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HUMANE METHODS OF LIVESTOCK SLAUGHTER

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HEARING

BEFORE THE

SUBCOMMITTEE ON AGRICULTURAL RESEARCH
AND GENERAL LEGISLATION

OF THE

COMMITTEE ON AGRICULTURE,
NUTRITION, AND FORESTRY
UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

S. 3092

A BILL TO AMEND THE FEDERAL MEAT INSPECTION ACT TO
REQUIRE THAT MEAT INSPECTED AND APPROVED UNDER
SUCH ACT BE PRODUCED ONLY FROM LIVESTOCK SLAUGH-
TERED IN ACCORDANCE WITH HUMANE METHODS

JUNE 15, 1978

Printed for the use of the Committee on Agriculture, Nutrition, and Forestry

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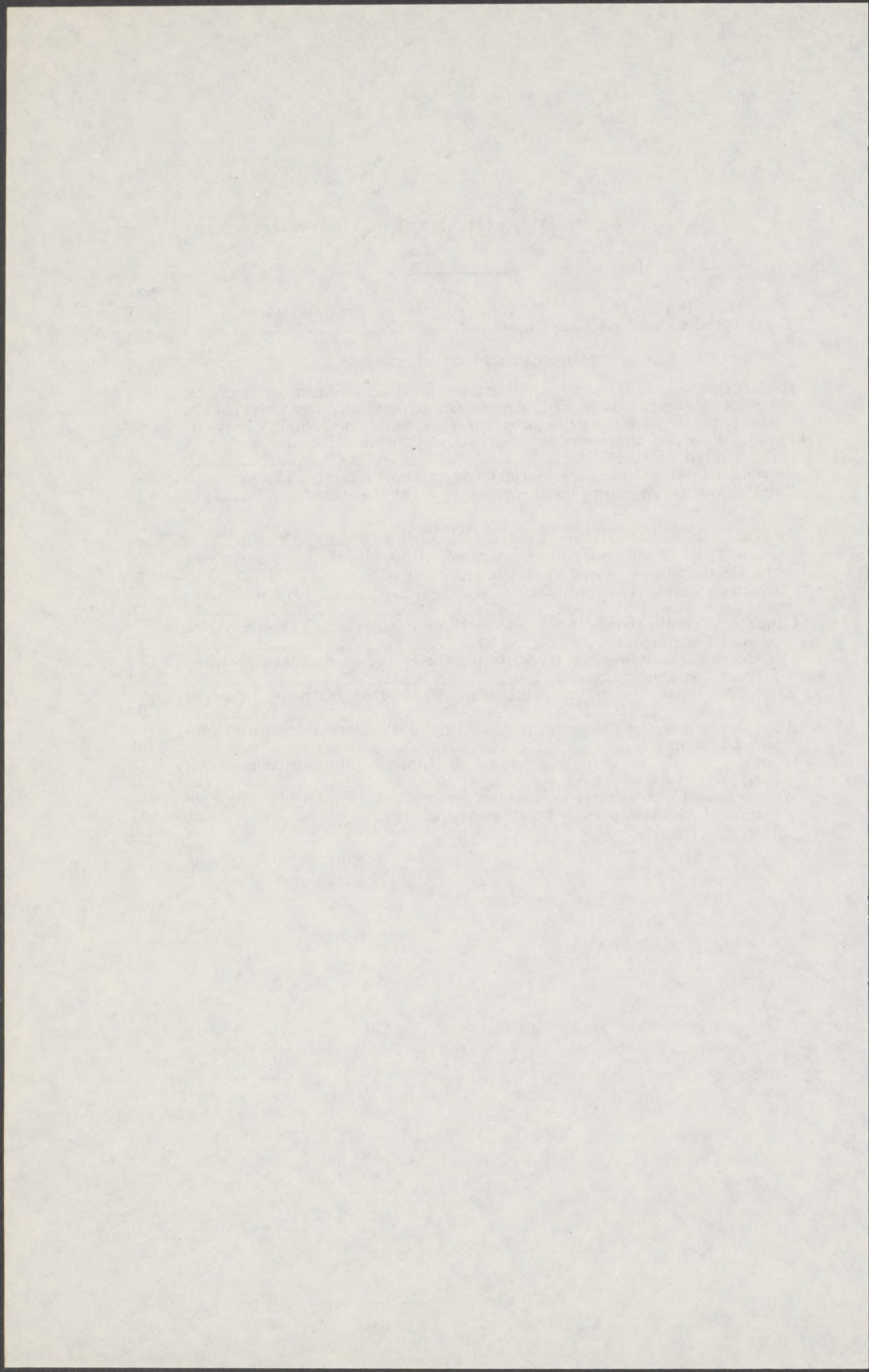
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HUMANE METHODS OF LIVESTOCK SLAUGHTER

