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TO ESTABLISH A COMMISSION ON DOMESTIC AND
INTERNATIONAL HUNGER AND MALNUTRITION

GOVERNMENT

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HEARING
BEFORE THE
COMMITTEE ON AGRICULTURE
HOUSE OF REPRESENTATIVES
NINETY-FIFTH CONGRESS

FIRST SESSION

ON

H. Res. 784

OCTOBER 20, 1977

Serial No. 95-LL

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TO ESTABLISH A COMMISSION ON DOMESTIC AND INTERNATIONAL HUNGER AND MALNUTRITION

THURSDAY, OCTOBER 20, 1977

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

The committee met, pursuant to notice, at 10:18 a.m., in room 1301, Longworth House Office Building, Hon. Frederick Richmond (acting chairman of the committee) presiding.

Present: Representatives Foley, Jones of Tennessee, Breckinridge, Nolan, Weaver, Baldus, Krebs, Hightower, Bedell, McHugh, Panetta, Skelton, Huckaby, Glickman, Akaka, Volkmer, Wampler, Sebelius, Thone, Madigan, Heckler, Jeffords, Kelly, Grassley, Coleman, and Marlenee.

Staff present: Fowler C. West, staff director; Robert M. Bor, counsel; John E. Hogan, associate counsel; Glenda L. Temple, clerk; and Mary C. Jarratt.

Mr. RICHMOND [acting chairman]. The committee will come to order.

Good morning, ladies and gentlemen. This is the beginning of a full committee public hearing on H. Res. 784 by Representative Nolan and other members to establish a Commission on Domestic and International Hunger and Malnutrition.

[H. Res. 784 and the report from U.S. Department of Agriculture follow:]

[H. Res. 784, 95th Cong., 1st sess.]

RESOLUTION

Whereas hunger and malnutrition remain daily facts of life for millions of people throughout the world;

Whereas there is a need to examine the continuing paradox between increasing worldwide hunger and malnutrition and the burdensome grain surpluses in the United States;

Whereas it is in the interest of the United States to reduce significantly hunger and malnutrition and to assist in the efforts of nations and people to improve the capability to feed themselves;

Whereas the economic, food, and development policies of the United States significantly affect the nutritional, social, economic, and political conditions of developed and developing nations;

Whereas the United States needs to develop a clearly defined and coordinated food and development policy that reflects the interrelationships between domestic and international hunger and malnutrition;

Whereas Americans are concerned about, and wish to make a valuable contribution to, the process of formulating policies to meet basic human needs; and

Whereas in this time of greater national emphasis on protecting basic human rights, there can be no higher priority than the preservation of life itself: Now, therefore, be it

Resolved, That the President should establish a Commission on Domestic and International Hunger and Malnutrition (hereafter referred to as the "Commission") so that the President and the Congress may better understand the pervasiveness of hunger and malnutrition and take necessary steps to counteract the problem.

SEC. 2. (a) The Commission should—

- (1) establish clearly the causes of hunger and malnutrition and the relationship between domestic and international hunger and malnutrition;
 - (2) identify and evaluate existing Federal programs and policies related to hunger and malnutrition; and
 - (3) develop for the President and the Congress specific recommendations for policies and legislation to reduce significantly hunger and malnutrition throughout the world and assisting in implementing such recommendations.
- (b) To carry out the purposes of subsection (1), the Commission should—
- (1) assemble, correlate, integrate, and generate information and resources on food, hunger, malnutrition, and related concerns;
 - (2) assess the organization and structure of current programs which affect domestic and international hunger and malnutrition;
 - (3) analyze and present findings to the President, the Congress, and the public; and
 - (4) assist the President and Congress in implementing its findings, conclusions, and recommendations.

SEC. 3. The Commission shall be a balanced membership composed of fifteen persons appointed by the President from individuals who represent diverse backgrounds, taking into account age, wealth, and relationship to the problems of hunger and malnutrition.

SEC. 4. The Commission should—

- (1) not later than six months after the date of the appointment of its final member, prepare and transmit to the President and the Congress an interim report on the progress achieved in implementing the provisions of section 2 of this resolution together with a schedule of activities and goals for the following six months;
- (2) not later than one year after the date of appointment of its final member, prepare and transmit a report containing a detailed statement of findings, conclusions, and recommendations; and
- (3) assist for a period of up to one year after the transmission of the final report in the implementation of its recommendations, and conduct an educational program to disseminate its findings to the people of the United States.

SEC. 5. The Clerk of the House shall transmit a copy of this resolution to the President.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., October 19, 1977.

HON. THOMAS S. FOLEY,
Chairman, Committee on Agriculture, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request of October 12, 1977, for a report on H. Res. 784, a resolution to establish a Commission on Domestic and International Hunger and Malnutrition.

This Department has no objection to this resolution.

The resolution urges the President to establish a Commission to assemble existing information on food, hunger, malnutrition, and related concerns; to assess the impact of current food and agriculture policies on the domestic and world food supply, hunger and malnutrition; and to prepare a detailed statement of findings, conclusions, and recommendations for a unified national food, hunger, and nutrition policy designed to reduce hunger and malnutrition.

This Department supports efforts to develop and strengthen linkages of nutrition, food, and farm policies. In this regard, we note that the President has instructed the Secretary of Agriculture to constitute a continuing working group on food and agricultural policy in the Executive Branch. The President also has constituted a working group on world hunger, to report to the President and the Secretary of Agriculture by November 11.

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

Sincerely,

JOHN C. WHITE,
Deputy Secretary.

Mr. RICHMOND. Our first witness this morning is a most valuable colleague and sponsor of this resolution, Hon. Richard Nolan.

**STATEMENT OF HON. RICHARD NOLAN, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF MINNESOTA**

Mr. NOLAN. Mr. Chairman, I wish to particularly thank Chairman Foley for scheduling this special meeting of the House Agriculture Committee in order to consider House Resolution 784, which calls upon the President to establish a Commission on Domestic and International Hunger and Malnutrition.

I also wish to thank my 38 colleagues on the Agriculture Committee who joined me in cosponsoring House Resolution 784, and I hope that the entire committee will give it unanimous recommendation to pass.

The resolution was introduced on September 27, 1977, with over 250 cosponsors in the House. On that same day, Senator Patrick Leahy introduced a similar resolution, Senate Resolution 271, with over a majority of the Senators serving as cosponsors. Last week, the Senate Agriculture Committee approved Senate Resolution 271 and reported it to the Senate floor for action.

The cosponsors of House Resolution 784 agree that the proposed Presidential Commission will be the most practical and effective means to provide the President and the Congress with a concise and comprehensive analysis of public policy as it relates to the causes of world hunger and malnutrition. We therefore call upon President Carter to give full consideration to the sentiment of the House as expressed in this resolution.

The Carter administration already has established a World Hunger Working Group—an executive branch interagency task force—to coordinate a White House study of world hunger with other U.S. domestic and international food and agricultural policies." President Carter should be applauded for taking this initial step toward streamlining the administration's policy review process as it relates to world hunger and food and agriculture programs.

The World Hunger Working Group, however, is too narrowly circumscribed, both in terms of the scope of its study and in its membership. Recognizing these limitations, the working group hopes to expand its executive branch orientation by sending questionnaires to all parties concerned about world hunger and U.S. food policy in order to solicit their views. The process is to be completed by mid-November of this year. Whether such a procedure would result in a searching policy review is open to question and, in any case, the final recommendations would still be made solely by the working group.

House Resolution 784, by contrast, calls for a comprehensive policy review as it relates to domestic and international hunger and for a balanced Commission which will include wide public representation, including that of farmers. For farmers and other individuals

and groups concerned about hunger and malnutrition at home and abroad, the Commission provides the opportunity for more active participation in the policy review process and in making final recommendations to the President and to the Congress.

The working group will serve as an extremely valuable resource for the Commission, and might even be a part of the Commission. The working group, however, cannot serve as a substitute for a broadly based Commission with a larger responsibility to consider both domestic and international hunger and malnutrition.

I would like to emphasize the fact that House Resolution 784 does not call for simply another routine study Commission to research the problem of world hunger. The research we believe is already there. Rather, the Commission proposed in House Resolution 784 would bring together and evaluate the numerous studies, reports, policies, and programs related to domestic and international hunger and malnutrition. In summarizing its findings, the Commission's comprehensive survey will serve as the basis for specific policy and legislative recommendations aimed at developing a clearly defined and coordinated national food policy.

Mr. Chairman, in order to provide further elaboration on the purposes and goals of the Commission, I would like at this time to request permission to submit statements in support of House Resolution 784 which my colleagues, Mr. Gilman, Mr. Bonior, Mrs. Heckler, Mr. Baucus, Mr. Fraser, Mr. Steers, Mr. Simon, Mr. Downey, Mr. Bonker, Mr. AuCoin, Mr. Jeffords, and I inserted in the Congressional Record on September 27, 1977.

Mr. RICHMOND. Without objection, so ordered.

[The statements referred to above may be found on p. 34-40.]

Mr. NOLAN. Mr. Chairman, I also request permission to submit statements from the National Farmers Organization and from the National Farmers Union. Both farm groups support House Resolution 784 and they have helped to define the purpose of the commission. I agree with the NFO and the NFU that the commission should be balanced, including farmers as members, and that one of the commission's first priorities must be to resolve the continuing paradox between increasing worldwide hunger and the burdensome grain surpluses in the United States.

Mr. Chairman, I also would like to submit as a part of the record a letter from Mr. Peter Bourne, Special Assistant to the President of the United States.

Mr. RICHMOND. Without objection, so ordered.

[The material referred to above may be found on p. 42.]

Mr. NOLAN. Mr. Chairman, I would be happy at this point to answer any questions that any of the members may have with regard to the resolution.

Mr. RICHMOND. Thank you for your most inspiring and eloquent testimony, Mr. Nolan.

Mrs. Heckler, do you have any questions?

Mrs. HECKLER. I agree wholeheartedly with the gentleman who has testified. I have no questions.

I really feel that the points you have made in terms of the interest of the producing sector in dealing with the problems of world hunger present another dimension to the problem which serves our national interest as well as the interest of meeting human needs.

I congratulate the gentleman for a very fine statement!

Mr. RICHMOND. Mr. Breckinridge?

Mr. BRECKINRIDGE. I merely want to join my colleagues in thanking our friend for his leadership in a new area.

Mr. RICHMOND. Mr. Jeffords?

Mr. JEFFORDS. I want to join the accolades. I will be making a statement later, but I certainly want everyone to know, as I am sure most people do, the tremendous effort made not only by Mr. Nolan but his staff as well to assure that this resolution had the kind of support it deserved in the House. His tremendous personal effort as well as the effort of his staff should be commended because it has demonstrated that if you have a good desire to put the work forward which is necessary to carry it through, it can be done.

You are to be commended, along with your staff.

Mr. RICHMOND. Mr. Krebs?

Mr. KREBS. Mr. Chairman, I just want to join the rest of you in commending our colleague, Rich Nolan, on taking the leadership that he has in this area. Certainly this effort has been long overdue. I think it is consistent with the deep humanitarian instinct that our friend and colleague feels for human beings.

Mr. RICHMOND. Thank you, Mr. Krebs.

Mr. NOLAN. Mr. Chairman, before I conclude, I want to thank my colleagues. I feel compelled to give the real credit where it is due, and that is to Mr. Harry Chapin and the World Hunger group who, working together with the many members of the House and the Senate and their staff, have really been the primary inspiration and the guiding force in the development of this proposal.

Mr. RICHMOND. Thank you, Mr. Nolan.

The committee will recess for 10 minutes while we vote.

[Recess taken.]

Mr. NOLAN [acting chairman]. The House Committee on Agriculture will come to order to reconvene the hearing on H. Res. 784.

Our next scheduled witness is Mrs. Heckler. She has not returned from the vote on the floor yet.

Therefore, I will next call upon the Honorable Paul Simon, Member of Congress from Illinois.

STATEMENT OF HON. PAUL SIMON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. SIMON. Thank you, Mr. Chairman.

I am pleased to join the previous eloquent witness in behalf of this resolution.

I think it does several things. First of all, it focuses the attention of the Nation on the problem. That in itself merits support.

When John F. Kennedy gave his inaugural address in 1961 he had two specific goals for the Nation. One was to get a man to the Moon by the end of the decade, and the second was to eliminate hunger from the face of the Earth by the end of the decade. The more dramatic of those two goals we accomplished. The more significant, more important of those two goals, unfortunately, we have not accomplished.

If I could disagree just a little with the previous witness, he said that research does not need to be a part of the work of this commission. I think maybe research is not the right word, but we ought

to take a look from a little different perspective at things such as the set-aside, which this committee acted upon. We looked at the set-aside from the viewpoint of our agricultural economy. We looked at it from the viewpoint of the dollar exchange. I am not sure there was an adequate concern from a third angle—what impact does this have on the malnourished of the world?

I think a commission such as this could force us to take another good, hard look at some of the things that we do because of immediate pressures. I am from an agricultural district so I understand those pressures.

Mr. NOLAN. If the gentleman would allow me to interrupt, the gentleman's point is very well taken.

Mr. SIMON. I am glad the Chair concurs.

I think that the commission idea is a sound one. I would hope that it would pass this committee and pass the House and then be acted upon by the President.

I would be happy to answer any questions.

I think it is an excellent move forward.

May I express my appreciation to the chief sponsor, Representative Nolan, who is now chairing this hearing, as well as to Harry Chapin. I do not know if Harry Chapin can sing but he can sure make Members of Congress sing; I know that. He has done a very effective job.

Mr. NOLAN. Thank you very much.

Mr. Wampler?

Mr. WAMPLER. Thank you, Mr. Chairman.

I apologize for being late in getting to the committee because of conflicting business, but I do want to commend our colleague from Illinois for his presence and for his testimony. I assure him that I will read it very carefully. I appreciate his interest and his presence here this morning.

Mr. SIMON. Thank you.

Mr. NOLAN. Does anyone else have a question?

[No response.]

Mr. NOLAN. If not, we thank you very much.

Mr. SIMON. Thank you.

Mr. NOLAN. The Chair recognizes the presence of the Honorable Benjamin Gilman in the hearing room.

If it is your desire, we would like to have you testify on the resolution at this time, Mr. Gilman.

STATEMENT OF HON. BENJAMIN A. GILMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. Chairman and distinguished members of the House Committee on Agriculture, I am pleased to appear before you today in support of House Resolution 784, creating a Presidential Commission on World Hunger.

