problems.

We have the problems of Indians in the Southwest and elsewhere. We have the problem of the very poor in big cities, including my own—in Boston—and we have problems of malnutrition in Alaska and among certain Indians and Eskimos.

I think it is also generally agreed that the corrective programs that have been launched to deal with these problems have not done a sufficiently comprehensive job.

I am referring to the three main programs, the food stamp program, the commodity distribution program, and the school lunch program.

There is still a majority, in many cases, of the poor, including the poor children, who are reached by those programs, because the local county does not choose to join the particular program or because they are not eligible for one reason or another.

In my own city, in Boston, we are still fighting for an extension to all children, and particularly all poor children, of the school lunch program in the schools.

There is a group that has been found particularly difficult to reach and yet all the medical and physiological information we have, shows that this is a particularly critical group, and that is the very small children up to 3 years of age.

This is the period during which, if there is damage to brain growth due to early malnutrition, it would take place.

I have suggested elsewhere that we ought to have special programs for that age group, perhaps a special program of free food stamps, a very broad category of eligibility specifically for baby and infant foods, something like a "nutritional" Headstart.

I may add that I would like—if this is done—the Congress to look closely into what has been happening to baby food lately, because, for various commercial reasons, the quality of baby food seems to have deteriorated in terms of its nutritional value in the past few years.

I think that, in general, in terms of determining what is going to go into those food programs, the Department of Agriculture and this committee have a very heavy task and a heavy responsibility.

I am, as you know, Mr. Chairman, a professor in a school of public health in Harvard, and, therefore, I have been very concerned with health programs as well as with nutrition programs, in general.

There is very little doubt that the prestige of American medicine has decreased with the public, because somehow the public has had the idea that our medical profession was less than enthusiastic about providing the needed medical care to all of our population. I think it is extremely important that the American public not get the impression that as farmers and the people who are interested in their fate have an interest less than enthusiastic about having all of our population well fed and do not do anything and everything that is necessary to achieve that aim.

I have mentioned the need for nutrition education. I am quite aware of the fact—probably better than anybody in this room, because, after all, this is part of my profession—that the level of nutrition in the United States among our people is not as good as it should be. It starts very high, for instance. A great many of our medical schools do not teach nutrition in the medical curriculum. Under those conditions, it is difficult to expect that the poorer of our citizens will be particularly well informed.

I think a great deal needs to be done in this field, and a great deal of research into how to do it well needs to be done. I think it has not been emphasized enough, that everybody is in favor of doing more nutrition education. We do not know at present what are the most effective ways of reaching the public. One thing we do know is that if people are poor, no amount of education is going to insure them a good diet. Education will help, but it is not a substitute for a minimum amount of food and money.

Finally, I would like to mention the fact that we do not have simply problems of nutrition for the poor. We do have problems of nutrition for the rich.

I have heard the discussion, Mr. Chairman, that you just had with my predecessor in this armchair, and I would like to contribute the following, that is, which is of all countries, major countries in the world: we are the only country which has not shown any increase in life expectancy for the past 20 years, in spite of the fact that we are spending three to four times as much money on medicine and health than we did 20 years ago. So I am unwilling, as a person in public health, to take the attitude that all is well and that we can relax our efforts.

Part of the problem is certainly nutrition, malnutrition in the poor, and poor nutrition, because it is excessively high in saturated fats, among the rich. But I think we all have a great deal of work to do in this field.

Now, I very strongly support the objectives and the methods of the Foley bill, because I think it is very important to have in the Department of Agriculture, the first responsibility of which I consider to be the sound nutrition of the American people, an individual of sufficiently high rank who is not beset by some of the conflicts of interest which are built in the present structure of the Department of Agriculture. The Department of Agriculture, after all, is concerned with nutrition, but it is also concerned with the price-support structure. It is concerned with the accumulation and disposition of surpluses, and there is a constant temptation to use the feeding programs, school feeding, the program on nutrition for the poor, as a way of getting rid of our surpluses instead of first of all looking at what the priorities in nutrition

for the American people ought to be, then turn around and have a price structure, and so on, which will provide the type of diet we want the American people to have.

If we are going to have surpluses, at least let's have the right surpluses.

I think that unless we have an official of sufficiently high rank whose main job is clearly to worry about this priority, he will run into the same difficulties as beset the Department in the past. I certainly think that in order for one man to do this sort of job competently, he has to have the best possible advice that the Nation can provide.

The availability of the Council of Nutrition advisers to the Assistant Secretary is obviously a very desirable point.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Dr. Mayer.

Now, our next witness is Reuben L. Johnson, director of legislative services, National Farmers Union.

Mr. Johnson has been waiting all morning. We appreciate your patience. We will now be glad to hear from you.

Mr. LOWENSTEIN. Mr. Chairman, I have a brief comment to Dr. Mayer.

I think for myself and the committee, we are particularly grateful to you. Dr. Mayer is one of the most eminent figures in this field in the country. We are fortunate to have had his thoughts and appreciate his consideration in being with us this morning and giving us his point of view on H.R. 7919.

Mr. WAMPLER. We have a Harvard professor before us, too.

Mr. MAYNE. Mr. Chairman, I, too, would like to commend Dr. Mayer for his very perceptive testimony and to express our appreciation for his coming down and making this contribution, which is certainly a very worthy one.

Mr. FOLEY. I would like to join in that, if I may.

The CHAIRMAN. Everybody will have permission to insert their statement. We will now try to finish with our remaining witnesses.

Mr. Johnson.

STATEMENT OF REUBEN L. JOHNSON, DIRECTOR, LEGISLATIVE SERVICES, NATIONAL FARMERS UNION

Mr. JOHNSON. Mr. Chairman, I understand that the Maid of Cotton is about to arrive.

The CHAIRMAN. Yes. She will be on the Hill in a few minutes. We will, however, try to hear you in full.

Mr. JOHNSON. I am Reuben L. Johnson, director of legislative services, National Farmers Union, Washington, D.C.

H.R. 7919, referred to as the Human Nutrition Act of 1969, declares that it is the policies and responsibilities of our Federal Government to use all practical means to eliminate hunger and malnutrition. In this effort the assistance and cooperation of State and local governments and other sectors of the economy are solicited.

The bill would create a Department of Human Nutrition within the U.S. Department of Agriculture and provide for an Assistant Secretary, whose responsibility would be directed toward the development of programs to improve levels of nutrition.

In conjunction with this Department there would be established an Advisory Council on Human Nutrition with members of the Council designated by the Secretary of Agriculture. The responsibility of the Council is to make recommendations to the Secretary each year concerning the ways and means to rid the Nation of hunger and malnutrition.

Also provided for in the bill is an annual report to be submitted each year to the Congress by the Secretary of Agriculture. The report would cover all the activities of the Department of Agriculture relating to the National School Lunch Act, the Food Stamp Act of 1964, the Child Nutrition Act of 1966, and other provisions of law relating to the operation of programs toward the objectives set forth in the legislation.

Mr. Chairman, I am sure that the members of the House Agriculture Committee are aware of the interest of National Farmers Union in the above programs as well as the objective sought by this legislation.

In this connection, we have had this week in Washington 123 Farmers Union ladies calling upon Members of Congress in behalf of your efforts here in the committee to improve programs of food distribution. They have urged support for H.R. 5554, your bill, Mr. Chairman, to extend permanently the special milk program. Without attempting to elaborate on specific procedure they have urged other improvement in food stamp and food distribution programs. Some of these improvements are as follows:

Provide food stamps without cost to low-income families.

Establish direct food distribution by USDA to all impoverished families.

In this connection commodities to be distributed would not be limited to surplus food stuffs.

Side by side food-stamp and free commodity programs.

Provide nutritional counseling for poor families.

Simplify application for food-stamp eligibility by accepting applicant's affidavit, eliminating redtape and providing need.

I am sure that there are other worthy ideas that will be given attention as the committee seeks better answers to problems occurring in connection with existing programs.

We, of course, support your efforts.

The CHAIRMAN. On behalf of all of the members, I would suggest we appreciate your statement and appreciate the fact you have come before us.

Thank you, Mr. Johnson.

Our next witness is Harry L. Graham, legislative representative, National Farmers Organization.

I believe it is the first time you have appeared in that capacity, isn't it?

Mr. GRAHAM. Yes, it is.

The CHAIRMAN. We will be glad to hear from you.

STATEMENT OF HARRY L. GRAHAM, LEGISLATIVE REPRESENTATIVE, NATIONAL FARMERS ORGANIZATION

Mr. GRAHAM. Mr. Chairman, it is a privilege to appear before the committee and to discuss this subject, which is in my opinion of very

vital importance, and the purpose of the legislation which strikes at more than one problem.

With your permission I would like to file the testimony and comment on it.

I recognize you are pressured for time.

The CHAIRMAN. Without objection, the statement will be made a part of the record; and we will be glad to hear you discuss any features on it that you care to.

(The complete statement of Mr. Graham follows:)

STATEMENT OF HARRY L. GRAHAM, LEGISLATIVE REPRESENTATIVE OF THE NATIONAL FARMERS ORGANIZATION

The National Farmers Organization is pleased to be able to present its testimony in support of H.R. 7919 introduced by the distinguished Congressman from Washington, Mr. Foley, acting for himself, for Mr. Smith of Iowa, Mr. Udall and Mrs. Green of Pennsylvania.

The National Farmers Organization, with members in all 48 states of the Continental United States, is a bargaining organization whose goal and purpose is the organization of American farmers into a bargaining group which has the ability to block together sufficient amounts of the production of any commodity to enable them to bargain successfully for improved prices in today's market. We have already seen that the results of this effort can improve farm prices in the marketplace. As the organization and bargaining continue at an accelerated pace, we anticipate that some of the problems that have faced American agriculture can be alleviated by this type of action.

However, we do recognize that there are social objectives as well as economic. The economic objectives beyond the monetary return for our own members is a stronger and healthier American agriculture which is able to continue to produce food and fibre with efficiency and at moderate costs to the consumer in order that our total national economic life may be strengthened and stabilized and that those who depend upon the American farmers for their food and substance may have their faith justified in this productive group in American life.

The business of the American farmer is to produce food for *use*. He receives no pleasure, to say nothing of any economic reward, when the processes of distribution of income interfere with the distribution of food, and especially when there are vast numbers of people at home and abroad who are hungry. This is especially grievous to him in the light of the fact that he is caught between the upper and nether millstones—the unused productive capacity of American farms and the unmet hunger needs of humanity. Even as he finds it economically necessary to restrict production of some basic commodities where our productive capacity exceeds any known commercial demand, he looks forward to the time when the restraints on production can be removed and the food which is produced can pass into the hands of those who need and want to consume it. The NFO reflects this basic thinking on the part of American farmers.

We especially welcome the language of Sec. 2. of this bill which declares that "It is the continuing policy and responsibility of the federal government to use all practicable means, with the assistance and cooperation of industry, agriculture, labor, and state and local governments, to coordinate and utilize all its functions and resources for the purpose of eliminating hunger and malnutrition throughout the United States."

It is for this purpose that most of the farm organizations have consistently supported every effort that has been made by the federal government to expand the use and utilization of food by those whose economic status would otherwise prevent their being able to purchase it in sufficient quantities to provide an adequate and appetizing nutritional diet. Indeed, the record will show to even the casual observer, and the memory of this committee will confirm, that we have consistently asked for a larger commitment for this purpose than has either been authorized or appropriated by the Congress.

We therefore urge as a basic reason for the passage of this bill the approval of the Congress of this commitment in this statement of policy and responsibility, which will place the alleviation of hunger among the highest priorities of the federal government.

Indeed, it is our conviction that this should be given the very top priority. All of the available evidence indicates that an inadequate diet for children during the first four or five years of their life can have a crippling effect on their physical and mental ability through the whole of their lifetime and therefore reduce their ability to make their otherwise normal contribution to the American economy. To not act intelligently upon this basic knowledge and to make sure that the children in this country in these critical ages have an adequate diet of the highest nutritional levels, is not only foreign to our whole concept of normal ethics and human concern, but it also represents the most expensive answer to the problems of our domestic citizens, to say nothing of those around the world who depend upon the bounty of American farmers.

This is also an acute embarrassment to us in our relationships with the rest of the world. The United States has taken the leading part in the development of the World Food Program, it bears a major responsibility for the Food and Agricultural Organization of the United Nations, it has made the largest contribution to free food and food which is provided under the most liberal repayment terms through our P.L. 480 program, it has offered to match the food donations of all the rest of the world combined, and it holds itself up and its national life as a model for the people of the world to look at in terms of our high standard of living measured by bathtubs, television sets and automobiles. At the same time it allows the continuation of hunger to be made the subject of propaganda by the enemies of the United States all around the world. While this situation existed in the back streets and in the country byways where it was little known, we may have been able to do this with some impunity as far as our political life is concerned. However, with our modern means of communication and with the spotlight of American publicity being turned on this subject at the present time, a person would have to be pretty naive not to believe that this would be used against us by our communist enemies around the world.

I think we should point out also that since 1937 we have had on the legislative record of this country a commitment towards American agriculture which seeks to give the agricultural producers an equitable share of the new wealth which they produce. We believe that the time has now come for the nation to make a commitment of this food which has been produced by its agricultural segment and will be used to the amounts necessary to provide an adequate diet for all of the people of the United States. We would dare to hope that this commitment will be carried out in practice better than the commitment to American agriculture had been. The failure to carry out the commitment to American farmers is costing us better than \$5,000,000,000 a year in terms of agricultural income that is earned in every sense of the economic definition of that word. Failure to have funded properly the agricultural programs which are authorized has been an economic injustice. The failure to authorize and appropriate funds for the elimination of hunger is both an economic and social injustice and a crime against humanity itself. The time has come for us flatly to state that we have not committed ourselves to an objective which should have been stated a long time ago.

The National Farmers Organization gives emphatic approval to the continuation of these food programs in the *Department of Agriculture*, to the appointment of an Assistant Secretary for Human Nutrition, to the establishment of an Advisory Council on Human Nutrition, with adequate compensation to it to carry out its duties and to other administrative acts which may be the result of this proposal which shall serve to implement the stated purposes of this act.

We are familiar with all of the arguments which have been made to justify the removal of this responsibility from the Department of Agriculture. Your witness is a member of the Agricultural Committee of the National Planning Association. Their statement concerning hunger in the United States has properly received respectful attention. I signed the statement but footnoted it to state that I did not approve of the recommendation to remove this from the Department of Agriculture. There are several reasons for this position.

The first reason for this is that the Department of Agriculture has the knowledge and the experience to carry out the purposes of this act. In the case of the School Lunch Program, the Department is the only one who has the authority or should have the authority to make purchases of commodities which tend to be in surplus at specific times of the year. This accomplishes two objectives. The first of these is that the food which is made available to schools and institutions is purchased at the lowest possible price to the government, and secondly, it is purchased at such a time that it will strengthen markets which have otherwise

sagged to levels that are far below that which represents any kind of equity at all. We believe that the Department has exercised its judgment wisely in both these areas.

We don't believe that the simple transferring of this to another department would mean that another department would have access to the information that is necessary to carry out this kind of a program nor would they have experience which is desirable or required.

Our *second* reason for supporting this proposed beefed-up arrangement is that the whole field of nutrition has been for many years successfully placed in the Department of Agriculture. It not only has specialists in the field of nutrition but it has them in the cooperating state universities across this country. It has also, through the Extension Service, made this information available to the people in the country and the city alike. The Home Demonstration projects have not been confined to the country. We would not argue that they have been sufficiently moved into the city. We would state, however, that the desire and the ability is there on the part of the Home Demonstration agents and that the only thing which has been lacking has been the sufficient funding of the programs so that there would be adequate personnel available for this large a job. There is no other reason why the present Home Demonstration program which is heavily based on nutrition and which also has the necessary information in terms of planning, purchasing and the use of food and fabrics, should not be extended to the impoverished areas of both the city and rural communities.

Similarly, we are not impressed with the argument that the staff and personnel of Health, Education and Welfare have more concern with people than have the staff of the Department of Agriculture. We don't believe that any department or segment of government has a monopoly on concern for the welfare of American people. It is our conviction that this concern is shared just as deeply by many segments of our economy which have nothing to do with government and have nothing to do with either the production or distribution of food. The demand for an answer to this problem of hunger which comes from the public at the present time and which this proposed legislation recognizes does not come from the selected few but from a general conviction on the part of the American people that we have both the ability and the desire to eliminate hunger and all we need now is to motivate the proper segments of our government to accomplish a job which is well within our capabilities.

We recognize that there will have to be some communication between the Department of Agriculture and the Department of Health, Education and Welfare, and we believe that this can be taken care of through an Advisory Council on Human Nutrition. If this responsibility was moved to HEW, then a similar provision would have to be made at that point in order to correlate the work of that Department with the Department of Agriculture. That is, unless it is the purpose of the Congress to move the whole field of the purchase and handling of surplus farm commodities over to HEW also.

In our opinion, the Department of Health, Education and Welfare has not demonstrated in their personnel or in any other area that they have the expertise that is necessary to carry out this function. It seems to us that it is necessary not only to have the good will which would motivate the carrying out of such legislation, but there should be at least a minimum of experience, and desirably a maximum of expertise in the field. This, according to any measurement which we can find, is in existence in the Department of Agriculture in greater abundance than in the Department of Health, Education and Welfare.

Last, and of critical importance, I think we should be candidly frank and say to ourselves as to the Committee that the funding of agricultural programs for our agricultural producers has become increasingly difficult. We are convinced that some of the difficulty lies in the friction that has been allowed to develop between different parts of the Congress. We have repeatedly seen in the last few years the successful attempt on the part of those who represent the nonagricultural segments of our society in the Congress of the United States to limit and reduce the farm programs, not because they are against the programs, but as an act of retribution against those whom they feel are responsible for them not getting equitable treatment.

We are not among those who believe that the American public is fed up with farm programs and that the Congress will not continue to fund them in the future. We are among those who believe that this can be true if the food programs are not given sufficient appropriation and adequate funding to meet the very basic social and economic objectives which are the minimum which should be accepted by any civilized society. We are also convinced that the mood of the

Congress at the present time is such that the failure of this committee and its companion committee in the other body to recognize this fundamental political fact will result in the removal of this subject material from the Department of Agriculture, and at the same time, from the jurisdiction of these committees. In the event of a concerted drive to accomplish this, we must admit that the farm organizations and their friends in this committee would be powerless to prevent the accomplishment of this objective.

Therefore, in conclusion, let me again state that the National Farmers Organization is in complete agreement with the purposes of this act, with the provision for the implementation of the act, and we believe that the best interest of American agriculture as well as the certainty of the best interest of the unfortunate people in this bountiful land who lack an adequate diet, our total national interest, and especially our national interest in the field of international relationships where it relates to the moral leadership of the United States in the free world, would all be best served by the approval of this legislation and the assurance to the Congress and to the people of the United States and that the committees which are responsible for the authorization and appropriation of sufficient funds for these purposes will give continued sympathetic and positive action towards the implementation of these programs. If this is done, this great committee will have earned the undying gratitude of millions of Americans, both producers and consumers of food alike.

Mr. GRAHAM. I don't think I have ever read a statement completely since I have appeared here, about 6 or 7 years. So I am not going to start now taking up your time.

I think farmers—well, I will say NFO—I am not speaking for them alone—I think farmers are really interested in trying to get their food into use, and especially if possible through commercial channels, but nevertheless, to see it used.

I think it has been built into our society a very great revulsion against food going to waste. I think that is a part of the American farm concept.

I think there are very few farmers that don't think about that, and food that is not being used, when it could be used to some extent, is going to waste.

I think the language of the bill does a particularly important thing, that it sets out a commitment which should have been made a long time ago and should be a part of the record for our own good and for the good of many other people.

We have had a commitment one way or the other for the farm programs and for the purpose of the farm programs for many years. We have had commitments in many fields. We have made passes at this problem of solving the hunger problems of the country and of the rest of the world.

The committee can be commended for what it has done, but I think the job in its larger proportions has become more apparent. The size is greater than any of us 5 years ago would have dreamed could be possible.

So we have two or three problems. One is that people, I think, ought to be fed. I am not going to get into the argument about whether a man who is able to work should be fed for nothing. That is another question. I don't know whether you can feed his children without feeding him or not, which makes it extremely difficult.

