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HEARING

BEFORE THE

SUBCOMMITTEE ON AGRICULTURAL RESEARCH  
AND GENERAL LEGISLATION

OF THE

COMMITTEE ON  
AGRICULTURE AND FORESTRY

UNITED STATES SENATE

NINETY-FIRST CONGRESS

FIRST SESSION

ON

S. 2306

A BILL TO PROVIDE FOR THE ESTABLISHMENT OF AN INTERNATIONAL QUARANTINE STATION AND TO PERMIT THE ENTRY THEREIN OF ANIMALS FROM ANY COUNTRY AND THE SUBSEQUENT MOVEMENT OF SUCH ANIMALS INTO OTHER PARTS OF THE UNITED STATES FOR PURPOSES OF IMPROVING LIVESTOCK BREEDS, AND FOR OTHER PURPOSES

DECEMBER 8, 1969

Printed for the use of the Committee on Agriculture and Forestry



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# INTERNATIONAL QUARANTINE STATION

MONDAY, DECEMBER 8, 1969

U.S. SENATE,  
SUBCOMMITTEE ON AGRICULTURE RESEARCH AND  
GENERAL LEGISLATION OF THE  
COMMITTEE ON AGRICULTURE AND FORESTRY,  
*Washington, D.C.*

The subcommittee met, pursuant to notice, at 10 a.m., in room 324, Old Senate Office Building, Senator B. Everett Jordan of North Carolina (chairman of the subcommittee) presiding.

Present: Senators Jordan of North Carolina and Bellmon.

Senator JORDAN. The subcommittee will please come to order.

The subcommittee is holding hearings today on S. 2306. This bill provides for the establishment of an international quarantine station, and the movement through it into the United States of animals which might otherwise be excluded by the animal quarantine laws. Such movement could be made only under conditions adequate to prevent introduction of disease into the United States, and the Department of Agriculture advises that it regards such prevention as its prime responsibility. The bill would make it possible to bring in breeding stock to improve the U.S. livestock industry.

The station would be located on an island within U.S. territory. The Secretary would be authorized to acquire land by purchase, donation, or otherwise, to construct necessary improvements, and to charge user fees. The Department of Agriculture recommends enactment with an amendment authorizing the Secretary to accept donations of money, personal property, buildings, and other facilities for the purpose of carrying out the act.

Copies of the bill and the Department's report will be inserted in the record at this point.

(The documents follow:)

[S. 2306, 91st Cong., first sess.]

A BILL To provide for the establishment of an international quarantine station and to permit the entry therein of animals from any country and the subsequent movement of such animals into other parts of the United States for purposes of improving livestock breeds, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of Agriculture is authorized, in his discretion, to establish and maintain an international animal quarantine station within the territory of the United States. The quarantine station shall be located on an island selected by the Secretary of Agriculture where, in his judgment, maximum animal disease and pest security measures can be maintained. The Secretary of Agriculture is authorized to acquire land or any interest therein, by purchase, donation, exchange, or otherwise and construct or lease buildings, improvements, and other facilities as may be necessary for the establishment and maintenance of such quarantine station. Notwithstanding the pro-*

visions of any other law to prevent the introduction or dissemination of livestock or poultry disease or pests, animals may be brought into the quarantine station from any country, including, but not limited to, those countries in which the Secretary of Agriculture determines that rinderpest or foot-and-mouth disease exists, and subsequently moved into other parts of the United States, in accordance with such conditions as the Secretary of Agriculture shall determine are adequate in order to prevent the introduction into and the dissemination within the United States of livestock or poultry diseases or pests. The Secretary of Agriculture is authorized to cooperate in such manner as he deems appropriate, with other North American countries or with breeders' organizations or similar organizations or with individuals within the United States regarding importation of animals into and through the quarantine station and to charge and collect reasonable fees for use of the facilities of such station from importers. Such fees shall be deposited into the Treasury of the United States to the credit of the appropriation charged with the operating expenses of the quarantine station. The Secretary is authorized to issue such regulations as he deems necessary to carry out the provisions of this Act.

SEC. 2. The provisions and penalties of section 545 of title 18, United States Code, shall apply to the bringing of animals to the quarantine station or the subsequent movement of animals to other parts of the United States contrary to the conditions prescribed by the Secretary in regulations issued hereunder.

SEC. 3. There are hereby authorized to be appropriated such sums as are necessary to carry out the provisions of this Act.

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DEPARTMENT OF AGRICULTURE,  
OFFICE OF THE SECRETARY,  
Washington D.C., November 12, 1969.

HON. ALLEN J. ELLENDER,  
*Chairman, Committee on Agriculture and Forestry,  
U.S. Senate.*

DEAR MR. CHAIRMAN: This is in reply to your letter of June 26, 1969 requesting a report on S. 2306. The bill is entitled "To provide for the establishment of an international quarantine station and to permit the entry therein of animals from any country and the subsequent movement of such animals into other parts of the United States for purposes of improving livestock breeds, and for other purposes."

The bill would authorize the Secretary to establish and maintain an international animal quarantine station within the territory of the United States, and permit, under appropriate safeguards, the movement of animals into the United States otherwise prohibited or restricted under the animal quarantine laws. The quarantine station would be located on an island selected by the Secretary on the basis that it would permit the maintenance of maximum animal disease and pest security measures. Under the bill, movements to the quarantine station or to other parts of the United States would be prohibited unless made in accordance with conditions prescribed in regulations of this Department as adequate to prevent the introduction or dissemination of livestock or poultry diseases and pests from foreign countries.

This Department recommends enactment of S. 2306, if amended as follows:

On page 2, line 5, after the "period" add the following sentence:

"The Secretary of Agriculture, on behalf of the United States, is authorized to accept any gift or donation of money, personal property, buildings, improvements, and other facilities for the purpose of conducting the functions authorized under this Act."

A more detailed statement in support of this position is attached.

Enactment of the bill would necessitate additional appropriations. The exact location of an island suitable for establishment of the proposed international quarantine station would heavily influence the construction costs. Another influencing factor could be whether or not any costs would be involved for land acquisition. The best approximation, at this time, is that approximately \$2.5 million would be needed on a non-recurring basis for the construction of the facilities. The total operating and maintenance expenses for the quarantine station would be approximately \$1.3 million annually. It is anticipated that these costs would be financed largely through the collection of fees from importers for the use of the facilities. The fee would include costs for the care, feed, and handling of animals during the period of quarantine as well as other costs

incident to the quarantine of animals; e.g., fences, equipment, utilities, supplies and materials to the extent they are not covered by appropriations.

There would be no expenditure of funds for this purpose prior to fiscal year 1971.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

J. PHIL CAMPBELL, *Acting Secretary.*

#### USDA POSITION IN SUPPORT OF S. 2306

The Tariff Act of 1930, as amended (19 U.S.C. 1306) contains an absolute prohibition against the importation of all ruminants and swine (except wild zoo animals) and fresh, chilled or frozen meats of such animals from countries declared by this Department to be infected with foot-and-mouth disease or rinderpest. Under very stringent restrictions, including authority for permanent post-entry quarantine, wild ruminants and swine may be permitted entry under the Act when such animals are solely for exhibition at an approved zoological park from which they cannot be moved except to another approved zoological park.

Provisions in the Act of February 2, 1903, as amended (21 U.S.C. 111) and the Act of July 2, 1962 (21 U.S.C. 134 *et seq.*) provide additional authority and responsibility for prohibiting or restricting importation of animals, meat, and other articles in order to prevent the introduction or dissemination of foot-and-mouth disease and other destructive livestock or poultry diseases and pests such as African swine fever, exotic ticks, African horse sickness, and fowl pest.

These statutes are implemented by extensive and strict regulations in the Code of Federal Regulations, Title 9, Parts 92, 94, 95, and 96. These regulations apply to the importation of animals, meats, animal by-products and materials such as hay, straw, and forage from all countries, especially those where foot-and-mouth disease exists. The regulations are based on the best scientific information available, including the research being done at our Plum Island Animal Disease Laboratory, Long Island, New York.

Our primary responsibility is and will continue to be the prevention of livestock and poultry diseases and pests gaining entry from foreign countries. At the same time we recognize that there are breeds and types of foreign livestock with the potential of bringing about specific desired improvements more rapidly in U.S. livestock production than can be accomplished with domestic breeds. Research activities have demonstrated the high potential of cross-breeding to increase reproduction, vigor, growth, and efficiency in livestock production. Cross-breeding can bring about changes in the character and composition of the product more rapidly than any other breeding procedure. It has been further shown that the wider the genetic diversity of the parent stock used in cross-breeding, the greater benefits from hybrid vigor and the greater the possibility for changing production and product characteristics. For instance, the introduction into the United States of exotic germ plasm of plants from all over the world has been a most important factor in bringing about the phenomenal new varieties of high yielding crops of numerous kinds that are in every-day use on farms and ranches.

The potential benefits in our livestock production, especially of meat-producing animals, from the importation and organized use of exotic breeds of animals are expected to be similar to those experienced in crop production. Some of the improvements in livestock production would include:

(a) *Beef cattle*.—an increase in weaning, post-weaning growth rates, and muscularity and a decrease in carcass waste fat; and improved fertility and calf survival.

(b) *Dairy cattle*.—an increase in milk production, fertility, and calf survival.

(c) *Sheep*.—an increase in lambing rate, lamb growth rate and muscularity and a decrease in carcass waste fat.

(d) *Swine*.—an increase in prolificacy and muscularity, and improved efficiency of gain.

In spite of the benefits to be derived, the importation of new and different animal breeds from foreign countries must not be done at the risk of introducing diseases and pests not now present in this country which would greatly reduce livestock production. We believe that both objectives can be obtained only by the establishment of an international animal quarantine station. The establishment

and operation of such a station would have to be under the direct control of the Secretary of Agriculture. It would involve selection of an island site where maximum disease security measures could be utilized.

Senator JORDAN. Senator Hruska, we are delighted to have you here this morning.

May I say in the beginning, I am delighted that you introduced this piece of legislation, because I think it is past due, and it ought to be enacted. You may proceed as you wish, sir.

#### STATEMENT OF HON. ROMAN L. HRUSKA, U.S. SENATOR FROM THE STATE OF NEBRASKA

Senator HRUSKA. Thank you, Mr. Chairman.

I wish to submit a prepared statement and also make a few brief remarks.

We are grateful Mr. Chairman, for your calling this hearing and getting this bill started on its way in the Senate. Hearings were held in the House recently and I understand that the House subcommittee has reported it.

Our livestock industry faces a great challenge—increasing its productivity on less land to meet a greater market in the future.

One means of meeting this challenge is through crossbreeding to achieve the benefits of hybrid vigor. However, it is felt by many experts that new foreign breeds are needed to more rapidly promote the productivity benefits of crossbreeding. Many of these desired breeds are not now available, Mr. Chairman, because of our livestock import restrictions.

I believe that the evidence of this hearing will show that the present policy is not satisfactory. I believe that by passing this bill we can achieve a safe method of importing foreign breeds which will be inexpensive, efficient, and operated under the highest standards of disease detection. This method is through the establishment of an international livestock quarantine station under the control of the Secretary of Agriculture.

The details are discussed more fully in my statement. We have strong support in this approach from the national livestock organizations. Quite a number of letters have reached me, and I should like to ask unanimous consent that those letters be submitted for your record, because they are very representative, Mr. Chairman. They indicate wide support.

Senator JORDAN. They will be placed in the record following your remarks.

Senator HRUSKA. Mr. Chairman, there will be at least two outside witnesses here this morning. Mr. Bill McMillan, executive vice president of the American National Cattlemen's Association, is well versed in this field. I had also hoped that Don Magdanz of the National Livestock Feeders Association would come. He was not able to accommodate his schedule, but he is sending his statement for the record.

Senator JORDAN. It will be included in the record.