This legislation, introduced by my distinguished colleague from Minnesota, Richard Nolan, and I, and over 260 Members in the House, and by Senators Leahy and Dole, and more than 50 of their colleagues in the Senate, has a threefold goal: First, establishing

clearly the causes of hunger and malnutrition and the relationships between domestic and international hunger and malnutrition; second, identifying and evaluating existing programs and policies related to hunger and malnutrition; and, third, developing for the President and the Congress specific recommendations for policies and legislation to markedly reduce hunger and malnutrition.

The problem of world hunger, and subsumed under that term I refer to the hunger and malnutrition existing in this Nation as well, is multifaceted and replete with lingering manifestations which heretofore have proven resistant to our best efforts to eliminate them.

Last year, the Subcommittee on International Resources, Food, and Energy, of which I was the ranking minority member, held 4 days of hearings on the "Right-to-Food" resolution. Testimony from more than 25 witnesses contained numerous interpretations of the causes of widespread hunger and malnutrition and illuminated the cataclysmic problems associated with global hunger.

Many well-reasoned but often divergent recommendations for combating hunger were advanced, with agreement crystallizing around the conclusion that key policy decisions remained concerning implementing an intensified commitment to markedly attenuate the crisis of world hunger and malnutrition.

Moreover, statements received illuminated the necessity for bearing in mind our responsibility to our Nation's farmers and consumers, to whom we must assure a fair and equitable price in the marketplace.

I am confident that a Presidential Commission on World Hunger can serve as a vehicle by which we can arrive at responsible and well-reasoned answers to these problems.

I might add also that at a briefing before Congress yesterday Dr. Peter Bourne, Special Assistant to the President, indicated that a mutually beneficial relationship could be established between the Presidential Commission on World Hunger and the executive working group proposed by the President to develop initiatives in the area of world hunger and malnutrition.

I am hopeful that subsequent to favorable action on this legislation by the Committee on Agriculture the House Committee on International Relations, of which I am a member, will hold a session similar to this one today and report out favorably House Resolution 784.

Thank you, Mr. Chairman.

Mr. NOLAN. Thank you, Mr. Gilman. I want to thank you for the important role that you have played in the development and work on this resolution.

At this point I would ask if there are any questions from any members of the committee.

Mr. JEFFORDS. I want to commend Mr. Gilman for his leadership in this area, especially on this particular resolution for the assistance he gave Mr. Nolan. I know from following his work in the House that he is a significant, useful, and very productive leader in this field.

I want to commend you at this time.

Mr. GILMAN. I thank the gentleman for his kind words.

Mr. NOLAN. Thank you very much, Mr. Gilman.

Our next witness is a member of the committee, the Honorable Margaret Heckler, a Member of Congress from the State of Massachusetts.

**STATEMENT OF HON. MARGARET M. HECKLER, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF MASSACHUSETTS**

Mrs. HECKLER. Thank you very much, Mr. Chairman and members of the committee.

I find myself in the unusual position of being a witness today. I have to say in my 11 years in Congress this is the first time I have ever testified for a bill. I think it is a measure, hopefully, of the strength of my commitment to this legislation and the significance of the legislation as I view it.

The problems of world hunger I think are becoming more and more apparent to everyone. Unfortunately, very little has been done about this particular issue.

The Congressional Research Service can tell us that the figures on world hunger range anywhere from 400 to 800 million people who are starving human beings. It seems gratifying that at this late date Congress is finally working toward creation of a commission that can establish a national policy on hunger and malnutrition.

Food, its production, its consumption, and proper use has long been one of my major concerns. Very little of our wealth in this productive nation is directed toward the alleviation of hunger in our own country or in the world.

We devote only twenty-four one-hundredths of 1 percent of our gross national product to official development assistance to poorer nations. And in our own country a simple, important program such as the school breakfast program is implemented in such a haphazard fashion that there are millions of school children who cannot do their work well because they are not well nourished.

In a recent Jack Anderson column, he stated that he was shocked as he attended a hearing on the subject of the school breakfast program to learn that the USDA is moving so slowly in implementing the breakfast program that one USDA official said, "Two generations ought to come close to reflecting the congressional intent."

They are telling us that it will take 50 years to perform a service that will allow our children to have enough food to allow them to become better learners and grow into more productive citizens. This is one of the many problems that this commission can and should address.

The world hunger situation is much worse. The Food and Agriculture Organization of the United Nations estimates that more than half a billion people lack the minimum nourishment they need to maintain their health, their growth, and their ability to work. In other words, half a billion people are so hungry that they are sick. Many do not survive.

We, as a country, must focus on this problem. We must develop our own national food policy and we must, in cooperation with other nations, develop a worldwide food policy that will increase food production worldwide as well as prepare a delivery system that will put food where it is needed and formulate methods of teaching other nations most in need the means of producing their own food supplies.

I believe this Commission can be the catalyst that can accomplish all of these tasks. It can bring together existing knowledge about hunger and malnutrition in this country and in the world. It can

coordinate existing initiatives throughout the legislative and executive branches to accomplish these goals. And it can bring about a new awareness of the vital importance that food plays in the future development of any country.

I have great hope that this Commission can do more than gather dust, as have other blue ribbon commissions on very important subjects which have really been ineffective in terms of producing change. Because the momentum behind this Commission really comes from outside the Halls of Congress and is joined by many Members within, I feel that there is a hope of fulfillment of these goals that has rarely existed in terms of the establishment of Presidential commissions.

Obviously there are many aspects of this problem which can be discussed, and many of the witnesses today will elaborate on earlier questions and earlier segments of this. Further, witnesses will, I think, bring a dimension to the testimony so that the record will reflect the total span of issues involved in the world hunger problem.

Worldwide food production is not as efficient as it might be. The World Food Council has estimated that the world food situation has not changed significantly in the last few years, yet the world population continues to increase at the rate of 70 to 80 million people per year. Food production is barely keeping pace with growth in population.

Experts have warned us that climate over the next decade will be extremely variable and may have a disastrous effect on the production of food. Yet we have done nothing so far to try to counteract this possibility.

In addition, the means of delivering food is also sorely deficient. Developing countries lack the facilities to transport, distribute, and store food, particularly in those countries where the need is so great. These are problems that must be corrected.

We must also help develop new technologies for producing food. We should cooperate with developing nations to demonstrate non-conventional technologies for food production, so that transportation over long distances is not necessary.

All of these factors must be addressed and addressed immediately. The Commission we are urging today could be the focal point for a plan of action that will include all of these factors and more.

Food, of course, is basic to any development. We must recognize that fact and we must invest more of our resources into the research, planning, and production necessary to provide the people of this country—and the world—with the proper amount of nutrition to allow them to fully develop as individuals and to use their talents and capabilities for the greater development of the world.

I urge my distinguished colleagues to support this important step in the process of developing a truly international food policy.

I would like to say that while it is altruistic of us, and we should be altruistic, to think about the problems of world hunger and need of starving people all over the world—and I think compassion has to be an element of our role in the Congress—I have to say as well I see definitely pragmatic need for the establishment of this commission.

A few months ago I was privileged to visit the very impressive country of Egypt, at which time we met with President Sadat. During the discussions with Sadat, when we approached the issue of oil, which is certainly on our minds and on my mind as a New Englander, and asked what the prospective increase in oil costs for the OPEC nations would be, his response was, "You Americans are worried about oil, and in Egypt we are worried about food." Obviously the food and oil dialog will be in the center stage of world policy considerations today and in the decades to come.

I believe that it is in the national interest of the United States to take cognizance of the total global dimensions of world hunger and respond as effectively and as significantly as we are able.

The bilateral approach which we are currently embarking upon—shipping food to Egypt, grain sales to those commercially affluent nations that can purchase the grain, AID which I think is a very effective organization—all of these initiatives do not go far enough. It is time for a total analysis of the problem and a response that is adequate to the growing concerns of world hunger on the international scene in terms of our compassion for human beings and in terms of the need to promote world peace. They are intertwined.

Mr. NOLAN. The Chair again wishes to thank the lady for her testimony and for her enthusiastic support of this resolution and, most importantly, for the depth of her knowledge and concern about the problems of world hunger.

We are grateful that you would take this as your first opportunity to testify before the House Committee on Agriculture.

Are there any questions that any of the members would wish to ask the lady from Massachusetts?

[No. response.]

Mr. NOLAN. We thank you very much.

Mrs. HECKLER. Thank you, Mr. Chairman.

Mr. NOLAN. Our next witness is a distinguished member of the House Committee on International Relations, the Honorable Stephen Solarz, a Member of Congress from the State of New York, home of the baseball world champions!

STATEMENT OF HON. STEPHEN J. SOLARZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. SOLARZ. Thank you very much, Mr. Chairman.

Mr. Chairman, I am here today to speak in favor of the House resolution to establish a Commission on Domestic and International Hunger and Malnutrition.

Why do we need such a Commission? After all, we know we're opposed to hunger and malnutrition. And we all know that malnutrition is a major problem in the world, affecting some 450 million people and resulting in some 15 million deaths each year. And we all know too that the United States has been shipping millions of tons of food overseas each year for many years—yet we can never hope to feed more than a small fraction of the world's hungry people.

So why do we need a Presidential Commission? What more is there to say? A great deal, as it happens. We have been acquiring knowledge in the past few years which for the first time in human history makes hunger appear to be a solvable problem.

The recent "World Food and Nutrition Study" published by the National Academy of Sciences now says that it is possible to end death by starvation in the world within the next 20 years. Starvation has already been virtually eliminated within the last 25 years in countries representing some 40 percent of the world's population. Since starvation has been eliminated in some of the LDC's, it is reasonable to assume that it can be eliminated in all of them. By studying the experience of those countries that have eliminated starvation—some of them capitalist, some of them Communist—a Presidential Commission can find out with more precision what needs to be done to accomplish this pressing humanitarian objective.

There are a number of interesting new ideas in the field of hunger which need to be systematically investigated. For instance, a few years ago there was general gloom among hunger experts because of the view that rapid increases in population seemed inevitably to eat up all increases in agricultural output. Overpopulation, it appeared, would inevitably worsen poverty.

Now some experts are beginning to view the problem the other way around: poverty may be the chief cause of overpopulation. By observing the experiences of countries which have solved their hunger problem, the experts saw that when people have an opportunity to better themselves, a bit of education and improved health care, especially for their children, they voluntarily limit their family size. They do so even in the absence of modern contraceptives, though family planning programs that provide contraceptives are certainly helpful. This finding gives great cause for hope in ending starvation, but we still need to know much more about just what factors are most crucial in bringing about the desire to limit family size.

Another new trend in expert thinking in the food field is the realization that increasing food production may actually accompany, and in some instances even cause, rising levels of malnutrition unless changes are made to give poor people access to that increased production.

For example, introduction of Green Revolution plant varieties and technology in an area can increase food production, thus increasing the value of the land on which the food is produced. The land may become so valuable that the peasants living on it can no longer pay the increased taxes or rent. So they are driven off the land. They may hire out their labor, but because of the introduction of mechanization, less labor is needed. So many of them may be without land and without a job—and therefore hungrier than ever.

We need to know a lot more about how best to give peasants access to increased production without slowing production. We know that the interrelationships among poverty, productivity, and population are extremely complex, but we need to acquire more knowledge about them and to put together our existing knowledge in much more helpful ways. As you can see, through, the new trends in thinking about these problems indicate much more cause for optimism about solving the problem of hunger than just a few years ago.

All of this is very exciting for American agriculture. Ending hunger cannot be done without raising the living standards of vast numbers of people in Africa, Asia, and Latin America—and we all know that people with higher living standards are far better markets for American

goods of all kinds—and that includes agricultural products. Countries which are food self-sufficient will continue to import food for which they do not have the appropriate climate or institutions—just as the United States imports large amounts of food today.

Most Americans still assume that hunger is a problem that cannot be solved, that since it always has existed it always will exist. This is like assuming 15 years ago that since we had never sent a man to the Moon we never would. A Presidential Commission on Hunger could do several things. It could (1) draw together and present in a systematic fashion the knowledge that now exists about how to end starvation, (2) identify and evaluate existing Federal programs and policies related to hunger, (3) develop recommendations on precisely how to achieve the goal of ending starvation, and (4) help create a public awareness of the fact that this age-old problem is now within sight of a solution and thus create the national will to find that solution.

As long as we view the existence of children with swollen bellies and sticklike limbs as inevitable, we will be so depressed by their condition that we will attempt to put it out of our minds. But when we see that starvation is something which can be eliminated, our deep compassion for such children will impel us to put all our knowledge and skill and intelligence to the challenge of insuring that such suffering is in fact ended. A Presidential Commission could be of enormous help in bringing to ourselves in Government and to the American people a knowledge of the new possibilities open to us and the best methods of realizing these possibilities. Its most important contribution could be to establish ending starvation in the world as a national goal. In the 1960's, we put a man on the Moon. In the 1980's, if we commit ourselves to doing it, we can end starvation.

As a member of the International Relations Committee, it seems to me that the problem of world hunger is one of the most pressing problems confronting not only our country but the entire world. I simply do not think that we can survive in security for a prolonged period of time as an island of privilege in a sea of misery.

We constitute, as I am sure you know, Mr. Chairman, about 6 percent of the world's population but we account for almost a third of the world's gross national product. There are a lot of very poor people in the developing countries who, I believe, look enviously at the United States and who will not in perpetuity tolerate the very sharp differences in wealth between ourselves and themselves.

From a moral point of view, too, the existence of hundreds of millions of people around the world who are suffering from malnutrition and in some cases dying from starvation at a time when we appear to have the capacity to eliminate hunger on this earth is unacceptable.

Our farmers produce an enormous amount of food. It is one of the great glories and achievements of America. We send much of that food overseas to help feed people through a variety of different programs. If we didn't do that, the situation would undoubtedly be far worse than it is today.

I would submit that you ladies and gentlemen on the Agriculture Committee know even better than I do that in the long run the United States, even if it is the breadbasket of the world, cannot feed the world. The developing countries are ultimately going to have to be able to feed themselves.

That is why I think it would be a profound error and mistake for us to assume that simply by increasing American agricultural production this problem would somehow be solved.

Mr. NOLAN. I thank the gentleman.

The Chair recognizes the gentlelady from Massachusetts.

Mrs. HECKLER. I thank the gentleman for a very fine testimony.

I question whether or not we have allowed the commission sufficient time in which to accomplish this very complex task. As you know, the bill establishes a timeframe of 1 year. While I earlier was in favor of that kind of a short leash in order to gain results and have input, as I listen to the gentleman and other witnesses I am beginning to think that possibly a longer timeframe would be more necessary to accomplish the goals of the legislation.

I wonder if you have any comment on that?