THURSDAY, JUNE 15, 1978

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

The subcommittee met at 10 a.m. in room 324, Russell Senate Office Building, Hon. Bob Dole presiding.

Present: Senators Dole and Young.

STATEMENT OF HON. BOB DOLE, A U.S. SENATOR FROM KANSAS

Senator DOLE. Our hearing this morning is on S. 3092, a bill to amend the Federal Meat Inspection Act to require that all meat inspected and approved under the act be slaughtered in accordance with humane methods.

It seems to me there isn't much doubt about the legislation. This is legislation whose time has come. Twenty years ago Congress enacted the Humane Slaughter Act of 1958, which applied only to meat that would be sold to the Federal Government. This limited coverage was all that could be obtained at the time because of the higher degree of opposition that existed then. We are all pleased that since 1958, use of humane methods in slaughter has become a more widespread practice, and we have encountered practically no opposition to extending coverage to all meat.

I would like to take a moment to pay tribute to one of the prime movers behind the legislation we will discuss today. Dr. Frederick L. Thomsen, known to his friends as "Doc," passed away this April before he could see the passage of the legislation he worked so hard to bring to the national attention. "Doc" Thomsen's research and documentation on slaughtering practices have gone far to lay the factual groundwork for this legislation.

Today we have Syd Butler, representing the U.S. Department of Agriculture; Mrs. Christine Stevens and Miss Patricia Forkan, representing humane organizations; and Dewey Bond on behalf of the meat industry. Because extensive hearings on a similar bill have already been held in the House Agriculture Committee, today we will cover the differences between that bill and our version here in the Senate.

So I think we will proceed with Sydney J. Butler, Deputy Assistant Secretary for Food and Consumer Services, U.S. Department of Agriculture.

I would also make part of the record at this point S. 3092 and the staff's explanation of the bill.

[S. 3092 and the staff explanation follow:]

[S. 3092, 95th Cong., 2d sess.]

A BILL To amend the Federal Meat Inspection Act to require that meat inspected and approved under such Act be produced only from livestock slaughtered in accordance with humane methods

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Humane Methods of Slaughter Act of 1978".

SEC. 2. Section 3 of the Federal Meat Inspection Act (21 U.S.C. 603) is amended by inserting "(a)" immediately before the first sentence; and by adding the following new subsection at the end thereof:

"(b) For the purpose of preventing the inhumane slaughter of livestock, the Secretary shall cause to be made, by inspectors appointed for that purpose, an examination and inspection of the method by which cattle, sheep, swine, goats, horses, mules, and other equines are slaughtered and handled in connection with slaughter in the slaughtering establishments inspected under this Act."

SEC. 3. Section 10 of the Federal Meat Inspection Act (21 U.S.C. 610) is amended by redesignating subsections (b) and (c) as subsections (c) and (d), respectively; and by adding the following new subsection (b);

"(b) Slaughter or handle in connection with slaughter any such animals in any manner not in accordance with a humane method of slaughter described in section 2 or designated under section 4(b) of the Act entitled 'An Act to establish the use of humane methods of slaughter of livestock as a policy of the United States, and for other purposes', approved August 27, 1958 (7 U.S.C. 1901-1906)."