Senator HRUSKA. And then we have a member of a cattle family from San Antonio, Tex., Mr. Chairman. Mr. Joe Straus will describe his operation, and he will describe the attitude of cattlemen in his

area and of his acquaintances toward a U.S. animal quarantine station.

I might tell you that the Straus herd was originated and founded some 75 to 100 years ago. So Joe Straus comes from a background that makes him very competent. His appearance here today at his own time and his own expense is greatly appreciated.

(Senator Hruska's prepared statement follows:)

STATEMENT OF HON. ROMAN L. HRUSKA

Mr. Chairman, I greatly appreciate the opportunity to testify before this Subcommittee on S. 2306, a bill I introduced entitled the International Livestock Quarantine Station Act.

The bill would amend the Tariff Act of 1930 to permit the movement of animals into the United States which would otherwise be prohibited. In order to enter, these animals would first have to pass through a rigorous inspection and quarantine procedure.

To accomplish this, the bill would authorize the Department of Agriculture to establish and operate an international quarantine station within the territory of the United States. Most likely, the station would be located on an island in the Caribbean. Livestock to be imported from countries afflicted with foot-and-mouth disease would be quarantined at this station from a reasonable period of time, and be subjected to the highest standards and most advanced techniques of disease-detection.

Mr. Chairman, many livestock producers and organizations have written to me expressing their strong support for S. 2306. With your permission, I would like to submit some of these letters to the record to be included at the end of my testimony.

Besides the support of the livestock producers and organizations, I am informed that the Department of Agriculture, the Department of Treasury, and the Bureau of the Budget have no objection. This is welcome news and encouragement.

Nevertheless, Mr. Chairman, I appreciate that a compelling case must be made that this legislation is needed. I would like to make a few comments on that need.

Our livestock industry is the most efficient and productive in the world. It provides our growing population with an ample supply of wholesome and inexpensive meat and dairy products, and provides numerous allied industries with the basic supplies for their ultimate products. Cash receipts from the sale of meat animals in the first six months of 1969 amounted to \$13.4 billion of the \$20.5 billion produced by the entire farm factor.

A challenge however faces the growth of this industry. It is critical to the industry's future productivity and the price of its products. This challenge is providing a greater quantity of produce on smaller amounts of land.

Seeking to meet this challenge, the livestock industry has become vitally concerned with "hybrid vigor" which is the description used for the benefits of new germ plasm for breeding stock. Hybrid vigor can improve productivity, improve the survival rate, promote more rapid growth of the animals, and improve the feed conversion rate.

This interest in new bloodlines has directed the attention of the livestock industry to new and different breeds from foreign countries. Importing certain new breeds is presently impossible, however, due to the threat of foot-and-mouth disease. The United States has been free of the disease since 1929, and the prohibition in the Tariff Act of 1930 was enacted to prevent a recurrence. On the other hand, inspection, test, and quarantine techniques have been greatly improved since then, so that complete protection is now possible using those techniques on each animal. Other countries of the world, notably Canada, have constructed and operated quarantine stations to prevent importation of diseased livestock, and such stations have been wholly effective.

In fact, United States livestock interests were able for a time to purchase livestock in afflicted countries and import them to the United States by passing them through the quarantine facilities in Canada. Since Canada is considered disease-free, the livestock could promptly be imported into the United States once they had entered Canada.

Requiring very thorough, extensive and elaborate controls on livestock coming from afflicted countries, such as France, and then requiring a period of strict

quarantine and testing at two stations, one at Grosse Ile and one at St. John's, the Canadian Government has been able to exclude completely any animal carrying foot-and-mouth disease from ever being released from the centers.

However, for a number of reasons, this arrangement is no longer as satisfactory as it once was. First, it has been estimated to cost the American importer at least \$5,000 per head for use of the Canadian quarantine procedures. This makes the cost of new bloodlines prohibitory. More important, however, is that fact that the United States has no control over the apparatus of importation and quarantine. In order to minimize this risk, the Department of Agriculture sends American veterinarians to meet livestock shipments to Canada from afflicted foreign countries where the livestock are intended for ultimate import into the United States. This has proved to be burdensome and expensive.

It now appears that other countries, such as Japan and Ireland, which are considered disease-free under the Tariff Act, are considering establishing similar quarantine stations to export livestock from afflicted countries into the United States. Of course, more American veterinarians would have to be sent abroad to supervise shipments from those stations, just as is done in Canada.

The more disease-free countries that seek to do this, the greater the expense to the American Government, the more difficult it is to supervise the increasingly diverse systems of quarantine control of these many countries, and the greater the risk that a diseased animal will reach our shores.

For these reasons, it is eminently proper for us to direct our efforts toward establishing a livestock quarantine station here in the United States as the most safe and least expensive means of supervising the importation of new livestock breeds from afflicted countries.

At the same time, of course, the American station could supervise the importation of a far greater number of exotic livestock than could any other station.

The benefits of these new breeds would be great, and the greater the number the more immediate would be those benefits to the livestock industry and to the consumer. For example, it has been estimated that if the cattle industry is to meet consumer demand in the year 2000, that the industry will have to produce calves that will have a weaning weight of around 600 to 700 pounds. The weaning weight of calves today is normally around 300 to 400 pounds. Only extensive crossbreeding can probably accomplish this. The results would be more rapid growth of livestock and earlier marketing.

The use of certain foreign stock not now available is thought by some experts to be the most likely means of bringing about the many desirable changes faster than can the process of selection within present United States breeds.

The costs of an American quarantine station would be very reasonable, I am told, compared to the possible benefits. On the basis of available information, it has been estimated that the annual benefits to the livestock producers and the public could amount to from \$1 billion to \$1.5 billion after 1980.

In addition, it is expected that expenses for operating the quarantine station would be financed largely from the collection of fees from American importers.

While seeking to achieve the benefits that can be derived from an adequate number of exotic livestock, the Department of Agriculture's primary responsibility under the bill would continue to be the prevention of livestock and poultry diseases from entering the United States.

Both of these objectives can, I believe, be achieved by establishing a United States international livestock quarantine station under the direct control of the Secretary of Agriculture. This is the purpose of S. 2306.

Mr. Chairman, I urge enactment of this bill. Thank you.

Senator HRUSKA. So with that, Mr. Chairman, I will move on to a meeting of the Judiciary Committee which convenes very shortly and leave you to the tender mercies of Mr. Mulhern and these other two witnesses.

Senator JORDAN. Thank you. I appreciate it very much. Your letters will be included in the record. I want to thank you for introducing this bill. It is late. It should have been done a long time ago.

(The letters referred to above are as follows:)

TOPEKA, KANS., *June 26, 1969.*

HON. ROMAN HRUSKA,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR HRUSKA: Many Kansas cattlemen including faculty members in the Department of Animal Science & Industries at Kansas State University are very much interested in the importation of breeds which do not now exist in the United States.

R. E. Omohundro, Acting Director of the Animal Health Division of the USDA, has sent me a copy of S. 2306 which you authored. We would like to be of assistance in any way possible in effecting passage of this measure.

I would appreciate it if you would advise me from time to time relative to the progress of S. 2306 and similar bills.

Very truly yours,

WINTON A. WINTER,  
*State Senator, Sixth District.*

NENZEL, NEBR., *June 23, 1969.*

Senator ROMAN HRUSKA,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR: We surely commend you on your introduction of Bill S. 2306, and hope that your efforts for the livestock industry will meet with success.

You are evidently more than familiar with ranching problems today. We have discarded generations of effort in our breeding programs, changing from straight Hereford and Angus to cross-breeds. We are now finding that the imported French cattle Charolais and Limousin, can give us some of the answers where change is necessarily slow. We can't simply "retool" as in factories, and your proposed quarantine station would give access to genetic possibilities for our business, which would be invaluable.

I am a charter member of the North American Limousin Foundation, a group interested in building up the Limousin breed in this country, and we feel that we have found an animal which will gain and grow faster, with "marbling" qualities superior to anything we have been able to develop.

We have a real stake in this potential improvement for our herds, and appreciate your efforts. We have written to our Senators and congressman, and will do all we can to help with passage of this bill.

Yours truly,

EDWARD M. ARNOLD,  
*Arnold Cattle Co.*

CASPER, WYO., *June 26, 1969.*

HON. ROMAN L. HRUSKA,  
*U.S. Senator, Senate Office Building,  
Washington, D.C.*

DEAR SENATOR HRUSKA: We appreciate very much your letter of June 16th in which you enclosed copies of the statements you made on the Senate floor in support of your bill S. 2306, the International Livestock Quarantine Station Act. We feel that this is good legislation for the domestic livestock industry and certainly hope that it becomes a law.

We have also prepared a brief article regarding this legislation for our monthly publication, the WYOMING WOOL GROWER.

Again, we certainly appreciate your sponsorship of this legislation and if there is anything that we can do to help it become enacted into law, please do not hesitate to let us know. Thanks again for calling this to our attention.

Best regards.

Very truly yours,

WYOMING WOOL GROWERS ASSOCIATION,  
ROBERT P. BLEDSOE,  
*Executive Secretary.*

COLLEGE OF AGRICULTURE AND HOME ECONOMICS,  
UNIVERSITY OF NEBRASKA,  
LINCOLN, NEBR., August 20, 1969.

Hon. Senator ROMAN HRUSKA,  
U.S. Senate,  
Washington, D.C.

DEAR SIR: I am writing to you to express our appreciation for your introduction of S. 2306, a bill to provide for the establishment of an international quarantine station which would permit the entry of animals from other countries for the purpose of improving livestock breeds, in the Senate on June 5, 1969.

Our livestock breeders have long been frustrated by their lack of access to germ plasm in breeds of livestock outside the U.S. This proposed quarantine facility will make it possible for us to have access to germ plasm all over the world. Such access will speed up our breeding programs and certainly have the potential of important economic pay-off in terms of more efficient livestock production in the long run.

We are very happy that you saw fit to introduce this important proposal as a Senate bill.

Yours sincerely,

HOWARD W. OTTOSON,  
Director and Associate Dean.

HOUSTON, TEX., December 8, 1969.

Senator ROMAN L. HRUSKA,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR HRUSKA: The American-International Charolais Association, the world's fourth largest beef cattle breed with more than 9,000 members, wholeheartedly supports your SB 2306 to "provide for the establishment of an offshore international quarantine station and to permit the entry of animals from any country and the subsequent movement of such animals into other parts of the United States for purposes of improving livestock breeds, and for other purposes."

This Association for many years has urged the establishment of such a station, and reaffirmed its support and encouragement for such a station at meetings of its board of directors in Kansas City, Missouri, October 17, 1969, and at San Antonio, Texas, February 10, 1969.

Financing of the station *could* be obtained through private subscriptions. Operation of such facility would be on a self-sustaining fee basis, for all practical purposes eliminating government expenditures. Quotas could be established for each breed utilizing the facility.

The annual benefits of such a station to the United States Beef Industry was estimated at \$1 to \$1.5 billion annually in a special study recently made by Dr. R. E. Hodson, director of the Animal Husbandry Division, Agriculture Research Service, United States Department of Agriculture, titled "Importation and Evaluation of Exotic Germ Plasm to Improve Livestock." We refer you to this.

This new sperm plasm would widen the genetic base of some classes of livestock now being developed in the United States from an extremely narrow genetic base. Science has demonstrated high potential of crossbreeding to increase reproduction, vigor, growth, and efficiency in production.

Science has further shown that the wider the genetic diversity of the parent stock used in crossbreeding, the greater the benefits from hybrid vigor and the greater the possibility for changing production and the product characteristics.

The report further emphasizes that the use of certain exotic (imported) breeds of livestock can bring about desirable changes in production technologies much faster than the same changes could be achieved within present U.S. breeds through long years of selection.