Mr. SOLARZ. I think the gentlewoman, in her characteristic fashion, has raised a very thoughtful question. Without wanting to prejudge it, let me simply say that I would hope that if there were sufficient funding for the commission and the staff were adequate to the task, that the work could be accomplished in the period of time set forth in the resolution.

I would say this: It seems to me that more important than the day on which the report of the commission is submitted to the Congress is the accuracy and validity and value of the findings themselves.

If it is the judgment of the committee that you could actually get a much better report, pointing the way much more effectively toward what needs to be done, by extending the time, then I certainly would support that. I think the key consideration is how do you produce the most thoughtful, the most sophisticated, the most effective recommendations. If that can be done within 1 year, obviously the sooner the better. If it takes longer, it is better to wait.

Mrs. HECKLER. I agree with the gentleman that the staffing and the expert consultation and assistance which the commission would obviously need is of key importance. Without that, we will not produce a significant report.

I thank the gentleman.

Mr. NOLAN. Are there any other questions?

[No response.]

Mr. NOLAN. I just want to personally thank the gentleman for addressing the question of the complexity of the issue with which we deal, the moral significance of it, and, in particular, adding to the knowledge of the committee the importance and significance that the resolution of this problem has for our national security. Your testimony is most helpful to the committee in its deliberations on this measure.

Thank you.

Mr. SOLARZ. Thank you, Mr. Chairman.

Mr. NOLAN. Mr. McHugh?

Mr. McHUGH. Mr. Chairman, I share the concern expressed by the gentlelady from Massachusetts about the adequacy of time. Clearly, as Mr. Solarz pointed out, the staffing is going to be critical. How will the staffing be paid for if this resolution is passed?

Mr. NOLAN. Perhaps the Chair could best address this question.

The resolution is a sense of the House and a sense of the Senate on where we would like to see the President go and what we would like to see him do. We understand that he is very concerned about this issue and anxious to work with us on this matter.

It was not our desire to tie the President down to the actual specifics but, more or less, to give him an advisory opinion of what we thought should be done.

The President has a discretionary fund for the funding of these kinds of commissions. The President's Special Assistant together with the President have expressed a willingness to give real serious consideration to establishment of a commission of this nature and utilizing those discretionary funds for the funding of the staff and the actual operation of the commission.

Mr. McHUGH. I thank the chairman.

Mr. NOLAN. Our next witness is a very distinguished and productive member of the House Committee on Agriculture, Congressman Thone from the great State of Nebraska.

STATEMENT OF HON. CHARLES THONE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEBRASKA

Mr. THONE. Thank you, Mr. Nolan.

I would like to acknowledge, Mr. Nolan, your work here. In fact, you are the one who nudged me on the floor regarding the activity of this resolution. I appreciate very much the leadership that you have taken in this matter.

I have some notes here which I am going to follow. It will probably save a little time.

As Mrs. Heckler indicated, I think we have to be a little pragmatic in these situations. I come from Nebraska. My district is predominantly rural, so it is obvious why I initially would be interested in a resolution of this type. It is probably a little bit selfish, as some of us are inclined to be.

We have all kinds of grains out there right now, as you know, Mr. Nolan. Prices are depressed. If we could get additional markets for our grains, this of course would be very, very helpful.

However, I think it is much deeper than that—the philosophy of what we are trying to put into a resolution. The farmers' plight exists despite the fact that people around the globe are going hungry or lacking proper nourishment. That has been recounted here by the other witnesses.

On first consideration one might think that all that is necessary to provide proper nutrition for all the peoples of the world—at least for the next several decades—is the will to do it. Unfortunately, the task is not that simple. That has been highlighted here.

Some 15 or 20 years ago, for the committee's information, on the Senate side I was involved peripherally in a Bogota Food Conference. At that time, if you can imagine, we were trying to give away some wheat. I will not bother the committee here with all the trials and tribulations we got into by that giveaway offer down there, but before it was all over it was substantial. I do not think we ever did get the matter resolved as we wanted to do.

The task is not a simple one at all. Providing adequate food for the world is an extremely complex problem. Solving it will require the correct input of many diverse factors.

To solve the global nutrition problem, we must insure that conditions exist so that farmers in the United States and other food-exporting nations can obtain a fair return both for their labor and for their investment.

Present food-exporting nations, however, cannot supply all of the world's needs throughout the next several decades. Yet, oftentimes the gift of food to underdeveloped nations discourages agricultural development within those countries. Mr. Solarz talked about that a little this morning. While preventing starvation today, we must make certain that farmers in the food deficit nations have incentives for producing more bountifully tomorrow.

There is an old Chinese proverb which is applicable here. You give a man a fish and he's got a meal, but you teach him how to fish and he can feed himself for a lifetime.

We must also avoid some of the mistakes of the past. Some of the gifts of U.S. food have been used not to help the undernourished but to provide income for the recipient governments or to line the pockets of their corrupt officials.

We must realize also that transporting food from America to a port city of an underdeveloped nation may accomplish little good. Unless a nation receiving food has adequate storage, distribution, and transportation systems, U.S. food may rot or provide nourishment only for vermin, while people are starving not too many miles away.

We must also determine the best ways to provide a helping hand to those lacking in proper nutrition. What part should be played by the Government of the United States and other major food-producing nations? What role should be given to the United Nations and to other intergovernmental organizations? What portion of the task should be undertaken by nongovernmental religious and charitable organizations?

My own conclusion is that nongovernmental organizations have in many cases been more effective than the governmental ones. It appears to me that one of the ways governments could help would be to encourage individuals to contribute more to the charitable groups concerned with nutrition.

But we must also seek means so that both private and governmental aid gives families a hand to independence rather than providing just a handout that destroys dignity and will to work.

We must decide how much the world needs to invest in agricultural research. To solve the problem of adequate world nutrition, how much should we spend on developing new crops and how much on producing more with the types of livestock and grain crops now in use?

We must determine how large a world investment is needed in extension in order to encourage farmers to use the methods that will be most productive for their climates, their cultures, and their economies.

Finally, we must decide how much should be invested to raise the level of education around the globe so that all peoples will have enough sense to avoid catastrophic overpopulation.

These are but a few of the factors that need to be studied. This proposed U.S. Commission on Domestic and International Hunger and Malnutrition offers the hope for better understanding of each of the components and their interrelationships.

Mr. Chairman, of course I strongly urge approval of House Resolution 784.

Thank you for your kind indulgence here this morning.

Mr. NOLAN. The Chair thanks the gentleman.

Are there any questions?

Mrs. HECKLER. I congratulate the gentleman on a fine statement.

I would like to go back to the point Mr. McHugh raised. I think all of us here are very interested in having this be an effective commission.

Looking at the scope and the general funding for commissions of this type, I would like to ask the gentleman to provide an estimate. What would his estimate be of the kind of funding needed for a really complex and effective study of this enormously important problem?

What do you think we should think of in terms of funding for this Commission?

Mr. THONE. I would say this to the gentlelady from Massachusetts: we are talking about substantial money, in my opinion, if we are going to do a qualitative job here. Otherwise, we ought to just stay out of it. There has been too much fumbling around in this area before. I don't know. I would defer to Mr. Nolan who has done all of the research here. Obviously, Mr. McHugh has snooped into it a little.

We have our distinguished chairman here who has his fingertips a little bit more on the financial and budgetary aspects here.

Mrs. Heckler, I don't have a figure in mind. I don't have the arithmetic for you, but my thought would be that either we ought to do it first class or just stay out of it.

Mrs. HECKLER. I agree with the gentleman entirely. I think we should avoid the path of empty rhetoric. If we are truly committed to this Commission, we have to think in terms of at least general figures that are equivalent to the kind of investment necessary to do a quality job.

Mr. THONE. I could not agree with you more.

Mr. NOLAN. I, too, want to thank the gentleman for focusing in on some of the pitfalls and the problems that are certain to be experienced in a resolution of this problem. Also, I thank you for your testimony on the importance of involving the private sector, the private non-profitable, charitable groups in this country with an enormous wealth of experience and expertise in this field. It is important to involve them in the resolution of the problem.

Mr. THONE. In some respects, Mr. Nolan, they have done a much, much better job than the governmental institutions.

Mr. NOLAN. The gentleman's point is well taken. Thank you for your testimony.

Mr. THONE. Thank you, sir.

Our next witness is Mr. Harry Chapin, the World Hunger Year Group.

Mr. Chapin?

STATEMENT OF HARRY CHAPIN, WORLD HUNGER YEAR GROUP

Mr. CHAPIN. I am in the unusually nice position of looking up at a committee that has heard whatever I have to say many, many times. The response in the Congress about what we feel needs to happen in this area has almost resulted in somewhat of a love-in today.

Frankly, we are talking about a concern that is noncontroversial. It is a nonpartisan issue. Every American who cannot respond to the needs felt not only around the world but in our own country is not in favor of the human race. There are very few people who would qualify in that.

At the same time, I think we really have a need to be very hard-nosed right now instead of continuing a love-in. I would like to raise some questions about this whole thing because I have been deeply involved in this for about 4½ years and I plan to be deeply involved in it until things really change.

There is no doubt about the clear concern of Americans about this issue. It is seen in poll after poll; it is seen time after time. However, there is equally no doubt about the cynicism of the American people about the American Government and the American institutions to deal with this in a practical way that does not lose millions and millions of dollars and have the thing literally hijacked into many special interest areas.

As one of the prime pushers on this thing, I feel superstrongly that this has to be a completely nuts-and-bolts operation.

We have spoken over and over about this when people ask why we need a Commission. There has been study upon study upon study upon study. They are sitting in rooms all over Washington. They are sitting in rooms in institutions of research all around the world.

We saw it just last month. The National Academy of Sciences came out with a major study. It had front page coverage for 1 day, and it is now sitting in another room somewhere. This has happened over the years again and again and again.

Yet, we are talking about an issue that affects at best, in the best of the years, one-eighth of the human race. Beyond that, here in a country where, although the various statistics are argued, between 30 and 40 percent of the world's resources are for only 6 percent of the population, 10 percent of America goes to bed hungry or malnourished.

Of the 6 million retarded people in this country, half, according to President Kennedy's Commission on the Retarded, had malnourishment as a significant factor.

There was recent, very controversial testimony before the Senate Select Committee on Nutrition that, according to this witness' idea, one out of every five cans of dog and cat food sold in American supermarkets goes to old people who eat it themselves. This was not proven. It was very much up in the air, but it is extraordinary that a statistic such as that would be that awash in the area of controversy, that there really had not been any clear identification of a problem that is obviously that dramatic.

This is an issue which has consistently been the silent crisis. Why? The people most afflicted are the most helpless members of the human race—the very young and the very old.

We see it in our own country. I just talked to you about the 6 million retarded people and the half who are afflicted with retardation and handicaps because of malnourishment. These are people who are never going to be functional truly because of our lack of commitment in the richest country in the world to our own people. This condition goes all across the world.

Why do we need a Commission? If I asked the average American why is there hunger, they would probably say such as, "There are too many people and there is not enough food." Today you have already heard from expert witnesses talking about the fact that this is flat out not true. It is not well known. There is a myth out there that there is not enough food to feed people. There is enough food, according to the experts, to feed everybody twice. There is enough grain alone to feed human beings 3,000 calories a day.

You can go no farther than the United States to see the incredible lack of sensible priorities and sensible programs if in a country that produces enough to feed a billion people, and we have 215 million, that 20 million Americans go to bed malnourished. It is obscene. There is no clearer definition of obscenity that I can think of when we face our own country and see our own lack of commitment to our young, who are our future, and to our old, who are the people that have lived the American dream and gotten us here.

There is no cohesive food and hunger policy in the United States. We have a patchwork of programs, some of which are actually counter-vailing.

If you would start to get to the really expert witnesses that would be at the Commission, you would find out we have programs that in some cases are actively promoting hunger—not because that is their goal but because it is the effect of the program. Yet there are other programs that are supposed to have ameliorating effects on the hunger that some of our other programs create. Stephen Solarz mentioned some of the more complex issues in this thing.

Dr. Peter Bourne had a briefing yesterday. I was thinking of a way he could be introduced.

I think this is so much more important and needs to be so much broader based than what the White House initiated, which is commendable and long since needed, but at the same time something else is needed.

Peter Bourne is in charge of human needs at the White House. I saw him on television last week when I was out in Detroit doing a hungerthon. He was talking about alcoholism. He also goes and talks about drug addiction. He also goes and talks about world health needs. Half the world has major health needs, at least.

If you can introduce Peter Bourne as the man from the White House who is in charge of one-eighth of the human population that is starving, probably another billion people who are chronically malnourished, 2 billion human beings who need health care, and I do not know what the figure of alcoholics in the United States is but it is fairly high, and then you start talking about the drug addiction problem, and we have one body there, understaffed, who is working on this problem for all of us. I don't think that is enough.

I think the kind of broad-based coalition of support and concern which we have demonstrated on this resolution is exactly the kind of medicine that needs to be applied to a problem of this sort.

Also, whatever the administration is—Democratic, Republican, or whatever the policies—the problem with that approach is that any recommendations come back to the legislative branch. The sensible thing about this approach is that the legislative branch has shown from the widest reaches—from the most conservative voices to the most liberal voices in both parties—that it is concerned about this issue. It desperately wants to lead.

The American people have again and again shown that they are very, very interested in having a cohesive food and hunger policy. The time is now.

If I can make an analogy that I stole from a gentleman named Bob Foley, the year 1800 if any of us went and sat down at a table with a bunch of intellectuals, sophisticates, and cynics, and said, "Gentlemen, it is time to end slavery," the immediate response would have been laughter and all kinds of comments about the fact that, "There's always been slavery in every society. The so-called great democracies of Greece and Rome have had slavery. Slavery is part of the human condition. There is no chance in any realistic person's mind to do anything about slavery."

The fact was, however, that some people committed themselves not to an event. I come from a business that has an event psychosis. We think we solved the ecology problem with Earth Day in 1970; we solved the hunger problem with a Bangladesh concert; and we solved the racial problems with Peter, Paul, and Mary singing in the Capitol.

Beyond that, it is shown that when people are willing to commit themselves in a year-by-year, decade-by-decade process and are involved in the process rather than the events, then indeed between 1800 and 1875 human slavery in terms of the physical owning of one person by another was virtually eradicated on this planet. Now there are still certain forms of economic slavery. That is another issue.

The fact is that I think it is long past time when we hear the voices not only of the needy, not only of the desperate, not only the people who are expiring every moment that we sit here, but also of the good will and the concern and the hard-nosed resolve which is willing to be recruited in the people who have things in this world. It is sitting there to be utilized.

I think the American people are calling on Congress and on the President to show leadership in this area.