Of all the needs people have, food, housing, clothing, the one they can't do without is food.

They can't be shortchanged on food.

The cost of malnutrition for children, which cripples them physically and mentally for all their lives, is a terribly expensive bill to pay.

I don't think we should be prepared to pay that one when we can pay for one with less money than the tragedy that comes at that point.

I think we are all aware of the way this problem of hunger as it is being thrown around at us today is being used in the rest of the world. We had some problems in the Public Law 480 program overseas when the Communists used some of the efforts we were making to try to discredit us. We are fast on the draw in trying to write articles about the conditions in the Communist countries, and if we don't expect them to do exactly the same thing, then we are no more naive than we ought to be.

I think they are beating us over the head in our international relations at this point. The fact is we do have a tremendous capacity, and the island of hunger is something we have undoubtedly used and we will continue to use them. This, in terms of our total international posture, I think is extremely important.

We would give emphatic approval to the continuation of these programs in the Department of Agriculture, and also to the appointment of an Assistant Secretary for Human Nutrition and the establishment of the Advisory Council on Human Nutrition with adequate compensation to carry out its duties and to other administrative acts which may be the result of this proposal.

We are familiar with the reasons that have been given, and they are still being advanced to take these programs out of the Department of Agriculture. We think they ought to stay there, because we believe the Department of Agriculture has the knowledge and the expertise, the experience to carry out the purpose of this act. I am not proposing they know everything to know about nutrition. But they do have the extension service, and I was pleased to note there is an additional amount in the budget of the Department of Agriculture this coming year for education in the extension service. It is probably all we can spend effectively, because we have to beef up the whole program and use a good many people, and the extension program has to be extended into the city and into some rural areas that aren't very well taken care of with the State colleges of agriculture and nutrition or home economics, whatever they call them.

On the basis of this, it seems to me it should stay there. It should stay there for the reason that the Department of Agriculture is in a position where it is using some of its funds to purchase supplies for school lunch programs. It is in a position to use this money more efficiently than anybody would.

They know what the market is. When chickens are low and the market is down, that is when they can buy chickens. When the market is flooded with beef, that is when they buy beef. They purchase them at the time of the lowest market. I don't think you can put that function over any area except in the Department of Agriculture.

Frankly, I don't believe—and I have some friends that argue with me—that the Department of Agriculture is not concerned with humans. I don't think that is true. I don't think it is true of that committee. I don't think you can say that of anybody. I think all of us have concern for humans. I just resist the idea that this concern for human welfare has to be vested solely in the Department of Health, Education, and Welfare. I don't think they have a monopoly on this concern at all.

There has to be communication, of course, and this can be taken care of in the Council. There may be better ways than this Council business, maybe a better way than using an Assistant Secretary of Agriculture, but the fact is that I think we have to lift this whole concept up within the Department of Agriculture, and I don't think we can get it to its proper level by making it subordinate for instance to a Director of Consumer Market Services. It just puts it too far down on the pecking order to get the kind of attention it needs.

I think the Department has demanded attention, and I think it is one way to alleviate the flack in the area around the Department at the same time. I hope the Department can find a way of doing this, if not an Assistant Secretary, at least somebody charged with the responsibility, one given enough authority and enough prestige to know that the administration through the Department is going to do the job that needs to be done.

I was a little disappointed with the President's message of priorities that this hunger was not included in any of the stated 10 priorities, but not at the level which in my judgment it ought to have taken.

This last reason I have in here is one which I hope is taken in the spirit of constructive criticism, but I think we have just got to face the fact that if the Department of Agriculture, to assume this responsibility—if it does not assume this responsibility in its total form that this whole function will be taken away from the Department and away from this committee. I don't want it taken away from either one. I think it is important that it stay where it is in the administration. I think it is important it stay where it is here in the Congress.

There is a great deal of pressure on this. I think you are aware of this the same as I am. It is one of the practical political problems we have to face, but I don't think it is an unimportant problem at all, because much of the future of our farm programs, our whole program of agriculture, I think, is closely interrelated with what we are able to do with this problem we are talking about this morning.

In conclusion, we support the purposes of the act, the outline of the way the act could be implemented and administered. We are not going to be dogmatic and say this is the only way it can be done, but we are dogmatic enough to say it is the best suggestion we think has been made to solve this problem up to the present time.

Mr. Chairman, that is all I have to say on this.

The CHAIRMAN. Thank you, Mr. Graham. We appreciate your appearance. We appreciate your constructive suggestions.

We are very much obliged to you.

The committee will stand at recess until 10 o'clock tomorrow morning, at which time we will try to complete this hearing.

(Whereupon, at 12:18 p.m., the hearing in the above entitled matter was recessed, to reconvene tomorrow, Thursday, April 24, 1969, at 10 a.m.)

HUMAN NUTRITION ACT OF 1969

THURSDAY, APRIL 24, 1969

HOUSE OF REPRESENTATIVES,
COMMITTEE OF AGRICULTURE,
Washington, D.C.

The committee met, pursuant to recess, at 10 a.m., in room 1301, Longworth House Office Building, the Honorable W. R. Poage (chairman) presiding.

Present: Representatives Poage, Stubblefield, O'Neal, Foley, de la Garza, Vigorito, Jones of North Carolina, Montgomery, Alexander, Burlison, Rarick, Jones of Tennessee, Belcher, Teague, Goodling, Miller, Mathias, Mayne, Zwach, Kleppe, Price, Sebelius, McKneally, and Mizell.

Also present: Christine S. Gallagher, chief clerk; William C. Black, general counsel; Hyde H. Murray, associate counsel; John A. Knebel, assistant counsel; L. T. Easley, staff consultant; Martha S. Hannah, subcommittee clerk.

The CHAIRMAN. The meeting will please come to order.

We are here for the further consideration of the bills that are collectively known as the Human Nutrition Act of 1969, and while we have some congressional witnesses and we have the Senator from Kentucky with us this morning, we have promised to hear Dr. Charles U. Lowe, who is the chairman of the Committee on Nutrition of the American Academy of Pediatrics, the National Institute of Health as the first witness.

He has an important appointment a little bit later, and I hope that our other guests will understand that is a commitment that has been made for some time.

We have Dr. Lowe with us and we are delighted to have you, and we will be glad to hear from you at this time.

STATEMENT OF DR. CHARLES UPTON LOWE, CHAIRMAN, COMMITTEE ON NUTRITION, AMERICAN ACADEMY OF PEDIATRICS, NATIONAL INSTITUTES OF HEALTH, BETHESDA, MD.

Dr. Lowe. Thank you very much, sir.

Mr. Chairman, it is my pleasure to appear before your committee today at the invitation of one of your members, Congressman Foley. I want to emphasize that I am here in my capacity as chairman of the Committee on Nutrition of the American Academy of Pediatrics and not as a staff member of the National Institutes of Health.

My remarks will, of course, reflect my training and experience as a pediatrician, but they are not intended in any way to reflect departmental policies or viewpoints.

My comments will attempt to place infant and child nutrition within the scientific context of our understanding of human development and maturation. My discussion will emphasize the important relations between the nutritional experience of our children and their eventual competence as adults when they enter the competitive life of our American society.

Ours is a rich Nation. We are blessed with a vigorous, literate population; a vast fertile, well-watered alluvial plain; incredible mineral resources; and a sophisticated, massive industrial complex.

Six percent of our people engaged in farming produce enough food to feed our 200 million people and, in addition, another 160 million people in the rest of the world—while leaving untilled 50 million acres, almost one-half of our total agricultural resources. Production figures stagger the imagination, and the numbers involved are difficult to conceive. Fifteen boxcars, each filled with 40 tons of produce, leave American farms day and night every minute of the year to provide the staggering annual total of 324 billion tons of food or forage.

Retail food sales amounted to \$120 billion in 1965, accounting for about 20 percent of our gross national product. It has been said that with maximum utilization of our crop acreage, we could feed one-third of the world—1 billion people.

The combination of fertile land, conservation of acreage, wise use of mechanical and chemical aids, inventiveness, and energy provide this land with agricultural capacity so far beyond that of any nation in the world that comparisons become meaningless. Yet there are many hungry people in our land.

Do we have the distributive network capable of bringing food to all those in our land? Approximately 265,000 retail food outlets exist in our country. These pervade the smallest hamlets and reach into the most remote rural districts of our country. The food industry is vigorous, powerful, and effective, and the distributive network it supports is highly efficient.

One can assume, therefore, that agricultural productivity and distributive technology are adequate to our need and available and responsive to demand. Why then is there hunger in our land? The answer is simple. Many in America cannot purchase the food they need with the dollars available to them. If they are children, they are apathetic and withdrawn; if they are adults, they are listless and sluggish; if they are infants, they die; and if they are old, they starve.

We have become increasingly convinced that malnutrition does exist in certain segments of our society. This impression is derived in part from anecdotal material published in newspapers designed for public consumption; it is reinforced, however, by the results of specific nutrition surveys conducted under the auspices of the Public Health Service and made available to professional audiences. Though we must acknowledge that these surveys are incomplete and even fragmentary, they do provide some scientific basis for the belief that not all Americans receive adequate amounts of food.

Malnutrition in America has a predilection for those living in poverty. Nutritional deprivation is not prevalent in middle-class Americans. It, therefore, becomes necessary to examine some of the concomitants of poverty so that we may review in specific detail the impact of nutrition, per se, upon the welfare of children.

What are the statistics of poverty as they relate to infants and children? Of the 58 million children in our country under 15 years of age, it is estimated, using the definitions provided by the Social Security Administration, that almost 11 million, or 24 percent, live in poverty.

The majority live in 6.8 million family groups. Half of the 30 million impoverished people are children, and this number includes 11 million children under 18 years of age living in poverty, and another 6.15 million from families with incomes barely above the poverty line.

In effect, one-fourth of the Nation's children, and one out of every three children under 6 years of age, are living in homes in which incomes are insufficient to meet the costs of procuring many of the essentials of life, and particularly food.

I might point out that poverty is not limited to the nonwhite population. Although 40 percent of the black people in this country live in poverty as compared with 12 percent of the white population, it is estimated that a total of 21 million white people and only 10 million black people live at or below the poverty level. Thus the problem is more a white problem than a black problem. In addition, poverty exists in all regions of our country, on the farm, in the mountains, and the valleys of Appalachia and in the urban ghettos.

It has been said we are dealing with a problem which "spreads thinly like a retreating nerve network over the hamlet traces of past and dying industry; mining, lumbering, transportation, and farming, with rural, nonfarm poverty outnumbering farm poverty 2 to 1."

Let us consider what happens to children born in these environments of poverty? The infant mortality rate is from 2 to 3 times as high as it is in middle-class America. In our favored communities, the infant mortality rate is 16 deaths per 1,000 live births. In our poor black communities, it may be as high as 50; and in some predominantly black rural slums, rates may reach 100 deaths per 1,000 live births. This last figure means that 10 percent of all children born, die within the first year of life.

The prematurity rate in our poor is from 2 to 4 times as high as it is in middle-class communities. In suburban American counties, the prematurity rate amounts to 5 percent. In the inner city of certain urban slums, it may amount to 25 percent. This figure is of considerable importance when we realize that up to 75 percent of all infant mortality in the first month of life results from immaturity.

Accompanying these high infant mortality and prematurity rates is a material mortality rate almost twice as high among the poor as it is among the middle class. The percent of illegitimate births is 2 percent among middle-class Americans, whereas, among the poor this number is 30 percent; and in some selected urban areas it may reach 50 percent.

It is interesting to note that within the last 30 years illegitimacy per thousand unmarried women has increased 100 percent among white women and only 62 percent among black women. In contrast to the statements of the moral Casandras of our time, illegitimacy is highest among women between the ages of 24 and 29 and lowest among teenagers.

This wastage of human lives reflects a constellation of environmental and social conditions and cannot be ascribed to a single variable. What

is most critical for the future of our country is the fact that children in the culture of poverty, particularly those prematurely born, contribute the major numbers of those of our population who grow up to be mentally retarded. Depending upon the degree of prematurity or immaturity, up to 50 percent of low-birth-weight infants may, upon survival, have intellectual quotients below 70 percent.

In short, they are too dull to fend for themselves. It has been estimated that approximately 70 to 80 percent of all mentally defective children are born in a poverty environment. Other concomitants of poverty include the following adverse social factors: Crime, a marked increase in school dropouts and, hence, decreased employability, a decreased life expectancy, and an increase in chronic illness and in broken and fatherless families.

This pattern is neither attractive nor acceptable and demands repair, for it troubles the conscience of thoughtful Americans. In my opinion, of all the forms of intervention which appear to provide the greatest possibility of social benefit, the relief of malnutrition and hunger among those living in poverty stands first.

This conclusion is based upon the following considerations:

One. When the pregnant mother lives in an environment in which malnutrition exists, her infant is smaller at birth than an infant born to a mother living in middle-class comfort, hence premature. In addition, the placenta, the organ nourishing the fetus while it is in utero, is smaller, and contains fewer cells in the malnourished mother than it does in the well nourished mother.

Two. Severe nutritional deprivation during the first 18 months of life prevents normal brain development and the number of cells present in the brain of infants dying of severe malnutrition may be from 20 to 50 percent below that present in age peers dying of causes unrelated to nutrition. I emphasize they have lost half their brain cells.

Three. Animal studies indicate that at the time of birth, whether premature or at term, the protein manufacturing machinery of the brain abruptly ceases to act. Thus the prematurely born animal starts life with less brain protein than normal. These studies have not been extended to human infants. If we assume, however, that the phenomenon identified in animals does in fact apply to the human situation, we have an additional explanation for the appalling incidence of mental retardation among prematurely born infants, so many of whom are born to malnourished mothers living in poverty.

Four. In limited studies conducted in countries other than our own, it appears that when early life experience includes malnutrition, the development of cognitive functions, the ability to deal with symbols—to reason, read, and write, is severely compromised. Although the total explanation for this intellectual deficit cannot, at the moment, be ascribed solely to nutritional factors, the evidence from animal studies strongly suggests that malnutrition plays a key causal role in this type of intellectual malfunction. We do not yet have evidence that the intensity and types of malnutrition found in American children prevent normal intellectual development. But such studies as are available among children growing up in the culture of poverty in America indicate that cognitive function is defective. How much of this intellectual deficit relates to malnutrition and how much to social deprivation remains moot.

Thus it appears that whatever injury inadequate nutrition does to human beings, it is probably that the insult occurs during gestation; the earliest days of life; and certainly during the years prior to the experience of formal schooling. Under these circumstances, it is important to concentrate any discussion of malnutrition upon the potential injuries to infants and children and the possible social benefits that will accrue if adequate attention is paid to the nutrition of pregnant mothers and young children.

Although an increasing body of scientific data suggests a relation between ultimate intellectual accomplishment and educability of the child with the nutritive condition of the pregnant women, the infant and the preschool child, the argument concerning the relative importance of genetic endowment, as opposed to environmental influence and nutrition, is hardly germane. Inheritance may establish a ceiling above which each child cannot achieve. However, when malnutrition is coupled with the constellation of adverse environmental factors that are characteristic of life in poverty, it is clear that intellectual growth will be jeopardized and in this way preclude attainment of the maximum genetic endowment. There is no evidence that feeding people makes them smart, but it is indisputable that hunger makes them dull.

The coexistence of poverty, a high incidence of prematurity and of low-birth-weight infants, increased maternal mortality and almost unbelievable prevalence of mental retardation and malnutrition in the impoverished, strongly suggest that these social illnesses do not co-exist by chance but, rather, that they are interrelated. Studies now underway are attempting to forge the scientific link which will connect these variables. If all the data currently being developed are consistent with the hypothesis that malnutrition is the common denominator of each of these evils, when by providing adequate food, we can in fact begin to break the cycle of poverty.

What are we doing to provide food for those in need? First let us consider public assistance. Only 6 percent of the 55 million American children received public assistance in any form in 1968. Yet, it is conservatively estimated that 35 percent require public assistance in some form in order to meet minimal needs for food, housing, clothing and recreation. Almost 9 million people receive public assistance in one form or another, but only 30 percent of the people living in poverty or near-poverty have access to such support; and 12 million people live in families in which the per capita income is less than \$500 per year.

It is important to emphasize that the group of 9 million people receiving public assistance contains less than 50,000 able-bodied males. Estimates indicate that even among the 9 million people receiving public assistance, only 2½ million people receive sufficient cash from this subsidy to buy adequate food.

In considering the food budget, certain facts are of great importance in regard to the poor. In middle-class households approximately 17 percent of income is spent on food. In poor families this figure jumps to 30 percent. When income falls below a critical level, the percent of the budget spent for food tends to become fixed. In effect, food becomes the elastic element in the budget, for rent must be paid, clothing must be bought, and certain other necessities of life seem to enjoy a higher priority than food.

There is a group of Federal programs designed to make food available to poor families, we must consider the following:

The commodity distribution program reaches approximately 3.5 million people. The defects in this program have been frequently identified. For our purpose, of the greatest importance, perhaps, from the point of view of relieving malnutrition, is the fact that so few of the people in need receive whatever benefits this program might provide.

The food stamp program, as this committee well knows, is not universally available. It reaches only about 3.5 million people and many poor families live in jurisdictions unserved by this program.

The school lunch program in 1968 was available to approximately 19 million children, although over 50 million children were registered in the schools of our country. What is critical, however, is the fact that of the estimated 7 million schoolchildren living in poverty households, only 2 million attended schools where a school lunch was available. The other 5 million got no benefits from this program.

Additionally, the school lunch program, by its very nature, cannot reach those most in need.

The special food program for infants and mothers is now reaching well over 300,000 clients. It is estimated, however, that approximately 750,000 mothers and an equal number of infants should have the benefits of this program if national well-being is to be accomplished. Unfortunately, the scope of this program is far too small to meet the national need.

The feeding programs for preschool children of OEO reach only about 400,000 of the approximately 5 million preschool children who require the assistance of public food programs, and we do not know whether those in greatest need actually are included.

In the aggregate, the food and nutrition programs, exclusive of those providing school lunches, have an annual cash value of \$40 per person per year for the 8 million who receive such benefits. They fail to reach in any form the other 20 million-plus living in or near poverty and they supply only about 12 percent of the estimated annual food budget for those in need.

What can we do to meet the nutrition needs of America so that infants will survive and our children will grow up strong in mind and sound of limb?

Though the data base for estimating the actual caloric deficit of infants, children and adults is uncertain, we can assume that approximately 10 million people require dollar assistance to meet all their food needs and another 10 million people require support to procure approximately 30 percent of their nutritional requirements. It has been estimated that the productivity of 50 million acres of American farmland feeds 360 million people.

These figures, therefore, indicate that it requires the productivity annually of approximately one-sixth of an acre to feed one person. This remarkable fact emphasizes the high level of agricultural efficiency characteristic of our American farms. Therefore, to provide food now not available for approximately 10 million people, it would be necessary to bring into agricultural production approximately 1½ million more acres of farmland and, for the additional numbers of people requiring partial assistance, an additional half-million acres. Thus, the

productivity of 2 million more acres could feed all those presently malnourished.

We have a sound set of figures upon which to estimate the dollar cost of relieving malnutrition. Food to meet the needs of an adult costs approximately \$1 a day; infants, during the period they are bottle fed, need 36 cents a day for milk. The parents of a middle-class infant during the first year of life have spent \$110 for milk and approximately \$107 for solid food.

Extrapolating these figures to national need, one can estimate that in addition to the present food programs, we must spend another \$3 billion if we are to provide adequate food for all those in America who are now suffering some degree of malnutrition. The cost, although great in dollars, is a small fraction of the gross national product; less than one-third of 1 percent and minuscule compared to the social cost of failure to feed hungry children.

Calculation of the social cost of malnutrition may be appropriate under some circumstances, but the compelling needs of the hungry child subverts any economic calculus. On a humane basis alone, we cannot countenance significant hunger or malnutrition in this country. An additional consideration impels me to appear before you. It is my belief, based on the evidence presented, that the critical element involved in breaking the poverty cycle is that of nutrition. If we can provide adequate food to pregnant mothers, and infants, and to preschool children, we will go a long way toward helping those in poverty break out of the culture of deprivation, and once the cycle is broken the costs are nonrecurring.