Your approval of this bill in committee and your active support in obtaining its passage by the Senate is greatly needed for further expansion of the American Beef Industry, and is urged by this Association. If this Association can be of any assistance in the implementation of this bill, please let us know.

Sincerely,

CLAYTON S. PADDOCK, President,  
American-International Charolais Association.

WALNUT, IOWA, July 23, 1969.

HON. ROMAN HRUSKA,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR HRUSKA: I would like to say thank you for introducing the bill S. 2306 in the U.S. Senate to provide an animal quarantine station.

I am real sure that this would be beneficial to all of us here in the U.S. Of course we as a cattle breeder have a selfish interest, but as we look to the future, I am sure it will help us to produce a larger quantity and the quality of meat that will be required in the years to come.

We have had some experience with the imported breeding. We at this time own a one-fourth interest in one of the Charolais bulls that was imported from France through the Canadian quarantine station in 1965. We feel he is a tremendous asset in improving our domestic bred cattle.

However, our chief concern now is will we be able to acquire an interest in another bull of equal or superior quality. I am sure that if you are successful in obtaining the quarantine station, it will improve our chances of obtaining the type of breeding that we need to follow what we now have.

Yours truly,

VIC PETERSEN.

LAFAYETTE, IND., July 1, 1969.

Senator R. L. HRUSKA,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR HRUSKA: The American Yorkshire Club is very vitally interested in your Senate Bill 2306 that you have just introduced. I had some information on it from Mr. R. J. Anderson, Acting Administrator of the U.S.D.A. I have traveled all over Continental Europe and have found some Yorkshires which are known as Large Whites in many of the other countries that would help our breed in the states. Because of some diseases we have not been able to take advantage of these blood lines in the breeding of some better hogs. A suitable blood test for swine for Foot and Mouth will need to be developed so we can bring some of these animals into the States. We would be able to widen the genetic base and improve Yorkshires which would, in turn, benefit the whole swine industry and consumer. The Large White breed is not the only breed of swine that could be improved and also other species of livestock.

One of the bottlenecks will be a blood test that I mentioned and the same will probably pertain to the sheep industry. I have made a proposal to the U.S.D.A., Division of Animal Health, of the necessity of developing this type of a test. I do not know, at the present time, if anything has been started but will be checking up on it.

My Board and other Yorkshire breeders would like to have a list of the Senate Committee that will be passing judgement on this bill. Anything that I or any of my Directors or breeders can do in helping this Bill will be appreciated.

Sincerely yours,

WILBUR L. PLAGER,  
AMERICAN YORKSHIRE CLUB,  
Secretary-Treasurer.

COLLEGE OF AGRICULTURE AND HOME ECONOMICS,  
OHIO STATE UNIVERSITY,  
Columbus, Ohio, July 18, 1969.

HON. ROMAN L. HRUSKA,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR HRUSKA: Our nation's agricultural industry owes you a debt of gratitude for your introduction of S. 2306 concerning the establishment of an International Animal Quarantine Station, thus making it possible to import new and useful germ plasm for the improvement of our nation's livestock industry.

As Administrative Adviser to NC-1, Regional Research Project on the Improvement of Beef Cattle Through Breeding Methods, I have long observed the frustration of our animal scientists in knowing of the existence of germ plasm in breeds of livestock outside the United States which, because of Federal regulations and inadequate quarantine facilities, could not be brought into this country.

As you know, our Canadian friends have profited to the extent of many millions of dollars by initiating legislation and organizing a quarantine station appropriate to the needs for bringing in livestock from other parts of the world. Your farsighted leadership in introducing legislation which will enable the United States to capitalize on germ plasm from other lands will make it possible for us to not only compete on favorable terms with the Canadians but more importantly, to exert ourselves more diligently in the research for genetic material which will be of value to our nation's livestock industry.

I speak on behalf of all members of our NC-1 Technical Committee in urging that the legislation which you have introduced be acted upon favorably by the United States Congress.

Again, may I express to you on behalf of our animal scientists involved with animal breeding research, our very great appreciation for your leadership in introducing S. 2306.

Sincerely yours,

ROY M. KOTTMAN,  
*Dean and Director.*

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WASHINGTON CATTLEMEN'S ASSOCIATION,  
*Ellensburg, Wash., August 25, 1969.*

Senator ROMAN L. HRUSKA,  
*U. S. Senate,  
Committee on the Judiciary,  
Washington, D.C.*

DEAR SENATOR HRUSKA: The Washington Cattlemen's Association strongly endorses the Senate Bill number 2306 introduced by you.

This bill provides for a quarantine station to be set up, which could greatly facilitate movement of animals into the United States, affording maximum protection against introducing foreign and exotic diseases to both humans and animals in our country.

Sincerely,

MICKEY STEWART,  
*Executive Secretary.*

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DE FOREST, WIS., *July 3, 1969.*

HON. ROMAN HRUSKA,  
*U. S. Senate,  
Washington, D.C.*

DEAR SENATOR HRUSKA: We were delighted to learn that you recently introduced S. 2306 to provide for an international livestock quarantine station. The attached copy of my letter to Representative Poage on March 17, 1969, will relate our interest in such a station.

I have just returned from a personal inspection of several of the breeds our Company, which breeds over 1,600,000 cattle each year, has been importing from France and Switzerland with the help of Canadian breeders through the Canadian facilities.

I am all the more convinced of the value these breeds can be to our national livestock industry. By taking aggressive action now, we can indeed make the United States the stud center for the world. But without these breeds, we are seriously handicapped in the race.

Be assured of our support for the bill. We shall be working actively for its passage through letters to our Wisconsin Congressmen as well as through efforts of various livestock associations that share our concern.

Do not hesitate to call on us if we can assist your efforts in any way.

Sincerely,

ROBERT E. WALTON, *President.*  
AMERICAN BREEDERS SERVICE.

(The letter referred to above is as follows:)

MARCH 17, 1969.

HON. W. R. POAGE,  
*House of Representatives,*  
*Washington, D.C.*

DEAR REPRESENTATIVE POAGE: The *establishment of a major U.S. quarantine station* that can safely handle the importation of new breeds of livestock from Europe and other parts of the world is *one of the pressing needs of the livestock industry of the U.S.A.*

The rapid growth and acceptance of the Charolais breed during the past decade through Canadian importations gives dramatic evidence of the need for a different kind of animal than we have had available thus far from British breeds alone. The Simmental and Limousin are now on the scene and are being awaited with open arms by the industry because they, too, offer, larger, faster growing, more efficient animals that will produce the kind of meat the modern housewife desires.

There are over 200 breeds of cattle in Europe and Western Asia that have been sampled in our country. Most of these breeds have nothing new to offer, but several offer great promise. We cannot afford to let our livestock industry fall behind, either in competition with other countries, or in competition with other sources of human food.

At the moment, the importation of these new breeds into the U.S.A. is limited to the dribble that come through the Canadian Station at Gros Isle and eventually are released by the Canadians to cross the border.

As a major livestock producer and as a center of livestock breeding, it is imperative that a U.S. quarantine station be developed as soon as possible so that the best sources of genetic material can be available within the U.S. A revolution is taking place today in the beef industry in which new breeds and crossbreeding are becoming major tools of modern producers.

Your effort on behalf of this pressing need would be of immense service to this great industry.

Sincerely,

ROBERT E. WALTON, *President.*

ALABAMA CATTLEMEN'S ASSOCIATION,  
*Montgomery, Ala., June 24, 1969.*

Senator ROMAN L. HRUSKA,  
*U.S. Senate, Committee on the Judiciary,*  
*Washington, D.C.*

DEAR SENATOR HRUSKA: Thank you very much for your nice letter of June 16, enclosing information on your Bill S. 2306.

The cattlemen of Alabama deeply appreciate the great service you are doing for the cattle industry. Keep up the good work and when we can be of help, please call us.

Sincerely,

E. H. WILSON,  
*Executive Vice President.*

NATIONAL WOOL GROWERS ASSOCIATION,  
*Salt Lake City, Utah, June 26, 1969.*

HON. ROMAN L. HRUSKA,  
*U.S. Senate, Senate Office Building,*  
*Washington, D.C.*

DEAR SENATOR HRUSKA: Thank you for your letter of June 16 regarding your recent introduction of S. 2306, the International Livestock Quarantine Station Act.

We feel that the aims of your bill would be of substantial benefit to the livestock industry. We will be happy to include an item in our monthly publication to the effect that you have introduced this bill. If there is anything further we can do to assist in implementing its passage, please let us know.

Your consistent fine support of the domestic sheep industry is sincerely appreciated.

Sincerely,

EDWIN E. MARSH,  
*Executive Secretary.*

Senator JORDAN. Dr. Mulhern, have a seat, sir.

Give your name and all necessary information about yourself for the record and proceed. Please announce who is with you.

**STATEMENT OF DR. FRANCIS J. MULHERN, DEPUTY ADMINISTRATOR FOR REGULATORY AND CONTROL PROGRAMS, AGRICULTURAL RESEARCH SERVICE, U.S. DEPARTMENT OF AGRICULTURE**

DR. MULHERN. I have with me Dr. E. J. Warwick, the Assistant Director of Animal Husbandry Research Division of the Agricultural Research Service.

I appreciate this opportunity to present the Department of Agriculture's position on S. 2306.

The Department recommends enactment of S. 2306 with the following amendment:

On page 2, line 5 after the "period" add the sentence

The Secretary of Agriculture, on behalf of the United States, is authorized to accept any gift or donation of money, personal property, buildings, improvements, and other facilities for the purpose of conducting the functions authorized under this act.

The facility proposed under the bill is an international, maximum security, import animal quarantine station. It would be established at an offshore location on U.S. territory, under the control of the Secretary of Agriculture. American livestock producers, breeders, and research institutions could import foreign animal breeds through this facility as a means for upgrading the genetic quality of the domestic livestock population.

Because of the security measures that would be maintained at the facility along with the use of laboratory tests and other rigid procedures, livestock and wild animals in the United States would still be protected against exposure to such destructive foreign diseases and pests as foot-and-mouth disease, and rinderpest. The Department would thus continue to carry out its responsibility for preventing livestock diseases from entering the United States from foreign countries.

There is at present an absolute statutory prohibition against the importation of ruminants and swine, as well as against fresh, chilled, or frozen meat from such animals, if they originate in countries that the Department has declared to be infected with foot-and-mouth disease or rinderpest. This prohibition is contained in section 306 of the Tariff Act of 1930, as amended. Wild zoo animals are specifically exempted, but only if they are to be exhibited at an approved zoological park. Furthermore, once these animals reach an approved park, they cannot be moved except to another approved zoological park.

Other statutes, generally referred to as the animal quarantine laws, broaden the prohibitions and restrictions to include other destructive livestock diseases and pests.

Under Federal regulations, prohibitions and restrictions are applied not only to the importation of animals, meats, and animal byproducts, but to such materials as hay, straw, and forage from all countries, especially those where foot-and-mouth disease is known to exist. All of these regulations are based on the best and most current scientific information available. This includes the results of research conducted

at the ARS Plum Island Animal Disease Laboratory in Long Island, N. Y.

To date, efforts to accomplish the objectives of these various laws and regulations are proving highly successful. Except for the limited introduction of breeding animals through the proposed facility, the present prohibitory statutes preventing the entry of domestic ruminants and swine, and fresh or fresh frozen meats and meat products would continue.

But this kind of protection is only a part of efforts to keep the American livestock industry prosperous. The marketplace today is far more competitive than it was 50, 20, or even 10 years ago. This means that domestic livestock producers must continually upgrade the quality of their products while achieving further efficiency and economy in production.

Some of the changes that are taking place originate with consumers. For example, a continuing rise in our standard of living is creating stronger consumer demands for more livestock products, particularly beef. And in certain instances, notably meat and milk, this increased demand is highly selective. More and more consumers are looking for new or improved products that contain less fat and greater proportions of other desirable nutrients.