I go around and do radiothons. I go around and do concerts. I am seeing people all the time. The call is there.

The exciting thing is that I think the Congress as a whole, the majority of the Congress, has picked up that challenge.

It is our ongoing challenge in the hunger movement and your ongoing challenge in terms of the seriousness of what we are about that we make sure that this is not just another commission and that the paperwork does not end up sitting somewhere.

Obviously, I guarantee you if I brought a starving baby in here and laid it on this table, everybody in this committee room would be willing to do something. If I brought three of them, you would still do something. When you start putting 10 out here, we start getting a little confused, but at the same time the emotional reaction is clear.

I think many Americans have forgotten that all of us—and they ask me why I am involved in an issue such as this—the idea is that every

American is supposed to be an armchair expert on virtually everything. We are supposed to not just vote every 2 and 4 years but be involved in issues of this scope and magnitude.

The challenge is clear. The response is showing its way to be clear.

Rich Nolan has shown incredible leadership in the House as has Pat Leahy over in the Senate. If I started naming names of their colleagues, it would be a joke because there are dozens and dozens of people who have been out there enlisting the kind support we have gotten.

We have the potential to do something. It is not just President Kennedy's promise in 1961. It is not just Kissinger's comments at the World Food Conference. It is all of our commitment to the survival of the human race. If we cannot make commitments to human beings who are dying right now, our own kind, then we are making the ultimate comment about ourselves. It is a comment that I don't want to make.

I think we all deserve to live. I think we all have the right to live. I think we all have the right to a future. I think part of our future is to insure that everybody has that future.

Thank you.

Mr. NOLAN. I thank the gentleman very much for the specifics on the dimension of the problem and your dramatization of the problem and, lastly but most importantly, your call for an agenda for action as opposed to an agenda for more research. I also want to thank you for the tremendous work that you have done in mobilizing members of the House and the Senate and other private organizations to become involved in this issue.

Are there any questions which members would like to ask the gentleman?

Mr. JEFFORDS. I would like to make a brief statement. I would like to point out that to take care of some of the concern about whether or not this can be done in 1 year, the solution to that would be for the President to name Harry Chapin on the commission. I am sure that with the drive he has shown in getting it this far they would be afraid not to have it done and wrapped up in a beautiful package within 1 year.

If nothing else, Harry has demonstrated by his work in this area that the system can respond when there is a cause which does have the real broad-based support, which this one has had, especially with young people. It will do credit to the Government and to the political system to show that when a group of people, led by Harry and the young people who I have heard on the steps of the Capitol and at each of the concerts he has given when they realize the system will perform when they want it to when their cause is worthy, that has made his effort—whether or not the commission ever does anything—a very worthwhile and creditable effort. From that point of view, I believe that he has done a great service to Congress, to the President and to the young people who look to him for leadership.

Mr. CHAPIN. Thank you. I would like to make just one little comment about what you are saying.

Probably the best line written in popular music over the last 20 years was written by a gentleman named Robert Zimmerman, who is known to the rest of us as Bob Dylan. It was about 1964 when he

made a statement that was quoted by Jimmy Carter, as I remember, during the election campaign. That is, "He who is not busy being born is busy dying."

I am very involved in other issues besides hunger. I would say there is a real concern in the American young people that this country is being born.

I did a preelection special. A farmer from Minnesota talked about the fact that he felt that this was the last years of the Holy Roman Empire. This was his comment 3 days before the election. It was an hour TV special.

I think that these are the kinds of challenges that not only respond to a desperately felt need but to give a country direction and give us an active hold on our dream again. We seem to have somewhat lost it.

If you as public officeholders and we as citizens can work together on noble goals such as this, I think we can start being busy being born again. Irrespective of all the need aspects, that is a very, very compelling reason. When we can get the kind of widespread support that we are demonstrating here on this resolution, that is something meaningful.

Mr. NOLAN. Thank you.

Are there any other questions?

The lady from Massachusetts is recognized.

Mrs. HECKLER. I would just like to say, Harry, you can honestly feel that without you we would not have arrived at this position today. I think that your leadership has been essential. I do believe there was a genuine and very warm response on the part of the Congress.

However, when you first came to me 3 years ago, I strongly believed in your cause but I questioned whether or not it could be accomplished, if you will recall our conversation.

Mr. CHAPIN. Yes; I very well do.

Mrs. HECKLER. I really believe that you were the catalyst and that your role has to go on. I hope women's rights is also one of your favorite issues.

[Laughter.]

Mr. CHAPIN. It is ironic but before the ERA came up for vote in New York State there were some female performers who were committed to doing benefits. They had to end up by calling me because many of them disappeared. I ended up going around and doing a bunch.

It is interesting how this interfaces with the hunger issue. We find in many societies where women do not have the right to vote and women are not allowed in the workforce that it actually helps, aids, and abets the creation of hunger. When women are actively worked into the fabric of the society, then many, many salutary effects occur in terms of the hunger problem we are talking about here.

Mrs. HECKLER. I encourage you in that effort as well. It is very important.

I would say that it is terribly important that we continue this—that the legislation, once enacted, is not only led by committed people but that the results are monitored. I am sure you will continue your concern. Certainly this problem will not go away and the answer is not going to be forthcoming as the result of one piece of legislation.

Mr. CHAPIN. I would like to make one short statement because I have taken to much time already, and I thank you for that, Mr. Chairman.

Our next legislative goal from that hard-nosed approach at World Hunger Year, the Action Committee on Hunger, and working with bread for the world in this issue, is to make sure that there will be hunger impact statements on everyone of these programs that is supposed to have a salutary effect on hunger and in many cases had been hijacked in terms of people making money off of them and not having the impact there is supposed to be.

I would like to see an effective hunger policy in this country, not just a knee-jerk, bleeding-heart approach.

Mr. NOLAN. I think the gentleman from Florida has a question. Let's take one quick question, and then we will recess the committee.

Mr. KELLY. Do you favor this resolution, H. Res. 784?

Mr. CHAPIN. A little bit, yes.

Mr. KELLY. It says that we are going to "establish clearly the causes of hunger," "identify and evaluate," "develop for the President." We are going to generate information; we are going to assess organization; we are going to analyze.

I want to tell you something. This has got to be maybe even more godly than motherhood. It is going to give us all a very delightful visibility; but haven't we already done all of this?

Mr. CHAPIN. Absolutely.

Mr. KELLY. Isn't one of the real problems not a question about growing of food but getting people to eat what you and I think they ought to eat? Then there is the problem of destroying their right to make a choice.

You talk about people starving to death. But if you put the food that you think they ought to eat in front of them, they will throw it in the garbage can, because they are doing it all over America today. Suddenly you and I know better than everyone else and we are going to make them start eating what you and I think they ought to eat. That is a problem, isn't it?

Mr. CHAPIN. Congressman, the idea of this commission is not to espouse my personal viewpoints. However, if you would like to know my personal viewpoints, what I would like to see is self sufficiency in food in every country of the world. The various experts have come up in the past 3 or 4 years demonstrating that virtually every country in the world has the complete production capability to feed its own people the diet it would like to have.

Mr. KELLY. But what I want to know is this: What would be the miracle in these three or four sheets, House Resolution 784? We have had a ton of paper that was at least as glorious as this.

Mr. CHAPIN. You are absolutely right, Congressman. I completely agree with you.

Mr. KELLY. What are we going to do about the free choice? Right here in America we have the food and everything you could ask for, but we have hungry people because they don't want to eat what you want them to eat.

Mr. CHAPIN. There is some debate about whether people choose to starve. I don't think they do, but that is a psychological discussion that could be had another time.

I think very clearly that the challenge is to take all those pieces of paperwork which I completely agree with you exist and collate them. Many of them have all the study needed, I believe it was Congressman Solarz or maybe Congressman Gilman who said that all of the studies that need to exist do exist, but the problem is that they have never been disseminated or implemented in terms of practical, cohesive, one single U.S. food and hunger policy that integrates domestic and international concerns.

Mr. KELLY. Why doesn't someone who is really interested and has all of this brimming heart full of love go do it? Why are we redoing what has already been done that clearly has not done any good before? Go do something else. Congress has already done all of this.

Mr. CHAPIN. I beg to differ with you on this—

Mr. NOLAN. If the gentleman would yield, the proposal here is an agenda for action, not more research.

I am sorry to break this up but at this point the committee has four more very important witnesses.

The committee will recess for 10 minutes and then reconvene to hear those witnesses.

[Recess taken.]

Mr. NOLAN. The House Committee on Agriculture will reconvene in consideration of House Resolution 784.

Our next witness will be Mr. Harry Wilhelm, Deputy Assistant Secretary for International Affairs and Commodity Programs, U.S. Department of Agriculture.

Mr. Wilhelm, it is again a pleasure to welcome you to the committee.

Mr. WILHELM. Thank you.

STATEMENT OF HARRY WILHELM, DEPUTY ASSISTANT SECRETARY FOR INTERNATIONAL AFFAIRS AND COMMODITY PROGRAMS, U.S. DEPARTMENT OF AGRICULTURE

Mr. WILHELM. I will be very brief in my comments, Mr. Chairman. I would just make two points.

First, the Department of Agriculture has filed its written response with Chairman Foley on this resolution. We have indicated no objection to it from the standpoint of the Department of Agriculture.

The second point is that your fellow Minnesotan, the Secretary of Agriculture, I am sure, does support fully the concerns and the initiatives you are taking. The interest of Mr. Bergland is by whatever means are necessary in moving as quickly as possible to coherent and strong linkages between our policies and action on nutrition, on food production, and on farm policy.

I would be happy to respond to any questions.

Mr. NOLAN. Do any of the members of the committee have any questions of Mr. Wilhelm?

[No response.]

Mr. NOLAN. I would only add, being a fellow Minnesotan and having worked closely with the Secretary of Agriculture as have the rest of the members of the committee, we are very well aware of the enormity of the Secretary's knowledge as well as his commitment and concern regarding meeting world and domestic food and hunger needs.

We thank you for coming over here and making yourself available for questions.

The gentleman from Vermont is recognized.

Mr. JEFFORDS. I have no questions. However, it is my understanding that the Department has no objections to this resolution and believes that it would provide some value and assistance in their duties.

Thank you.

Mr. NOLAN. Thank you very much, sir.

Our next witness is Mr. John Ferch, Director of the Office of Food Policy, U.S. Department of State. He is accompanied by Mr. Fred McEldowney, Office of Food Policy, and Mr. Richard Ogden, Chief, Food Aid Division.

**STATEMENT OF JOHN FERCH, DIRECTOR, OFFICE OF FOOD POLICY,
U.S. DEPARTMENT OF STATE, ACCOMPANIED BY FRED Mc-
ELDOWNEY, OFFICE OF FOOD POLICY; AND RICHARD OGDEN,
CHIEF, FOOD AID DIVISION**

Mr. FERCH. As I was listening to the previous witnesses, it is quite clear that we are all of a like mind. That led me to briefly consider simply inserting my prepared testimony into the record. However, upon reflection, I decided it might be worth while to read it because it gives a slightly different perspective and is brief.

The perspective is one of continuity of effort and a determination to accelerate that effort. I would stress the word "continuity."

I would also like to indicate that the proposed House Resolution 784 does stress both domestic and international aspects. Quite obviously, we in the State Department concentrate on the international. Therefore, my remarks will be directed there today.

As I said, we can all agree that our economic and development policies must contribute to the alleviation of hunger and suffering in the world and that continuing review of their effectiveness is required. Today, despite 3 years of fortuitous grain harvests in virtually all regions of the world, problems of hunger and malnutrition continue to exist on an alarming scale. The FAO, the United Nations Food and Agriculture Organization, estimates that there are nearly one-half billion people in the world undernourished and underfed. The food gap in the poorer countries is growing—there is no doubt about that—despite efforts to increase food production in those countries. If present trends continue, that gap could reach proportions in the next decade which would be extremely difficult to fill through any combination of commercial and/or concessional imports.

In human terms, the effects of constant daily problems of hunger are incalculable. It is clear that the physical and intellectual development of millions of small children is being retarded by their inability to obtain enough to eat. FAO estimates that more than 100,000 children in Southeast Asia alone suffer blindness annually from deficiencies of vitamin A in their diets. Moreover, the increased susceptibility to disease caused by nutritional deficiency is a direct cause of high mortality in many developing countries, especially among infants and young children. Detrimental effects of malnutrition are a major cause of low productivity in many nations. You are all aware of that; I acknowledge that.

You are equally aware, I am sure, that the issue of world hunger, and how to deal with it, has concerned the U.S. Government since World War II and even before. Providing necessary food was a central thrust behind the Marshall plan for Europe. It led to the initiation of Public Law 480 food aid program in 1954. Since then, Public Law 480 has been amended several times to improve its developmental and nutritional impact.

In 1972-74, food and hunger problems reached international prominence as a result of the world food crisis. Commercial and concessional grain and food supplies contracted sharply, while prices increased to levels that eliminated many poorer countries from the market. The threat of widespread starvation appeared a real one. Responding to these events, the United States took the initiative to call for and organize the 1974 World Food Conference. There agreement was reached on an integrated and comprehensive framework for international action on world food problems.

The United States moved quickly; and quite successfully I would suggest, to frame and implement international food policies responsive to the thrust of these conclusions. These policies are dynamic—and I would like to underscore that word “dynamic”—adjusting to to meet new conditions and needs, but we believe they remain essentially valid.

If the Third World is to feed itself and accelerate its development through agriculture, the course followed must concentrate on: first, policies to expand agricultural production in poor countries; second, more equitable distribution of income and welfare within these countries, which I would suggest is a harder task; third, increased official development assistance to support these efforts; fourth, responsible programs to keep population growth under control; and, fifth, expanded and liberalized trade in agriculture. Let me briefly review recent developments in these areas.

U.S. bilateral and multilateral assistance for agriculture has been more than doubled since the World Food Conference. That is in 3 years. AID is refocusing programs to give higher priority to advancing basic human needs and to improving living standards for the poorest and neediest. The new International Fund for Agricultural Development will soon be launched, and we have high expectations that it will contribute effectively to channeling additional resources to agricultural development projects. U.S. food aid programs have been increased to a level of about 6 million tons in recent years, and we anticipate that new title III long-term food for development programs will significantly improve the programs' developmental effectiveness.

In September, the United States tabled a new proposal for an International Wheat Agreement at the International Wheat Council. Our proposal includes the establishment of an international system of nationally held grain reserves to help stabilize prices and enhance food security. The administration will transmit to Congress shortly legislation providing for U.S. participation in the reserve system.

Finally, we are actively pursuing agricultural trade liberalization in the trade negotiations ongoing in Geneva. The United States and the developing countries share an important common interest in the successful realization of this objective.