This committee, Mr. Chairman, has a unique opportunity. By its action on programs relating to the relief of malnutrition, it can start this country toward a new era of economic plenty for all. By feeding the infants and children of our country, we will begin to break the poverty cycle and lift those in want out of the doldrums of deprivation so that they can join the mainstream of American life. Few groups in our country have this opportunity and few, given it, can fail to reckon with this responsibility. Yours is a challenge and an awesome opportunity.

Thank you, sir.

The CHAIRMAN. Thank you, Dr. Lowe. We very much appreciate your discussion on the effect of malnutrition.

I don't want to detain you unduly, but you got onto a matter of considerable interest that is off of your basic subject—and I realize that that is what we ought to keep on. You discussed on page 4, the percentage of illegitimate births among middle class and white and colored people. It raised this question in my mind: Do you consider that illegitimacy is the result of poverty or maybe that poverty is the result of illegitimacy?

Dr. LOWE. You have asked a very important question, and as you may suspect, the answer cannot be categorical.

In my presentation to you, I tried to establish what I called the culture of poverty. Certain things happen to individuals living in poverty, and one of these is a high level of illegitimate births.

From the point of view of nutrition—and I know this is what interests the committee—there are some interesting aspects to illegitimacy. The prematurity rate is much higher among illegitimate mothers, and this, of course, creates this large number of mentally retarded children.

One would have to answer your question indirectly and say that I would look at illegitimacy as a social evil that will slowly be corrected as we deal with the poverty problem, but certainly the rate of reproduction in poor families contributes enormously to their status in poverty.

The CHAIRMAN. Well, you said that it would probably be slowly cured as we cure the poverty problem.

Dr. LOWE. Yes, sir.

The CHAIRMAN. And yet at the same time you gave us figures that indicate that the rate of illegitimacy was increasing considerably more rapidly among white women than colored women, and generally we look upon colored people as suffering more from poverty than the whites.

If the increase is primarily among those who are not in the poverty situation, then can we determine that poverty is a major cause of illegitimacy?

Dr. LOWE. Well, I can only say that it exists in the culture of poverty. Remember, that the white poverty is twice as common as black poverty, and part of the answer to your question might be that the increase in illegitimacy—

The CHAIRMAN. Yes; but the percentage isn't.

Dr. LOWE. No, the percentage is far lower. It is 40 percent.

The CHAIRMAN. What you gave us was the percentage of increase, which was much higher among whites than colored, not the total number, but the percentage?

Dr. LOWE. Yes, sir. I said that the white rate of illegitimacy per thousand unmarried women had doubled over a period of years, whereas among the blacks it had gone up 68 percent.

But another point is that the absolute rate is far higher in the black population than in the white. The rates are one thing and the absolute numbers are another.

The CHAIRMAN. Mr. Teague.

Mr. TEAGUE. Mr. Chairman, I was going to get into the same subject.

I think most of your points are clearly made and I can see considerable merit in them. But I fail—as the chairman indicated he does—to see the connection between poverty and illegitimacy. I just don't understand that. Frankly, I am not satisfied with your answer.

Dr. LOWE. Well, sir, as I think I tried to indicate to our chairman, the answer cannot be categorical. There are certain characteristics of what we call the poverty culture, school dropouts, crime, and illegitimacy is one of them. I think that you are asking a question that demographers have difficulty in answering, and I would say I can't be terribly helpful.

Mr. TEAGUE. Doctor, I think that is the only weak part of your statement. While I might not agree with all of it, you have good reason for making the statement you did. I can't agree with you on this one.

Mr. FOLEY. Mr. Chairman.

The CHAIRMAN. Mr. Foley.

Mr. FOLEY. I would certainly like to congratulate you on your statement. You have done a very fine job in presenting some essential facts to this committee. I think your testimony in your statement con-

stitutes an important social document for this country and for all the Congress and all who are concerned about nutrition.

I gathered from your testimony that you believe that the concern of our society for malnutrition and hunger problems should be directed with greater priority to preschool children and infants. Is that correct?

Dr. LOWE. Yes, sir; and pregnant women.

Mr. FOLEY. And pregnant women.

Dr. LOWE. I think these are the three high risk, high payoff groups, to the best of our knowledge.

Mr. FOLEY. Would it be your judgment that we are giving far too little attention to that particular category of our social community—the pregnant mother and the nursing infant, and the preschool child?

Dr. LOWE. Yes, sir; because this is the group that falls between the chinks of these various programs, and they are the most difficult group to reach, in addition. So I would answer yes to your question.

Mr. FOLEY. Thank you very much.

The CHAIRMAN. Thank you, Mr. Foley.

Mr. Mayne.

Mr. MAYNE. Doctor, I wonder if you could tell us the source of the very interesting quotation which appears on page 3 of your testimony?

Dr. LOWE. In the way I gave it or the revised form?

Mr. MAYNE. I will read it: "A problem which 'spreads thinly like a retreating nerve network over the hamlet traces of past and dying industry.'"

Dr. LOWE. That is a quotation from an article in the Saturday Review of Literature on Poverty in Appalachia. I am sorry, I don't recall the name of the writer, but I will provide it.

Mr. MAYNE. I would appreciate it. There is no rush, but later.

Thank you.

The CHAIRMAN. Mr. Kleppe.

Mr. KLEPPE. Thank you, Mr. Chairman.

Dr. LOWE, I just have one question, in two parts.

I am now looking at your statement on the bottom of page 2, the top of page 3, and the first part of my question is for the background of your figures that you have used, What have you considered the poverty level? Can you put a dollar figure on there?

Dr. LOWE. Yes, sir. I have taken the figures provided by the social security agency. May I read you the general—

Mr. KLEPPE. Could you do it briefly?

Dr. LOWE. Yes, sir. The typical group, of course, is the family group as a family of four and with \$3,500, is what they consider.

Mr. KLEPPE. That is the level you refer to here when you talk about one-fourth of the Nation's children, that is 25 percent, are living in homes in which incomes are insufficient to meet their needs?

Dr. LOWE. Yes, sir.

Mr. KLEPPE. That is the level you use. All right.

The second part of my question is, Can you give me the source of that 25-percent figure? This strikes me as being very large. You say one-fourth of the Nation's children—

Dr. LOWE. That is right.

Mr. KLEPPE (continuing). Are living in homes in which incomes are insufficient to meet the cost of procuring many of the essentials of life and—

Dr. LOWE. That is social security agency figures.

Mr. KLEPPE. That is a social security agency figure?

Dr. LOWE. Yes, sir; and it has been used in the President's Commission on Mental Retardation. They recast the figures and brought them up to date.

Mr. KLEPPE. Would you say the same source was used for this which says one out of every three children under 6 years of age?

Dr. LOWE. Yes, sir.

Mr. KLEPPE. Thank you.

The CHAIRMAN. Thank you, Mr. Kleppe.

Mr. Montgomery.

Mr. MONTGOMERY. Thank you, Mr. Chairman.

I would also like to thank Dr. Lowe for appearing before our committee and giving us these interesting facts.

Getting back to the reason for having committee hearings on these bills that have been introduced, I don't see in your remarks where you comment or give your opinion or endorsement to these bills which propose an Under Secretary of Agriculture for Nutrition.

What is your feeling on this, sir?

Dr. LOWE. I would prefer, if I may not, to comment. My appearance here, I would like to think, is a professional person, and being a Federal employee, I prefer not to take a position on a bill before this committee.

Mr. MONTGOMERY. Thank you.

The CHAIRMAN. Mr. Zwach.

Mr. ZWACH. Mr. Chairman, and Doctor, I have been very much interested in your presentation, especially your statement as to our tremendous ability to produce food.

I think the main thrust of your thinking is that this food should be zeroed in early in life, before birth and after birth, and what we need to do is to develop programs, school lunch supplements, we need to develop a program that will zero the food in at the home.

Dr. LOWE. Yes, sir; that would be my opinion.

Mr. ZWACH. Now, do you think the food stamp program can be made such a program?

Dr. LOWE. The most important element in the food stamp program, in my opinion, that favors it is that basically it uses private enterprise as a distributive system. I am enormously impressed with what private enterprise can do in two parts of the food system.

One is distribute and the other is educate.

Mr. ZWACH. It does zero into the home where you say it needs to be?

Dr. LOWE. Right. So that if we use the food industry to distribute and to educate and use the food stamp program to get into the home, I think we have a chance of succeeding.

Mr. ZWACH. Thank you.

Dr. LOWE. Let me just say, about the school lunch program, I don't want to downgrade it in the sense to leave you feeling that I think it has no merit. This is not my intention.

Mr. ZWACH. I didn't intend that in the question.

Dr. LOWE. But in terms of priority.

Mr. ZWACH. The real problem on giving them the right start is at this area?

Dr. LOWE. Yes, sir; that would be my opinion.

The CHAIRMAN. Mr. Burlison.

Mr. BURLISON. Mr. Chairman, Dr. Lowe, I would like to commend you on a very fine statement. I think you have got interesting, and to me, rather startling information in the statement, in addition to some of the points that have been mentioned by other members of the committee.

I would like to refer you to the bottom of page 3 and top of page 4 of your statement, about the infant mortality rates. Could you give us the source of that information?

Dr. LOWE. The source of the infant mortality rate?

Mr. BURLISON. Yes.

Dr. LOWE. Well, it is a publication of HEW—

Mr. BURLISON. I am particularly interested in the phrase "and in some predominantly black rural slums, rates may reach 100 deaths per thousand live births."

Dr. LOWE. Yes, sir.

Mr. BURLISON. Do you have the reference to that publication?

Dr. LOWE. This is the Compendium of Infant Mortality Rates put out every 5 years by the Children's Bureau, and the title of the document, I think, is "Infant Mortality Rates."

Mr. BURLISON. Does that publication contain the locations, the specific rural locations, in which this rate has reached 100 per thousand?

Dr. LOWE. Yes; broken down, county by county. But you must remember that they lag behind social events, because the compiling of such a document is tedious. I think they are about a year and a half behind all the time.

Mr. BURLISON. Do you recall where those localities are?

Dr. LOWE. My memory, if it serves me correctly, is in one of the middle Mountain States in Appalachia. I think this is where the highest figures were—no, this is the black rate. The black rate would be in more Southern States. The highest white rates are in Appalachia and the highest black rates are farther south.

I can't cite the county, but I would be glad to provide the committee with this.

Mr. BURLISON. I would be very pleased if you would provide that.

The CHAIRMAN. Mr. Alexander?

Mr. ALEXANDER. I thank you for your professional statement that you have given us today.

There have been several questions relating to authorities which you use as support for your conclusions and recommendations. May I ask you to add me to the list that you are going to submit to these other gentlemen, and would it be too much to ask of you, sir, to provide a list of authorities for the whole document?

Dr. LOWE. I would be glad to.

Mr. ALEXANDER. These conclusions are very dramatic, and they affect the possibility of passage or failure of bills that are before the House. I personally would like to review some of the authorities for my own edification and satisfaction.

Dr. LOWE. Yes, sir.

Mr. ALEXANDER. Thank you.

The CHAIRMAN. Are there any further questions?

(No response.)

The CHAIRMAN. If there are no further questions, Dr. Lowe, we

are very much obliged to you for giving us an interesting and enlightening statement. I appreciate it.

Dr. Lowe. Thank you, sir. I appreciate the opportunity.

The CHAIRMAN. Our next witness scheduled is Congressman Neal Smith, who is well-known to all of the committee.

We are always glad to have you present, Mr. Smith.

STATEMENT OF HON. NEAL SMITH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IOWA

Mr. SMITH. Mr. Chairman, I am appreciative of the opportunity to be here. I will be rather brief, and I am trying desperately not to cover matters that have been covered within the last 2 days.

I am here, of course, to express myself on the bill, H.R. 7919, a bill, the purpose of which is to help provide a more coordinated program in the administration of the National School Lunch Act, the Food Stamp Act, direct distribution of commodities, the Child Nutrition Act and any other provisions of law relating to Government food programs.

In addition, it is hoped by me, as one of the coauthors, that it will provide some increased attention and be one of several things that needs to be done in order to give the attention that nutrition deserves as an important ingredient in our national health.

The vast majority of the hogs and cattle that are fed in the United States consume a balanced ration with the protein content and other nutrients available that will give them the most desirable type growth and development from the time they are born; yet, at the same time the vast majority of the people in the United States are either underfed, overfed or eat a ration that is not properly balanced.

Some of this, I think is caused by eating habits being passed down from generation to generation. Some of this cannot be cured if they are going to have the same eating habits. Income is not the whole thing. While some of it is caused by lack of family funds, some of it is caused by persons who spend plenty of money on food and drink consuming the wrong kind of food.

Some people might correct their dietary balance if we had as much information on what is good for people as we have on what is good for animals.

Thanks to this committee, a great deal of research, valuable and successful, has been done by the land-grant colleges and the Federal Government to determine the effect of proteins and other ingredients upon the development of animals and to develop also the specialists in animal nutrition. But we depend largely for persons upon doctors of external medicine and pediatrics.

Although we have not directed an equal amount of attention toward man's dietary problems compared to animal dietary problems, we do know some things, as indicated by the previous witness, that we are not taking advantage of. For example, we know that man's dietary problem includes the fact that he is totally unable to store excess protein in the body to be drawn on as needed but that at the same time he will store other food ingredients far in excess of what he is likely to need. Man must have a steady supply of protein since it cannot be stored and is necessary to replace the wornout cells with new ones. We know that protein makes up 80 percent of the nonwater weight and

muscle and 90 percent of the nonwater weight in blood as well as 35 percent of the dry weight in bone. We know that such vital organs as the liver, heart, and kidneys are being broken down and replaced at such a rate that half of them must be renewed each 10 days.

While proteins are obviously important to adults, it should also be apparent that an adult can live in reasonable health of a protein supply that would be totally inadequate for a child, as indicated by the previous witness, because the child also requires protein for new growth as well as replacement of cells. Since the child eats only half the quantity of food as the adult, in order to secure more protein, his food must obviously be more highly concentrated.

Although we need to know more about nutrition and malnutrition, it is obvious just from what I have already cited that lack of sufficient protein in the diet would severely handicap a child to the extent that permanent injury could result. Although there are too few specialists in the field, the ones we have seem pretty well agreed that there is a definite relationship between nutrition and mental retardation. Although they don't know precisely the extent of the cause or the result, they are also pretty well agreed that the continued stress of malnutrition may result in irreversible neurologic changes which adversely affect the attainment of full intellectual ability.

I think we also need research into such matters as what and how much food is actually consumed rather than just statistics that we have available now on what foods are available for consumption and the extent to which foods consumed are foods preferred instead of just whatever food is available. Some of this research will require controlled long-range studies but we should not wait for the results of long-range or any other studies to put into effect what we already know that so vitally affects the health of our Nation.

While we need to know more about causes and effects of nutrition, we surely do not need to wait any longer to put into effect what we already know as it relates to existing Government food programs. Better coordination of these programs, and some more concentrated attention to overcome problems that are already apparent, could be accomplished by the provisions of H.R. 7919.

For example, we know that the children of malnourished parents tend to adopt their parents' eating habits. If we cannot keep them from eating rolls and starches in excess amounts when they need milk, eggs, and meat, perhaps we could at least use a recipe for making the foods they like which permits adding a substantial amount of dry milk or other proteins.

I think, myself, contrary to what was previously stated this morning, that one of the very best places to start is with the school lunch program, because to some extent we can control protein content of the child through the school lunch program; whereas, it is more difficult through food stamps.

Perhaps those working with child nutrition could better coordinate what they know with some kind of education program so that the recipients of food stamps use them to upgrade their diet instead of merely to buy more carbohydrates and starches.

I happen to be on the HEW Subcommittee for Appropriations for NIH, which deals in this matter, and we now have an experiment underway in Guatamala, being financed by American dollars, which we

hope will eventually give us some answers to these dietary problems. In that study, one-half of the population of one town is being given, free of charge, extra proteins, and a study is being made as to how those people develop and compare to the other half of the population of the town.

I think we have spent far too little on human nutrition studies in the United States in comparison with what we have spent on other kinds of research. I am highly suspicious that a prescription of certain kinds of food might very well help some sick people more than the drugs that have been prescribed. Great advancements have been made through drug research but surely drugs are not the answer to everything and it seems to me that we should do a lot more research relative to nutrition and its effect upon the health of individuals and public health generally.

We find in the case of drugs that the knowledge we already have is not available to large segments of our population due to prohibitive cost or because they do not have a doctor available who can prescribe the drug they need. Just as there is a problem with distribution of the knowledge we now have with regard to drugs, we also are not fully using even the limited amount of knowledge we have relative to nutrition.

I don't think the Department of Agriculture can do the entire job that needs to be done but for the foreseeable future food undoubtedly will remain the principal source of nutrients for humans and the Department of Agriculture is the one that is responsible for most food programs. Therefore, I suggest that the approach in the bill, H.R. 7919, designating an Assistant Secretary of Human Nutrition in the Department of Agriculture to coordinate these programs and use knowledge we now have to a better advantage would be a proper place to start on this overall problem.

In other words, it seems to me that the same kind of attention that we have given to animal dietary problems should be given to human dietary problems. If we can be as successful in solving human dietary problems as previous generations have been in animal dietary research, many people living today will see the time when our abundant supplies of nutritious foods contribute to the health of all the people instead of being denied to some people and being a hazard to the health of most of the rest of the people.

Now, theory and philosophy are OK, but I assume that all people are against hunger. What I am interested in is a practical step to do something about it.

I am not under any illusion that this bill, H.R. 7919, will alone solve the nutrition problems of the United States, but I believe it is a minimum beginning step on this important problem of human nutrition; therefore, I sincerely urge the committee to support the bill H.R. 7919.

The CHAIRMAN. Thank you very much, Mr. Smith.

Of course, you are an old friend and one who knows the problems of Congress. Even though I know the press is going to say that the chairman is a ruthless nitpicker, we are not going to have time enough to get through with our list of witnesses if we take too much time questioning everybody. The chairman has more questions than any-

body, and to forego questions will be real forbearance on my part, but I am going to try to expedite the hearing.

I hope other members will forego as much as they can. I do want to try to get through with all of these witnesses, and we have five or six.

Mr. MAYNE.

Mr. MAYNE. I hope the chairman will permit me to commend my colleague from Iowa on his very excellent statement, which is certainly characteristic of the very fine leadership, which he has been giving in this important field.

Mr. SMITH. Thank you very much.

The CHAIRMAN. Mr. Goodling.

Mr. GOODLING. I have one quick comment, if I may.

Mr. Smith, the man that preceded you was asked where he obtained some of the information he gave. I was curious about your statement, at the top of page 2, and I am not refuting it because I do not know. You say we know that such vital organs as the liver, heart, and kidneys are being broken down and replaced at such a rate that half of them must be renewed each 10 days.

Are you suggesting these organs are renewed every 20 days?

Mr. SMITH. No; the full organ is not replaced each 20 days but about half of it is replaced each 10 days. As I understand it, the same part is then replaced again. The information is from papers presented by scholars in this area.

In our HEW appropriations subcommittee we have had considerable evidence by some of these experts at NIH, and some of this material and these conclusions was gleamed from those statements.

Mr. GOODLING. As I say, I am not refuting the statement, but it seemed like such an outstanding one that it raised questions in my mind.

That is all.

The CHAIRMAN. Thank you, Mr. Goodling.

If there are no further questions, we are very much obliged to you, Congressman Smith. We are always glad to have you come. Come back and visit us.

Mr. SMITH. Thank you.

The CHAIRMAN. We have Senator Cook from Kentucky, and we are delighted to have you, Senator. This is the first appearance we have had from you, Senator, but we are pleased you could be with us.

We want to apologize for keeping you sitting around as long as we have, but I am sure that you will find it becomes impossible to work out the schedules as exactly as you would like to.

We will be glad to hear from you, sir.

Mr. STUBBLEFIELD. I would like to welcome the Senator from Kentucky to the committee. Senator Cook has served for many years as the county judge in Jefferson County, Ky., and he has had extensive experience in dealing with the problems of the poor.

I am sure his background in the subject under discussion here today is considerable.