Many such products have been developed, and many more are on the way. But time is the critical element here. The very nature of livestock production makes it most difficult to adjust production patterns and methods quickly.

A basic solution to this problem is the selective breeding and development of animals that possess the characteristics desired. This is at best a slow process. And it is complicated by the fact that the genetic base of some classes of livestock in the United States is extremely limited.

American beef cattle, dairy cattle, and sheep are based on a small number of breeds from a very few countries of origin. Most of them originated in the British Isles. The Netherlands supplied our most important dairy breed, and France contributed our most important sheep breed. All of these bloodlines were introduced into our country between 60 and 80 years ago.

Today scientific observations and preliminary investigations suggest that other foreign breeds may have the characteristics we need for meeting current and future needs.

Further, in both theory and practice, it has been found that the more diverse the genetic contributions of the parents, the more vigorous and productive the resulting hybrid will be. This has already been demonstrated in the plant kingdom. By crossing germ plasm from exotic foreign plants with domestic crop plants, plant geneticists have developed many new and high-yielding hybrid varieties that are now grown extensively on American ranches and farms.

Both the American livestock industry and the American consumer, then, stand to benefit from the introduction and organized use of certain foreign animal breeds. The changes desired could thus be brought about more rapidly and efficiently.

Of course, these changes should not be achieved at the risk of introducing a livestock disease or pest not now present in this country. But

they could be achieved, we believe, through the application of existing technology on foreign animal diseases and safe and orderly use of the quarantine facility under the absolute control of the Secretary of Agriculture.

Some of the specific changes we anticipate could bring about a revolution of sorts in American livestock production. For beef cattle producers, these changes might include increases in weaning weight and in postweaning growth rates and muscularity. Other possible improvements might include a decrease in the proportion of carcass waste, and improved fertility and calf survival. Dairy farmers could look for increases in milk production, fertility, and calf survival.

We anticipate that about \$2.5 million would be needed on a non-recurring basis for constructing the facilities. We further estimate that maintenance and operating expenses will total about \$1.3 million annually.

Maintenance and operating costs would be offset largely by collecting fees from importers for use of the quarantine facilities. Such fees would cover costs involved in the care, feeding, and handling of animals during the quarantine period. Fees would also cover other costs incidental to quarantining the animals. These costs include expenses for equipment, utilities, fences, supplies, and materials—to the extent that these items are not covered by appropriations.

In this connection, the budgetary situation is such that we are now implementing plans to reduce Federal funds for construction. Because of this, we would have to consider the need for increased appropriations to construct and operate the proposed quarantine station along with other high-priority programs of the Department.

Mr. Chairman, this concludes my statement. I will be glad to answer any questions.

Senator JORDAN. Thank you very much.

At the present time do you have any locations in mind?

Dr. MULHERN. No, sir. We have visited several locations, primarily in the Caribbean area, but we have not decided on any specific location.

Senator JORDAN. I think this legislation and this type of quarantine to bring animals into our country should have been enacted a long time ago.

I happen to know something about the length of time that it takes to bring cattle through Canada, and the cost that they add on there. Of course, they run that for a profit, but the profit is running pretty high. I think it is holding back the development of finer breeds in the United States.

As you pointed out, the public today wants good meat, but less fat.

Dr. MULHERN. Yes, sir.

Senator JORDAN. The packinghouse industry is interested in cattle that have as little waste as possible, and that makes the price of beef cheaper to the consuming public.

I believe the Canadian law is 6 months, isn't it, before we can bring cattle in from there.

Dr. MULHERN. It is that length of time between the initial isolation on the premise of origin and the end of time spent in quarantine at the Canadian station. However, after leaving the quarantine station in Canada they also go to a bonded farm where they are exposed to

Canadian cattle for 90 days. In addition, the quarantine at the station has been extended for 60 to 90 days because when the period was completed they couldn't remove the animals until the ice thawed in the St. Lawrence River where the station is located.

Senator JORDAN. It costs a lot of money to transport cattle from Canada into the United States.

Dr. MULHERN. Yes.

Senator JORDAN. I remember one place where there was a wreck, and all the cows were crippled except one. That was the Charolais, a very expensive cow. I don't think that is necessary at all.

The United States has spent millions and millions of dollars, as you know, trying to stamp out the hoof-and-mouth disease, and we don't want to permit it to start here again. That has happened in the case of Mexico and other areas that infest our area. So I have no doubt that the Department could run a satisfactory quarantine and save our people a great deal of money, and also expedite the bringing in of any types of cattle that would, as you said, crossbreed and improve the production and quality of our animals.

Did you have anything to add, sir?

Dr. WARWICK. Not unless there are some specific questions, sir.

Senator JORDAN. I have no specific questions. You may add anything that you want to.

Dr. MULHERN. We feel that, as you said, Mr. Chairman, that these animals can be imported safely. We feel that we have enough experience observing the Canadian operations, that any of the particular problems associated with that importation procedure have been overcome, and we think it can be done satisfactorily.

It is our understanding that the Canadians this year will have paid for the costs required to construct their facilities. So the importation of these animals has paid for the initial outlay that the country experienced in order to establish the facility.

Senator JORDAN. I think they still use them for their own use, is that right?

Dr. MULHERN. Absolutely.

Senator JORDAN. The Canadians are interested in raising cattle for their own use. And they are great cattle users.

Dr. MULHERN. That is right.

Senator JORDAN. Thank you very much. I thoroughly agree with your amendments to the bill, as I said in my opening statement, and I thoroughly agree that we should be allowed to accept land, buildings, or anything anybody wants to give us. I see no reason why we shouldn't.

Thank you very much for being with us.

Dr. MULHERN. Thank you, sir.

Senator JORDAN. Mr. McMillan, we are glad to have you with us. Do you have anybody else with you?

Mr. McMILLAN. No, sir, I appear by myself.

Senator JORDAN. Mr. McMillan is president of the National Cattle-men's Association of Denver.

We are very glad to hear from you. And you may proceed as you wish.

STATEMENT OF C. W. McMILLAN, EXECUTIVE VICE PRESIDENT,  
AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION, DENVER,  
COLO.

Mr. McMILLAN. Thank you, Mr. Chairman.

On behalf of the American National Cattlemen's Association we do appreciate this opportunity to appear before your subcommittee and endorse enactment of S. 2306, which provides for the establishment of an international livestock quarantine station by the U.S. Department of Agriculture.

Some years ago, our association looked with disfavor upon the establishment of a similar quarantine station in Canada. Our fears were based entirely upon the dread that foot-and-mouth disease would gain entry into the United States. After long and serious discussions with the U.S. Department of Agriculture scientists, assurances were given that testing techniques had been developed to the point where, if properly followed, any latent foot-and-mouth virus in any animal originating from a country known to be infested with the disease could be detected.

Since that time, the project has been successful and animals have been brought into the North American Continent without foot-and-mouth disease having been discovered. However, this does not lessen our association's concern that every possible means should be employed to prevent foot-and-mouth disease from gaining entry into the United States or any spot on the North American Continent.

There is a demand for the entry of new germ plasm so that the beef cattle herds of the United States can continue to be improved, thus assuring the consuming public of a constant supply of high-quality, wholesome beef for the years to come. Research has demonstrated that a great potential exists for crossbreeding which can increase the vigor, growth, and in many cases the efficiency of cattle production. Coupled with this, has been a desire that wider genetic diversity of the parent stock be available in order that hybrid vigor can be developed.

The Canadian cattlemen, of course, recognize this same thing. As a consequence, they are not permitting live animals to be shipped to the United States through their quarantine facilities. This opens the door for subterfuge and possible circumvention of the quarantine laws. Cattle might even be smuggled into the United States, thus creating an even greater danger of foot-and-mouth infestation because no quarantine would have taken place.

Because there is an apparent need for new germ plasm in the United States, and because we feel that the germ plasms should be brought in under the most stringent quarantine and sanitary conditions, we feel a strong need for a U.S. quarantine station to be built. With the location of such an "International Quarantine Station" as proposed by the Department of Agriculture in the Caribbean, we feel that the proper conditions can be maintained, thus preserving the foot-and-mouth disease-free status of the United States.

There could be economies associated with our own quarantine station as well. The Department of Agriculture currently has to send American veterinarians to those nations and accompany these foreign livestock through all of the elaborate quarantine controls. This is necessary because the USDA cannot afford the risk of not sending veterinarians

to see that every procedure is followed. Obviously, the more countries that seek to do this, the greater the expense to the American Government, and the more difficult it is to supervise the increasingly diverse systems of quarantine control of other nations. Similar problems exist in the case of zoo animals coming into the United States.

In summary, because the quarantine procedure will be under the control of our own scientists, the likelihood of foot-and-mouth disease gaining entry to the United States through such an "International Quarantine Station" will be very minimal. The potential benefits to our livestock industry and to the consumers of the United States certainly justify such a station. The fees to be charged for the use of the station by those importing the animals will make it largely self-sustaining. Consequently, there would be little cost to the taxpayers of the United States.

The American National Cattlemen's Association respectfully requests early action on S. 2306 so that we might move forward on this very important project.

Thank you, Mr. Chairman.

Senator JORDAN. Thank you very much, Mr. McMillan.

I believe the suggestion of setting the station up somewhere in the Caribbean area is a wise one, because I am told that from 2 to 3 months in the year the quarantine station in Canada is frozen and they can't move the animals. It takes more feed for an animal in cold weather than it does in a medium warm climate. It is the same with people.

So I think that would be a good place to go.

Mr. McMILLAN. If I might interrupt you, Senator, the thought of having it down there too would provide that isolation that is so important in terms of a true quarantine.

Senator JORDAN. It lends itself, portwise and transportationwise.

Senator BELLMON, we are delighted you got here. We would be glad to hear you. We know that you are very much interested in livestock, and your State is.

Senator BELLMON. Let me ask Mr. McMillan, with all the use of artificial insemination at the present time, are we able now to bring in sperm from other countries without clearance?

Mr. McMILLAN. The Department of Agriculture, Senator, has a very elaborate system of permitting sperm to be brought in through the Plum Island Station located in New York State, or on Long Island Sound, I guess is technically where it is located. They collect the semen in the foreign countries under very stringent conditions and then bring it to the United States. And it undergoes additional stringent tests at Plum Island before it is permitted to be used any place in the United States.

One of the disadvantages of this system is that it is extremely expensive. Having the opportunity to bring in the live animals and thus collect the semen here would be a much more efficient manner to handle it, at least for those who would wish to employ artificial insemination.

Senator BELLMON. The diseases we are mostly concerned with are foot and mouth and rinderpest?

Mr. McMILLAN. Yes, sir.

Senator BELLMON. Are those diseases transmitted through sperm? I am at a loss as to why we should have to go through all this.

Mr. McMILLAN. Yes, scientists tell me that both foot-and-mouth disease and rinderpest can be transmitted through sperm.

Senator BELLMON. Does the American National Cattlemen's Association recommend any changes in the method presently used for clearing sperm for importation?

Mr. McMILLAN. No, sir. As far as we can determine—here again from what the scientists tell us—it is almost foolproof; I said almost because there is always a possibility for slip up. And by the same token the system that is used in Canada is almost foolproof. But with the demand, as I indicated in my statement, for new germ plasma to gain entry into the United States, we feel that to be absolutely safe we should have a station under our own control.

Senator BELLMON. I certainly agree. I am concerned, as I think everyone is, that we have to continually improve the quality of our livestock production and the efficiency of meat production. And I think it is the consumers who really have a stake in this question, not so much the producers.

Mr. McMILLAN. Yes, sir.

Senator JORDAN. I am told that the use of artificial insemination by small ranchers is a very expensive proposition, because it has to be handled scientifically. If the animal itself, the bull, could be brought to the ranch, particularly in the case of the small rancher, it would save him a lot of money and it would be better all the way around. I think that is pretty universally known; is that correct?