SEC. 4. Section 20 (a) of the Federal Meat Inspection Act (21 U.S.C. 620) is amended by adding the following new sentence after the first sentence thereof: "No such carcasses, parts of carcasses, meat or meat food products shall be imported into the United States unless the livestock from which they were produced was slaughtered and handled in connection with slaughter in accordance with a humane method of slaughter described in section 2 or designated under section 4(b) of the Act entitled 'An Act to establish the use of humane methods of slaughter of livestock as a policy of the United States, and for other purposes', approved August 27, 1958 (21 U.S.C. 1901-1906)."

SEC. 5. The amendments made by this Act shall become effective one year after the date of enactment of this Act, except that the provisions of this Act shall not apply to a person, firm, or corporation for such additional period of time, not to exceed six months, as may be determined by the Secretary, if the Secretary, upon application, finds that compliance with the provisions of this Act on its effective date would cause undue hardship on such person, firm, or corporation.

SENATE COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY

STAFF EXPLANATION OF S. 3092

S. 3092 requires that all meat inspected and approved under the Federal Meat Inspection Act be produced from livestock slaughtered in accordance with humane methods as set forth in the Humane Slaughter Act of 1958. Currently, under the Humane Slaughter Act, only meat that is sold to the Federal government must be produced from livestock that is slaughtered in a humane manner.

Under S. 3092, Federal meat inspectors would be required to make such inspections as would be necessary to prevent inhumane slaughtering. Both criminal and administrative sanctions would apply for violations. In addition, the bill prohibits importation of inhumanely slaughtered meat.

The bill would take effect one year after enactment. Under certain circumstances, however, the Secretary of Agriculture, upon application, could grant up to six months additional time if he finds that compliance with the bill on the effective date would cause an undue hardship.

Senator DOLE. You may proceed, Mr. Butler.

STATEMENT OF SYDNEY J. BUTLER, DEPUTY ASSISTANT FOR FOOD AND CONSUMER SERVICES OF THE U.S. DEPARTMENT OF AGRICULTURE; ACCOMPANIED BY: DR. ARNOLD V. GIESEMANN, ASSISTANT DEPUTY ADMINISTRATOR, MEAT AND POULTRY INSPECTION PROGRAM; AND DR. CALVAN PALS, STAFF OFFICER, MEAT GROUP, INSPECTION STANDARDS AND REGULATIONS, MEAT AND POULTRY INSPECTION PROGRAM

Mr. BUTLER. Good morning, Mr. Chairman. With me are Dr. Arnold Giesemann and Dr. Calvin Pals, of the meat and poultry inspection program of the Food Safety and Quality Service of the Department. They can assist me in answering any questions you might have.

I am pleased to appear today to present the Department's views on a bill to amend the Federal Meat Inspection Act to require that meat inspected and approved under such act be produced only from livestock slaughtered in accordance with humane methods.

S. 3092 would amend sections 3 and 10 of the Federal Meat Inspection Act to require that all federally inspected meat plants adopt humane livestock handling and slaughter practices, in accordance with the provisions of the Humane Slaughter Act of 1958. This requirement would also extend to plants engaged in intrastate commerce in States which receive Federal assistance under the provisions of title III of the Federal Meat Inspection Act. This is due to the fact that the Federal Government cannot continue to provide such assistance unless a State maintains with respect to intrastate operations and transactions within the State requirements "at least equal to" those imposed under titles I and IV of the act.

Slaughter establishments would have to be in compliance within 1 year after enactment. If additional time is required in individual cases, the Secretary would have discretionary authority to approve applications for time extensions not to exceed 6 months. Failure to abide by these standards would constitute a violation of the Federal Meat Inspection Act and would result in imposition of the penalties established by the act for such violations.