Mr. Chairman, indulge me for one more moment.

Senator Cook's predecessor, Thurston Morton, at this time of year always, made it a practice to divulge any inside information on the Kentucky Derby. Thus, if the Senator would like to assimilate some inside information, I am sure we would all be recipients.

Senator Cook. Mr. Chairman, I also thank you and Congressman Stubblefield.

The only thing I can say in regard to the last Kentucky Derby that was run, even if I gave you the information and even if the horse won, he might not be the winner.

STATEMENT OF HON. MARLOW W. COOK, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Senator Cook. Mr. Chairman, I am pleased to be invited to appear before this committee to share with you the developments of the Senate Select Committee on Nutrition and Human Needs. Both the committee chairman, Mr. McGovern, and the ranking minority Senator, Mr. Javits, thought the perspective which I have gained of the problems of hunger and malnutrition might be of interest to you.

I have recently come to the Senate from Kentucky, where I was fully acquainted with local problems and conditions as county administrator of Jefferson County. Perhaps I should say, "I thought I was;" the hearings which I have attended since coming to Washington on poverty-induced hunger and malnutrition have more than opened my eyes. They have taught me how easy it is to overlook the hungry and the malnourished, even when they are your responsibility and even when they are within a mile of your office. But first let me tell you how the Senate select committee came into being.

As you know, the summer of 1968 saw hunger hearings on both sides of the Hill. Both the House and the Senate responded to the public's outrage over the hunger revelations.

The Senate developed a resolution, Senate Resolution 281, calling for the formation of a select committee to be drawn from those committees which had firsthand knowledge of the Nation's poor and of the public food programs.

It was proposed that the select committee be made up of 13 members, with five drawn from the Committee on Agriculture and Forestry, three Democrats and two Republicans; five from the Committee on Labor and Public Welfare, again three Democrats and two Republicans; and three Senators selected at large, this time two Democrats and one Republican.

The resolution was cosponsored by 39 Senators from both sides of the aisle. It was referred to the Senate Subcommittee on Employment, Manpower and Poverty—a committee with extensive experience in dealing with the problems of the poor. The committee's members were well aware of the need for manpower retraining, better employment services, and understanding the problems of those who cannot find regular employment and/or cannot receive help from the various welfare programs. But there was more to be learned about the abject poor.

The Senate Subcommittee on Employment, Manpower, and Poverty held five hearings in the summer of 1968. Knowing that the total Congress had yet to learn why hunger existed, and conscious of the fact that the House Committee on Education and Labor was holding extensive hearings on a bill to establish a Presidential Commission on Hunger, the Senate subcommittee included in its compilation of testimony a summary of the facts revealed to Mr. Perkins' House com-

mittee. Thus, the House hearings on hunger contributed to the Senate's body of evidence on hunger. The resolution was reported out, and with the cooperation of the majority leadership, Mr. Dirksen, and others, it passed the Senate on July 31, 1968.

Even though the Select Committee on Nutrition and Human Needs was established in July 1968, it was not funded until October 1968, and did not actually begin hearings and other activities until December just before the convening of the present Congress.

The committee was established in order to conduct an intensive and comprehensive study of a particular national problem which had already been given nationwide publicity as a result of two privately sponsored reports: the Columbia Broadcasting System's Documentary, "Hunger in America," and the report of the Citizens Board of Inquiry into hunger and malnutrition, "Hunger USA," both of which came out in April and May last year.

Those reports were not without controversy. Both were severely criticized by Secretary of Agriculture, Orville Freeman, and many Members of the Congress. It was charged that facts were misrepresented and inaccurately reported. Even the motives of those who were responsible for the reports were attacked both publicly and privately.

However, justified or unjustified, this criticism, the fact is that "Hunger U.S.A." and "Hunger in America" did serve to focus nationwide attention on the existence of hunger and malnutrition among America's poorest families. They also focused nationwide attention on the fact that existing food assistance efforts at all levels of Government have been less than successful.

The Senate select committee was established to blend into one committee the traditionally disparate interest and viewpoints of the Committee on Agriculture and Forestry and the Committee on Labor and Public Welfare. The chairman, Senator McGovern, and ranking Democrat, Senator Ellender (chairman of the Senate Agriculture Committee) are both members of the Agriculture Committee. The third ranking Democrat on the select committee is Senator Yarborough of Texas, chairman of the Senate Committee on Labor and Public Welfare. On the Republican side, our ranking member, Senator Javits, and Senator Dominick represent Labor and Public Welfare. Senator Percy is an at-large member and Senator Dole and I are from the Committee on Agriculture and Forestry.

From the outset, the select committee viewed its task as one of compiling facts and expert opinions about the problems of hunger and malnutrition in the United States. It did not and has not prejudged the accuracy or conclusions of the earlier reports, "Hunger U.S.A.," and the CBS documentary.

The committee believed that its job must be first to find out from the best experts available—through testimony of nutritionists, pediatricians, anthropologists, psychiatrists, and others—the extent and nature of the problem. It, therefore, began its activities with a series of hearings in late December. It continued these hearings into February.

The names and titles of the witnesses which it heard through those 3 months are indicative of the kind of expert testimony which the committee heard, and of the credibility of the facts and conclusions, which are listed in front of you.

Testimony from these experts culminated in the preliminary report of the results of the National Nutrition Survey with Dr. Arnold E. Schaefer for the Department of Health, Education and Welfare. The National Nutrition Survey found as a result of a scientific sampling of persons in the lowest 25-percent income group of Texas and Louisiana, the following:

Children between 1 and 3 years of age were below average height reported for children in the Nation as a whole.

One-third of the children under 6 years of age were so anemic they needed medical treatment.

Five percent of the total population examined had goiter, and goiter was endemic in Texas.

Ninety-six percent of the people examined had bad teeth resulting from calcium and other nutritional deficiencies.

Thirty-three percent of the children under 6 suffered from vitamin A deficiency.

Eighteen cases of rickets were diagnosed.

Dr. Schaefer summed up his findings in the following words:

The preliminary data clearly indicates an alarming prevalence of those characteristics that are associated with undernourished groups The problems in the poverty groups in the United States seem to be very similar to those we have encountered in the developing countries.

This was only a preliminary report. The National Nutrition Survey will include 10 States, including the State of Kentucky. Dr. Schaefer will return to testify before the select committee later this year to present his findings in all 10 States.

Let me just touch upon two additional aspects of the expert testimony which the select committee has heard.

First, the effect of malnutrition, the kinds of vitamin, protein and other nutritional deficiencies reported by Dr. Schaefer, on young children under 6 years of age. We have heard of the effects of malnutrition on brain growth. The human brain achieves 90 percent of its cell growth by the age 5. A brain starved of protein and other essential nutrients in early childhood will simply not grow to its capacity no matter what the diet of the child beyond the age of 5. We have heard expert opinion that malnutrition in mothers during pregnancy, in infants during the first year of life in preschool children results in mental retardation, irreversible in later life.

Second, we have heard testimony which leads unquestionably to the conclusion that between 12 and 15 million Americans are either undernourished or malnourished for the simple reason that they don't have sufficient money to purchase an adequate diet.

Having established, at least preliminarily, the extent and nature of the problem the select committee has during the past 2 months begun to evaluate our present Federal food assistance programs. Thus far, we have focused primarily on the food stamp and commodity distribution programs. We have heard from program administrators, from program participants and from others that these two programs are simply not meeting the needs of those that they are designed to assist. The commodity program provides an inadequate amount of food for those whom it serves—food that lasts only 3 weeks out of a month and that even while it lasts is unpalatable and nutritionally inadequate.

The food stamp program is inadequate. The Department of Agri-

culture says that a family of four must have at least \$108 a month to spend on food. A family of four under the food stamp program, if it is among the poorest of the poor, gets stamps worth only \$58 per month; if it is lucky enough to have an income of \$350 a month it gets \$102 worth of food stamps. The poorer you are the less you are expected to eat. This, I submit, is the worst kind of discrimination.

Food stamp recipients are charged between 30 and 50 percent of their incomes for stamps while the average American spends 17 percent of its income for food, and most simply cannot afford to buy food stamps.

Poor families must purchase their food stamps either once or twice a month and they must purchase the full amount. Most States provide once a month. Few can scrape together the lump sum necessary to participate.

I think it is safe to say that all the members of the select committee, whether they had been in the Senate 30 years or 30 days, have begun to learn about the immense ramifications of poverty induced hunger and malnutrition. They found out that the issue is real and the problem is extensive.

The present administration estimates that there are approximately 25 million poor, of whom 12 million live on annual incomes under \$2,200 for a family of four. The majority of these are white.

Of major concern to me and my State, many of these 12 million people live in Appalachia. They are the abject poor.

Hunger and malnutrition in this country have tremendous cost implications for the total society. The cost of not meeting the need vastly exceeds the cost of providing sufficient food to eliminate poverty induced hunger or malnutrition.

Having been a close observer of welfare practices in my home county, I was surprised to find out how poorly the welfare programs, even if augmented by food programs, serve the poor. Coming to the Senate and getting a national perspective on what I thought were isolated cases of welfare failures, I have come to realize that both welfare and the food programs are in need of major reform.

Mr. Chairman, I am aware that this committee, as with our own Senate Agriculture Committee, is not enthralled with welfare matters. Perhaps a properly operating food program could be called an agricultural bonanza effort. But with the performance of the food programs as they exist today, and as they fail today, they are as much in need of reform as the welfare system. Taking many of their operating techniques from the welfare rules, they have become a form of welfare, whether we like to admit it or not. And we on the Agricultural Committees have the responsibility for reforming them—or letting someone else have legislative oversight. We can no longer complain about the failures of the welfare system. The Federal food programs are part of that system, and not a very good part, I might add.

I am a southerner. I am from a State with economic problems. I would like to see more jobs in my State. I would like to see every adult male employed. I would like to see our educational attainments greater than they are.

If this Congress could decide tomorrow to insure that everyone in Kentucky received the education necessary to obtain employment, and that everyone found a job immediately thereafter, a vast number of

Kentuckians could not absorb that education and could not hold that job. They are not laggards; they are not lazy. They are sick; they are crippled; they have missed the opportunity to change their present life among the abject poor. It is already obvious to us that part of their problem is the shortage of food.

Last week we heard about the food problems here in the District of Columbia. The people told their stories, about paying out money to ride to food stamp distribution offices and then having to wait hours in line, often in vain, to be certified. About spending large lump sums for food stamps, and then having them run out after 3 weeks when they were supposed to last for 4. About schools where there were less than 90 free lunches available for 600 hungry children who could not pay for their lunch.

Unless we can make the Federal food programs work better than that, they will represent an embarrassment to the Congress, instead of evidence of our argicultural bonanza.

The issue is clear. Out duty is obvious. Just as it has been said that there is no Republican or Democratic way to solve the problems of the cities, I say to you this is not a partisan issue, but a responsibility which all Americans must assume. When the cause is just it must be pursued by liberals and conservatives alike. To hestiate in attacking the greatest disgrace of this decade, or even worse, to continue to ignore it, would be to play a cruel hoax on a segment of our society which deserves, at the very least, the opportunity to be physically fit to compete in our free enterprise system.

The CHAIRMAN. Thank you very much, Senator.

Senator COOK. Thank you, Mr. Chairman.

The CHAIRMAN. Are there questions?

Mr. Foley.

Mr. FOLEY. The Senator has made a brilliant and eloquent statement. I am very honored to have heard it.

Senator COOK. Thank you.

The CHAIRMAN. Thank you, Mr. Foley.

If there are no further questions, we thank you very much and hope you will come back and visit us.

Our next witness is Dr. Arnold E. Schaefer, Chief, Nutrition Program, Division of Chronic Disease Programs, Regional Medical Programs Service, Health Service and Mental Health Administration, Department of Health, Education, and Welfare.

Mr. FOLEY. Mr. Chairman.

The CHAIRMAN. Yes, Mr. Foley.

Mr. FOLEY. I, personally, haven't been informed officially, but newspaper reports in the Washington Post this morning indicated that Dr. Schaefer's presence to testify before this committee as a scheduled witness had been prohibited by the Legislative Department of HEW. I am deeply concerned if this report is true.

I made an effort this morning to examine this allegation, but I was unable to reach Mr. Poole, the Deputy Assistant Secretary, or Mr. Black, the Assistant Secretary for Legislation. The report is that Dr. Schaefer will not be allowed to appear and testify because that might lead to an impression that he was supporting this legislation.

Dr. Schaefer was invited, at my request, in the normal manner for a witness who is not to appear before the committee in an official depart-

mental capacity. He was to appear in a private capacity as a scientist and as one who is intimately acquainted with the problems of nutrition.

As Senator Cook just mentioned, Dr. Schaefer gave extensive testimony in the other body.

I think Senator Cook is absolutely right, when he says hunger and nutrition is not a partisan problem. I know from my experience that Members on both sides of the aisle are equally concerned with this problem. This administration has stated their concerns. But if it is to be the policy, Mr. Chairman, that a witness may not appear before a committee of Congress to testify in his private and professional capacity on one of the key social problems facing this country because of a bureaucratic decision of the Department of Health, Education, and Welfare and its Office of Legislative Affairs, I think we have come to a grave situation in our Nation's affairs.

The Congress appropriates the money for these programs and it has a right to hear professional and expert testimony on them. It is a little disturbing to me, as a Member of the House, that the other body had extensive testimony from Dr. Schaefer before a nonlegislative committee, but in a standing and legislative committee of Congress, such as the Committee of Agriculture of the House of Representatives, it is to be denied.

I might say that Dr. Schaefer has been on the witness list since Tuesday morning, and only last night did this matter come to a head. No one has been given the courtesy, neither the chairman nor the professional staff of this committee, of any explanation or even notifications.

If everyone who works in the Federal Government, whether he is a scientist or otherwise, is going to be barred from testimony because of an official salary, then I believe we have to wonder how the Government is going to be able to recruit scientists and eminent experts in various fields.

This is, in my judgment, just a gag rule, pure and simple. It constitutes a very dangerous precedent inhibiting the ability of Congress to come to grips with social problems that need the full assistance of the administration and all the people in it, who have the relevant technical competence.

I want to render at least my own personal protest if the reports in the newspaper are true.

Mr. BELCHER. Well, wait a minute. Have you been in touch with Dr. Schaefer?

Mr. FOLEY. I haven't been in touch with him. My staff got in touch with Mr. Poole, the Deputy Assistant Secretary for Legislation. He told my staff that Dr. Schaefer was not permitted to appear. I tried to reach Mr. Poole last night but he had left the office. I called him this morning, and he was not available.

Mr. BELCHER. Are you making all of these charges based on an article in the Washington Post? If you do that, you are going to be wrong a heck of a lot of the time. You are a lawyer and I am a lawyer. Before you make charges like this, I think you ought to have some evidence and not just say, if these things are true, if these things are true.

Why don't you wait until you get the evidence and find out if they are actually true.

Mr. FOLEY. The evidence of the committee is that he is not here.

Mr. BELCHER. There are lots of witnesses scheduled to appear here that don't appear.

Mr. FOLEY. My staff has been informed that he was asked not to appear.

Mr. BELCHER. Dr. Schaefer has told your staff that he is not permitted to appear?

Mr. FOLEY. He may not personally appear and testify—apparently on the grounds it might lead to the impression he was favoring the legislation before the committee.

We had testimony from Dr. Lowe, who was fairly explicit in making his testimony personal and without indicating any departmental support for the legislation.

Mr. BELCHER. Mr. Lowe is in the same capacity as Dr. Schaefer.

Mr. FOLEY. I would agree with you there, that it is very inconsistent, not to impose the same rule on Dr. Lowe, who is also a public official.

Mr. BELCHER. That is why I say you ought to get your facts before you make charges.

Mr. FOLEY. Unfortunately, we were not given adequate time. I attempted to reach the responsible officials and haven't been able to. I will say this: If I am in error I will certainly retract anything erroneous I have said today; but if I am not in error, it is a matter for the whole committee to be concerned about.

Mr. BELCHER. It is just like a retraction of the newspaper. You shout out loud your charges and then you whisper your retraction.

Mr. FOLEY. I will shout them as loud as the member would like me to shout them. If the facts are true, I hope the members will join with me in expressing some concern to the Department of Health, Education, and Welfare.

Mr. BELCHER. Of course, if he has been prohibited from testifying, but I would certainly like to have the facts before I charge off like you did.

Mr. FOLEY. Well, I should be glad to oblige if you want to propose that we take a recess and try to determine the facts.

Mr. BELCHER. I would say this: Most certainly, if Dr. Schaefer—and I am not speaking for the chairman—but if Dr. Schaefer is not here to testify this morning and he does want to testify, I still think that the chairman of the committee would be willing to hear him at a later date.

Mr. FOLEY. I don't think the problem is with this committee. The chairman has given full cooperation. I haven't anything to complain about at all from the chairman.

Mr. BELCHER. I would say he was not going to close this thing at 12 o'clock. If you are able to ascertain these facts—and I am sure the chairman would at another date hear from Dr. Schaefer.

The CHAIRMAN. Let me suggest that I had hoped to close this at 12 o'clock, but if there is somebody who is an important witness and for a legitimate reason hasn't been able to be here and can't be here later, we will meet tomorrow morning here.

Mr. FOLEY. Thank you, Mr. Chairman. I think that takes care of the matter as far as I am concerned.

If the reports in the paper are untrue, or if I have given them any incorrect emphasis, I will be glad to retract them. My staff informs me they have been in personal touch with Mr. Poole and he confirmed that Dr. Schaefer was not permitted to appear. I will be glad to have the

matter settled. If Dr. Schaefer can appear tomorrow, that will settle it.

The CHAIRMAN. The doctor isn't here now, and I hope we can proceed to get the other two witnesses out of the way. Then if the doctor has reason for not appearing this morning and wants to appear tomorrow morning, why, we will meet tomorrow morning and hear him.

The next witness will be the Reverend John McCarthy, Division for Urban Life, U.S. Catholic conference.

Farther McCarthy, we will be glad to hear from you, sir.

STATEMENT OF FATHER JOHN MCCARTHY, DIVISION FOR URBAN LIFE, U.S. CATHOLIC CONFERENCE

Father MCCARTHY. Thank you very much, Mr. Chairman.

There are some who would think I represent God and in view of the conversation I heard, I haven't had this cleared completely, and that it is a personal opinion.

In all seriousness, Mr. Chairman and members of the committee—

Mr. BELCHER. Are you sure God hasn't prevented you from preparing it?

Father MCCARTHY. If He has, the Washington Post hasn't heard about it yet.

I do represent the Division for Urban Life and the Division for Poverty within the U.S. Catholic Conference. I am very happy to have the opportunity to appear before the committee this morning in strong support of H.R. 7919.

Section 2 declares it to be the continuing policy of the U.S. Government "to use all practical means * * *—to eliminate—hunger and malnutrition throughout the United States." My office and other concerned offices in the U.S. Catholic Conference are in complete support of this principle.

It is impossible now to deny, as some have done in the recent past, that despite our prosperity and wealth, a substantial number of our citizens suffer from hunger and malnutrition. Despite an abundance of nutritious food in this country, we are confronted by the ugly fact that in 1969 American children are suffering permanent mental and physical harm due to an inadequate and improper diet.

I think the members of the committee have heard from first-rate professionals in this field, and I have no intention here as a clergyman to attempt to move into the field where I lack competence. I would point out, I believe this is a place where the voice of religion and religious and moral views ought to be heard. It is one of the very, very important factors that must be taken into consideration as our Nation decides how it is going to address itself to this problem.

Quoting Saint John, "If someone who has the riches of this world sees his brother in need and closes his heart to him, how does the love of God abide in him?"

Making a slight switch from Saint John to the former Under Secretary of Agriculture, John Schnittker, he expressed it in a different context: "Everyone will stand up and support a national policy to end hunger in America. The test on this score is not support for the rhetoric that spells out a national policy, but rather providing the money to do the job."

For Christians—I am expressing a Christian historical view here—it is well known how strong were the words used by the fathers of the

church to describe the proper attitudes of persons who possess anything toward persons in need.

To quote Saint Ambrose:

You are not making a gift of your possessions to the poor person. You are handing over to him what is his * * * The world is given for all, and not only for the rich.