Mr. McMILLAN. Yes, that is true, Senator. And yet on the other hand if you have an opportunity for the collection of semen from a bull that, say, is in the United States, moving in the other direction, it does give a chance to the smaller rancher, particularly the smaller purebred rancher, to inseminate his cows with the highest quality, finest germ plasma that he can find without having to own such bulls.

Senator JORDAN. That is quite true. I know a good deal about where this is being done now very successfully. But it still is an expensive way of doing it. If we could get a bigger percentage of purebred bulls in here, which we would do if we could bring them in faster, and scatter them around, it would serve the purpose quicker and better.

Mr. McMILLAN. Yes; I agree with you. As I indicated in response to Senator Bellmon's question, it is a matter of efficiency. The system we employ in bringing semen in through Plum Island is now a very expensive method.

Senator JORDAN. Did you have any other question?

Senator BELLMON. No, thank you.

Senator JORDAN. Thank you very much.

Mr. McMILLAN. Thank you, sir.

Senator JORDAN. Mr. Straus, do you have anyone with you?

Mr. STRAUS. No.

Senator JORDAN. You may proceed as you wish.

**STATEMENT OF JOE R. STRAUS, JR., FITZHUGH-STRAUS MEDINA  
HEREFORD RANCH, SAN ANTONIO, TEX.**

Mr. STRAUS. First of all I want to say that I don't want to appear to be presumptuous that I know more about the problems of agriculture than you gentlemen do, because I know that is not true.

And also from hearing the remarks this morning, I think, I am going to be kind of an echo, it sounds like. But I appear here only as an interested and concerned producer in agriculture, and an interested citizen.

We have been involved in ranching and farming in south Texas, my father and my brother and another partner. And we featured purebred Hereford cattle in our operation for many years. Our registered herd was first established in 1914 by one of the pioneer breeders of our area. We bought this herd and combined it with our own around 25 years ago. Up until a year ago, we operated with over 1,000 cows in our registered herd. At the present time, we have approximately 600 head of registered Hereford cows, 100 head of commercial cows. We have seen market conditions change and know that agriculture has not kept pace with other industries insofar as the producers return on investment is concerned or from the standpoint of price increases on livestock to cover increased costs.

I have heard that 25 years ago the average consumer spent around \$24 to \$25 of every \$100 he earned for groceries. Today, the same consumer only spends around \$16 to \$17 for every \$100 earned for food. This is a wonderful thing for the consumer and certainly as compared to the countries behind the Iron Curtain and other areas of the world, American people are getting a great bargain. This has been brought about mainly because the producer has been forced to use all forms of innovations, technology, efficiency and techniques that allow him to operate in a highly competitive and perishable commodity market. Today the livestock producer can only survive if he is able to innovate and find ways of producing cheaper and more efficiently because costs are skyrocketing. Just about everything costs considerably more today—ranch equipment, labor, and supplies. Labor formerly cost the ranchman around \$50 per month for a good man and in some cases room and board. This was around 30 years ago. Today, for the same labor, he must pay at least \$300 per month and, of course housing and other fringe benefits, and so forth. The main interest from a political standpoint has been to protect 94 percent of the population which represents the consumer rather than the remaining 6 percent which represents the producer in agriculture and I suppose to a greater portion of our urban population this seems justifiable. This leaves no one to protect the 6 percent representing the producer except himself and a few farsighted leaders of Government. All, really, the producer is asking for is an even break so that he can help himself produce more efficiently to continue to give the consumer the great bargain he is used to seeing at the marketplace.

This brings me to the subject at hand—namely the need for quarantine facilities for the importation of livestock for breeding purposes. Experiment stations belonging to great universities of this country have long proven that there is a marked improvement in weaning weight of calves and more efficient gain ability when certain breeds of livestock are crossbred with other breeds, thus increasing the production efficiency. This efficiency is commonly known as hybrid vigor. This hybrid vigor is usually obtained to a greater degree when wide outcrosses between breeds is done other than outcrosses between families within a breed.

Every breed of cattle has certain characteristics of its own—some good and some bad. We have come to the conclusion after much study that there are breeds of cattle located in Europe and other places which have characteristics that would be highly desirable from a crossbreeding standpoint with our domestic breeds. In fact, just recently we had our partner and manager of our registered operation make a 3,500-mile automobile trip through Europe. His and our eyes were opened like never before as to the possibilities offered. Some of the breeds we had never heard of before—such as, Maine-Anjou, Limousin, Simmental—I had never heard of these before in my life—and other breeds which have been available only on a limited basis such as Charolais. Immediately upon returning from this trip, we looked into the possibilities of importing cattle for crossbreeding purposes and found, much to our dismay, our country had no quarantine facilities.

I have just attended part of the recent Inter-American Cattle Federation convention held in San Antonio—which is our hometown—the name of which is CIAGA, and was impressed by the fact that the Central and South American countries are looking to us for leadership in providing the kind of seed stock which will produce the right kind of cattle for them. If we don't take this leadership, there is even talk that some of the other countries might. I am talking from the standpoint of importation of new breeds of seed stock for crossbreeding purposes. I am sure you would conclude the same as I have that their controls might not be as rigid as ours would be. There could be a danger of dissemination of contagious diseases through this hemisphere if popular quarantine facilities and techniques were not followed. As I understand it, the Department of Agriculture has been operating under a 1930 law which prohibits the importation of livestock from most countries of Europe. Nothing has been done to modify this law or to give the Department of Agriculture any discretionary authority, probably because we have not seen the need for importation of breeding stock and have not established proper quarantine facilities. So, in my opinion, the first thing that needs to be done is to establish proper quarantine facilities to adequately handle healthy livestock for crossbreeding purposes so that when these breeds are available in this country, we can rest assured that there is no danger of bringing in contagious diseases with them.

Senator JORDAN. One of the troubles is, I think, that the Secretary of Agriculture has not had the authority to establish a quarantine station. And I think this is because there hasn't been sufficient demand or call for it. But it is developing very rapidly now, and I think the cattlemen see the need for it, as you point out here.

Mr. STRAUS. I think this can develop into a great two-way street.

Recently I know of around 200 head of hogs that West Germany bought for crossbreeding purposes. These hogs were bought within the last 2 weeks here in the United States. While it is true we will not accept livestock from West Germany because of the danger of hoof-and-mouth disease, they are accepting and quarantining our hogs. They are free of Bangs disease and TB, and are able to do this without any danger of bringing in these diseases. And yet they were able to bring in our hogs and livestock without any danger of bringing in these diseases because of adequate quarantine facilities that they maintain.

Senator JORDAN. Where is that in Germany, do you know?

Mr. STRAUS. No, sir; I don't know where the station is.

I might also suggest investigation of possibilities of the U.S. Department of Agriculture instituting a conference on quarantine procedures so that other interested nations can standardize on proper and adequate protective procedures. The first thing is to get our own quarantine facilities established so that we can continue to improve our techniques of producing more efficient higher yielding market animals. In looking to the future as the population increases dramatically, so will the need for protein increase. In fact we have many nations of our Western Hemisphere which are suffering from malnutrition and the need for protein. They have tried vegetable forms but they find they need meat as a more complete protein. You can see that we need to prepare now for the future. As the population in this country increases and spreads westward, we will find ourselves in much the same position as the countries of Europe, that is, the producer will be forced to produce livestock on less acreage using different techniques to do it. I have seen test results on breeds of cattle tested in South Africa under conditions similar to western and southwestern parts of the United States. The results taken over a 10-year period show some of these breeds, not available to us, to show up much superior to our domestic breeds in many areas, particularly in the area of fertility, weaning weights, slaughter weights in relation to age, the size of the loin eye and other tests. So we must make these breeds available to the producer in this country in order to progress from an efficiency and production standpoint.

Our good neighbor to the north, Canada, has been reaping a tremendous harvest in dollars from the sale of semen to producers in this country using European breeds which are not available in the United States. They have been recovering approximately \$12 per vial of semen and your mathematics will quickly tell you that this represents upwards of \$50,000 a year per bull used. We have heard that the bulls used in Canada for this purpose are not truly representative of the best breeding stock available in Europe. The European cattle producer has been keeping performance records on livestock for almost 60 years but these records don't do us much good because the progeny is not available to us. The only opposition of the establishment of rigidly controlled quarantine facilities could only be for selfish reasons of those who refuse to accept the need for progress.

I have two other letters to enter into the record, and I would like to submit them.

Senator JORDAN. You may submit them right after your remarks. They will be carried in their entirety.

Isn't it true that there have been some cattle smuggled into the United States from Mexico and maybe some other places too?

Mr. STRAUS. I don't know. I have heard this.

Senator JORDAN. I have heard it several years back. Some fellow would wind up with a Charolais and you would ask where it came from, and he would say, "You guess."

Mr. STRAUS. I would imagine that they had to be smuggled in from Mexico, because we don't accept cattle from across the border from Mexico.

Senator JORDAN. It is possible that some of this has happened out of Canada. But they have been pretty rigid there because they have the reputation of their animals being free of disease before they leave. As I pointed out, they have made a handsome profit on that situation, which our cattlemen should not have to pay. I have heard of a number of breeds which, as you say, would possibly be even better than those we know about now and have here. They ought to be allowed to be brought in.

Another thing, by letting foreign nations know what our standards are, it would save shipping cows or bulls into this country that wouldn't pass our standards of quarantine, which is an expensive proposition.

Mr. STRAUS. Yes, sir.

I would like to make some remarks in response to one thing you asked a while ago, Senator Bellmon, as to whether or not the importation of semen would serve our purposes. And I believe in order to establish purebred herds of some of new breeds that you would have to import some cows. So that would make it almost mandatory to set up the proper quarantine facilities to do that.

Senator BELLMON. As you know, the Charolais breed doesn't require this—you can start off with an English breed and continue until you get a 15/16 pure breed.

But you are a purebred breeder of Herefords.

Mr. STRAUS. Yes, sir.

Senator BELLMON. Speaking for yourself, or possibly for other purebred breeders, do you feel that generally our established beef industry would welcome a system that would allow importation of new breeds? And the reason I raise the question is, you have a near monopoly now.

Mr. STRAUS. Yes.

Senator BELLMON. And if you bring in, let's say, Simmental, and they turn out to be a superior breed, this is perhaps going to make your livestock in a little less demand. What is the general feeling among the breeders?

Mr. STRAUS. I think if I take that attitude—I guess it does sound like heresy for a Hereford breeder to be saying that—but we have recently taken the attitude that if there are superior breeds to be found, maybe we ought to be producing them.

Senator BELLMON. I think that is a very commendable position. But I thought it ought to be in the record that the established purebred breeders would welcome this facility and would welcome the competition from additional breeds.

Mr. STRAUS. Yes, sir. And I think particularly the commercial breeder welcomes it. In fact, there are many commercial breeders in south Texas, and I think all over the United States, that are making these Canadian facilities pretty wealthy right now with this semen that they are using in a commercial operation, they are buying this semen.

Senator BELLMON. It is a substantial drain on our country's economy to be continually paying money out when we can just as well go ahead and establish a quarantine station and bring the animal here so that they can be in production in this country rather than some place else.

Mr. Chairman, I don't have any other questions.

Senator JORDAN. I happen to know Mr. Bunker Hunt, and I am sure you do. He is, I believe, the largest rancher of Charolais in the United States. I know he has brought in a good many cattle from Canada, and has spent a lot of money doing so. I know several others who have done the same thing, and they are working in the direction of crossbreeding and developing feeder calves for the market.

Do you have any further questions?

Senator BELLMON. I would like again to make the record clear, the testimony this morning apparently has been from people interested in the beef business. Now, this quarantine station would serve all kinds of animals, even exotic breeds, this is not just for cattle, the quarantine station; isn't that true?