For the future, we will need to carry through on these efforts. We also will need to continue to seek a better understanding of world hunger problems to serve as a basis for effective policy responses. As you know and as has been discussed today, the President recently established a new Interagency Working Group on hunger headed by Dr. Peter Bourne, which has just begun its work. Recommendations are being sought from Government agencies responsible for food and agricultural interests as well as from the private sector. I am confident that this work will contribute to more effective U.S. programs and policies.

Mr. Chairman, we in the State Department welcome the interest of Congress in these problems, as expressed through House Resolution 784. We interpret this interest as a signal of congressional support for renewed administration efforts in this area. With regard to House Resolution 784 itself, we do not object to the proposal that the President should establish a Commission on Domestic and International Hunger and Malnutrition.

Thank you.

Mr. NOLAN. Thank you very much, sir, for your excellent testimony. It will be most helpful to the committee in its deliberations on this matter.

Are there any members of the committee who have any questions of Mr. Ferch?

Mr. JEFFORDS. I have one brief question.

I am concerned, and have been from things I have read and seen, as to the availability of infrastructure within nations that have hunger and, even if we do have food available, whether or not there are sufficient means to distribute that food.

Can you tell us what the administration has planned to assist in the development of this kind of infrastructure?

Mr. FERCH. I will certainly try. I will be speaking in a personal capacity here. I am a foreign service officer and have spent my career in Latin America where I have observed that problem. I am not conversant with all of the details of AID's programs, however.

In broad scope when we talk about a basic human needs approach to our AID programs, this most certainly does not rule out small infrastructure projects. The reason is what you just said.

The poor and hungry live up on the mountainside or back over on the other side of the hill. If we are going to help them, we have to get to them and they have to be able to get their products out. Perhaps there has been some misunderstanding about what basic human needs mean.

Furthermore, our program, our AID programs which concentrate on the neediest and do include such small infrastructure projects, are intended to be complemented by the development and loan activity of the international banks, such as regional banks and the World Bank. These agencies concentrate on the larger projects, such as port facilities and main highways. It all fits together obviously into a whole.

I think that is about as far as I can go in answering that.

Mr. NOLAN. Are there any other questions?

The gentleman from Iowa, Mr. Grassley, is recognized.

Mr. GRASSLEY. One of the five points you mentioned that we would have to pursue in order to bring about solving the problem of

hunger is the redistribution of wealth within a country. Does the State Department have a plan for effecting that sort of criteria you say has to be done?

Mr. FERCH. If you will recall, sir, I parenthetically added when I enumerated those points that this was probably the most difficult.

Our AID programs are usually designed to achieve this end. The programs, however, are addressing particular problems in given countries. Since we have shifted from program lending, they do not attempt to deal with a country's economy in a macroeconomic sense. Therefore, there are weaknesses in the approach. I would have to admit that as a personal response. It is very difficult to bring about policy changes in an economy—and all economies today are very large. The Third World is growing. We are talking about economies with a GNP of billions of dollars in the smallest cases usually. It is very difficult to bring about change on programs of, say, \$1 million or \$2 million. You just don't have that type of leverage.

We are searching, and continuing to search, and we are going to have to find more effective ways of bringing about change. Undoubtedly, a major avenue toward more effective change will be increased cooperation among the lenders, so that the leverage is greater.

That is about all I can say.

Mr. GRASSLEY. Thank you.

Mr. NOLAN. We thank the gentleman.

If there are no other questions, I will call on our next witness, a member of the committee, the Honorable Jim Jeffords from the great State of Vermont.

STATEMENT OF HON. JAMES M. JEFFORDS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VERMONT

Mr. JEFFORDS. Thank you, Mr. Chairman. I will be brief.

I placed a statement in the record which in all humility I must admit was prepared by an able staff member, but I can assure you it was with my direction and it expresses my thoughts. [See p. 40.]

I would like to make a few comments as we reach near the end of these hearings.

Some concern has been expressed about having a commission. Why a commission? What value will a commission provide to this country with all the vast problems we have had?

Previously in my statement I have talked about the problems of world reserves and discussed briefly again the problems of developing infrastructure to see that food gets to people who need it, and also the development of appropriate technology so that the countries can learn to feed themselves.

Also, when Mr. Chapin finished speaking, I tried to at least point out somewhat the usefulness of commissions to allow people to be able to see something constructive done from their actions.

More important, I believe it is important that we do have commissions in this area in order to get public participation beyond the scope of those who are normally participating in government. We need that especially in this area where we are talking about problems of international dimensions. We have a tendency, which gives me great concern, in this Nation to look inward and to get away from world leadership and we just hope that these problems will go away. We feel we

should be concerned only about ourselves. It is this kind of thinking which was expressed very clearly on the House floor yesterday in tariff protectionism.

As this trend continues, I think that we will find ourselves going back into the problems that created the depression of the 1930's and World War II.

A commission of this type will focus attention on the problems of the world in an area where this Nation can do something. Being a nation which has nearly half of the prime agricultural land in the world, the breadbasket of the world, we have the ability to assist other nations not only in providing them with food grown here but in showing them how to grow their own food.

Therefore, I am hopeful that with the work of this Commission and the involvement of the public and people such as Harry Chapin and others we can generate a countermovement to make people more aware of the need of this country to be involved in the international sector. That is a movement which I think is important if we are to protect ourselves in the future.

As has been pointed out, although this is a significant step forward, it is but a small step. As I know all of us realize, the hard work comes not just in finding out what the problem is or the recommendations and solutions, but also of generating the public support, the awareness, and the ability of our own Congress to react to provide the funds and the work that is necessary to implement the programs which will be necessary to end the problems of not only world hunger but national hunger.

I again want to commend you, Mr. Chairman, for your work in this area.

I would also like to say that I certainly stand, as I am sure all of the members do, not to just let this be the last move or to think that we have solved the problems by the creation of the Commission. It is the followup work that is going to be most difficult and it will need all of us to have the same kind of enthusiasm and effort that we have had in going this far.

Thank you.

Mr. NOLAN. I thank the gentleman.

Are there any questions? Chairman Foley?

The CHAIRMAN. Mr. Chairman, I would like to make a comment rather than a question.

I have enjoyed hearing the testimony this morning. In the very eloquent testimony of Mr. Chapin there was a line which particularly stuck in my mind. He said his generation belonged to an event-oriented generation that thought that they had taken care of the problems of the environment with Earth Day and solved the problems of world hunger with the Bangladesh concert.

There has been in my experience some ambivalence, or at least some concern, with the focus on many studies and commissions. I am going to support this legislation because I think the Commission can do good work, but I just want to underscore the remark Mr. Jefford just made. It is the followup—tedious, difficult, and complex followup—working through a variety of national and international efforts that is going to realize any changes in the conditions for millions and millions of hungry of the world.

I would hope that the commitment that so many people have undertaken behind this resolution and behind efforts for Bread for the World in the past can be continued and focused.

To make a comment about Bread for the World, I thought their contributions to the farm bill this year were very specific and very well thought out. They made a very important followthrough to the resolution efforts they made in previous years.

Resolutions and commissions do not feed a single child. They can be an important adjunct to that effort. Speaking very frankly, it is sometimes my concern that if we had just a part of the effort which goes behind great national commitments to principles of alleviating hunger and malnutrition and we had some of the difficult issues on the floor in getting the resources to address these programs, getting support for international aid programs, we might really have much greater success than even the successes which I think have been meaningful that we have realized.

I want to commend those who are supporting this resolution both on the committee and those organizations and individuals, such as Mr. Chapin and others, who have been supporting it.

I hope they will keep their commitment and will work to see that the work of the Commission is implemented in meaningful changes and in programs of continued importance not only to the hungry at home but to the hundreds of millions of people around the world who have had hunger alleviated in part through the efforts of the United States and other countries as well as the hundreds and hundreds of millions who continue to suffer from hunger and malnutrition whose hope really lies in international cooperation where developed countries, particularly agriculturally developed countries such as the United States, can play an important role.

Thank you.

Mr. NOLAN. At this point I would like to reiterate a statement that I made earlier thanking the chairman of the House Agriculture Committee for granting hearings on this proposal. I would again like to thank the chairman for his words of wise counsel which the members of this committee have come to expect and appreciate so deeply.

Are there any other questions?

[No response.]

Mr. NOLAN. If not, our last witness is Mr. Terry Martin, Bread for the World.

The chairman appropriately pointed out here a minute ago their contribution to the farm bill. It symbolizes the dogged determination and rigorous attention to detail that is required to implement any of the goals that are expressed in this Commission.

With that in mind, we welcome you to the committee so that we might have the advantage of your testimony, Mr. Martin.

STATEMENT FOR TERRY MARTIN, BREAD FOR THE WORLD

Mr. MARTIN. Thank you, Mr. Chairman. I want to thank the committee for inviting us to testify on House resolution 784, which Bread for the World supports.

Let me begin by saying that I work for Bread for the World which many of you know is a national citizens organization of approximately 20,000 members who have committed themselves to a struggle for

programs which offer some alternatives to the hunger that we see in this country and throughout the world on a national policy level. Our membership is committed to pursuing the kinds of programs that have been mentioned several times here.

In that connection, we want to express our enthusiastic support for House resolution 784.

I would like to speak to this issue briefly and retain the option, if it is acceptable to the committee, to submit remarks sometime later if that is appropriate.

Mr. NOLAN. Without objection, so ordered.

As has been mentioned, Bread for the World last year supported and this House passed overwhelmingly the so-called right-to-food resolution in which the Congress made a commitment in principle to the right to food, recognized on an international basis, which was understood in that resolution to mean that people would not be denied in any systematic way the opportunity to work to develop the modalities and circumstances for feeding themselves and for entering into the development process.

We see the initiative being taken in this resolution as a continuation of that process of developing specific agenda for a coordinated attack on the problems of hunger nationally and internationally. The right-to-food resolution was a statement of principle; the Commission hopefully will provide a basic groundwork for an agenda for action. Then, as others have mentioned, that agenda must be translated in specific pieces of legislation into actual program.

In that connection, I want to say that the Congress is involving itself in the process of creating the political will which the recently released National Academy of Sciences study on world hunger described as the crucial element in the struggle against hunger. According to that National Academy of Sciences report, the technical groundwork, the scientific basis for solving the problem of world hunger, exists. Given the political will, it will be possible within a generation to eliminate hunger—at least the most extreme examples of hunger—on a worldwide basis.

The commission that prepared that report pointed to the Right-to-Food Resolution as an example of or an optimistic suggestion that, in fact, the Nation did have the political will. I think we at Bread for the World believe and pray that this resolution now before the committee is a continuing expression of that political will.

However, I would like to sound one cautionary note in the process, one which has been alluded to briefly by several witnesses who testified earlier. There have been a number of commissions and study groups in the past that have attempted to treat this issue. They have on the whole produced work of considerable integrity which on the whole has largely not been implemented. The problem is not a lack of good ideas. There are many good ideas. Many fine people have committed themselves and their lives and their professional efforts to the resolution of the technical problems of hunger.

There are, however, other impediments to resolving these problems. There are entrenched areas of self-interest which are impediments to resolving the problem of hunger. There is a widespread ignorance about the results of these earlier studies.

It requires a very considered commitment to the process of eliminating world hunger if the ideas which have been produced in the past

are to be translated into effective programs. It requires a courageous commitment on the part of Members of the Congress who are very often subject to quite parochial interests which impede their good will and their attempts to implement positions which they know, in fact, are correct positions.

I hope that while the Commission is working the Congress, which has incurred a responsibility for the work of the Commission by this action that is being taken here today, continues to exercise that responsibility by encouraging the Commission to examine the fundamental causes of hunger and encouraging the Commission to state in a precise and clear-cut way what it judges to be the central issue. Then when the Commission has, in fact, released its report and is publicizing its conclusions, I hope the Congress will again reflect the necessary courage to implement these policy judgments, many of which, as I say, will cut against established self interest both in developing countries and, I am sad to say, in this country as well.

It is an essential consideration, I think, that the Commission be asked to consider the interconnectedness between domestic hunger and world hunger, both the relationship and the similarities, and examine these two aspects of the hunger situation in a coordinated way.

With this clarification and these caveats, Mr. Chairman, I would like to conclude by complimenting the cosponsors and original sponsor of the bill and the people who have worked so hard at "World Hunger Year" to create the congressional momentum for the passage of this resolution. Thank you again for the opportunity to testify here today.

Mr. NOLAN. I thank the gentleman for appearing and providing very valuable insight and again wise counsel for the committee, particularly in the followup of this legislation if and when it comes to pass.

In Minnesota we have had somewhat of a perhaps unique experience with commissions. We have a legislator there known as Hubert Humphrey who is the greatest believer in the world of commissions, if you can believe that. Whenever Hubert Humphrey saw a problem, he said, "Let's have a commission. Let's have a committee. Let's get together the best minds of interested, affected, and involved parties to see what their findings are and ask them to give us some specific recommendations on what to do about it."

Of course Senator Hubert Humphrey was the one who, more often than not, followed up on the specific recommendations. It was his attention to those recommendations and details that will probably result in Hubert Humphrey having been perhaps the most accomplished legislator in American history.

When one starts examining the enormous body of laws that make up this Nation, the sponsorship of Hubert Humphrey is everywhere—on everything from nuclear nonproliferation to timber management to school lunches to afterschool jobs.

Again, I say it was the attention to detail and followup that the chairman of the committee so wisely alluded to and to which you made reference, Mr. Martin, that will ultimately determine whether or not this entire effort will, in fact, result in reduction in hunger and malnutrition.

Are there any other members who wish to make a comment?

The CHAIRMAN. I want to add my voice in agreement with what you just said about Senator Humphrey. He is truly a remarkable legislator of our time, if not of other times as well.

The recent legislative efforts which I have been a part of, in which Senator Humphrey, even with his illness, has participated, have shown his remarkable capacity to direct himself to the principles that have guided his life and to bring about in the pragmatic world of political events some real progress and movement.

I want to say that I think your statement is most appropriate to these discussions as it would be to so many others because in every area of important legislation where human commitments are involved Senator Humphrey has been in the forefront.

Mr. Chairman, I am going to schedule a meeting of the full committee for 9:30 a.m. on Wednesday morning for a markup session on this legislation. I hope that we can report it to the House if possible this year, but at least have the committee act on it before the end of this session.

Mr. NOLAN. Thank you very much, Mr. Chairman.