Private property does not constitute for anyone an absolute and unconditioned right. No one is justified in keeping for his own exclusive use what he does not need while others lack necessities. In a word, this Nation is morally obligated to transfer to the hungry their rightful share of our resources.

In modest society this can be done only through highly developed and well-coordinated programs such as are called for in this bill. Implicitly, the bill is also calling for large expenditures—this Nation can afford them and has a moral obligation to provide them.

On page 3, the section B merely refers to that which I think has been documented very, very well. The present efforts today have been inadequate. The commodities program, the food program, all of these programs have a great deal to be said for them. They have accomplished a great deal of good, but in relation to the magnitude and their present implementation, they are inadequate.

In section C, I take a minor exception to the bill in its present form. I would like to see something else added there. Although our office fully supports the principles embodied in H.R. 7919, I would like to take this opportunity to point out that in section 2 there is no mention of voluntary private organizations in the list of offices with which the Government is to cooperate. The problems with which we are concerned today are so serious that the Government can ill afford to ignore the great potential among American voluntary organizations.

In a less complex age such organizations carried the greatest share of responsibility in the effort to alleviate poverty by feeding the hungry, clothing the naked, and visiting the sick. While their resources are no longer adequate to meet the problem it is in keeping with President Nixon's stress on voluntarism that they be included within the framework of this bill. I am hopeful that in its final form the bill will make adequate provision for such involvement.

In closing, I would like to say on a somewhat personal note that I am happy to appear before you to present the views of our office. Like four members of this committee, including your chairman, I am a native Texan, living in Texas up until a year ago, my entire life.

My experience there may perhaps have been different from several of you. During my years there, my work often brought me into direct and brutal contact with the daily toll of poverty and with the awful, tangible reality that Dr. Schaefer, although not appearing this morning, has documented before other groups such as your own, as he was quoted this morning by the Senator from Kentucky.

There are uncounted numbers of people in this country today, like the Texans I knew, whose lives have been measurably impaired and whose human potential and productivity have been destroyed because they were unable to afford the proper amount of nutritious food essential to maintaining good health. They may be the very young, the elderly, Spanish-speaking Americans, migrant Americans, or

white Appalachian Americans, but they are our people and it is our earthly responsibility to see that their tragedy is redeemed.

If I might close by a bit of rhetoric, by defining "rhetoric," I might say that that alone won't help us, that we can't define our problems away by using a statistical figure. We can't delay action by—it seems to me it is frequently implied—call for more surveys and more research, as important as those are.

We even can't say that education in terms of people being hungry in 1969 or 1970, that education will solve this. Education is an ultimate solution spread out over the next several generations. In the meantime, there are people in our Nation, large numbers of people, who are hungry, who are suffering from malnutrition.

What we need beyond the Foley bill, and what we hope and pray this committee will encourage is the effective investment of sums sufficient to make all the food assistance programs meaningful in scope and impact. This means a monetary commitment at least double our present outlay, imaginative and sensitive devising and developing of programs that will effectively reach crucial target populations such as the very young and the very old, and aggressive administration to implement program purposes.

Thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you very much, Father McCarthy.

Any questions?

Mr. Mizell.

Mr. MIZELL. I have heard the reference made several times to the statement that the reverend made on page 2 of his document. It says "If someone who has the riches of this world sees his brother in need and closes his heart to him, how does the love of God abide in him?" While I concur with this statement, as yet, and for a matter of the record, I haven't heard the quotation from the Book of Second Thessalonians 3:10 where the early Christians were practicing this in its very real meaning in their everyday life: "That if any man would not work, neither should he eat."

While I have always emphasized that, I am for helping these that need help. They are helpless—and the sick and the lame—we need to do everything we can for them and for our children who are not responsible for their condition, while at the same time I think we are failing those who are able to work when we don't encourage them to work and earn for themselves a place of dignity and a sense of accomplishment in this society.

While if we had had the OEO program back in those days—in Vinegar Bend, Ala., Mr. Chairman, they would have had a field day with me and my family. But I am afraid had they had these programs, I might still be sitting in Vinegar Bend under that shade tree.

I just want this emphasized, and as I say, let Paul have the credit for that statement.

Again, for the record, and the Reverend I am sure will concur with this statement, again we should offer assistance to those that are unable to help themselves, but I believe the saying: "An idle mind is the Devil's workshop," and certainly with money in the pockets of these people, it will lead to more hanky-panky. I think it would perpetuate the situation we see in our welfare programs from one generation to the next. I think that we should do everything we can

to alleviate, as the term has been used, hunger, and especially for those who are not responsible for their condition. But at the same time, I think we should be careful that we don't continue to offer programs that perpetuate themselves from generation to generation.

I thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Mizell.

Father McCARTHY. I would like to respond to that.

When a clergyman comes before a group such as this and talks about technical and economic groups he is a little uncomfortable, but when the Congressman moves back in the Scripture he is coming into my territory.

I think we must take into consideration that Paul lived in a much more simple economy, the Mediterranean Basin of 2,000 years ago. When he said if a man will not work, neither let him eat, we must remember that there was a job waiting for him. These were small Christian communities, tightly knit together, and he was talking about a man who will not work in the face of work opportunities.

Those of us, as you know Alabama, sir, and as I know many parts of Texas, we do have a terrible problem in the area of employment. But this is not the concern of this committee, so I just touch on that.

Mr. JONES from North Carolina. I do not know your age, but I will not admit mine. In the late twenties we had a tremendous depression. I would assume from history that there were probably more hungry people at that time than there are today, just for the sake of argument. Somehow, out of that depression came leadership and programs with which we overcame it.

What will be your reaction to guaranteed employment to those able to work?

Father McCARTHY. Guaranteed—you mean, using the role of Government as an employer as a last resort?

Mr. JONES from North Carolina. Yes.

Father McCARTHY. I would be very, very much in favor of that. I don't, at this point this morning, have enough information to say whether or not that is feasible in terms of the fantastic transition that our economy has gone through in the last 25 years, whether there are enough public service jobs available, as was the case in the thirties when there had never been a history of that type of employment and we moved in the areas of park construction and that type of thing.

We have put a great many men to work all through 1934, 1935, 1936, 1937, the WPA and various—CCC, and so on. I am older than I look, I think. So I would be very sympathetic to it as a general—

Mr. JONES from North Carolina. One further question, Mr. Chairman.

In the position that you occupy as a Reverend, if you could write a bill to put into effect a program to eliminate hunger, how would you mechanically set it up?

Father McCARTHY. Sir, I specifically addressed myself to the basic principle in the bill, which I make a comparison between this and the Full Employment Act of 1946. The importance to me of H.R. 7919, I see, besides the specific legislation involved is the idea of an American commitment, the commitment of this Nation that is fabulously blessed as it is in the material resources.

We cannot afford, financially, politically, socially, nor morally to let hunger go on in the form that it exists and in the magnitude of the

present problem in terms of writing a specific bill, you know. I would have to defer. I have heard a lot of suggestions.

I know that there are a lot of people, the National Council on Hunger and Nutrition, I am sure will be coming along with a suggested program. I don't feel I am in an area of competence to respond intelligently or accurately to the question as you put it to me.

Mr. JONES of North Carolina. The point I am trying to make is, it seems that some of your testimony indicates that this Nation has done nothing for the poor: when, as a matter of fact, I don't know how many programs there are which tried to develop, which in one form or another lends itself to the problem we are discussing. Certainly, in my own district it is basically a rural district. Several of my counties have been declared eligible for all types of assistance under the poverty program and OEO; therefore, they are the beneficiaries of several grants. We have tried the food stamp program, and the free food program, which is available to any citizen who requested it and qualified. Yet, there is the great hunger—in the opinion of some.

Father McCARTHY. As you know, sir, there are also many counties that have not had programs until the very recent past within cities. My work was in the central section of the city of New Houston in the State of Texas. In the early days in the commodities program there was one spot in the county where food could be picked up.

People would have an income of almost nothing. The physical problem of moving from one end of the city to another, getting commodities 1 day a month, there were logistic problems.

If I could switch just a second, in relationship to what you said, I would like to say a word about my view on another side. This would tie in with—a little—from the Congressman from Alabama—the problem Americans have in terms of why we still have this enormous amount of poverty in this country. It is all over the Nation now in pockets of the urban centers of the Northeastern and North and Mid-western cities like Chicago.

Essentially, we are living through and paying for our neglect of the poor, and it is more than neglect of the poor over the last 100 years in the South and Southwest.

Following the Civil War, and we all know we went from a system of slavery to a system of maintaining poverty in an organized way. It is 100 years later, and I am not pointing a finger of accusation at anyone. It is just a fact that 3 or 4 million people were granted citizenship, and at the same time they were not given the means in 1865 to receive education and job training, and in a very short period of time the local political structure tied in with the economic structure of the South to maintain people in a state of very real poverty.

It worked. It worked, looking at it from the surface, because there were lots of jobs. There used to be 200,000 people picking cotton in the State of Texas. Cotton is 95 percent machine-picked in my State. Those jobs are gone. The effect of this many people untrained and unskilled, who have moved into the urban areas of our Nation—there is a comparable situation in the Southwest where a large Spanish-speaking population is moving in in one way or another from the northern States of Mexico and they also found themselves, their labor and their sweat and muscle, very, very valuable to all of the 19th century and up until the last 25 years.

Quite frankly, the economics of the Southwest don't need this vast amount of muscle any more. We are living now with 100 years of holding people down. I don't want to use the word "oppresses," although many would. The structure holds them down. They were blocked in the field of job employment. They were blocked in educational opportunities. They were beaten down in their personal lives because the system told them from the time they got up in the morning until they went to bed at night, they were second-rate citizens. It showed them that in a graphic way.

It is 100 and some years later they have moved into the urban centers of our Nation, and they are unable to compete. The solution is going to be a massive one running over several decades. In the meantime, they are human beings, American citizens, and in the context of this hearing, they are hungry.

We are a wealthy Nation and we are a great Nation, and I feel very confident that we are going to do something about it.

The programs you mentioned were good. They were starts in the right direction. I think they need to be amplified and they have to be improved. I think that H.R. 7919 is a great step in that direction, a good step.

Mr. McKNEALLY. Mr. Chairman.

The CHAIRMAN. Yes, Mr. McKneally.

Mr. McKNEALLY. Just one small point. You did make a statement while Mr. Foley was otherwise occupied that voluntary organization should have something to do in, perhaps with the objective sought to be gained under this legislation. I think that is a point that should be dealt with, and I think you should push it.

Why are voluntary organizations, enormous talents, and the organization itself, excluded from participation in this?

Mr. FOLEY. If the gentleman would yield—I agree with that very strongly. One of the purposes of setting up the Advisory Council would be to bring into the formulation of nutrition programs and studies voluntary agencies, State and local governments, and other groups and organizations concerned with nutrition.

Mr. MIZELL. Just one, Mr. Chairman.

The CHAIRMAN. Mr. Mizell.

Mr. MIZELL. Just for the record, I represent the Fifth District in North Carolina.

I appreciate your appearing here today.

Father McCARTHY. I beg your pardon. I thought you said Alabama, that you were playing ball in Alabama.

Mr. MIZELL. That is right. I appreciate what you have to say about concentrating on offering jobs for people, whether through the private enterprise system, or what my colleague from North Carolina had to say about guaranteed employment.

I am in favor of offering opportunities to people.

Thank you.

Father McCARTHY. Thank you.

The CHAIRMAN. Thank you, Father McCarthy.

Now, we have one remaining witness, Mr. William H. Robinson, chairman, Committee on Social Welfare, National Council of Churches.

Mr. Robinson, we will be glad to hear from you.

STATEMENT OF WILLIAM H. ROBINSON, CHAIRMAN, COMMITTEE
ON SOCIAL WELFARE, NATIONAL COUNCIL OF CHURCHES

Mr. ROBINSON. Thank you, Mr. Chairman, members of the committee.

My name is William H. Robinson of Chicago, Ill. I am a former administrator of the welfare department of Cook County, Ill., and am appearing before you today in my capacity as chairman of the Committee on Social Welfare of the National Council of Churches of Christ in the U.S.A.

With me is one of our staff members, Mr. Davis Ackerman, whose staff is associated with the national council in the Washington office.

The National Council of Churches is an organization of 34 Protestant, Anglican, and Orthodox communions having a total membership of approximately 42 million persons. One of the stated purposes of the council as set forth in its constitution is "to study and speak and act on conditions and issues in the Nation and the world which involve moral, ethical, and spiritual principles inherent in the Christian gospel."

It is this purpose that leads the council to testify before you today on the deeply moral issue of hunger and malnutrition existing in a land abundant with food.

The council's testimony is rooted in policy statements and resolutions adopted by our governing bodies, the general assembly and the general board. The general assembly is constituted by about 800 lay and clergy representatives of our member communions, and meets once every 3 years. About 270 of these representatives are chosen to serve on the general board, which meets three times each year.

Our testimony is not presented on behalf of the council's member communions of their constituencies, for by our constitution no council policy or action is binding upon the member denominations. This testimony attempts simply to state the council's considered perspective on the subject that is the concern of these hearings. Our testimony will speak of the responses of the churches to domestic hunger, of council policy on hunger and malnutrition, and of the urgency of a national commitment embodied in funds and personal adequate to the task of creating a nutritionally healthy people.

EXISTENCE OF HUNGER AND MALNUTRITION IN THE UNITED STATES

Until recently the documentation of the existence and extent of severe malnutrition and hunger in the United States was very limited. Medical schools have not trained students to recognize its symptoms. Most hospitals keep no records of it. Coroners rarely attribute deaths to it. Few of us have had any direct acquaintance with it.

This has now changed. In 1967 a group of doctors, after touring several counties in the Mississippi Delta, first aroused concern when they testified before the Senate Subcommittee on Poverty:

We saw children whose nutritional and medical condition we can only describe as shocking—even to a group of physicians whose work involves daily confrontation with disease and suffering * * * We saw children for whom hunger is a daily fact of life and sickness, in many forms, an inevitability. We do not want to quibble over words, but malnutrition is not quite what we found * * * They are suffering from hunger and disease and directly or indirectly they are dying from them. * * *

Similarly, the report of the Citizens Board of Inquiry entitled, "Hunger USA," the study "Their Daily Bread," the CBS special report on hunger in America, the ongoing hearings of the Senate Select Committee on Nutrition and Human Needs, the investigations of the National Nutrition Survey, the reports of independent investigators—all have revealed the same appalling facts: Hunger and malnutrition do exist in the United States, on a wide scale.

Even the most conservative estimates of the number of people so suffering suggest 10 million or more. Some are actually dying from starvation. But all who suffer have their lives stunted, their physical and mental development impaired, their energy sapped.

RESPONSE OF THE PROTESTANT CHURCHES

Like the rest of society, the churches have been slow to recognize the problem of domestic hunger. Traditional church relief efforts have been more heavily concentrated abroad than they have in the United States. Church World Service, the voluntary overseas relief and rehabilitation arm of the council, has with the help of the Federal Government, private agencies, and volunteers, distributed 4 billion pounds of food, clothing, and medicine to people in need around the world since 1954.

But as the seriousness of domestic hunger has been revealed, the churches have made efforts to respond here as well. Church Women United, a unit of the council, joined with several other women's organizations in carrying out a study of the national school lunch program. The findings of their study, published a year ago under the title of "Their Daily Bread," revealed the facts that the school lunch program serves for the most part children who are already well fed, that only 2 million of the 6 million poorest children are reached, that many schools—particularly in those areas of greatest need—lack food preparation facilities, and that the administration of the free or reduced-price lunch program often is demeaning and humiliating to the recipients. Several of the recommendations contained in this study have already been acted upon by the House Education and Labor Committee.

Also, several denominations and councils of churches in the Midwest have for the last 2 years mounted major campaigns to collect and deliver food and other material supplies to the Mississippi Delta Ministry—another unit of the council—for distribution to people in need there. Numerous local churches have for many years collected and distributed foodstuffs in their own areas. The council has, in addition, established a committee on hunger to increase the churches' understanding of the issues involved, to develop demonstration food distribution and monitoring projects, and perhaps most important, to press for needed legislation on the national level.

COUNCIL POLICY ON HUNGER AND MALNUTRITION

Over a decade ago, on June 4, 1958, the General Board of the National Council of Churches adopted a policy statement, entitled, "Ethical Goals for Agricultural Policy," which declared, in part:

In Christian perspective the abundant agricultural production of America should be viewed as a blessing. Within sound conservation practices, and in

the light of real national and world need, sustained and realistic abundance in agricultural production should be encouraged. Efficiency in production must be matched by effective distribution, to the end that all people may be fed and clothed.

Both before and since that statement, the council has made clear its concern for the human suffering inflicted by poverty. It has been increasingly mindful that the wealthy of any society must stand under the judgment of the God of history when they permit gross inequities to exist and persist in that society.

On February 20 of last year, for instance, the general board adopted a policy statement entitled, "World Poverty and the Demand of Justice," which said, in part:

The Biblical revelation clearly states that the great inequities between the oppressed and the oppressor, the poor and the rich, the outcast and the accepted rulers are contrary to God's will and must be redressed. The justice of God is fulfilled by a dynamic movement among men that replaces these inequities with a relationship that can be found righteous in the sight of God. The justice of God restores the oppressed and downtrodden to full humanity, providing redemption from their enforced misery. To act justly, the wealthy must move beyond their own narrow self-interest, and act in the common interest to secure the well-being of those now in the grip of poverty and subject to injustice.

Other policy statements and resolutions could be cited as well, but their meaning is the same as the foregoing: The National Council of Churches believes that the existence of hunger and malnutrition in a society that has the resources to eliminate them is morally wrong. It further believes that society must transcend its past indifference and callousness toward the sufferings of those who are in want, and develop a food distribution system that assures that all of our people are adequately nourished.

EXISTENCE OF HUNGER AND MALNUTRITION A MORAL ISSUE

Let us be clear about this. The existence of hunger and malnutrition in a land that is overflowing in food should, in a humane society, be considered an abomination. A society concerned for the well-being of people should move quickly to mobilize the resources needed to make up the shortcomings. Instead, we have seen the Government postpone action, quibble over the facts, set other priorities, et cetera, ad nauseam. Meanwhile, people are dying, their lives and bodies are literally shrinking, their opportunity to enjoy a full humanity is being effectively denied.

We must realize that the claim of the poor to the right to a full humanity is as just as the claim of those of us in better economic circumstances. There is no acceptable reason to deny them that right when we have the power to do otherwise. What is being tested is what sort of society we are.

If we want to be one nation, one people, we cannot deny our responsibility to and for those in need. In the words of the German theologian, Dietrich Bonhoeffer, "To allow the hungry man to remain hungry would be blasphemy against God and one's neighbor, for what is nearest to God is precisely the need of one's neighbors." ("Ethics.")

In the past, failure to act on the scale needed may have been due to ignorance; failure to respond now would be act of calculated injustice.

NEED FOR LEGISLATION

This committee has played a leading role in developing a superb food production system in this country that is more than adequate to the needs of our people. This committee now has both the opportunity and the responsibility to play an important role in developing a food distribution system that is equally efficient. The production of food means nothing, after all, if it fails to get to those who need it.

This committee is now considering H.R. 7919, sponsored by Congressman Foley, a member of the committee, together with Congressmen Green, Udall and Smith. This bill has the value of increasing the visibility and upgrading the importance of the Government's food programs.

One suggestion I would make about the bill is that on line 9, page 1, the phrase "voluntary nonprofit organizations" be included along with industry, agriculture, labor, and State and local governments. Many such organizations—church groups and others—are now active in this field, and we would hope it would be the committee's intent to provide for their continued participation in a coordinated nutrition program.

Let me emphasize, however, that the need is far greater and far more urgent than can be met by this bill alone. The primary need is for resources—funds and personnel. We are concerned that the President did not do more than increase the funds for nutrition education in his revised budget. Certainly, better nutrition education is needed, but it is not the fundamental need. The fundamental need is for food necessary for a balanced diet to be made available in some way to those in dire need. Until that need is met, all else is secondary.

There is much that this committee can do. This committee can and should increase the authorization for the food stamp program. It can and should authorize free stamps for those in dire poverty. It can and should permit both the food stamp program and the commodity distribution program to operate in the same counties. It can and should increase Federal support for State and local administrative costs in poverty areas. It can and should support the development of fortified foods.