Mr. STRAUS. I am of course just speaking from the cattle business standpoint. I would assume that the quarantine facility would be for everything.

Senator JORDAN. Yes; it would be for hogs and any animal that might be brought in. The law already covers animals for zoos, and protected already in the law. So that would be no problem. But bringing in certain breeds of swine, sheep, and goats is also very desirable.

I know from our agricultural attachés in several countries where I have visited that we have helped these other countries a great deal by sending them poultry, sheep, hogs, and cattle to breed with their own livestock. But they have been a little bit smarter than we have. We have been sending them these animals, and yet we have almost prohibited them from bringing in theirs because we haven't had the facilities to do it.

I think this is a very timely piece of legislation, and I hope we can report it to the full committee and get some action on it.

Mr. STRAUS. I would like to make one more remark.

You asked about us as a Hereford business. Of course, I don't think we will ever go out of Hereford breeding. And I think there is a place for the breeders of the United States to crossbreed also, and to provide the purebred seed stock for the commercial rancher. I don't think any of these new breeds or anything is ever going to endanger the position of the present breeds that we now have.

Senator JORDAN. Isn't it true, if you take a pure breed like Hereford and breed—say a purebred Charolais—you get a much finer offspring than you would if you used any run-of-the-mill cow that came along, halfbreeds or scrubs. The better breeding stock you turn to the better calf you are going to get.

Mr. STRAUS. Yes, sir.

Senator BELLMON. Let me ask one other question in connection with this.

I am assuming that in this country we have available perhaps the top animals in what we refer to as the English breeds, the shorthorn and Hereford and Angus. But this quarantine station would make it possible to bring in new bloodlines even of these breeds.

Mr. STRAUS. Yes, sir.

Senator BELLMON. So that it might result in the upgrading of our existing breeds.

Mr. STRAUS. Absolutely, at a much lower cost to the producer.

Senator BELLMON. That is all.

(The letters referred to above are as follows:)

CASTROVILLE, TEX., *October 18, 1969.*

Senator ROMAN L. HRUSKA,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR HRUSKA: As cattle breeders and individuals dependent upon progressive cattle improvement for our income we would like to state our reasons for desiring the importation of Simmental cattle or a corollary breed (theoretically the same breed with a different name in various countries) from Switzerland, West Germany, or France.

As the emphasis on beef cattle improvement shifts towards faster, more efficient gains, better cut-out value with more lean meat and less fat per unit of production, U.S. beef breeders are taking dead aim on the factors that contribute towards these goals. These factors are recognized as: (1) superior muscling qualities and beef conformation, (2) mother cows with high milk production, (3) good fertility in bulls and cows, (4) inherent factors for rapid growth, (5) consolidated hereditary characteristics that give the hybrid vigor so necessary for modern economic cross-breeding.

The importance of performance and production records have been generally recognized for a number of years. However, the mass of beef producers in this country have been slow to accept and adopt meaningful record keeping systems as a part of their operations. Therefore, the percentage of cattle in the U.S. that are thoroughly performance or production tested are in a serious minority as far as being a factor for rapidly influencing the improvement of the considerable number of U.S. cattle herds.

In Europe, because land values are very high, each animal kept as a brood cow or herd sire *must produce*. Consequently, the Swiss and W. German breeders have established programs and standards that assist them in finding the top animals for herd replacements. A program has been in effect for over 60 years in which only those cattle meeting certain standards of production and points of conformation are eligible for registration.

This rigid selection in the Simmental cattle, Europe's most numerous breed, places them in a prominent position among the world's cattle population.

The combination of high milk production (in Europe the Simmental is also used for dairy purposes) in a beef animal is seemingly an answer to the cross-breeding dreams of U.S. cattlemen who have long felt the need for increased milk production, while maintaining rapid growth rates in their commercial beef programs.

The systematic improvement of the Simmental breed, based on proven and consolidated lines, and on careful individual selection for type and productivity, has made it possible to reach a high degree of uniformity and security in the transmission of hereditary characteristics.

The consolidation of these hereditary characteristics practically guarantees the transmission of these inherent abilities in a prepotent way. For this reason, the breed is chosen in many regions of the world for crossbreeding programs.

Unquestionably, Simmental crossbred cows, regardless of the percentage of blood, are going to contribute immeasurably to the beef industry of the United States.

At the present time however, the only way U. S. breeders can obtain this new genetic material is through artificial insemination with semen collected from the few Simmental bulls that have been imported into Canada. This is a slow and somewhat ineffective way to bring about the much needed benefit our cattle herds need. Also, there has been some question regarding the discretion used in selection by the importers of bulls now in Canada.

European countries are annually importing numerous quantities of livestock from the United States with, what they feel, is a possible danger of re-introducing Bangs and T.B. into their countries. They feel that there should be some type of reciprocal program in which they could export to the U. S.

Certainly, we do not want to endanger our herds to Hoof and Mouth Disease, but it is our feeling that a concentrated effort is needed on the part of our government to work out a program in which adequate quarantine procedures could be established to safely allow entry of Simmental cattle and other European breeds into the United States.

It is our understanding that we are presently restricted by an antiquated 1930 law. We feel that it is time that this law is either revised or amended so that the problem may be approached in a workable manner.

Canada and its citizens have reaped a multi-million dollar dividend from U. S. livestock producers in the past three years by allowing liberal importations and by setting up adequate quarantine stations. In addition, by restricting the subsequent exportation of female cattle into the U. S., they have captured many American dollars as U.S. cattlemen have established ranches in Canada, have purchased vast quantities of bull semen from Canadian sources, and have purchased many cattle contributing to Canadian profits.

In view of the foregoing, we urge you to take an interest and give support to the liberalization of American importation laws and/or the setting up of quarantine stations in which healthy animals may be cleared for importation. We believe that this matter is of prime importance to the future economy of a large segment of our American beef industry.

Sincerely,

M. W. SHARP, D.V.M.

SAN ANTONIO, TEX., *October 23, 1969.*

HON. ROMAN L. HRUSKA,  
*U.S. Senate,  
Washington, D.C.*

My DEAR SENATOR HRUSKA: In view of the importance of the Twenty Billion Dollar cattle production industry in the United States, we wholeheartedly endorse the proposed establishment of a livestock quarantine station off the coast of the United States. It is also our opinion that the quarantine law of 1930 should be amended, or revised, to make it more flexible, whereby it would permit the breeders of the United States to import improved breeds of beef cattle, or other livestock, into the United States.

We ranchers realize that we have enjoyed a gradual increase in demand for our products. We also anticipate this demand will continue for years to come. It is estimated that this year in the United States, our capital consumption of beef will be from 108 to 110 pounds per person. With our population increasing each year, not only in the United States, but entire world, we are going to witness a gradual increasing demand for our beef.

We do not have any more land available for cattle production, therefore, we must perfect ways and means whereby we can produce more beef per acre than we are now producing. This will necessitate a more efficient production. Experience and experimental station data has proved that one of the best and most efficient ways to increase beef production is by crossbreeding. It has been proved, without doubt, when we cross two or more superior breeds, one will increase his beef cattle production ten to twenty per cent annually. Beef cattle producers in the United States today are making many changes in their operations so they can meet present day competition.

More emphasis is being placed today on breeding beef cattle that will produce more red meat and less fat and, also an animal, who will make a faster and more efficient gain. We are striving to select breeding herds that will possess the following breeding traits:

- (1) Inherit factors for rapid growth.
- (2) Superior fertility among bulls and cows.
- (3) Select cattle with outstanding beef conformation that will possess superior muscling qualities.
- (4) Cows with higher milk production.

All of these factors are very important.

It has been our observation that there are several superior breeds of beef cattle, or dual purpose cattle, in Europe that would certainly be highly important to our crossbreeding program in the United States. But the breeders in the United States are certainly at a disadvantage today since it is impossible for us to import these cattle to the United States. The only place we can get these cattle, and that is semen only, is through Canada. Canada is receiving many millions of dollars each year from breeders of the United States for semen and, also, many millions of United States Dollars have been invested in Canada for ranch land where they can produce cattle from European countries.

We sincerely urge that you support a change in our American import law of 1930, giving discretionary power to the Department of Agriculture and, also, the establishment of an adequate quarantine station.

Sincerely yours,

MEDINA HEREFORD RANCH,  
J. R. STRAUS, JR.  
H. R. FITZHUGH.

Senator JORDAN. Mr. Mulhern, I believe you had something you wanted to add.

Dr. MULHERN. Mr. Chairman, just for clarification of Senator Bellmon's question, the quarantine station would be for all species. As far as zoo animals, they already have a way of coming in. However, the immediate benefit is going to go to the cattle industry, because we have a laboratory test to detect foot and mouth disease carrier animals in cattle. We are doing research to detect the carriers in sheep and swine. We are confident we will find effective carrier tests for them also. As soon as these tests are available, the other species will be able to come in too. The primary, or immediate, benefit for such a quarantine station will be for the cattle industry because we do have adequate tests to identify infected or carrier animals in that species.

Senator BELLMON. Let me ask you this. Suppose a breeder buys an animal, say, in France. And if we had the quarantine station in operation, how long a period of time would it take him to get the animal brought into the United States and cleared for use?

Dr. MULHERN. We would say about 5 months. We expect that we could make two importations a year, and allow time to clean up between importations. It is not only the quarantine time that is important in assuring ourselves that the animals are safe. It is equally important that we know the history of where that animal originated. We would have to go through the same procedures as Canada has done to assure ourselves that the history of herd is OK, hold them in quarantine in the exporting country for 30 days while we conducted tests on them, and then move them to our quarantine station.

So this is why the 5-month period.

Senator BELLMON. How long would they actually be in the quarantine station here?

Dr. MULHERN. Ninety days. And again it isn't the length of time that is the only factor being considered, but the tests that we will be conducting during that period of time.

Senator JORDAN. Thank you very much. I am glad you clarified that. That was my understanding, and I am glad you made that plain.

I appreciate everybody being here to testify this morning, and also the visitors who are interested in the bill. This will conclude the hearing, and as soon as Senator Ellender can get his full committee together, I will report this bill. I believe I can report it favorably, as I don't have any opposition anywhere. So we will expedite this as quickly as possible.

Thank you very much.

Thank you for being with us, Senator Bellmon.

(Whereupon, at 11:20 a.m., the subcommittee was adjourned.)

(Additional statements filed for the record are as follows:)

STATEMENT OF HON. ROBERT DOLE, A U.S. SENATOR FROM THE STATE OF KANSAS

Mr. Chairman, my home State, Kansas, which has long been known for its wheat production, has come to depend heavily on the cattle industry. As a matter of fact, recent surveys by Kansas State University have disclosed the fact that cattle feeding and breeding and beef processing have become the No. 1 dollar-contributing element of the Kansas economy—nearly \$1.2 billion in 1968.

As today's witnesses have pointed out, there is a considerable potential for improvement of cattle and other livestock through the introduction of new genetic configurations and blood lines into the strains common to the U.S. throughout the world varieties of livestock and other domesticated animals exist which

possess characteristics of heartiness, fertility and slaughter weights unknown to animals bred in the United States.

Although these foreign strains may hold great potential for the improvement of American livestock, a serious and, heretofore, almost insurmountable barrier has existed to their introduction into this country. Because of the grave and justified concern for the control and elimination of animal disease, especially foot and mouth disease and rinderpest, U.S. laws regulating the importation of breeding animals have effectively barred all imports of breeding stock.

Recognizing both the desirability of improving U.S. stock and the necessity for insuring continued freedom from disease, S. 2306 embodies a highly desirable approach to the importation of foreign breeding stock. By establishing an island quarantine station where animals bound for the United States may be thoroughly examined and observed, this bill will enable our country to take advantage of the breeding advances made in other parts of the world while maintaining the same strict safeguards against disease that have been the hallmark of our national livestock production.