Mr. JEFFORDS. I would just like to add, Mr. Chairman, that the feelings that you have expressed and those of the chairman are also felt very much by many members of the minority—and certainly myself. I would speak on behalf of the minority that there is no greater thrill than having a chance at times, as I have had and all of us have had, to work with Senator Humphrey and to note the tremendous imagination which he has in conference committees to come up with the kinds of compromises which take things that seem totally incapable of being compromised and in an instant he comes forward with the solutions and answers which have led to so much production.

Mr. NOLAN. At this point I would like to ask unanimous consent to have inserted into the official transcript of this hearing a statement by the Honorable Cardiss Collins, Member of Congress from the State of Illinois; the Honorable Jim Weaver, Member of Congress from the State of Oregon; and the Honorable Bill Alexander, Member of Congress from the State of Arkansas.

The CHAIRMAN. Mr. Chairman, I move that the committee be adjourned.

Mr. NOLAN. All in favor say aye. [Chorus of ayes.]

The ayes have it.

[Whereupon, at 12:23 p.m., the hearing adjourned.]

(The statement appearing in the September 27, 1977, Congressional Record, follows:)

STATEMENT OF HON. RICHARD NOLAN, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MINNESOTA

My colleagues and I introduce a resolution expressing the sense of the House of Representatives that the President of the United States should establish a Commission on Domestic and International Hunger and Malnutrition. The 254 Members who have joined in cosponsoring the resolution agree that this Commission will be the most practical and effective means to provide the President and the Congress with a concise and comprehensive analysis of public policy as it relates to the root causes of world hunger.

In his inaugural address, President Carter called for a "common effort" to guarantee "the basic right of every human being to be free from poverty and hunger and disease and political repression." Members of Congress have long shared the President's concern. Indeed, our political leaders have expressed these sentiments for generations, but hunger and malnutrition remain an all too present reality at home and abroad.

Thirty-six years ago, when Europe was at war and the bombing at Pearl Harbor lay only 11 months ahead, President Franklin Roosevelt called for a world founded upon the "four freedoms," one of which included freedom from want.

In his address to Congress, Roosevelt denied that freedom from want was merely "a vision of a distant millennium." Rather, he said: "It is a definite basis for a kind of world attainable in our own time and generation."

In order to move closer to a world committed to securing freedom from want, the United States helped lead the way in organizing the Food and Agriculture Organization (FAO) of the United Nations in 1943. Building upon the efforts by the League of Nations to improve nutrition and to solve agricultural marketing problems, the founders of FAO declared their intention to focus upon two central objectives: freedom from hunger and adequate returns for farmers. During the pre-World War II years, the prevalence of hunger and malnutrition amidst burdensome and unmarketable surpluses, had convinced the FAO founders that the physical presence of food stocks was not enough to assure freedom from hunger. Instead, FAO stressed the need to improve nutrition, to broaden the distribution of food and to keep agriculture economically healthy.

By 1977, hunger and malnutrition still remain daily facts of life for millions of people throughout the world. Freedom from hunger has not been attained in one generation as President Roosevelt had hoped. In terms of sheer numbers, the population explosion of the last 30 years has made world hunger a more serious concern today than it was a generation ago. If President Carter's determination to attain freedom from hunger in our lifetime is to be more successful than Franklin Roosevelt's similar determination three decades ago, we must intensify our efforts in behalf of hungry people in the United States and around the world.

The sponsors of this resolution therefore call upon the President to establish a Commission on World Hunger. After evaluating the numerous studies, reports, policies and programs related to domestic and international hunger and malnutrition, the Commission is expected to summarize and clarify its findings. The Commission's comprehensive survey will serve as the basis for specific policy and legislative recommendations and for developing a clearly defined and coordinated national food policy. The work of the Commission will thus enable the President and Congress to choose courses of action which will significantly reduce hunger and malnutrition in our lifetime.

My colleagues and I also recognize the need for the Commission to focus its resources upon an examination of the continuing paradox between increasing worldwide hunger and the burdensome grain surpluses in the United States. The League of Nations and the Food and Agriculture Organization recognized the paradox, but after 40 years we still have not resolved the contradiction. Most of the voluminous studies and reports that have been made on the "world hunger" problem have passed by this paradox. By tackling this question headon, the Commission can make an original contribution to our understanding of the nature of the food and agriculture problem and of the practical measures that will be needed to overcome it at last.

The world food supply has alternated between glut and scarcity for generations. World hunger nevertheless has been a continuing reality despite the periodic appearance of food surpluses. For the world's farmers, however, the wide swings in the level of food production have repeatedly disrupted the agricultural economy both at home and abroad. Like the movement of the grim reaper's deadly scythe, each up and down swing in food production has cut into the capability of the world's farmers to produce enough food to meet minimum human needs. If this destructive process is not halted, the day will come—if it is not already at hand—when our farms will not yield enough to eat for the human race.

One of the Commission's first priorities, therefore, must be to explain the paradox of the continuing increase in numbers of human beings who suffer from hunger and malnutrition while the prices received by farmers in the United States are falling under the burden of surpluses to the lowest levels of purchasing power since the depths of the Great Depression in 1933. Our agricultural productivity cannot be maintained when our farmers are sinking in perilous economic straits.

By weakening the world's farm economies, food surpluses actually reduce our capability of feeding a hungry world. And, despite efforts to improve nutrition and food distribution—the goal of many of our domestic and international aid and development programs—hunger and malnutrition stubbornly persist. The paradox of continuing hunger amidst food surpluses thus will lead the Commission to examine the reasons why those who are hungry cannot earn enough to pay farmers what it has cost them to produce the food that overflows our storehouses today. Indeed, the world's hungry cannot even purchase food when it is cheap—

when the prices farmers receive for their production have been driven down by surpluses. If we are going to end world hunger, the Commission will have to learn why the paradox of hunger amidst plenty continues to exist, and then make the recommendations to resolve the problem once and for all time.

The challenge which lies before the Commission and before our country is both solemn and momentous. Our parents and grandparents lived through an era when public officials dared to dream about eliminating world hunger in their lifetimes and tried to work toward that end. We can benefit from their experience.

We do not need to preoccupy ourselves with the fact that those who preceded us failed to reduce world hunger. Rather, we need to know why they failed. The proposed Presidential Commission provides a unique opportunity to ask the right questions and to offer well-conceived recommendations for solving the problem of world hunger.

The bipartisan, rural-urban coalition which has joined together in support of the Commission demonstrates a wide-spread recognition that we need to make elimination of world hunger and malnutrition a priority. The emergence of the coalition also indicated that we have the interest and the support in the House and in the Senate for a Presidential Commission to undertake a comprehensive food policy review.

The congressional coalition supporting the Commission did not, however, just happen to coalesce. The active efforts of Harry Chapin and the staff of World Hunger Year contributed immeasurably to building the coalition. Through their efforts, the largely urban-based religious and humanitarian groups concerned about world hunger have established a closer relationship with farmers and farm organizations. The National Farmers Organization and the National Farmers Union both support the Commission and they have helped to define its purpose.

When the President appoints the members of the Commission, he therefore should strive for a balanced membership that will include farmers and representatives from the religious and humanitarian organizations, in addition to other individuals who represent a variety of backgrounds, taking into account age, income, interest in food and agriculture issues, and relationship to hunger and malnutrition. In selecting commission members, the President should also search for people who are willing to devote considerable time, effort and talent to the commission's work.

The strong support which my colleagues have shown for the commission indicates that the House of Representatives is serious about trying to end world hunger and malnutrition. We urge the President to establish the commission and to mandate that it perform the function suggested by the House of Representatives in this resolution.

STATEMENT OF HON. BENJAMIN A. GILMAN, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF NEW YORK

Legislation is being introduced today by my distinguished colleague from Minnesota, Mr. NOLAN, and me, and over 225 of our colleagues establishing a Presidential Commission on World Hunger. I intend to actively support the goals toward which this Commission will be directed; namely, significantly reducing the hunger and malnutrition which imperils the lives of millions in this and other nations. I am hopeful that such a commission will provide us with valuable insight concerning the manner in which costly, inefficient food programs may be modified or excised, and efficacious, forward-looking programs initiated.

The commission's goal is threefold in nature: First, establishing clearly the causes of hunger and malnutrition and the relationship between domestic and international hunger and malnutrition; second, identifying and evaluating existing Federal programs and policies related to hunger and malnutrition; and third, developing for the President and the Congress specific recommendations for policies and legislation to markedly reduce hunger and malnutrition in the world, and assisting in implementing such recommendations.

An oriental adage posits the following scenario:

If you give a man a fish,
he will have a single meal;
If you teach this same man how to fish,
he will eat for the rest of his life.

Indeed, in a recent letter which was circulated by Congressman NOLAN, myself and 23 of our colleagues, we stressed this premise, asserting that "the ultimate solution" to the scourge of world hunger and malnutrition is "assisting people to

obtain an adequate diet." Our concern is not with ad hoc stop-gap measures characterized, for example by only a continual stream of food shipments to less developed countries. Rather, the United States—in concert with other developed nations—must identify those policies whereby emergency food shipments can be provided the hungry, while at the same time initiating programs aimed at encouraging and providing less-developed nations with the capability of assisting themselves in developing and implementing techniques for increasing their food production and distribution.

Domestically, we must similarly strive to develop and implement policies providing self-help assistance to the millions of American hungry and malnourished. Concurrently, our policies must reflect legitimate concern for both assuring that farmers and consumers encounter a fair and equitable price in the marketplace, and for avoiding disruptions in the producing potential of our farmers.

The manner in which these tasks are to be accomplished has generated many differing proposals—ascertaining the relative viability and adequacy of these proposed solutions lies at the heart of this Presidential Commission's task.

Last year, the Subcommittee on International Resources, Food, and Energy, of which I was the ranking minority member, held 4 days of hearings on "the Right-to-Food" Resolution. Testimony from more than 25 witnesses contained numerous interpretations of the causes of widespread hunger and malnutrition, and illuminated the cataclysmic manifestations in which global hunger appears.

Many well-reasoned, but often divergent, recommendations for combating hunger were advanced, with agreement crystallizing around the conclusion that key policy decisions remained concerning implementing an intensified commitment to markedly attenuate the crisis of world hunger and malnutrition. The Right-to-Food Resolution emerged as a realistic statement of congressional and public concern for marshaling our forces to check the famine and unreliable or shortsighted systems of food production and distribution responsible for the death and suffering of so many.

I am confident that a Presidential Commission on World Hunger can efficiently serve as a vehicle for conceptually organizing responsible recommendations aimed at ameliorating the debilitating concomitants of hunger and malnutrition.

Accordingly, I urge my colleagues to join with us and our more than 225 colleagues who are actively supporting this bipartisan effort for establishing a Presidential Commission on World Hunger.

STATEMENT OF HON. DAVID E. BONIOR, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MICHIGAN

My statement will be brief because this resolution and the large number of signatures attached to it provide their own eloquence.

I only want to say that I am extremely proud to be a cosponsor of this resolution. It displays the continuing interest in human rights and humanitarian concerns that has marked this Congress thus far. It is a reordering of priorities long overdue.

Hunger and malnutrition are not the world's inheritance. To the extent that they exist, they do so more through price, maldistribution, and agricultural underdevelopment rather than scarcity. In the words of Alan Berg, food expert for the World Bank:

Enlightened policies and actions could prevent this and we have no choice but to try. To do otherwise would reflect a fundamental and grievous change in the character of man.

I commend my colleagues for their concern and urge quick passage of the resolution.

STATEMENT OF HON. MARGARET M. HECKLER, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF MASSACHUSETTS

I rise today to speak in support of establishment of this most important Commission on Domestic and International World Hunger and Malnutrition.

In my 3 years as a member of the House Agriculture Committee, I have become increasingly frustrated over the monumental lack of knowledge about nutrition, even in our own country. Finally, the House is scheduled to hold hearings on the subject of nutrition. I applaud that first step.

However, I believe that what we must do, as representatives of the people, is to arrive at a bold new approach to food and nutrition. We must first become knowledgeable about nutrition, then we must establish a national policy on nutrition that will be our guide for the programs we must consider and approve as the Congress of the United States.

The objective of the forthcoming nutrition hearings is simply to discover what we know about nutrition. I think I already know what these hearings will reveal: and that is that we know very little about nutrition.

There is an urgent need for a new nutrition-oriented national food policy and that is why I wholeheartedly support this resolution calling for a Commission on Domestic and International World Hunger and Malnutrition.

Although experts disagree, many climatologists are warning us that the weather will be increasingly variable over the next decade. This warning, if proved true, will vitally affect our food supply—and that of the world.

Even this country, with its great capacity for production of food is not immune from the specter of hunger.

Not only does the United States need to develop a clearly defined food and nutrition policy, but we must help develop an international policy as well. We all know how significantly the food and agriculture policies of the United States affect the world. We all know that we have the greatest agricultural production machine in the world—and yet hunger and malnutrition are increasing in the world at large.

Therefore, I feel this problem needs a focus—a forum where the issue will receive national, and worldwide, attention. A Presidential Commission on hunger would seek to establish the relationships between the problem of hunger and our policies here in the United States. It would also develop recommendations that the President and Congress can use to provide legislation that could reduce hunger and malnutrition throughout the world.

There is no more important problem that Congress could consider. Food and nutrition are basic to our survival and to our children's survival. Our policy must take into account, not only what we must do in the next few years, but what we must do to insure adequate food production in the next century.

My long interest in the problem of the consumer has caused me to take an ever-closer look at the problem of food and to realize that it is truly a global problem and a massive one. We must begin to address this problem now. The nutrition hearings the Agriculture Committee will hold are a first step, and this Presidential Commission is another first step. Therefore, I urge the Congress to approve this resolution calling for establishment of a Presidential Commission on Domestic and International Hunger and Malnutrition.

STATEMENT OF HON. MAX BAUCUS, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF MONTANA

The accomplishments of mankind are surely incredible. Men fly through the air, walk on the Moon, and communicate instantaneously with any point in the world. Yet, tens of millions of the world's people continue to starve.

Meanwhile, American farmers face increasing surpluses and sinking prices. Farmers in Montana lose money on every bushel of wheat and every head of cattle they produce. Something is terribly wrong.

This resolution to establish a Presidential Commission on World Hunger can go a long way to resolve this cruel paradox. Such a commission could determine why starving people are not able to earn enough to buy food for as much as it costs the farmer to produce it and what can be done to give them this ability. Both the hungry people of the world and the bankrupt American farmer would benefit.

It is my hope that our President, who is so keenly sensitive to other violations of human rights will adopt this resolution and set in motion its plan to eliminate the tragedy of starvation.

STATEMENT OF HON. DONALD M. FRASER, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MINNESOTA

I rise to add my endorsement to Congressman Rick Nolan's resolution to establish a Presidential Commission on Domestic and International Hunger and Malnutrition.