This Nation must give high priority to feeding the hungry. This committee now has the opportunity to lead that movement.

Personally, I am a professional social worker. I have spent a quarter of a century working with the needy and I have worked with the hunger in the ghettos of Chicago and in the places of deprivation in the State of Illinois where so-called poor whites, Puerto Ricans, black persons, the poor, literally are dying from malnutrition, from hunger, mental retardation.

Kids don't go to school, they drop out of school because of hunger and starvation. To me, it is a personal experience seared into my soul, and I am concerned about it deeply, that in this Nation this condition exists.

Gentlemen, we are graciously thankful to you for the opportunity to testify before you this morning from the National Council of Churches.

The CHAIRMAN. We appreciate your attendance.
Are there any questions?

(No response.)

The CHAIRMAN. If not, we are very much obliged to you.

That will complete the hearing this morning.

The committee will meet tomorrow morning, 10 o'clock, in this room. I don't know whether we will have any witnesses or not. If Dr. Schaefer is here, we will hear him.

The committee will stand in recess until 10 o'clock tomorrow morning.

(Whereupon, at 12:08 p.m., the committee adjourned, to reconvene at 10 a.m., Friday, April 25, 1969.)

HUMAN NUTRITION ACT OF 1969

FRIDAY, APRIL 25, 1969

HOUSE OF REPRESENTATIVES,
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The committee met, pursuant to recess, at 10 a.m., in room 1301, Longworth House Office Building, the Honorable W. R. Poage (chairman) presiding.

Present: Representatives Poage, Foley, Burlison, Belcher, Teague, Mayne, Zwach, Kleppe, Sebelius, and McKneally.

Also present: Christine S. Gallagher, chief clerk; William C. Black, general counsel; Hyde H. Murray, associate counsel; and John A. Knebel, assistant counsel.

The CHAIRMAN. The committee will please come to order.

The committee is meeting for the further consideration of the human nutrition bills. This morning we will hear Dr. Arnold E. Schaefer, chief of the nutrition program, Division of Chronic Disease Programs, Regional Medical Programs Service, Health Services and Mental Health Administration of the Department of Health, Education, and Welfare.

We will be delighted to hear from you, Dr. Schaefer.

Mr. ZWACH. Mr. Chairman, I do not have a copy of this testimony. Is there one available?

Mrs. GALLAGHER. No, sir. We have no prepared statements this morning.

Mr. ZWACH. I see. All right.

Mr. FOLEY. Mr. Chairman.

The CHAIRMAN. Yes.

Mr. FOLEY. Before Dr. Schaefer starts, let the record show that he is appearing in his personal and professional capacity and not as a representative of the Department of Health, Education, and Welfare.

The CHAIRMAN. The record will contain Mr. Foley's statement.

STATEMENT OF DR. ARNOLD E. SCHAEFER, CHIEF, NUTRITION PROGRAM, DIVISION OF CHRONIC DISEASE PROGRAMS REGIONAL MEDICAL PROGRAMS SERVICE, HEALTH SERVICES AND MENTAL HEALTH ADMINISTRATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Dr. SCHAEFER. Mr. Chairman, I am, of course, pleased to appear before your committee this morning. I regret there was some misunderstanding about an appearance.

In any event, Mr. Chairman, I am pleased to be here in response to your decision to convene the committee this morning so that I might

be heard regarding the progress that has been made on the National Nutrition Survey, of which I am the Director.

You are extremely gracious to extend the hearings so that I might make this brief statement.

The National Nutrition Survey in response to the health amendments of 1967, which directed the Secretary of Health, Education, and Welfare to conduct a National Nutrition Survey for the purpose of identifying the location and magnitude of malnutrition and hunger. Our unit in the nutrition program was designated to carry out this mission.

Perhaps a brief history as to the qualifications of the small staff that I have is in order.

Since 1955, our unit has been involved in conducting nutrition surveys overseas, primarily in conjunction with USAID, the Department of Defense, and HEW. During that period we have established procedures for nutrition assessment and interpretation of our findings. It was in January of 1968 that our unit was designated to develop a procedure for the National Nutrition Survey.

I think we all appreciate that the constraint on funds and personnel required that we consider a judicious sample selection. A committee was established with representatives from the Children's Bureau, National Health Survey, Health Statistics, Department of Agriculture, and OEO. A plan was devised that would enable us to take a sample of 10 States that were selected on the basis of giving us a good look-see at the variation of different kinds of population groups within the United States.

The 10 States that were initially selected, were Texas, Louisiana, West Virginia, Kentucky, South Carolina, New York, Massachusetts, Michigan, California, and the State of Washington.

In addition to this, it was considered that we would still have a few gaps in our population such as problems in Alaska, our trust territories, and a void in the Great Plains area and the major Indian reservations.

We initiated the first surveys in Texas and Louisiana, and these field studies are now complete. Field studies are virtually complete in upstate New York, about 50 percent in Michigan and about 60 percent in Kentucky.

Currently we are negotiating contracts to initiate the field activities, hopefully in June, in the States of Washington, California, and West Virginia.

It is our hope that we would have all the field activities done by December of this year.

Now, a brief statement as to what the Nutrition Survey consists of. In essence, it is truly a health evaluation in which the participants are given—participants being complete family units—a complete physical examination, blood and urine samples are taken so that we can now measure the levels of nutrients in the individuals. A dietary study is conducted for the purpose of determining potential causes and to give us a background on potential recommendations regarding the nutritional content of the diet consumed.

In addition, we are collecting social, economic data to enable us to characterize our population groups. This includes such data as income, educational level, whether the recipients are on either welfare or receiving food stamps, or food donation programs. Eventually we will be able to indicate either the health benefits or lack of benefits from

any one of the current programs that are being directed to the population in question.

In addition, in our physical examination we are responsive to the needs of the State health departments, such as conducting hearing and sight tests, and parasitology studies.

In each State our survey is restricted to a random sample of families living in the lower quartile of income areas. This does not mean that we are studying only the poor. However, I can give you some figures to indicate that the majority of our participants that have been drawn on a random basis, are predominantly from the poverty groups. For example, to date we have examined over 20,000 individuals, approximately 5,500 families of which 52 percent receive an annual family income of less than \$3,000, and 80 percent of the families received an annual income of less than \$5,000.

We have a spread of income ranging from \$185 per family per year to \$43,000. I merely mention this to indicate that in our sample we do have about 19 percent of our families having an income of over \$5,000. This will enable us to make some estimates as to whether the malnutrition problems are predominantly found in the lower-income groups or whether there are certain problems of malnutrition that strike, irrespective of income.

Malnutrition is a health problem in the United States, and our preliminary findings clearly indicate that there is malnutrition in an unexpectedly large portion of the sample population. These problems have been further substantiated by recent reports published in scientific journals and additional studies that we have been able to cooperate with such as Headstart.

The problem of malnutrition in the infant and young child is of particular concern. The retardation in physical growth is often accompanied by mental retardation. Our concern is that it may lead to permanent damage. It is not presently known at what level of malnutrition significant and permanent reduction in mental capacity occurs; however, retarded physical growth is usually associated with this finding. Retardation in growth is a significant finding of our nutrition survey today.

The problem on malnutrition in the infant starts with the teenage mother, a common occurrence in the poverty areas. Poor food habits, little health care, a history of frequent illnesses, are the typical picture. The young pregnant woman is often undernourished and it is from this group that we have a high incidence of obstetrical problems, high mortality, premature birth, or low-infant weights at a much higher incidence than one finds in the middle-income mother.

Preliminary findings of our survey to date reveal that 12 percent of the 10- to 15-year-old group of children or adolescents are anemic, and they are anemic at a level that requires immediate medical treatment. Eighteen percent have unacceptable blood serum, vitamin A levels; unacceptable, means a tissue level of vitamin A that is considered a high medical risk.

By a high medical risk, I mean that if this individual is subjected to an additional stress, which could be a continued low intake of this vitamin or an infectious disease or an extra workload, one could very readily precipitate serious vitamin A problems.

Our concern here is that in our survey we observed 18 cases of "Bitot" spots in the eye. Now, 18 cases may not sound like a large number. This is a white foamy film* on the eye, which is one of the early lesions of vitamin A deficiency that can lead to serious eye problems and eventual blindness. As scientists, we do not know the time interval it takes to go from a low blood level of vitamin A to the clinical lesions of "Bitot's spots," to full-blown blindness in children.

I wish to point out to date we have not observed in our study a blind child that can be diagnosed as due to vitamin A deficiency. What I am trying to point out is that the risk is there and it behooves us to prevent this. There are some fairly reasonable solutions to this problem.

Likewise, in this teenage population, 13 percent have inadequate blood vitamin C levels. Vitamin C is found primarily in citrus fruits, in leafy green and yellow vegetables, and tomatoes. A prolonged deficiency of vitamin C results in scurvy.

Of particular concern to us was a concurrent finding that about 5 percent of all our participants had what we classified as "Scorbutic-type" gums. I don't mean to say this is scurvy, but there are bleedy, puffy gums that are synonymous usually with low vitamin C nutrition. It is well recognized that this type of lesion can be due to other periodontal diseases. At the same time, we found 5 percent of our total population with serum vitamin C levels at such a deficient level that these individuals need immediate treatment.

We didn't expect to find this high prevalence in our population, irrespective of the fact we were working in the lower quartile of income.

I would like to point out that the infant born to a poorly nourished mother—I have been describing some of the malnutrition problems of the teenage girl who is going to be a mother shortly—usually starts life with a serious handicap. Low infant birthweights, premature births, and infant mortality rates are significantly higher in mothers living in poverty.

Infectious diseases, respiratory, and intestinal problems, provide a major stress, but poor nutritional status can be the underlying factor contributing to a high mortality and morbidity rate. The findings in the preschool children from these areas clearly indicate a high prevalence of health and malnutrition problems.

Physical growth in preschool children is retarded. Almost 15 percent of our children under 6 years were more than 10 percent below their average height for age. In addition to this, the wrist bone X-ray studies, which are done to give us an objective evaluation of bone growth for age irrespective of genetic factors, reveal that the average growth retardation in this population group is from 6 to 9 months, and in some cases a retardation in physical growth of 2½ years by the age of 6.

One-third, one out of every three of the children were so anemic that the pediatricians would initiate immediate treatment. Similarly, one-third of the children 0-6 years of age had such low blood levels of vitamin A and one-sixth had low levels of vitamin C, they are classified as being deficient in these nutrients.

Another finding of surprise to us was that 3.7 percent of the children

had evidence of rickets or vitamin D deficiency. Nutritionists and the health profession had been laboring under the assumption that rickets had been eradicated from the United States with the advent of vitamin D enriched milk. Also 5 percent of our children had clinical evidence of protein and calorie malnutrition. From the scientific viewpoint one can say this is a type of starvation. May I point out, we certainly did not see the overt starvation that I have had the experience of seeing in foreign countries.

While no attempt was made to assess the total development of these children, since this kind of epidemiologic field study it is not possible to evaluate mental and the neurological function, concern was expressed in our preliminary report that some of these children who were retarded in growth might very well also have a reduced learning capacity.

Evidence obtained in the past year and a half indicates that there are many children who have physical changes associated with poor nutrition, and whose blood and tissue levels of nutrients are at such a low level as to indicate virtually no reserve. These levels are characteristic of tissue levels found in the less-developed countries throughout the world that we have had the opportunity of working in. We have actually had the opportunity of working in 35 of the developing countries during the last 14 years.

While the majority of the children studied in our survey in the United States have not shown what we call frank physical nutritional deficiency lesions, such as scurvy or blindness due to vitamin A deficiency, the individual subjected to a continued inadequate diet or additional stress, such as infection, could very well develop the severe signs of malnutrition at an unknown date. It could be tomorrow, it could be 1 month, it could be 1 year from now.

In the areas that we studied, less than 10 percent of the families currently are participating in either food stamp or food donation programs. We have not analyzed all our data and we expect to have our computer program printouts next month to enable us to determine whether the various malnutrition problems are more severe in the lowest income groups related to the welfare programs, the food donation programs, or are there certain nutrition problems that occur irrespective of income.

Currently the average monetary value of the food stamp programs per participant was approximately 17 cents per person per day from the food donation and 23 cents per day from the food stamp plan. The nutritional adequacy of this supplement to an inadequate diet is indeed questionable, besides the inevitable fact that the vast majority of the needy were not being reached through the current programs.

Now, in addition to the key problems of malnutrition that we noted, there are some associated health problems. Nearly 18 percent of our participants had trouble biting or chewing. This certainly affects the kind of foods they select and the kinds of diets that they become accustomed to. Five percent had troubles with all foods, and if I use as an example in Texas, the average adult had nearly one-half of all their teeth either decayed, missing, or filled.

In the 10- to 16-year-old group, the average number of decayed teeth that required immediate attention was six, with only four-tenths of a tooth being filled, whereas, the national average is 1.2 percent

decayed, with about 5.7 teeth per person being filled. I am not singling out Texas. As we look at our data coming in from other States we have no reason to think there will be much of a change in the dental findings.

Another problem is lack of immunization against common infant diseases. Most of us have assumed that a child entering school has certainly had his complete immunization for diphtheria, smallpox, polio, and measles. Our findings to date indicate that only 50 percent or less have had these immunizations.

The State surveys have provided an opportunity to assist those participants with special health problems. In one State 92 cases of suspected diabetes were identified. Any finding that indicates a health problem is immediately reported to the family's physician or the family indicates, if they do not have a private physician, whether they have access to a medical care unit.

If neither of these are available, reports are sent back immediately through the health department channels.

We considered many of the biochemical findings so severe that an immediate medical followup was recommended to be certain that this problem was treated and also to determine the presence or absence of some other concurrent disease or malabsorption syndrome. Regardless of cause the individual needs to be treated with the nutrient in question.

In the study conducted by Tulane University in which we collaborated with the Office of Economic Opportunity participants and their mothers in five Headstart programs were studied. They were studied using the same procedures as the national nutrition survey, that is, giving all the children a complete physical examination, taking blood and urine samples.

These five studies were located in Louisiana, Mississippi, and Alabama. The findings insofar as the prevalence of malnutrition in the children, although varying some in percentage, have revealed that the problems of anemia are even greater in some projects than we reported.

Similarly, regarding some of the other nutrients, vitamins A and C, the percentages of unacceptable blood levels are very similar to what we found in our national survey. If anything, they are higher.

It is not enough just to define the problem, and one of the things we were extremely interested in was to make certain that remedial action would be initiated in ongoing feeding programs. Through the collaboration of the Office of Economic Opportunity and private industry a special study was initiated in which the Headstart children in three projects were fed a glass of milk and a specially fortified breakfast cereal. The study has been in progress for 6 months and blood levels are being reevaluated this month to determine whether this may be feasible, reasonable, and a cheap method of treating and preventing the anemia and vitamin A and the vitamin C problems. But we hope to accomplish two things: One, we sincerely are hopeful that the problems that have been identified in this group will be corrected; two, that we will have information as to the level of enrichment that should be recommended, and, of course, I am sure you are aware this will require close cooperation and coordination with the Food and Drug Administration to establish proper food standards

and also to encourage that in Headstart programs special attention be paid to proper feeding of the children.

We have finished a small study of 365 families in the Navaho Indian Reservation in Arizona and our findings here are very similar to what we have found to date with a few exceptions.

The malnutrition problems are primarily found in the preschool child and the aged. The schoolchildren who were attending boarding schools were much better off. In other words, we had a much lower incidence of our findings in the schoolchildren in the Navaho Indian Reservations than in our national survey. The findings are similar to what has been reported in some studies that we had collaborated with the Division of Indian Health in 1961-62 in the Blackfoot Indian Reservation.

Basically, the problems are due to a number of factors. One, we cannot deny the fact that the lack of food and the lack of funds is the cause in many cases. Similarly, the lack of knowledge of the mother of what to feed her child, what to feed her family, what kind of food to select to insure adequate nutrition is a very predominant cause of malnutrition.

At the same time, we have another problem. This deals with our changing food supply. All of us in this room are aware of the tremendous number of new varieties of food. We have labored under the fallacy that man will select the right kinds of food to insure an adequate diet. We have also labored under the assumption that food enrichment and fortification programs that were initiated in the 1930's and 1940's, which were effective then, would still be effective today.

I am convinced that this is not the case. If it were, we should not have a recurrence of rickets (vitamin D in milk) or goiter (iodine in salt) or iron deficiency anemia or riboflavin deficiency (enrichment of flour). There is less vitamin D enriched milk sold today than 5 years ago, much less than 20 years ago, or 10 years ago. Likewise we should not have goiter (due to iodine deficiency). Endemic goiter was virtually eradicated in the United States in the thirties. There is one fallacy. In the field of nutrition one does not eradicate a disease in one generation and then forget about it in the next generation. It was eradicated at no cost to the consumer through a program of enriching salt with iodine.

In our survey to date we have found an incidence of 5 percent. I think even more shocking, in Michigan, the University of Michigan Hospital had just completed its 600th case of thyroidectomy surgery to remove the enlarged thyroid in 1 year. The Great Lakes region, and actually a strip going all the way down through the gulf, had been identified as being in the "goiter belt" back in the thirties, goiter belt being a lack of iodine in the soil and in the water. Likewise, there is a similar goiter belt in the Far West in the States of Washington and Oregon.

Less and less iodized salt is sold today than was 10 years ago. This, again, is due to a lack of education. In our Texas survey—and I mention Texas only because we have had a chance of looking at the data much more than some of the other States—40 percent of the local foodstores did not stock iodized salt. The people running the foodstores had a very logical answer, mainly saying, "Well, nobody asked for it and why should I stock it."

This is a matter of education, to impress upon consumers and distributors the continuing need for iodized salt.

Since we have reported to the Senate we have had an opportunity to determine the predominant causes of anemia that we have found. If you will recall, I mentioned that one-third of the children studied were anemic, having hemoglobin levels so low that they required immediate medical treatment.

Fifteen percent of our entire population had anemia. All low hemoglobin blood samples were sent to the U.S. Army Medical Research and Nutrition Laboratory at Denver, who are collaborating with us in our survey for analysis for iron, and folic acid levels. The purpose of these added analyses is to determine the nutritional cause of the anemia.

Instead of having one-third of our children being anemic, 45 to 50 percent had unacceptable serum iron levels. Unless these children now receive additional iron, even though today only one-third are anemic, the other 10 to 15 percent are prime candidates for developing anemia.

With a few exceptions, the anemia was also complicated with a folic acid deficiency.

Perhaps the main reason for this high prevalence of iron deficiency anemia in the preschool child is that the major source of food is milk. Milk does not contain sufficient iron to prevent anemia.

It behooves us to determine whether it would be feasible, logical and economical to add iron to milk, especially for the preschool child. If this could be done we could virtually eradicate and eliminate the problem of anemia in the preschool child.

The anemia found in the Navajo Indian reservation was virtually 100 percent due to iron deficiency. We are extremely interested in determining why a concomitant folic acid deficiency was not found.

Just last week I had the opportunity of chairing a program at the Federation of American Society for experimental biology, devoted toward recent studies on malnutrition in the United States. The Army Medical Research and Nutrition Laboratory presented some recent data on new Army recruits, that had only been in service for 2 weeks. They utilized virtually the same methodology that we are using in the national survey. Their findings of malnutrition are virtually identical with ours.

They also had the opportunity of comparing the findings in recruits to soldiers that had been in service for 2 years more. There is a dramatic change. This certainly indicates, again, that the malnutrition problems that have been identified are primarily due to a lack of proper nutrients.

Mr. Chairman, I believe that is a short summary of where we stand today regarding our findings. I would be most pleased to answer any questions that your members may ask.

The CHAIRMAN. Thank you very much.

Mr. Teague wants to question you.

Mr. TEAGUE. Doctor, leaving medication out of the discussion for a moment, what foods are best for anemia? Which foods contain more iron?

Dr. SCHAEFER. Liver is the best source, however it is consumed by few. Enriched flour products are the predominant source of iron.

The amount of enriched flour consumed per capita today is con-

siderably less than it was in the early fifties. There is no Federal law that requires that all flour be enriched, with iron, thiamine, riboflavin, and niacin.