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STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Mr. Chairman, I appreciate the opportunity to appear before this Subcommittee to testify in support of S. 2306, Senator Hruska's bill to establish an international livestock quarantine station within the territory of the United States. Because of the great need and importance of this bill to livestock producers and American consumers alike, I join Senator Hruska in supporting this bill.

S. 2306 provides the necessary authority for the Department of Agriculture to locate a suitable site for and to establish and operate a quarantine station. In connection with the station, the bill permits the movement of animals into the United States which would otherwise be prohibited or restricted under the present import laws.

Briefly, Mr. Chairman, the American livestock industry has for over 30 years been limited in the types of breeds that can be imported into the United States. Only breeds from those countries that were free of foot-and-mouth disease and rinderpest could be imported. This restriction was imposed by the Tariff Act of 1930, and it made good sense at the time. The United States had just eradicated an outbreak of foot-and-mouth disease, and nobody wanted it to recur. The veterinary techniques then known were not adequate to determine whether an animal being imported was a disease-carrier or not, and the safest procedure was to prohibit imports from countries that had the disease. As a result of this policy, the United States has been free from this disease ever since.

Also, Mr. Chairman, our livestock producers have not in the past been hampered by this import limitation. They had excellent breeds readily available within the United States or from disease-free countries. However, that is changing. The interest in new exotic breeds that are not now available is increasing.

The reason for this increasing interest is the growing demand of the American consumer for meat, and at the same time the growing numbers of American consumers. It is estimated that our nation's population will increase by another 100 million by the year 2000. With the productivity and weaning weights of present livestock breeds, there is serious concern that the livestock industry will not be able to keep supply up with demand and keep the price of meat as reasonable as it is.

New breeds can achieve more rapid improvement in animal characteristics than can the process of selectivity within our domestic breeds. New breeding stock can increase the ratio of the number of births to the number of head of stock each year. New bloodlines can greatly improve the survival rate of young stock, improve the feed conversion rate, and increase the weaning weight.

Such crossbreeding with new stock can promote more rapid growth and size of livestock, and enable producers to market them sooner.

Of course, importing these new bloodlines into the United States will not be an easy task. The Canadian Government established a procedure for importing stock from disease-ridden countries into Canada, and found that elaborate quarantine and test devices were necessary. The process was also expensive. However, the Canadians have been able to prevent through this system any diseased animal from entering into Canada. The risk is considered worth the cost in Canada

because of the benefits the producers are deriving there from the new bloodlines. American producers have even brought new stock in through Canada for ultimate export into the United States. This was possible because Canada is disease-free and can freely export to the United States. Our importers found that the Canadians charged from \$5,000 to \$10,000 per head for the quarantine procedure. As a result, the Canadians have made their station a profitable endeavor. The answer for the American producers is a United States quarantine station, operated by the United States Government.

More livestock can be brought into the United States as a result and the livestock can be brought in more cheaply. Of equal importance, the United States Government will be in control of the facilities and we can assure that the veterinary test techniques used will always be of the highest quality.

I am told that the Department of Agriculture has researched this matter and has determined that present knowledge of disease detection is adequate to devise quarantine facilities and establish tests that can assure with almost no risk that livestock with foot-and-mouth disease will not pass through the quarantine station.

In my opinion, if the importation of new breeds is greatly desired by some American producers, a quarantine station owned and operated by the United States for all livestock imports from diseased areas of the world would be the ideal solution.

Mr. Chairman, I urge that this legislation be enacted.

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STATEMENT OF HON. LEN B. JORDAN, A U.S. SENATOR FROM THE STATE OF IDAHO

Mr. Chairman, I welcome the opportunity to appear before this Subcommittee in support of S. 2306, introduced by Senator Hruska and co-sponsored by me and other of my colleagues in the Senate.

After this legislation was introduced, I submitted copies of the bill to leaders of the livestock industry in my state and solicited comment.

Marvin J. Wittman, President of the Idaho Cattlemen's Association, wrote me on August 9th that he was sure that a maximum security quarantine station for importing breeding stock would be an asset to most commercial cattlemen. He also made these statements in support of his endorsement:

"There is an intense effort on the part of most commercial cattlemen to improve the quality and performance of their beef cattle. This includes heavier weaning weights for cow-calf operators, better feed conversion in the feed lot and a more desirable carcass with more muscling and less waste fat when these animals are hung on the rail. Some progress has been made in these areas, using the standard English breeds—Hereford, Shorthorn, and Angus. New breeds from France and other areas of the world have been used on a limited basis in cross-breeding programs. The success of beef cattle improvement is dependent upon the availability of this imported breeding stock.

"I have discussed this bill with Dr. James Kraus and Morris Hemstrom of the University of Idaho and others in the industry. It is our opinion that an importing quarantine station for breeding stock would also benefit the consumer because of the increase in quality of the end product."

The importance of this legislation to the research program now going forward in the Land-Grant Colleges and other academic institutions is brought out in a College of Agriculture memorandum submitted to me in early November by Robert W. Coonrod, Academic Vice-President of the University of Idaho. I hereby request that this memorandum, written by T. Donald Bell of the College of Agriculture, be incorporated at the conclusion of my remarks.

You will note that the University of Idaho memorandum stresses the potential benefit of the proposed quarantine station to both the cattle improvement program and efforts to improve sheep production.

Mr. Chairman, this legislation takes on added importance in view of the criticism of meat grading standards during the recent Conference on Food, Nutrition and Health. If changes are made in the existing standards of meat grading, as a result of that Conference and other efforts to reduce the amount of fat in retail cuts of meat, then the benefits of the proposed quarantine station will be greatly multiplied.

This legislation is in the interests of both the livestock producer and the consumers and I strongly urge favorable action by this Committee.

(The memorandum is as follows:)

To : Dean J. E. Kraus.  
From : T. Donald Bell.  
Subject : Senate bill.

I am sure that you are generally familiar with the objectives of the bill in the Senate which would establish a quarantine station or stations to provide for the inspection of breeding stocks from foreign countries. Under current regulation such importation is virtually impossible, and research workers as well as the entire livestock industry are limited in their improvement program to genetic stocks now available in the United States or breeding stocks that can be filtered through Canada where they are using a quarantine system to import livestock from some of the foreign countries.

The entire beef industry, including the research agencies, are re-evaluating our cattle breeds and breeding systems in an attempt to come up with the economical production of beef cattle that are more heavily muscled, are less fat, and still have the kind of meat that is palatable to the consumer. With the emphasis on less fat it appears that some of the foreign breeds of cattle might work in very well in crossbreeding programs with our own beef breeds. A French breed, the Charolais, is being used a great deal at the present time but unfortunately with the current restrictions on importations it would appear that the quality of the cattle in the U.S. and those reaching the U.S. through Canada are inferior to those in France as well as in Canada. There are other foreign breeds that appear to have promise, but under current regulations it is impossible to bring them to to the U.S. If the quarantine stations were established selected breeding stock could be brought to our country, evaluated in straight and crossbreeding programs by our research groups, and the possibility of more rapid breeding improvement would be increased by this larger genetic pool.

The problem in sheep production is of great importance at the present time, because of our changing system of production. With the increased emphasis on intensified systems of production, the ewe needs to produce more than just the single lamb that was formerly desired in our extensive range sheep operation. Under current available management and nutritional systems litters of 3 and 4 lambs would provide the efficiency needed in many segments of the sheep industry to keep our sheep men in a sound economic balance. At least one or more foreign breeds of sheep do have the characteristics of producing 3-5 lambs at each conception but unfortunately only a very limited number have ever reached this country. With the establishment of the quarantine system these foreign breeds could be imported and evaluated in straight and crossbreeding programs.

T. DONALD BELL,  
*College of Agriculture, University of Idaho.*

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STATEMENT OF ROBERT H. PURDY, PRESIDENT, NORTH AMERICAN LIMOUSIN  
FOUNDATION, BUFFALO, WYO.

I am Robert H. Purdy, Purdy Ranches, Buffalo, Wyoming. I am engaged in the ranching business, and am presently president of the North American Limousin Foundation and a past president of the American International Charolais Association.

The principal point I would like to make in regard to the proposed U.S. Quarantine Station is that the need for this facility is far greater than most people in our own industry realize.

Cattle from countries where hoof and mouth disease and rinderpest are endemic are coming to this country through a similar facility in Canada. Our U.S.D.A. veterinarians are looking over the shoulders of the Canadian veterinarians. Greater safety would be insured by setting up our own facility. The present minimum quarantine station at Clifton, N.J., is unsatisfactory even for the over-taxed facilities presently being used for testing zoo animals that come from countries where dangerous diseases exist such as hoof and mouth and rinderpest. American cattlemen are paying millions of dollars to Canadians for these genetically superior cattle, marked up as much as ten times their cost.

At the present time there are only six Limousin bulls on the North American continent, all in Canada, whose semen is available to American cattle breeders. The cost of most of the semen from Canadian imported bulls varies from \$6.00 to \$100.00 per 1 cc. ampule of semen. At an average of 1½ ampules to breed a cow,

it means from \$9.00 to \$150.00 per calf just in semen cost, and this is for only one cross-bred calf, as there are no pure-bred Limousin females in U.S. This compares with much domestic semen at \$2.50 to \$4.00 per ampule.

The need for increased efficiency in U.S. beef production is critical if the U.S. cattle industry is to survive. This new genetic material is the quickest and best way to increase beef production and be able to maintain reasonable prices to the consumer.

I believe it is entirely possible that if such a facility were made available tomorrow, you would have applications within forty-eight hours for permits to import at least 500 head of Limousin cattle alone in the first importation. We urgently solicit your approval for a U.S. Quarantine Station, and assure you it would benefit the entire beef industry.

(Supplemental statement filed by the North American Limousin Foundation, Denver, Colo., is as follows:)

The Limousin is a breed of cattle from France that has been called by some livestock authorities, one of the most efficient beef producing animals known today. Although an ancient breed, it has been raised in a relatively isolated, hilly region somewhat like our Ozark country. As a result, it has not been widely known outside of France until the last few years.

Through the efforts of members of this organization in Canada and France, the first Limousin bull was brought into that country from France in 1967. Frozen semen from this first bull was used for limited experimental cross-breeding by artificial insemination in the United States. Other Limousin cattle were brought in last year and a sizeable importation (55 to 75 head) is expected to arrive in Canada next Spring.

Although feedlot tests and carcass evaluation is just beginning on these first Limousin-cross calves, the result of cross-breeding with our American beef and dairy cows appears to produce an exceptional types of hybrid animal.

However, because of present Canadian restrictions, it is not possible to bring purebred Limousin cattle from that country into the U.S., and livestock breeders in this nation are restricted entirely to shipments of frozen semen for experimental cross-breeding work with this breed.

Our nation is not only the largest producer of beef cattle in the world today, it is also the largest consumer of beef. Cattle production in this country is an industry that amounts to \$11 billion a year. Yet cattle prices today average slightly less than prices in 1951—although land, labor and other production costs have increased more than 125% in those 19 years.

Every cattle producer, feeder and beef processor is fighting to increase production efficiency as the only means to maintain his diminishing margin of profit.

Great strides have been made to improve feed conversion efficiency and cattle finishing methods over the past few years. Today, new techniques are also being developed to materially improve beef carcass handling and processing—particularly in the area known to the trade as the "prefabricated" carcass.

This is a new method of boning and cutting up the carcass into pre-packaged retail cuts right at the packing plant in order to reduce labor, waste and shipping costs between the slaughter point and the retailer.

Such a departure from the century-old method of shipping beef sides and quarters across the nation is creating a need for specialized types of beef animals. We will need cattle that are longer, trimmer and that can produce in one year, a finished animal weighing from 1,000 to 1,100 lbs. It must have meat that is well-marbled, yet with very little waste fat over the carcass.