The resolution states that the Commission shall pursue three goals: First. Establish clearly the causes of domestic and international hunger and malnutrition and their interrelationships; Second. Identify and evaluate existing programs and policies that are concerned with hunger and malnutrition; and Third. Present to the President and Congress specific recommendations for legislation to significantly reduce hunger and malnutrition and outline specific steps for the development of a clearly defined and coordinated national food policy. In addition to its charge to provide essential analyses and recommendations, the Commission could dramatically draw national attention to the need for a sustained and serious public commitment to understand and ameliorating the plight of the world's hungry and malnourished.

The foreign economic assistance and food aid programs of the United States have been generous and well-intentioned. Too frequently, however, our efforts have been skewed by an adherence to political/strategic objectives, undermined by a lack of understanding of the effects our aid has on food-poor nations' agrarian development, and plagued by an inability to engage in long-term planning and coordination.

Beginning with the "New Directions" policy of the Foreign Assistance Act of 1973, and continuing through the International Development and Food Assistance Acts of 1975 and 1977, Congress has addressed and sought to correct many of these problems. Yet, our efforts have not been sufficient. We devote only .24 of 1 percent of our GNP to official development assistance, despite repeated urgings by the international community to meet a target level of .70 of 1 percent. We have been unable to develop anything resembling a national food and nutrition policy, even though there is widespread recognition of the haphazard and ad hoc manner in which policies bearing on hunger are formulated and implemented. We have not fully tapped the reservoir of good will the American people feel toward those in need and have failed to institutionalize the concern that surfaces so readily in times of international emergency.

The Presidential Commission alone obviously cannot rectify these failings. But it could serve as a highly visible and dramatic catalyst. It could help draw together, organize, render intelligible, and disseminate the vast body of research that has been undertaken on the causes and consequences of hunger. It could help coordinate the energies of the executive and legislative branches in an attempt to fashion an embryonic national food policy. It could provoke new thinking about how an individual might influence the course of a campaign against hunger. And it could challenge and help transform prevailing assumption about international development, leading to a heightened awareness of the need to ensure that a person's right to a nutritionally adequate diet becomes a fundamental point of reference in the policymaking process.

The resolution is an important and timely measure. I commend Congressman Nolan and all those who have worked with him in developing this idea for their initiative. Particular credit must be given to Harry Chapin and the staff of World Hunger Year for their unceasing efforts on behalf of this concept. I encourage my colleagues to see that the proposal is given prompt and positive consideration

STATEMENT OF HON. NEWTON I. STEERS, JR., A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MARYLAND

I would like to urge the support of every Representative for a resolution introduced by Congressman Richard Nolan to establish a Presidential Commission on Domestic and International Hunger and Malnutrition.

The problem of hunger is still painfully acute in many countries throughout the world. Although there have recently been few dramatic examples—such as the Sahel drought in Africa—to publicize the tragedy of human starvation, the scope of this problem still grows larger. The problems of famine, hunger and malnutrition are not episodic occurrences that disappear as soon as a flurry of publicity arises, but rather long-term and constant problems that must be continuously attacked.

For this reason, I believe that a Presidential Commission is highly desirable. It is needed to raise the public's level of a wareness of the causes and possible solutions of hunger in the United States and abroad. The humanitarian goals of this Commission are totally consistent with the American people's desire to translate their good intentions into realistic and concrete solutions. The needs of the hungry are universal; I hope that partisanship will not block any potential remedy—especially a resolution that establishes a Presidential Commission to study and propose solutions to the problem of hunger.

STATEMENT OF HON. PAUL SIMON, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF ILLINOIS

I am pleased to join my friend from Minnesota (Mr. Nolan) in introducing a resolution to establish a Presidential Commission on Hunger. I commend him for the leadership he has taken in this field and would also like to note the important role played by Harry Chapin and others involved with World Hunger Year.

Despite efforts by the United States and other nations to combat world hunger, there has not been a noticeable improvement in the situation. The problem is overwhelming. Approximately 460 million people around the world—twice the size of the U.S. population—suffer from chronic hunger. Even in our own land of opulence and high grain yields, a sizable number are malnourished.

The problems of hunger—both in this country and abroad—are not just a simple matter of producing more food. We need to improve our efforts in distribution and agricultural technologies. We need to understand the relationships between hunger, population, and economic development.

The administration recently announced its plan for a grain reserve of 30 to 35 million metric tons. Six million tons will be placed in an International Emergency Food Reserve. This announcement is a positive and important step in the right direction. But more needs to be done. At the time an increased reserve was announced, the administration proposed reducing our food production through expanding the set-aside program.

We need to develop and implement our policies on a more informed and coordinated basis. We must increase our understanding of the world hunger problem, develop new and more adequate policies to deal with the problem, and implement these policies effectively.

The proposed Presidential Commission on Domestic and International Hunger and Malnutrition will serve these needs. It has three important goals. First, the Commission will establish clearly the causes of domestic and international hunger and malnutrition and their interrelationships. This will provide those of us in Government as well as individuals and groups in the private sector with the understanding necessary to focus effectively on the hunger problem.

The second goal of the Commission will be to identify and evaluate existing programs and policies that are concerned with hunger and malnutrition. So many Federal, private, and international programs attempt to deal with the hunger problem, that it is necessary to get a firm grip on what is being done before we can improve the situation.

The accomplishment of these first two goals—understanding the causes of hunger and present programs to combat it—will allow the Commission to attack its third and crucial goal with adequate preparation and expertise. This final goal is to bring to the Congress and the President specific recommendations on how to significantly reduce hunger and malnutrition and to outline specific steps for the development of a well-defined and coordinated national food policy. The Commission's recommendations could serve as a spearhead for more comprehensive and effective action.

I strongly support this resolution. I have written on the subject and am familiar with it.

An attack on hunger is basic to our fundamental responsibility as political leaders and as human beings. I hope my colleagues will examine this proposal and offer their support.

STATEMENT OF HON. THOMAS J. DOWNEY, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF NEW YORK

The major catalyst for the introduction of this resolution in support of a Presidential Commission on Domestic and International Hunger and Malnutrition has been the work of a hunger-action group which I have had the privilege of being associated with since my election to Congress. The name of the group is World Hunger Year (WHY).

I think it is fitting that this small phrase, WHY?, is the most important for outlining the reasons for this resolution and the massive support it has received in both chambers of Congress.

Why a Presidential Commission?

The country and the Federal Government have become increasingly more aware of the need for a coherent and comprehensive national food policy. The increasing productivity of American farms coupled with continuing domestic

and global hunger and malnutrition is a situation that defies a piecemeal approach. Food is the most basic of human needs, and this need demands a basic and thoroughly evaluated Government approach.

The first step in the formulation of a national food policy is a comprehensive and integrated analysis of the causes of world and domestic hunger. A Presidential Commission, with representation of all perspectives on this issue, will be a visible and functional vehicle for addressing this problem of far-reaching consequences.

A Presidential Commission will serve as a springboard for legislative action and public consideration of the entire hunger paradox. The Commission concept is not new, and it has sometimes failed. Yet, the continuing and growing importance of the issue, the need for compilation, coordination, and analysis and not "original research," and the vast potential for legislative and administrative follow-through clearly indicate that this Commission can succeed. I believe it will.

Why should the 95th Congress act?

The research, public interest, and Federal programs associated with the hunger problem have reached a certain type of threshold in recent years. Direction is needed. A comprehensive and integrated analysis of the causes of world and domestic hunger by the Commission can provide that direction. The time is ripe for elevating the consideration of this issue and to funnel our resources in a direction where they can accomplish the most.

A coordinated examination of available hunger research, a distillation of ideas and recommendations, the communication of these recommendations to the Congress, administration, and public, and assistance in implementing these recommendations constitute the blueprint for this Presidential Commission. It will mark a new beginning in America's effort to deal with the hunger issue.

It is new beginnings that is the theme of the Carter administration, and the congressional support for this resolution will show that this is a new beginning that receives support from legislators representing a multiplicity of interests and with varied perspectives. The basic problem of hunger in the world deserves no less.

STATEMENT OF HON. DON BONKER, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF WASHINGTON

A Presidential Commission on Domestic and International Hunger and Malnutrition should help generate what this Nation has long needed, namely an integrated, coherent, and well-formulated national food policy. Under a Presidential commission U.S. Government policy would be developed in a manner reflecting the best interest of this Nation and of the world, still heavily populated by those experiencing hunger and malnutrition on a daily basis. For too long our food policy has been a confusing mix of positions adopted by a multitude of Government agencies often heavily dominated by narrow perspectives and priorities.

It will take much more than a Presidential commission and a national food policy to counteract the problem of domestic and world hunger. By this resolution we are not suggesting there are easy answers nor that the United States should try to solve world hunger on its own. Rather, we are on the threshold of a new approach and of a new era in America's commitment to help eradicate not only the symptoms, but also the causes of domestic and international hunger and malnutrition. For these reasons, I am happy to cosponsor this resolution. At the same time, I would like to commend the performing artist Harry Chapin for his devotion to the vital cause which our resolution seeks to strengthen.

STATEMENT OF HON. LES AU COIN, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF OREGON

Two weeks ago Time magazine carried a story about America's bumper harvest. There in full color we saw surplus wheat dumped onto the main street in Marshall, Okla. Another photograph showed wheat piled high against an already filled elevator in Kansas.

It was the third best wheat crop in U.S. history. Together with corn and soybeans this country faces a projected grain surplus of 84 million metric tons at year's end. A certain symbol of America's bounty.

Yet too often these stories are followed by stories of another kind. Stories of hunger, of suffering. Of human misery spawned by a simple lack of food.

The Food and Agriculture Organization today estimates that more than half a billion people lack the minimum nourishment they need to maintain their health, their growth, and their work capabilities. In short, some 500 million people are so hungry they're sick.

Some never recover.

Unfortunately, the gulf between America's swollen silos and the world's hungry is far greater than the few pages between news stories. And therein lies one of the most difficult and perplexing problems facing mankind.

Finding an answer will require all the ingenuity we can muster. The resolution which is being introduced today is one step in that direction.

A Presidential Commission on Hunger would provide a badly needed focus for national debate on U.S. food policies at home and abroad. This has been lacking in the past and is undoubtedly the reason our food programs today are so fragmented. The commission could also pull together the increasing volume of research that has been done on the world hunger, digesting the findings and identifying key causes of hunger in all countries.

It could serve as an advisory group to Congress in its search for sound legislative solutions. Most importantly, it could elevate public consciousness about a problem that must be of personal concern to each and every American.

In this regard I think something needs to be said about the efforts of Harry Chapin and my colleague from Minnesota (Mr. Nolan). It is they as much as anyone who have championed the fight against human hunger. If we succeed in reducing the number of malnourished by even a fraction it will be due in large measure to the determination and hard work of these two men.

I am proud to be able to join with them in their cause and am proud to cosponsor this resolution, which seeks such a commission. I urge every Member of this House to do likewise.

STATEMENT OF HON. JAMES M. JEFFORDS, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF VERMONT

I would like to join my colleague from Minnesota (Mr. Nolan) and my colleague from New York (Mr. Gilman) in their plea to the Members of the House and to the President to establish a Commission on Domestic and International World Hunger and Malnutrition. This Nation with its many successes and our availabilities can hardly expect to be a credible world leader unless we make a serious effort to solve the world hunger problem.

First, I would like to commend Mr. Nolan, Mr. Gilman, and the distinguished Senator from my home State of Vermont, Mr. Leahy, as well as a great musician and man with a cause, Mr. Harry Chapin for their very active role in this great battle to reduce hunger and malnutrition in this country as well as abroad.

As a member of the Committee on Agriculture, I have had an interest in many food programs. There are many areas I could discuss relative to this situation but I would like to concentrate on the following three points:

First. World food reserves. The purpose of a reserve may vary from assuring emergency food aid to price stabilization or it may serve as some combination of the two. Reserves could similarly be used in such instances to assure food assistance and commodities for the Food for Peace program. With an increasing percentage of exportable U.S. commodities guaranteed to buyers by long-term agreements, other trading partners would be assured of having access to supplies.

There are three main issues to be considered in discussing a reserve proposal. First is the availability and cost of acquiring stocks. Second, is the determination of what countries and under whose control—farmers, government, or a combination—the stocks would be held. And finally, identification of the mechanism which would trigger the accumulation and release of stocks.

Despite the recommendations of the World Food Conference and an increased awareness of the importance of giving priority to increasing agricultural production, the World Food Council estimated recently that the world food situation has not changed significantly over the last few years. The global population continues to increase by 70 to 80 million people per year. World food production is barely increasing as fast as population. The UN's most seriously affected countries have an increasing food deficit. A number of these countries have suffered such severe food shortages during the past year that consumption has been reduced below the usual requirements. Approximately half a billion people remain malnourished.

Second. Infrastructure. There is a severe shortage in many developing nations of what is known as "infrastructure": facilities to transport, distribute and store food. This applies both to food aid and to food which is produced in these countries. The resulting losses are so large that it has been estimated by former Secretary of State Henry Kissinger that investment in better storage and pesticides could prevent enough losses to match the total of all food assistance worldwide.

The absence of adequate storage and other "infrastructure" is the most important limitation on the absorptive capacity of many nations, especially the poorest nations, to receive more of our badly needed food assistance. It is also a major disincentive to agricultural development. Farmers do not increase their output because they know there are no additional facilities to store and transport it.

Third. Developing appropriate technologies to facilitate the production of food: Congressman Bingham and Congressman Harrington proposed an amendment, which was adopted in the Development Assistance Act of 1978, to stimulate bilateral programs in rural oriented nonconventional energy technologies. This amendment was derived from a bill I introduced with over 80 cosponsors. Such a program would establish cooperative arrangements on a bilateral basis between the United States and developing countries to research, develop and demonstrate, with the goal of earliest possible widespread use, of nonconventional technologies—that is, solar, wind, biomass, et cetera—in the rural areas of the Third World.

These are the areas where the vast majority of the Third World lives. Oil prices have hit these countries especially hard, and lack of rural energy development has served as a significant drag on overall Third World economic development. A large portion of the rural Third World is remote enough that extension of central energy grids is prohibitively expensive; thus the focus of the technologies addressed in this proposal are "decentralized" and "small scale."

The procedure would be twofold initially: First, in areas where there is already a reasonable change of success for a known technology to solve a known problem, joint development and demonstration of the technology should begin as soon as possible. Second, in other countries and regions, survey teams composed of members of AID, ERDA, and recipient country representatives will do studies of the energy needs, uses and resources in these areas. The results of the surveys will be included in a new information system whose purpose would be the transferability of new technologies from one like area of the world to another, accelerating the pace of rural energy development as much as possible.