The use of enriched flour is an option and virtually all of the pre-processed flour products, cake mixes, the rolls that you put in your freezer have not been prepared using enriched flour.

Secondly, the Food and Drug Administration recently observed that the form of iron used in enrichment of flour is only utilized at about a 30- to 40-percent level. With our current know-how and technology, the standard for enrichment needs to be revised, and we need to specify the correct form of iron so that we insure an 80- to 100-percent availability.

Mr. TEAGUE. I have heard that beets and raisins are particularly good as containing iron; is that true?

Dr. SCHAEFER. Virtually all vegetables have iron in them, and raisins, of course, have a high iron content on the basis of per-hundred grams of weight. Raisins are a better source than beets.

Mr. McKNEALLY. Mr. Chairman.

The CHAIRMAN. Mr. McKneally.

Mr. McKNEALLY. Mr. Chairman, I would like to find out what the educative process would be with the people who don't eat what they ought to eat. How do you make them—or how do you condition them to eat those things that would best make them healthy? I certainly think education comes into this, but it is a greatly maligned word, and I wonder where education stops and Government direction begins, and to what extent has the Government a right to direct a citizen what he shall eat?

Has he not the right not to eat what he doesn't like?

Dr. SCHAEFER. Certainly. This is what makes the game of nutrition difficult, sir. There are also other approaches such as food enrichment guidelines and standards. In enrichment programs the key direction must come from the Federal Government. This procedure does not require changing that person's food habits or his likes or customs.

One of the reasons that we are really interested in looking at our data very quickly is that we are hoping to identify the major foods that contribute various nutrients. Especially iron, vitamins A, D, C, and riboflavin thiamine and folic acid. Then determine whether it would be logical to enrich these foods and what the acceptability and feasibility is. The food industry has the technology to do this. Many times the mother—I think it is worse today than it was 10 years ago—does not know or has forgotten, or hasn't been taught to read the food label to determine whether she is buying a cakemix that has been enriched, or buying milk that has vitamin D added or whether she is purchasing salt with iodine added.

There are two main avenues of approach. One, we have the most sophisticated food distribution system in the world, excelled by none. Thus it is imperative to solicit and get the help of the food industry in doing a much better job in educating the mother at the time of purchase.

For example, I hope that through the food supply system we could have signs, TV ads, et cetera, encouraging each mother to feed her preschool child vitamin D enriched milk.

Currently, if you walk in a store you will see a sample that says, "grade A Milk" in nice red letters. And in some places that grade A

milk is 2 to 4 cents per half gallon cheaper than in the next shelf that says, in small blue letters, "vitamin D enriched milk." Unless she knows the reason to buy vitamin D enriched milk, she is going to take the "grade A milk."

Also, we hope we can prevail upon industry to roll back the price on vitamin D milk to where it should be no added cost. The original patent on enriched vitamin D milk specified that there would be no price increase.

Second, we have a real challenge in trying to educate the child from the kindergarten through high school, of the necessity to consume an adequate diet. This is a long term program and it is hard to do, and the word "education" has been probably maligned in this regard. It is an important factor.

Mr. McKNEALLY. Thank you.

The CHAIRMAN. Mr. Mayne.

Mr. MAYNE. Dr. Schaefer, I was interested in your reference to a recurrence of the goiter problem. Did you say that one hospital in Michigan has performed 600 goiter operations comparatively recently?

Dr. SCHAEFER. This past year.

Mr. MAYNE. Which hospital is that?

Dr. SCHAEFER. The University Hospital at Ann Arbor.

Mr. MAYNE. Does your information indicate to you that there is a similar resurgence of goiter all throughout the former goiter belt?

Dr. SCHAEFER. Well, I can't make quite that general a statement; however, from our Texas and Louisiana survey one can predict resurgence. The most serious goiter problem was located in the Great Lakes region.

Our overall prevalence of goiter is approximately 5 percent for Texas and Louisiana. The incidence in adolescent girls who are more susceptible to iodine deficiency, may be in the neighborhood of 15 percent or higher.

Unless they get immediate treatment by the use of iodized salt—cost of a quarter of a cent per person per year—they will develop enlarged thyroids.

Mr. MAYNE. There was a period in which the profession considered that goiter had been eradicated; was there not?

Dr. SCHAEFER. Correct.

Mr. MAYNE. How long did that period last before this recurrence was noted?

Dr. SCHAEFER. Reports in the scientific literature of the recurrence of goiter in the Michigan area were published about 4 to 5 years ago. The findings we reported for Texas and Louisiana came as a surprise.

Mr. MAYNE. When was it that we thought it had been eradicated?

Dr. SCHAEFER. The late 1930's.

Mr. MAYNE. Is the lack of iodine in the salt the thing that causes this?

Dr. SCHAEFER. That is by far the predominant cause. I can give possibly the reason for this happening. There has been a tremendous shift of using less and less table salt as well as less use of iodized salt. Until the time of our survey, virtually none of the companies used iodized salt in their preprocessed foods. I am confident that the key reason was the fallacy that if iodized salt was used in a soup mixture, the iodine would attack the can and cause corrosion. That is not true.

This happened to be one of the arguments in the 1930's that was used to prevent a Federal law requiring the use of iodized salt in food processing.

Mr. MAYNE. When you say that the cost is so very small per year to have it iodized, does that mean that there is no difference in the price of iodized salt as distinguished from salt that is not iodized when it is bought in the ordinary consumer package in the store?

Dr. SCHAEFFER. It depends upon which State. In the State of Texas there is absolutely no difference in the cost of iodized versus uniodized. For many, many years there was no difference. In the State of Maryland, and I believe in the District, you will find a price differential.

Mr. MAYNE. How much?

Dr. SCHAEFFER. 1 cent to 2 cents per pound. And this makes a difference. Unless a mother or whoever purchases the food recognizes that there is a need to buy iodized salt, she will take the cheapest article. The only way she knows it is iodized is by a little blue label that says, "Iodized."

Mr. MAYNE. I take it you feel the principal danger is from the failure of commercial concerns that do process food to use noniodized salt in their processes.

Dr. SCHAEFFER. It is encouraging that since the preliminary nutrition survey finding was reported—even though it is of a preliminary nature—that the food industry has made numerous queries and has indicated an interest. I know some food manufacturers that are now using iodized salt in their food processing. I don't know how prevalent this is but I know one leading food manufacturer is doing this. They furnished us the information that it has no effect on stability, no effect on corrosion of the can, no effect on the taste.

One of the key problems is that the food industry—by its varied nature—is commodity oriented. They have a commodity, a product to sell.

Nutrition for humans is dependent upon the consumption of a whole array of commodities.

The same thing is true when we talk about vitamins C and A and the undernutrition problems. There is a need to recognize that to prevent malnutrition it is important to have a complete balance and the right amounts of all the nutrients.

We have said for many years—and probably this has been a fallacy—that, well, if you eat a mix of foods you are pretty sure of getting sufficient nutrients. This may or may not be the case.

Mr. MAYNE. Thank you, Doctor.

The CHAIRMAN. Thank you.

Mr. Kleppe.

Mr. KLEPPE. Thank you, Mr. Chairman.

Doctor, I am very interested in many things that you have said this morning. I would like to ask you a few questions in review, if I may, that the sample you are quoting here in most of your figures—if I understand you correctly, you said that this was presently involving about 10 States?

Dr. SCHAEFFER. Yes, sir.

Mr. KLEPPE. Also, you indicated that the Great Plains was kind of void in this particular sample?

Dr. SCHAEFFER. Yes.

Mr. KLEPPE. Then you also indicated, I believe, that there were about 5,500 families, totaling about 20,000 people; is that correct?

Dr. SCHAEFER. That is the number we have studied to date, sir.

Mr. KLEPPE. This is the number you have studied to date?

Dr. SCHAEFER. To date. The total target for our 10-State survey will cover approximately 70,000 people.

Mr. KLEPPE. 70,000 people. These obviously will be all ages?

Dr. SCHAEFER. Yes. I should have told you that our primary unit in sampling is the entire family.

Mr. KLEPPE. All right. These 70,000 that you are talking about are going to come from these 10 selected States that you mentioned earlier?

Dr. SCHAEFER. Yes, sir.

Mr. KLEPPE. May I ask you, who selected the samples, these families? Do you do this in your Department or do you have a professional out-fit help, or how do you do it?

Dr. SCHAEFER. Our consultant advisory group of 22 scientists assisted us in the Survey design. They identified basically 20 States or areas.

A governmental advisory group consisting of representatives from the Bureau of Census, the National Health Survey, Health Statistics, and statisticians from the Office of Economic Opportunity, Office of Education, Children's Bureau and BOB assisted in the final National Nutrition Survey sampling plan. Due to constraint of funds, time, and personnel, 10 States were selected.

Mr. KLEPPE. May I interrupt you to ask you—you also indicated that the large percentage of your sample were in the lower quartile of income. Where did you get that list?

Dr. SCHAEFER. We were able to buy in on a study that was being done for medicare from the Bureau of Census. The Bureau of Census furnished us a list of enumeration districts in each State, listed according to the number of families living in poverty in 1960. An enumeration district being that specified geographical area that one census taker covers and usually represents about 200 families.

The enumeration district printout was in three strata: rural, semi-rural, and urban. The sample was then randomly selected from the lower quartile of income enumeration districts.

Mr. KLEPPE. You do have urban and rural separated, then?

Dr. SCHAEFER. Yes, sir.

Mr. KLEPPE. In your sample?

Dr. SCHAEFER. Yes, sir. The number of enumeration districts selected was based on the percentage of population that were rural, semi-urban, and urban.

Mr. KLEPPE. Thank you very much.

The CHAIRMAN. Thank you, Mr. Kleppe.

Does anyone else—yes, Mr. Foley.

Mr. FOLEY. Thank you, Mr. Chairman.

Dr. Schaefer, you mentioned in your testimony that you had personally been involved in nutritional studies abroad with developing countries. I think you mentioned 35 developing countries.

Dr. SCHAEFER. Yes, sir.

Mr. FOLEY. Over what period of time have these nutritional studies been conducted abroad?

Dr. SCHAEFER. They were initiated in 1956. The first two countries were Iran and Pakistan.

Mr. FOLEY. Prior to the study you have undertaken in the United States, have we had extensive, national studies on nutritional problems?

Dr. SCHAEFER. No, this had not been done in the United States. There were isolated studies either restricted to specific nutritional problems, or dietary surveys which did not include a health assessment. Dietary studies do provide data on the prevalence or the incidence of malnutrition.

Mr. FOLEY. In other words, as long as 13 years ago, we were conducting, with the U.S. aid funds, nutritional studies on a national level in foreign countries, while, up to the present, nationwide nutrition studies have not been conducted in the United States?

Dr. SCHAEFER. Yes, sir. Our international surveys have as their objective to assist the countries in properly feeding their population, to define their key food and nutrition problems, and assisting them to become self-sufficient in food and prevent malnutrition.

Mr. FOLEY. You mentioned that Federal studies had been generally completed in certain States, and partially completed in others. As I recall, you said that the studies in the States of California and Washington have not yet been initiated?

Dr. SCHAEFER. That is right, sir.

We are hopeful of initiating or signing the contract in West Virginia today. My staff are down there today. Again, this is primarily due to the usual problem of release of funds. I trust that funds have been released today to enable us to negotiate the contract. The same situation holds for Washington and California. We have not had the funds identified to enable us to negotiate contracts for Massachusetts and South Carolina.

Mr. FOLEY. In other words, the completion of this national survey in all the States selected is still in question, depending on whether funds are released?

Dr. SCHAEFER. We have been assured by the administration that funds will be made available. When you get down to the working level, it is the old adage of money on the barrelhead before you start working.

Mr. FOLEY. You mentioned computer analysis. Is it essential to use the computer analysis techniques in carrying out this study?

Dr. SCHAEFER. In this kind of study it is absolutely essential. I mentioned we will be covering over 70,000 individuals and on each individual we are getting a minimum of 200 pieces of information. This is really an underestimate since in analysis of our dietary data, and we will, in an average family, probably have to have as high as 40 to 60 entries of food and then analyzing nutrient intake per person per day.

We have an equivalent of about 200,000 IBM cards that need to be keypunched and put into a computer for each State. This would be impossible without the use of computers.

Mr. FOLEY. Have funds been released for the full computer analysis part of the program?

Dr. SCHAEFER. If I say no, it isn't absolutely correct; if I say yes, it certainly isn't correct, because we have limited access to computers, and we have had limited personnel—programmers—available. In this

kind of a study one of the real time-consuming aspects is to get the computer programs written so that one can obtain the kinds of correlation that are essential in order to answer some of the questions that will be of help to the Congress.

Mr. FOLEY. Much of the value of the studies is that you didn't have the computer analysis portion of the program available to you?

Dr. SCHAEFER. Eventually we will have available proper computer time and services.

Mr. FOLEY. I am talking about the total computer resource, including the personnel and programing.

Mr. SCHAEFER. We are not just interested in, and I trust Congress is not, our talking about findings. We need to analyze and correlate the data to determine the reasonable approaches to prevent malnutrition and to evaluate the effectiveness of current programs. The volume of data we have make it absolutely mandatory to have computers and personnel to quickly analyze the data and not drag it out for 3 to 5 years.

Mr. FOLEY. Do you think that it is possible that your studies will have a direct reference to the effectiveness of certain congressional public programs?

Dr. SCHAEFER. I certainly do. We have an opportunity to evaluate the nutritional health benefits of families receiving food stamps, food commodities, and welfare. We trust we can answer the following: Whether the food commodity distribution program is really benefiting the recipient? Whether the nutrition status of children receiving a school lunch is improved and whether those receiving a breakfast and a lunch are further improved.

Mr. FOLEY. Just a final question, Dr. Schaefer. I think it is a very simple point, but I believe it needs to be emphasized.

We sometimes hear specific regions of the country mentioned almost as if the problems of hunger and malnutrition were exclusively in those regions. From your preliminary evaluations of the study, could you say whether or not the problems of hunger or malnutrition are national rather than regional, even though they may differ in various characteristics?

Dr. SCHAEFER. Unless our data proves me wrong, I would unequivocally state that this is not a local problem. Malnutrition is a national problem. Our data plus other nutrition research findings on such problems as anemia, and goiter, clearly indicate that this is not just located in the South. It is a national problem.

I am confident we will see, as we have even within States, variations in the problem. These variations can be related to ethnic groups, which goes back to their food habits. The prevalence of various kinds of malnutrition may not be the same in each State, however as of to date our findings emphasize that malnutrition is a serious problem.

I wish we would not, but on the basis of looking at the data we are now getting in from five States, it is a very reasonable—and my firm conviction—that there are problems all over.

Mr. FOLEY. Dr. Schaefer, we congratulate you on your statement. I think it has been a very useful document.

Thank you.

Dr. SCHAEFER. Thank you.

The CHAIRMAN. Are there any other questions?

(No response.)

The CHAIRMAN. If not, we are very much obliged to you, Dr. Schaefer. We appreciate your coming before us and giving us this information.

Thank you very much.

Yes, Mr. Foley.

Mr. FOLEY. Mr. Chairman, at the appropriate time, I would like to offer for the record a letter directed to you, sir, from the Amalgamated Meat Cutters & Butcher Workmen of North America, for inclusion in the record.

The CHAIRMAN. Without objection, it will be inserted.

(The document above-referred to and others submitted to the committee follow:)

AMALGAMATED MEAT CUTTERS & BUTCHER WORKMEN,
Chicago, Ill., April 23, 1969.

Hon. W. R. POAGE,
Chairman, Committee on Agriculture,
U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: We want to congratulate you on your early consideration of legislation to battle hunger and malnutrition in the United States. While we consider H.R. 7919 to be a preliminary bill, we hope that this food hearing will be the first of several by the Committee in this session of the 91st Congress. We hope the future hearings will deal deeply and directly with legislation involving the actual authorization to wipe out hunger in the nation.

We heartily approve Section 2 of H.R. 7919. This policy statement establishing the federal government's responsibility to eliminate hunger and malnutrition is extremely desirable. We cannot comment at this time on the other sections of the bill since our Union has not come to a decision on some of the questions they pose. We shall do so soon, however.

Our Union believes that the elimination of hunger and malnutrition is of the greatest urgency. As the nation's largest organization of food industry workers—some 450,000 of our 500,000 members work in food processing and retailing industries—we know that the necessary food can be made available. U.S. producers certainly are able to grow more than is needed to feed every American. Our Union's members and food industry management certainly can process huge amounts of wholesome and nutritious foods—much greater amounts than they are doing today.

Hunger is probably the easiest of the poverty problems to solve. Its remedy involves no great and complex political, sociological or psychological problems, as do so many of the other antipoverty efforts. Nor are the American people divided on what to do about hunger. There is tremendous public support for ending it—and ending it quickly.

Hunger can be wiped out in the United States if:

(1) Adequate funds are made available—especially by the federal government—to provide sharply expanded food programs, including the giving of free food stamps to the lowest income families.

(2) The administration by federal, state and local officials of the various existing food programs are reformed.

We look forward to appearing before your Committee or any of its Subcommittees when they are considering legislation to make the necessary changes in the federal food programs to wipe out hunger and malnutrition.

Best regards.

Very truly yours,

PATRICK E. GORMAN,
Secretary-Treasurer.

AMERICAN FEDERATION OF LABOR &
CONGRESS OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., April 23, 1969.

Hon. W. R. POAGE,
Chairman, House Agriculture Committee,
U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Although we have reservations about certain provisions of H.R. 7919 which is currently the subject of hearings before your Committee,

we find ourselves in agreement with three sections of the bill and wish to so inform you and the members of your Committee.

First, we concur with the policy statement of H.R. 7919 containing the declaration of Congress that "it is the continuing policy and responsibility of the Federal Government to use all practicable means, with the assistance and cooperation of industry, agriculture, labor, and State and local governments, to coordinate and utilize all its functions and resources for the purpose of eliminating hunger and malnutrition throughout the United States." We assure you that the AFL-CIO fully supports efforts to bring about the achievement of the national objectives of feeding the hungry and nourishing the undernourished of our nation.

Second, we agree with the proposal for an Advisory Council on Human Nutrition. With an independent staff, to prepare annual recommendations with respect to programs and activities designed to deal with the problems of hunger and malnutrition in this country.

Third, we wish to express our support for Section 6 of H.R. 7919 which provides that an annual report be submitted to Congress containing information on programs and activities, data in connection with the elimination of hunger and malnutrition in this country and recommendations for legislation.

We believe that the reports envisioned by this legislation would be helpful to those in and out of Congress who recognize, as you do, the importance of improving our national effort to see that all Americans receive enough of the proper foods to eat.

We are not persuaded that the administration of food and nutrition programs should remain indefinitely in the Department of Agriculture. For this reason, we are hesitant to support the creation of an Office of Assistant Secretary of Agriculture for Human Nutrition. If we were prepared to endorse the proposition that such programs should remain in Agriculture, then the idea of establishing a focal point for administration of the programs under an Assistant Secretary would be acceptable to us.

We in the AFL-CIO wish to take this opportunity to congratulate you and members of your Committee for the decision to take up legislation relating to one of the most serious problems facing our country. We hope that consideration of H.R. 7919 will be just the first step your Committee will be taking in this general area during the current session of Congress. We regret that we find ourselves unable at this time to endorse all provisions of the bill.

Sincerely yours,

ANDREW J. BIEMILLER,
Director, Department of Legislation.

STATEMENT OF JOHN W. SCOTT, MASTER, THE NATIONAL GRANGE

Mr. Chairman and Members of the Committee, I am John W. Scott, Master of the National Grange, with offices at 1616 H Street, N.W., Washington, D.C.

The Grange, an organization that concerns itself with people and their problems, with special emphasis on the worth of the individual and his contribution to the improvement of society, is privileged to have the opportunity to support H.R. 7919, "Human Nutrition Act of 1969", an act which, in our opinion, will be of tremendous assistance in obtaining the national goal of elimination of malnutrition and hunger from America. Through healthy people will come a healthy nation, where each person will feel the added responsibility of making his contribution to the betterment of the society of which he is such a vital part.