To produce such cattle, we urgently need the genetic benefits of the Limousin, Simmental and other European breeds not now available to us through the Canadian Quarantine Station in sufficient quantity or at a cost that is practical.

Limousin breeding cattle now coming into Canada are being offered to American buyers at very high mark-ups. An imported heifer that cost a Canadian importer from \$2,500 to \$3,500 in France with an importation cost of \$2,000 or less, are being offered for sale in Canada—where they must be kept—for \$25,000 to \$35,000 per head.

In view of the fact that most of the Charolais cattle imported into Canada over the past four years have been sold to U.S. breeders at high prices, it appears that the Canadian Quarantine Station is based largely on the U.S. market potential for animals of this type.

Just this year, the capacity of the Canadian import facilities were increased from the previous 240 head capacity to accommodate an annual importation of 600 animals or more. This means that the Canadian facility is in effect draining large sums of dollars from the American beef cattle industry into that country every year—and the situation will soon more than double from this major increase in capacity.

The simple result is that Canada is building a valuable genetic reservoir of these new breeds while our cattle producers are unable to compete, unless they can meet current Canadian prices.

We respectfully urge this Committee to do everything in its power to affect the creation of an American Quarantine Station, so that U.S. producers can meet this future competition from other countries in the production of better and more profitable beef at a reasonable price to the American consumer.

The economic benefits of this Station to the U.S. economy would be most impressive. Out of the 35,026,400 head of cattle that were slaughtered for beef in 1968, roughly 80% were steers and heifers ranging from 15 to 30 months of age. Through the use of new genetic material and new cross-breeding techniques, it may be possible to reduce the growing and finishing time required for these slaughter cattle by as much as 3 to 12 months. In addition to this time saving, a more efficient carcass would be produced that could yield from 3% to 8% more red meat per carcass than the cattle we are now breeding.

This increased efficiency would mean a conservatively estimated net gain of \$5.00 to \$15.00 per carcass (at present wholesale beef prices of 45 cents per pound)—on these 28,000,000 or more beef steers and heifers that we kill annually. It could also produce a comparable improvement in the meat-producing quality of the 7,000,000 head of slaughter cattle in other classes, including cows and bulls that go into the various types of ground beef, canned and processed meats consumed in this nation. Such a major improvement represents a potential increase of from \$175 million to \$525 million extra income annually—without any major increase in extra cost per pound of beef to the consumer.

In addition, the type of beef carcass resulting from such a cross-breeding program has already been proved to be lower in total fat content than the U.S. Choice carcasses we are now producing from our traditional English breeds of cattle.

The growing realization that excessive animal fat in the diet can influence diseases of the human heart and arteries, make this a factor of further concern to every American also. (See the attached letter from Dr. Charles J. Wilson, of Bio-Research Associates, Inc., Milwaukee, Wisconsin.)

Because of the growing importance to the American beef industry of this new genetic material, the demand for additional research animals will surely increase. Limousin and many other breeds are necessary to improve our industry. The need for new breeds that can help to improve beef production should be a matter of concern to every American interested in our food supply.

In summary, we ask your support for a bill that would establish a maximum security Quarantine Station that could operate under the direct supervision and control of the U.S. Department of Agriculture to give full scientific protection against the introduction of disease, yet allow introduction of foreign livestock for breeding and research as needed.

We respectfully remind the Committee that the importers of such livestock would expect to pay their fair share of the expense of maintaining and operating such a facility.

(The letter referred to above is as follows:)

BIO-RESEARCH ASSOCIATES, INC.,  
Milwaukee, Wis., November 12, 1969.

Mr. ROBERT H. PURDY,  
President, North American Limousin Foundation,  
Denver, Colo.

DEAR MR. PURDY: I understand that you will be in Washington next week, testifying in behalf of the Department of Agriculture's proposal to establish a federal quarantine station for imported cattle.

Surely you are aware of the urgent need, documented by innumerable studies of animal fats and cholesterol, to reduce the level of fat content in each cattle carcass marketed for the American consumer. These significant studies point out a definite relationship between the consumption of animal fat and those major

diseases which seriously and—all too often, fatally—affect the human heart and arteries.

The establishment of a federal quarantine station would permit entry into the United States of urgently needed new genetic material from around the world and would enable researchers to arrive at new breeding combinations designed to yield a maximum amount of protein value with a minimum amount of fat per carcass.

For this clearly important reason, I wish you well in Washington, and lend my support to your efforts and those of the Department of Agriculture.

Sincerely yours,

CHARLES J. WILSON, *President.*

STATEMENT OF DR. M. R. CLARKSON, EXECUTIVE VICE PRESIDENT, AMERICAN VETERINARY MEDICAL ASSOCIATION

Mr. Chairman and members of the committee, the American Veterinary Medical Association (AVMA) appreciates the opportunity to present its views on this important legislation. Protection of the health of the Nation's animal resources is a vital concern of the members of the veterinary medical profession.

The strains of livestock and poultry already available for breeding purposes in the United States are among the finest in the world, with considerable genetic diversity of the parent stock. Nevertheless, it is recognized that genetic material from other areas of the world would add to the vigor, increase the versatility, and enhance the efficiency of our native herds and flocks. The AVMA has not made an independent study of these needs but is aware of some of the statements made by others, notably the Agricultural Research Service of the U.S. Department of Agriculture.

The United States, in common with the other countries of North America, is free of several of the most devastating of the animal diseases that plague many areas of the world with a constant drain upon the efficiency of livestock and poultry production. Foot-and-mouth disease and rinderpest are the most widespread and generally recognized as the most dangerous of these foreign animal diseases.

Rinderpest has never occurred as a disease in North America and no outbreaks of foot-and-mouth disease have occurred on this continent since 1954. (The disease is believed to exist on the island of Cuba.) However, there have been a number of introductions of foot-and-mouth disease into North America from other continents—once in Mexico, once in Canada, and six times in the United States since 1900. Each outbreak has been eradicated after tremendous effort by governments, livestock owners, and others, with substantial losses and the expenditure of large amounts of money.

The six outbreaks in the United States occurred during the first 30 years of this century. During the succeeding 40 years, in spite of enormously increased trade and traffic between the United States and all countries of the world, and the occurrence of serious outbreaks in nearby Mexico, Canada and Cuba, there have been no outbreaks in the United States. This prolonged period of freedom of the United States from foot-and-mouth disease did not just "happen".

State and Federal veterinarians have maintained a vigilant watch over the movements of livestock, livestock products, and other materials that might harbor the virus of the disease. More important than this, however, was the action taken by the Congress in 1930, when strong legislative authority was given to the Secretary of Agriculture to prevent the movement into the United States of the most likely carriers of the disease, i.e., certain animals and animal products, from countries where these diseases exist. Without that legislation it is not likely that the efforts to prevent the introduction of the disease would have been effective.

For many years it has been the position of those most knowledgeable about foot-and-mouth disease that no change should be made in the controlling legislation. However, with the advancement of knowledge about the disease and the development of procedures to detect the virus in carrier animals (at the present time only in cattle), it is possible to devise procedures for the importation of carefully selected susceptible cattle from countries where foot-and-mouth disease exists without introducing the disease into North America. S. 2306, if passed, would provide the basis for such importations, not only for the United States but, also, for the other countries of North America.

Current knowledge of rinderpest and the characteristics of the causative virus is sufficient to guide rigid procedures of inspection and quarantine to guard against introduction of this disease.

Mr. Chairman, the American Veterinary Medical Association supports this legislation. In doing so, we recognize that the establishment of the quarantine facilities with necessary safeguards will be an expensive undertaking and that the cost of operations will be very high. We recognize that there will be many extremely difficult problems connected with the administration of the Act. With these points in mind, we urge that the Committee report concerning the bill include the following:

1. A direction to the Department to make full use of current knowledge of foot-and-mouth disease, derived from both research and experience, and apply without deviation all necessary requirements to prevent introduction of these diseases into any part of North America.
2. A statement that access to the quarantine facility must be restricted to surface carriers. Shipment of animals by air inevitably creates problems of availability of alternate landing sites, none of which would be equipped to provide the necessary safeguards against disease transmission.
3. A provision that no animals be brought to the quarantine facility until all necessary buildings, equipment, and staff are available.
4. A direction that provision be made for the immediate destruction and disposal of all susceptible animals exposed to any outbreak of foot-and-mouth disease or rinderpest that may occur at the quarantine station.
5. A statement that adequate measures be provided to protect against the introduction of other important communicable diseases including, but not limited to, tuberculosis, brucellosis, scabies, trichomoniasis, vibriosis, anaplasmosis, and piroplasmiasis.

The State Veterinarians and the livestock industry of each of the States have a tremendous stake in the undertaking. In common with the Department, they must bear the brunt of any accident or careless handling that may occur in the administration of the proposed legislation.

It is recognized that the administration of the proposed legislation would be entirely a Department responsibility. Nevertheless, much valuable assistance may be obtained from State Veterinarians and others. The record of cooperation between the State and Federal governments in the prevention, control, and eradication of animal diseases, and the record of the Department in administering animal quarantine laws give confidence that the proposed legislation would be administered firmly and fairly. The American Veterinary Medical Association pledges its support.

Thank you, Mr. Chairman and Members of the Committee.

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NATIONAL LIVESTOCK FEEDERS ASSOCIATION,  
*Omaha, Nebr., December 12, 1969.*

HON. B. EVERETT JORDAN,

*Chairman, Subcommittee on Agricultural Research and General Legislation,  
Committee on Agriculture and Forestry, Washington, D.C.*

DEAR SENATOR JORDAN: With this letter I wish to convey the position of the National Livestock Feeders Association relative to S. 2306 by the Honorable Roman L. Hruska. I trust the statements in these paragraphs can be included in record of the hearing held on this legislation by your Committee on December 8, 1969.

The National Livestock Feeders Association supports the passage of S. 2306 which would establish an International Quarantine Station to govern the importation of live animals from any Country in order to prevent infestation of diseases from foreign nations, and particularly to avoid bringing in foot and mouth disease.

Many of the facts relating to the necessity of such a quarantine station have been given to the Committee by the sponsor and others. Therefore, it seems unnecessary to repeat them, but this Association does wish to concur in the arguments supporting the passage of S. 2306.

A few years ago, when the United States considered cooperating with the Canadian Government so animals could eventually be brought into the United States through the Canadian Station, we viewed the operation without certain

reservations. However, the operation has been successful in protecting the United States from the importation of livestock originating in diseased areas of the world, thereby providing evidence of the practicality of a quarantine station.

Even so, it now appears to be imperative that the United States establish and operate its own quarantine control center because of the difficulty and cost of supervising the procedures at the station of another country. Also, because the Canadian Government is now prohibiting the exportation of certain breeds of cattle to the United States, which cattle have passed through the Canadian Station. At least some of these breeding cattle are very important to the improvement and progress of the domestic cattle breeding and production industry.

It seems that the United States must provide a reasonable and efficient procedure whereby breeding animals can enter the United States provided they meet the quarantine standards which would be established and are found to be safe for entry into this country. If such channels are not provided, we can be faced with attempts to circumvent our quarantine laws, and perhaps be confronted with outbreaks of diseases from animals that may be smuggled into the United States.

Outbreaks of diseases in the United States, such as foot and mouth disease, must be prevented without reservation. Not only would an outbreak amount to a lethal blow to the economy of the domestic cattle industry, but it would have a devastating effect upon the food supply of the American people. Needless to say, the consequences of such outbreaks would have even more far-reaching effects upon American business and American consumers.

With these views in mind, we trust the Committee and the Congress will act favorably on S. 2306, and also that there can be action as soon as possible so this exceedingly important protective station will be established.

Respectfully yours,

DON F. MAGDANZ,  
*Executive Secretary-Treasurer.*