The thinking behind the creation and direction of this proposed program is already well along in the agencies, and was the subject of a memorandum of understanding signed by the Administrators of AID and ERDA last fall. The development of such technology is necessary to maximize the agricultural potential of these nations.

I have brought out these various points to stress the need for food production and international development. We must begin now. By establishing such a Commission to find out why we have the hunger problem and what we can do, as legislators, to conquer it. This Commission would report to the Congress and the President after 6 months, its findings as well as recommendations in policy and legislation to reduce hunger and malnutrition in the world. I urge your support of such a measure.

(Additional material submitted follows:)

NATIONAL FARMERS ORGANIZATION,
Corning, Iowa, October 14, 1977.

Re House Res. No. 784.

Mr. TOM FOLEY,
Chairman, House Agriculture Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: We support the Resolution urging the President to establish a Commission on Domestic and International Hunger and Malnutrition. In addition to the obvious humanitarian reasons to seek better means of distributing the abundance of healthy and nourishing food to the hungry people of this world, there's also a challenge to examine the economics of food processing and distribution.

At this point in time, the producers of grains and many other farm commodities are frustrated and disillusioned. After receiving a flood of information emanating from various government sources as to the overwhelming demand for foods because of expanding populations in many areas of the world and having produced large crops in the last few years, they are today confronted with near record low prices for their products and the threat of bankruptcy in many instances.

The wild price fluctuations in the grain markets in recent years have again reminded producers of the imperfections of our marketing system. It must also be increasingly clear to the consuming public that prices paid for the raw products really have no particular bearing on the retail cost of food to the consumers. The rich and poor alike receive little or no benefit from the abundance of our production.

A commission of responsible and respected citizens may be able to analyze our whole system of moving food and make recommendations to the President that will lead to new policies acceptable to a large majority of our people. If this commission is authorized and established, we would emphatically urge that some bona fide producers be appointed to the commission. If it is understood from the outset that producers have an honest, continuing interest in moving food to hungry people but that reasonable prices are required to assure that production, the commission can be successful.

CHARLES L. FRAZIER,
*Director, Washington Staff, Collective Bargaining for Agriculture Through
NFO, Legal Effective Fair.*

THE WHITE HOUSE,
Washington, October 19, 1977.

Hon. RICHARD M. NOLAN,
*U.S. Congress,
Washington, D.C.*

DEAR CONGRESSMAN NOLAN: This is to express to you that we have no objection to House Resolution 784 expressing the sense of the House on Domestic and International Hunger and Malnutrition.

The President shares your concerns, and as a first step in addressing the problems, has established a World Hunger Working Group which involves the affected Departments and Agencies of the government as well as private sector working groups. The Working Group's recommendations will be submitted to the President in mid-November.

We look forward to a close working relationship with Congress on this subject. The President is personally committed to doing as much as possible to alleviate hunger and malnutrition in the world and feels strongly that in order to achieve the goals we all deem desirable in this area, that the Congress, the Executive Branch, and the private sector must work cooperatively.

Sincerely,

PETER G. BOURNE, M.D.,
Special Assistant to the President.

[Telegram]

NATIONAL FARMERS UNION,
Washington, D.C., October 19, 1977.

Hon. RICHARD NOLAN,
*U.S. House of Representatives,
Washington, D.C.*

DEAR CONGRESSMAN NOLAN: The National Farmers Union commends you for your efforts, and fully supports, your resolution to establish a Presidential Commission on Domestic and International Hunger and Malnutrition.

We urge your colleagues in the Congress to support this most important and humanitarian approach to solving this worldwide problem. Be assured that the National Farmers Union is anxious to cooperate with the Congress and the President in achieving the goals outlined in your resolution.

Sincerely,

TONY T. DECHANT,
President.

STATEMENT OF HON. JIM WEAVER, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF OREGON

Mr. Chairman. I am here today to give my whole-hearted support to the Resolution to Establish a Presidential Commission on Domestic and International World Hunger because I feel we must have an intensified effort to examine all the factors contributing to the persistent problems of world hunger. Now is an opportune time, with a President so concerned about human rights around the world, to establish a blue ribbon panel to conduct a thorough and searching analysis into the practical solutions to ease world hunger. Surely one of the most basic human rights is the right to an adequate diet.

The Presidential Commission shall outline a national food policy for this country. It is my belief that such a coordinated food policy is clearly and sorely needed if we are to help solve the complex problems of world hunger.

Thank you for your time, Mr. Chairman. I urge all of my colleagues to support the Resolution to Establish a Presidential Commission on Domestic and International World Hunger.

STATEMENT OF HON. BILL ALEXANDER, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF ARKANSAS

Mr. Alexander: Mr. Chairman, and members of the Committee, I appreciate your giving me the opportunity to comment on the proposal to establish a Commission on Domestic and International Hunger and Malnutrition.

I am sure other persons from whom you have heard and will hear will recount many of the examples and illustrations I and others have used in the past in urging a more effective response to the food needs of our Nation and our world. I will try to avoid repetition.

The irony of people of our own nation suffering from malnutrition or starvation when our producers are troubled by unsold quantities of basic foods, such as wheat and rice, is nothing less than a condemnation of our natural resource management and agricultural policies.

While I am a sponsor of the proposal before you, I am troubled about what it does not say about the job of the Commission. That is what I hope to make this statement address.

In today's world, as a whole, we still have enough fertile land to grow the food people need to survive. The fact is that in too many years we are growing more food in the United States than our system allows us to get into the hands of our people.

The bottle necks and obstacles between producing food and consuming it come in a Heinz 57 variety.

Our farm production financing system is becoming so inadequate that it discourages small and mid-sized farming operations and encourages concentration of food production in the hands of fewer and fewer people. Since 1970 it is estimated that the farm population of the U.S. has decreased by 1.5 million persons.

Despite the fact that we are spending billions every year on our transportation networks, increasingly small shares of this investment are going into the parts of the system that connect farms with terminal collecting points such as country grain elevators. The highways over which the food and the materials and equipment for producing it actually move to or from the farm are often in such poor condition that two, three and four trips must be made to transport loads our trucks have the capability of moving in one trip on adequate pavements.

The world's best interstate highway system, rail freight system and waterway barge system can't do the job that must be done if the secondary, rural highways are allowed to continue to go to pot-holes. As it is our highway system is deteriorating 50 percent faster than we repair, rehabilitate, or replace it.

Competition for essential production materials, such as nitrogen, and for processing materials, such as natural gas, is hampering our efforts to manage our food resources.

Conflicts between environmental protection needs and the need to store water supplies to fight droughts such as that which has plagued us during the past year and to control floods such as those which destroyed crops in 1972, hampered planting in 1973 and have caused heavy damage in Arkansas this fall are threatening our food production capacity.

Roller coaster behavior in farm gate prices for rice, soybeans, corn, wheat, beef, poultry, pork, and dairy products caused by uncoordinated government policies,

export embargoes, and moratoriums; labor organization decisions, and unwise speculation in private commodities markets are hampering producers efforts to bring stability to their farming operations.

A relatively new question-mark in the future of the U.S. food production system is the increasing share of our farm land that is moving into the hands of foreign investors. In the years ahead, as the gap between food supplies and demand widens, what will be the marketing and production decisions of these landowners? How will these decisions affect our response to domestic and international food needs?

And, one final issue is the money to pay farmers for the food they raise. Many people in our own nation, as well as those in other nations, simply do not, for one reason or another, have any or enough money to buy the food they need. The question is, "Are the programs, such as food stamps and Food for Peace, that we are using now to help erase hunger the right programs?" Can we as a people continue to afford them? In the long run, do these programs harm our announced objective of increasing production, improving food distribution systems and moving hunger from the endangered species list of problems to the list of extinct problems?

These are by no means all the problems the Commission must address. There are those questions about:

Ways to help food deficit nations improve their ability to grow the food their own people need;

How to teach individual families how to be sure the food they are eating is nutritionally balanced;

How to bring closer into balance population numbers and food supply numbers; and

How to protect farm land owners from irresistible pressures to allow their acreage to be converted to urban sprawl.

And, the list could go on and on.

What I would urge today is that in the wording of the resolution finally recommended and in your report you make clear the intent of Congress that the issues and recommendations of the Commission address not only the needs of consumers but the needs of producers of food. What we must have is a comprehensive and coordinated food production and distribution policy that is equitable to all parties. We do not have such a policy now. Without this kind of policy our chances of overcoming hunger problems are reduced to the vanishing point.

STATEMENT OF HON. CHRISTOPHER J. DODD, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF CONNECTICUT

Mr. Chairman, I thank you and the members of this committee for giving me this opportunity to speak in support of H. Res. 784. This resolution, which I cosponsored, would create, as you well know, a Presidential Commission on Domestic and International Hunger and Malnutrition at a time that I feel is most opportune.

I say this because both this Congress and this administration are distinguishing themselves in their respective efforts to tackle three of the world's most critical long-term problems: Nuclear proliferation, population growth, and world hunger.

While the President is going ahead with ambitious diplomatic initiatives designed to stem the tide of global nuclear arms development, this house has just voted—by an overwhelming majority—to create a select committee on population. Further evidence of our growing sensitivity to these questions lies in the new directions being taken in our bilateral economic assistance programs: These no longer consist of large, capital-intensive projects, but are focusing, largely as a result of congressional action, on meeting basic human needs in the world's poorest countries. Last year, for example, the Congress mandated that 75 percent of the food provided on a sales basis under the food for peace program go to countries with per capita incomes of less than \$300 in addition, we are currently in the process of establishing, in cooperation with the other major food suppliers, an international grain reserve which will serve as a cushion in times of acute shortages, and ultimately it is hoped, as a price stabilizer.

Despite all of these efforts, it must be said that the world food situation remains grim, and that it is a matter of great urgency that the United States, a key producer and exporter of foodstuffs show decisive leadership in coordinating a global policy aimed at alleviating the famine which is affecting no less than one third of the world's population.

I am deeply disturbed by the very optimistic reports that have recently been circulating on the subject of the world food supply. Articles in the press have announced, in a somewhat misleading fashion, that this year will yield, as a result of favorable weather conditions and bumper crops, a net surplus of world food-stuffs. While the production of food in the supplier nations may indeed be particularly impressive this year, this has very little to do with that product reaching those that need it most. We must not allow ourselves to forget that we are still in the dark ages in many areas—and that the technology of food production and distribution is unfortunately one of them.

In the 18th century, 10 million people died of starvation. By contrast, the bare facts have it that in this century of ours, in which scientific revolutions have dramatically altered millions of lives for the better, twelve million people have already starved to death—and there are still more than twenty years to go before we enter the 21st century.

Some fifty nations in Asia, Africa and Latin America, comprising nearly one and a half billion people, cannot meet their basic food needs unaided. And of these fifty nations, thirty-three have been identified a famine-prone by the United Nations and are in desperate need of immediate and sustained assistance.

According to research conducted by the overseas development council, nearly one billion people live in absolute poverty. Of this billion, 750 million live in the low-income countries, 170 million in the middle-income countries, and 20 million in the world's richest countries. Lest we forget it, malnutrition and hunger exist here at home too, in what is still the world's most affluent nation.

In sum, there is no doubt whatsoever that the overall problem of world hunger needs attention and needs it now. The creation of a presidential Commission would be the first necessary step in the organization of a well-targeted, hard-hitting attack on the many obstacles we face before we can really begin to wage a successful battle against domestic and international hunger.

We know that we must increase the amount of food aid that we provide; we also know that we need to direct this aid in a manner that does not disrupt on-going development strategies in third world nations or constitute a disincentive to food production. Increased agricultural production by the developing countries themselves must in fact be one of the key aspects of any global food policy since not only will it supply jobs and livelihood to many, but also because it will reduce the poor countries' dependence on the food-exporting nations and reduce their expenditures of scarce foreign exchange on basic agricultural commodities.

While we know too that it is essential that we provide some security in the availability of adequate food supplies as well as some stability in the price of grain on the world market, we do not yet know how best to set out doing any of these things. The creation of a Presidential commission can get us started.

The special status and the special purpose of this Commission will not only put the problem in the public eye—where it belongs if any long-term impact is to be achieved—but also mobilize the best minds we have to present to the President and to the Congress a set of recommendations that we can begin to implement.

I also feel that the Commission can play an invaluable role by establishing, through its very creation, that domestic and international aspects of hunger and malnutrition cannot be separated, and that it is imperative that they both be treated by a single, integrated, long-term policy based on a thorough understanding of the interrelationship that exists between the developed and the developing worlds.

For these reasons, Mr. Chairman, I feel that the creation of this commission is the very least that we can do to help fight the ravages of world hunger. I thank you once more for giving me this opportunity to be heard, and I urge you and the members of this committee to adopt H. Res. 784. Thank you.

STATEMENT OF HON. LESTER L. WOLFF, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF NEW YORK

Mr. Chairman, I would like to thank you and the members of the Committee for giving me this opportunity to express my deep concern over the ever present danger of domestic malnutrition and world hunger, and to express my support for House Resolution 793, which would establish a Presidential Commission on Domestic and International Hunger and Malnutrition. Passage of this Resolution is essential if we are to cope with this insidious and potentially catastrophic problem.

A Presidential Commission on hunger is made vital by the very nature of the evil. Years of relative plenty make it all too easy to forget the years of famine which went before. We are, therefore, vulnerable to being lulled into complacency. Yet, this complacency is as ill-founded as it is unwise because hunger never disappears, it only diminishes, and for those it continues to affect, the pain is still severe, the degradation no less humiliating. For this reason, there must be a constant effort to deal with the problem and the Commission's potential for thorough examination and long-range planning could be most helpful in this regard.

Furthermore, once large scale famine strikes, the time needed for planning is paid for by the suffering and lives of those afflicted by starvation. Temporary inaction, while strategies of attack are being developed, also runs the risk of immediate social disruption and the scaring of future generations both mentally and physically as a result of their parents' being exposed to the ravages of hunger. Carefully considered programs to feed the hungry at home and abroad will serve to reduce the potential for domestic and international violence. They will therefore, help to prevent the day when neighbor will view neighbor and nation envision nation as only adversaries in a Malthusian conflagration. Establishment of the Presidential Commission beforehand to study the potential causes of famine and the possible remedies for it could help to provide valuable information and mechanisms which would avoid the delay and the attendant devastating consequences.

Finally, Mr. Chairman, it is my hope that this Committee and the House will act favorably on this Resolution so that the day will come when malnutrition and hunger will not be a potential problem, but rather only a bitter memory.