The Grange being a rural-urban family farm organization perhaps is more aware of the importance of a well-balanced diet for the growing generation. Through its Junior Granges, the Grange teaches good meal planning to bring about nutritious, balanced diets. We therefore are aware of the influence malnutrition has upon the developing young minds and bodies of our very young and growing children. Over the years we have been strong supporters of all programs that develop good eating habits as well as teach the nutritional value of America's farm abundance.

Where else can the programs such as the National School Lunch Act, Food Stamp Act of 1964, food distribution programs and the Child Nutrition Act of 1966 be better carried out and administered than in the Department of Agriculture, that has over 100 years of experience in assisting in the production of an abundance of nutritional food and the experience of teaching the unknowing of

the importance of balanced diets through the Home Economics Workers of the Agricultural Extension Service. All the doctors and experts in other Departments of the Federal Government cannot match the record of the Department of Agriculture in teaching people better ways to live—farmers and non-farmers alike.

The Department of Agriculture has been severely criticized because it has not done enough in feeding the hungry and underfed people of our urban-rural poverty areas. Who has done more? Other government agencies became interested in hunger and malnutrition after the Department of Agriculture made the first move. The reasons for agriculture's action or move is not in judgment at this hearing, but action was and is being taken and the point in question is whether the provisions of H.R. 7919 will enhance and assist the Department in carrying forward the related programs of feeding the hungry and underfed.

The hearings being held by the U.S. Senate Select Committee on Nutrition and Related Human Needs point up the importance of *education* in meeting the nutritional needs of American young. Malnutrition in the U.S. is not restricted to "poverty pockets," but much is caused by lack of knowledge. Most poor eating habits are due to the failure of mothers—who weren't taught by their mothers or at school—to teach young people how to eat properly. And this occurs at all economic strata and is inexcusable in the middle-to-higher income brackets because they have means to purchase nutritious food and access to an education to show them how it should be prepared. And it remains, of course, that those others who don't get enough to eat have another problem altogether—except they also don't get the nutrition education.

It's high time that greater emphasis was placed on "nutrition education" in public schools and local communities' projects. The consequences of "negative nutrition" should be burned into the minds of mothers as well as growing children.

But we are not nutrition experts and do not pretend to know all the answers to solving the problems of hunger and malnutrition; however, we have studied the problem long enough to know that surplus food and increased appropriations alone will not cure the ills of a nation that has hunger and malnutrition so prevalent in a "land of milk and honey."

Therefore, we must approach the problem from two avenues: one from increased use of farm abundance; and two, increased education of mothers and children in proper eating habits, both of which can be best administered by the Department of Agriculture because only they have the expertise to travel both avenues to answer the problems of hunger and malnutrition.

Within the Department of Agriculture, as I am sure this Committee is well aware, is the Federal Extension Service, comprised of many experts in the areas of "nutrition" and "humanization" (art of talking, working with and understanding people). Both are of utmost importance if we are to truly eliminate hunger and malnutrition. Appropriations are important, but nutritional education is indispensable.

In recent months much has been done by the Secretary of Agriculture who has become increasingly aware that feeding the underfed and winning the war against hunger in the U.S. is the number one responsibility of the Department of Agriculture. The programs started by his very capable and dedicated predecessor, molded into viable legislation by this Committee and passed by previous Congresses, now must be pushed farther and faster if they are to remain a part of the overall-responsibility of the Department of Agriculture and this Committee.

The President, in his remarks before the employees of the Department of Agriculture, said in part:

"I know that the Secretary in his opening statement made it quite clear that one of the first priority assignments of his administration of this Department would be to see to it that America's farmers received their fair share of the increasing growth and wealth and productivity of this Nation. That, however, while it is the primary function of this Department, and traditionally when it first began perhaps its only major function, there are others which the Secretary very properly has emphasized.

"The fact that now the role of this Department in waging effectively the battle against poverty and particularly the battle against hunger as it relates to poverty, not only in the United States and the world, this is something which goes beyond simply producing more agricultural products, as all of you know better than I. It goes to other problems.

"I noted the tremendous interest—and I think it is encouraging that such an interest is finally developing among the people at large—the interest in the

problem of hunger in the United States. You will recall when the public conscience finally became aroused, really aroused, about the problem of hunger in the United States. It was a CBS television program a few months ago in which millions of Americans for the first time, living in what is really the best fed, the best housed, the best clothed Nation in the world, millions of Americans saw on television that in this rich land there is hunger. Hunger not simply due to lack of food, but also hunger due to failure to have the right kind of food, the problem of nutrition to which the Secretary has referred.

"And so as we look at this problem, it seems to me that there is no Department in Government that has a more exciting opportunity, for a reason that you are more aware of than I am.

"When we consider America's problems today, one at the top of the list is our agricultural surpluses. We are constantly worrying about that and the budget, and we are worrying about it in terms of our agricultural programs.

"But I know that all of you are aware, as I am, that those surpluses are a great bounty for the United States of America. It means that we can effectively deal with the problems of hunger in this country and help with the problems of hunger in the world because we are able to produce so much.

"So that presents the challenge to the men and women in this room, the leaders of this Department, those upon whom the Secretary is going to rely to obtain the advice so that we can effectively use this tremendous productive capacity which this Department has helped to build through the years; so that we can effectively use it in a scientific way to attack the problems of hunger, of malnutrition and all of its assets in this Nation, and thereby also to set perhaps an example to other nations in the world. * * *

"I want you to know that this is one of the missions that I trust this Department will undertake with all the success that it has been able to apply to its primary mission of increasing production of agricultural products in the United States."

The Secretary, in accepting the challenge of the 70's, has said both in public and in private that the American farmer can produce all the food that is necessary to feed the hungry and underfed—but it must be done at a fair profit for the farmer. To this we add our "amen." We feel that the problem of curing the nation's ills of malnutrition and hunger can and must be met without reducing by one cent the farmer's income or government appropriations for farm programs, because it is through these programs that we have our abundant food supply that is necessary in carrying out our many programs of welfare feeding and school lunch and related activities. Without present "consumer subsidies" in agriculture programs, the cost of the foods used in such programs would increase considerably and place the programs in serious jeopardy of being lost or greatly curtailed because of the increase in needed appropriations to purchase the agricultural commodities.

We cannot emphasize too strongly the expertise that exists in the Department of Agriculture for conducting studies in nutrition, diets of men, women and children, and the trained personnel to do the necessary job of education. In addition, through the various agencies of the Department of Agriculture, a delivery system can be devised to get the food and the education where it is most needed.

We would like to call to the attention of this Committee two papers that were presented at the 46th National Agricultural Outlook Conference, held in Washington, D.C. on Wednesday, February 19, 1969. The first paper is "New Developments in U.S.D.A. Food Programs", presented by Howard P. Davis, Deputy Administrator, Consumer Food Programs; the second is "Diets of Men, Women and Children", by Daniel A. Swope of the Consumer and Food Economics Research Division. These two papers illustrate the broad scope of interest, research and ability of the Department of Agriculture regarding "food and people".

We in the Grange cannot help but feel that the provisions of H.R. 7919 will be of invaluable assistance to a Secretary of Agriculture who is already dedicated to erasing malnutrition and hunger from the American scene.

We therefore urge this Committee to report favorably to the floor H.R. 7919 and diligently work for its enactment into law.

We appreciate this opportunity to make known to this Committee and to Congress the views of the National Grange, and ask that our statement be made a part of the hearing record. Thank you.

THE AMERICAN DIETETIC ASSOCIATION,
Chicago, Ill., May 8, 1969.

Hon. W. R. POAGE,
*Chairman, House Committee on Agriculture,
Longworth House Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: I am writing on behalf of the American Dietetic Association to submit recommendations on H.R. 7919, a bill to provide for a coordinated program to improve the level of human nutrition in the United States. Our Association that represents approximately 20,000 dietitians and nutritionists is in full accord with the objective of the legislation as stated in section 2 that declares "that it is the continuing policy and responsibility of the Federal Government to use all practicable means, with the assistance and cooperation of industry, agriculture, labor and State and local governments, to coordinate and utilize all its functions and resources for the purpose of eliminating hunger and malnutrition throughout the United States."

We wonder if the provisions of H.R. 7919 would permit the Federal Government to utilize all its functions and resources for the purposes of eliminating hunger and malnutrition. We are well aware of the contributions made by the Department of Agriculture and the Department of Health, Education, and Welfare in combatting hunger and malnutrition. The members of the Association recognize nutrition as a health science and that all resources should be utilized in improving human nutrition in the United States.

We believe that at the Federal level high priority should be given to the development and promulgation of national nutrition policies. It would seem to us that the development of national nutrition policies could best be done by representation of all Departments that can contribute to such policies. Advice should be requested from non-Federal experts, including representatives of the food industry.

I am enclosing the latest recommendations of the American Dietetic Association to further promote optimal nutritional health in the United States. We would be pleased to have the opportunity to work with you in translating our recommendations into legislative proposals to promote optimal nutritional health of the population in the United States. May I respectfully request that this letter be made a part of the printed record of hearings.

I hope that you will not hesitate to get in touch with me if our Association can be of assistance to you.

With best wishes, I am,

Sincerely,

(Mrs.) GRACE M. SHUGART, *President.*

RECOMMENDATIONS OF THE AMERICAN DIETETIC ASSOCIATION TO FURTHER PROMOTE OPTIMAL NUTRITIONAL HEALTH OF THE POPULATION IN THE UNITED STATES

The American Dietetic Association recommends that:

I. Nutritionally adequate food should be available for all individuals and families.

II. Nutrition services under the supervision of qualified nutrition personnel should be a component of *all* health and health related programs and should be designed to reach the total population with priority to such nutritionally vulnerable groups as infants, children and youth in the growing years, women in the child bearing years and the older age population.

III. Nutrition education should be a basic requirement in the school curriculum with a feeding program available to all (including preschool) children in which there is direct and continued application of the principles of current nutrition knowledge.

IV. Recruitment and training of professional and supportive nutrition personnel should be accelerated and expanded to fulfill the present and projected needs for manpower to provide the services needed to attain and maintain optimal nutritional health of the population.

V. To assist the States and their communities in improving the health of their residents through nutrition, the Federal Government should:

(a) Develop and promulgate national nutrition policies;

(b) Recognize the importance of nutrition to health by establishing an organizational unit in the Department of Health, Education, and Welfare with responsibility for a comprehensive nutrition program;

(c) Provide financial assistance for nutrition surveillance surveys, applied nutrition research and demonstrations, grants-in-aid to support public health nutrition programs, and consumer protection activities; and

(d) Establish a uniform system for nationwide reporting of morbidity and mortality of malnutrition which will provide statistics on the magnitude and location of both primary and secondary malnutrition.

VI. Priority should be given to nutrition in all White House Conferences related to health needs and particularly to the White House Conferences on Children and Youth and on Aging.

VII. Participation of the food industry should be solicited in promoting optimal nutritional health of the population.

THE ASSOCIATION OF STATE AND TERRITORIAL HEALTH OFFICERS,
Washington, D.C., May 8, 1969.

HON. W. R. POAGE,
Chairman, House Committee on Agriculture,
Longworth House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing on behalf of the Association of State and Territorial Health Officers to offer our comments on H.R. 7919, the Human Nutrition Act.

This Association fully endorses the overall objective of the legislation as stated in section 2 of the bill, i.e., that the Federal Government use all its resources for the purpose of eliminating hunger and malnutrition throughout the United States.

We are concerned, however, that the bill pertains only to the Department of Agriculture. Since malnutrition and associated physical and mental conditions are health problems, we believe that it would be appropriate for the resources of the Department of Health, Education and Welfare to be utilized in the Federal effort to combat hunger and malnutrition.

Furthermore, we recommend that the proposed Advisory Council on Human Nutrition should function at an interdepartmental level rather than in the Department of Agriculture, as proposed in section 5 of the bill.

We appreciate having the opportunity to present these recommendations and respectfully request that they be included as a part of the printed record of hearings.

Sincerely yours,

J. E. PEAVY, M.D., *President.*

AMERICAN HOME ECONOMICS ASSOCIATION,
Washington, D.C., May 12, 1969.

LADIES AND GENTLEMEN: I am Mrs. Louise E. Gauthier, president of the American Home Economics Association. I wish to submit the following statement for the Association regarding H.R. 7919 to the House of Representatives Committee on Agriculture.

The American Home Economics Association, an educational and scientific organization of 48,000 members, has long supported the historical position of the Department of Agriculture in its food for people programs and its nutrition education programs. We believe that there is a continuous need for such programs, particularly in nutrition education, since it appears that sound nutrition information is not well communicated from generation to generation.

We feel that much public recognition needs to be given to the great effort remaining to provide adequate diets for the entire population of the United States. We believe that it is appropriate for the Department of Agriculture to continue its support of nutrition education programs. In particular, we support the establishment of a National Advisory Board on Nutrition so that there can be better coordination of our efforts and increased recognition given to the importance of sound nutrition to the welfare of our Nation.

MRS. LOUISE E. GAUTHIER, Ed. D.,
President, American Home Economics Association.

AMERICAN PUBLIC HEALTH ASSOCIATION, SOUTHERN BRANCH,
Birmingham, Ala., May 8, 1969.

HON. W. R. POAGE,
*House of Representatives, Chairman, House Agricultural Committee, House
Office Building, Washington, D.C.*

DEAR MR. POAGE: We are sending you a statement relevant to HR 7919, *Human Nutrition Act of 1969*, which represents the unanimous opinion of the Executive Board, Nutrition Section and which has the backing of over 20,000 members of our Association located in sixteen southern states and the District of Columbia. We strongly support the six recommendations made by our Nutrition Section and trust that these will be brought to the attention of your committee, and furthermore, sincerely hope you and your committee will relegate the authority for the comprehensive coordination, planning and implementation of nutrition programs for the total population through the Department of Health, Education, and Welfare so that these can be administered by the state and local health departments which are equipped with the know-how, manpower and facilities to promote wholesome nutrition and to attack the problems of malnutrition and associated diseases.

We will be most happy to appear before your committee to provide further information on this statement.

We certainly appreciate the efforts you and your committee are devoting to meeting the nutritional needs of our citizens.

Sincerely,

FREDERICK W. HERING,
Executive Secretary.

The Nutrition Section of the Southern Branch of the American Public Health Association takes the following stand against H.R. 7919, and proposes the following recommendations:

1. Malnutrition and associated diseases are medical problems and should be under the direction of health department agencies.

2. Nutrition should not be isolated from other health services. It is an integral part of many programs and services of health agencies as are reducing infant and maternal mortality and morbidity rates, controlling communicable and chronic diseases, as well as education of the public on principles of good nutrition, food purchasing, and preparation.

3. The nutritional health status of the population should be the responsibility of the Department of Health, Education, and Welfare. Nutritional health studies of the population require medical, laboratory and food consumption studies, and therefore should be a part of the National Nutrition Survey Studies and Programs.

4. A successful attack on malnutrition requires national, state and local policies and needs to be placed in health agencies that are well structured administratively to assure adequate funding and staffing of nutritional programs for the total population.

5. The Department of Health, Education, and Welfare and component health departments should be responsible for the coordination of all nutrition programs at the federal, state and local levels to aid the organization of efforts of all involved agencies and organizations.

6. The Nutrition Section of the Southern Branch of the American Public Health Association would also like to recommend that a division of nutrition be established within the Department of Health, Education, and Welfare to coordinate all nutrition efforts at the national, state and local levels.

This statement has the backing of the Southern Branch of the American Public Health Association and will be brought before it's 20,000 members in the form of a resolution at the Southern Branch of the American Public Health Association meeting in Oklahoma City, Oklahoma, May 21-23, 1969.

Submitted by: Executive Board, Nutrition Section.

JOELLA R. SISLER.
MURIEL CALDWELL.
RAMONA POWERS.
MARTHA CLARK, *Chairman.*

SALT INSTITUTE,
Alexandria, Va., June 4, 1969.

Hon. W. R. POAGE,
Chairman, House Agriculture Committee,
Longworth Building, Washington, D.C.

DEAR CONGRESSMAN POAGE: Your committee has heard expert testimony recently regarding nutrition in America. From newspaper accounts, we gather that some witnesses have discussed the need for consumption of iodized salt to prevent goiter.

In the hope that it may prove helpful to you, the Salt Institute has conducted a survey of its members to determine the availability of iodized salt in this country today.

The results of that survey are enclosed in the statement "Facts About Iodized Salt and Goiter".

If a record of your testimony is printed, we respectfully request that this summary be incorporated in that document.

Sincerely yours,

WILLIAM E. DICKINSON, *President.*

Enclosure.

FACTS ABOUT IODIZED SALT AND GOITER

The incidence of simple goiter, an enlargement of the thyroid gland, is apparently increasing in the United States. Medical authorities do not agree on the reasons for the rising number of goiter cases.

Goiter once was a serious health problem in this country, particularly in so-called "goiter belt" areas where the soil is deficient in iodine. In those areas, water, vegetables and meats are also likely to be low in iodine.

The thyroid gland requires adequate amounts of iodine to make thyroxine, a hormone that influences growth, affects heat and energy production, weight control and sexual development. Too little iodine *can* cause the condition known as "goiter".

Supplemental iodine was first used on a large scale in Akron, Ohio, schools in 1917. Iodine was given by tablet, in solution and even in candy distributed to school children.

It was in the 1930's that salt producers began providing supplemental iodine in table salt by addition of 0.01% potassium iodide.

Salt proved to be the ideal carrier. "Iodized salt" helped to virtually eliminate goiter caused by iodine deficiency.

What are the facts concerning use of iodized salt today?

1. The ratio of iodized salt to plain salt is increasing. As a percentage of total table salt output (estimated at 275,000 tons in 1968), iodized salt production is rising steadily. In 1960, 51.7% of all table salt was iodized. Today 54.8% is iodized. It is a fact that consumption of table salt has declined somewhat in recent years due to changes in eating patterns. In the North Central region, one of the prime goiter belt areas, 61% of table salt is iodized. In the West Central and Southern states, the percentage is 59.5. The Eastern and Southwestern regions average about 47%, accounting for the lower national average. In Western states, the percentage is 51.7.

2. Iodized table salt costs no more than plain salt. Salt producers market plain and iodized salt at the same price. Markups on iodized salt, if they occur, are beyond the control of salt producers.

3. Iodized salt is not currently used on a wide scale in prepared foods. Potassium iodide is not heat-stable. There have been other problems with the addition of salt in food processing and canning stages. To our knowledge, the only use of iodized salt by food processors is in preparation of dry baby foods.

4. Americans obtain approximately one-third of their salt from the familiar "round can" that is used for home seasoning. In goiter belt areas, it would appear wise for the consumer to select iodized salt for home use.

5. Iodized salt is universally available. Salt producers market iodized salt to grocers in all parts of the U.S., in urban and rural areas, single stores or chains. Salt is produced and packaged in private labels as both plain and iodized.

The salt industry is proud of its role in alleviating a serious health problem in the United States. The industry constantly attempts to stress to the public the possible benefits of use of iodized salt.

Since iodized salt is available, at no additional cost, it would seem advisable that the far-ranging information services of the U.S. Government, through its Department of Health, Education and Welfare and Agriculture Departments especially, be employed to stress the importance of iodized salt use in areas deficient in naturally occurring iodine.

Not all goiter is a result of an iodine deficiency. There are many types of goiter. Recent studies by the National Institutes of Health have found high goiter rates in school children in areas rich in environmental iodine, where seafood and fish (rich in iodine) are a major part of the diet.

Obviously, more must be done to discover the reasons for the increasing incidence of goiter in this country today.

Mr. FOLEY. I would like to say one other thing. I would like to express my appreciation to the Chair for the cooperation he rendered throughout these hearings and especially in making this time available today, outside of the scheduled time of your docket.

The CHAIRMAN. Thank you. We are always glad to hear Dr. Schaefer.

Does that conclude the list of witnesses?

Does anyone else want to be heard on this?

(No response.)

The CHAIRMAN. If nobody else cares to be heard, the hearing will be closed, and the Chair is going to ask the members of the committee to stay here. We want to have a meeting of the Conservation Subcommittee. I would like all the members to stay here a minute.

(Whereupon, at 11:10 a.m., the committee adjourned.)