The bill would also amend section 20(a) of the act to prohibit the importation of any carcasses, parts of carcasses, meat or meat food products derived from livestock which was not humanely handled and slaughtered.

I recently had the opportunity to testify before the House Subcommittee on Livestock and Grains regarding the Department's position on a similar measure, H.R. 1464. As I noted at that time, the Department strongly supports efforts to assure that all animals are treated in a humane manner. We did, however, suggest several amendments to H.R. 1464 which we felt would improve the measure. While S. 3092 incorporates some of our recommendations, we feel that further changes would be appropriate in the following areas:

One: The compliance deadlines established in S. 3092 appear to offer sufficient time for most plants to make any changes required in their

handling and slaughter procedures. In fact, most foreign and domestic slaughterhouses are already in substantial compliance. However, the Department recognizes the possibility that unique difficulties in meeting these time limits may confront some establishments, particularly State plants covered under title III of the Federal Meat Inspection Act. Most State legislatures will not reconvene until 1979 making it impossible for 11 States which participate in the title III program, but have not enacted humane slaughter legislation, to amend their laws before that time. Another five States include humane slaughter requirements in their inspection regulations. It is doubtful that all of these regulations would qualify as being "equal to" Federal standards should this bill or similar legislation be enacted.

We therefore suggest that language be added to S. 3092, allowing additional time for implementation to any State which must amend its meat inspection law. The provision should also indicate that appropriate changes must be made during the State's next legislative session. The Department also feels it would be desirable to allow the Secretary the flexibility to grant additional time extensions in exceptional situations. Furthermore, to avoid unnecessary paperwork in cases where an entire State faces a unique problem in meeting the compliance deadline, the Secretary should be authorized to approve time extensions on a statewide rather than individual plant basis.

Two: We are also concerned about provisions requiring foreign countries to adopt our standards for the humane handling and slaughter of livestock. These countries might view this requirement as a non-tariff barrier to trade. Given the fact that the United States is supporting a reduction in such barriers at the multilateral trade negotiations now underway in Geneva, we are extremely reluctant to endorse an action which might be inconsistent with our overall trade policy. In view of these concerns, we intend to defer to the State Department's evaluation of these provisions.

In closing, I would like to emphasize the Department's commitment to assure the humane treatment of livestock from the time of its entry into the holding pen until final slaughter. We support the basic thrust of S. 3092 and look forward to working with this subcommittee to develop a consensus on the most effective means for meeting the bill's objectives.

Senator DOLE. Would there be any additional cost? Have you had any chance to determine that?

Mr. BUTLER. As we have determined it, there will be no significant additional cost. The existing inspector at the plants will do this sort of evaluation.

Senator DOLE. How many plants are you talking about?

Mr. BUTLER. To be added?

Senator DOLE. Yes.

Mr. BUTLER. There are approximately 1,771 federally inspected plants. Arnold, how many would be added if we extended the provisions of this act?

Dr. GIESEMANN. This would also cover roughly 2,000 or 3,000 State plants, most of which already have humane slaughter. It would cover all foreign plants exporting to the United States, and we don't have a figure on how many slaughtering plants that would be. There are a total of approximately 1,100 foreign plants certified to export, but not

all of those are slaughtering plants. We could provide that information on how many plants, but we don't have it available now, how many foreign plants.

Mr. BUTLER. Do we have the domestic figure, how many plants would be included?

Dr. GIESEMANN. No.

Senator DOLE. You can supply it.

Has there been any effort to determine how many plants do not use humane slaughtering methods? Is there any evidence of how widespread it is or whether or not it is a major factor?

Mr. BUTLER. I think we have determined that some 97 percent of the federally inspected plants slaughter all of their species humanely. Did I state that correctly, Arnold?

Dr. GIESEMANN. One or more species, and 89 percent of all of the federally inspected. Some slaughter all humanely and some just one species, but generally 89 percent slaughter all of their species humanely of the federally inspected.

[The following information was subsequently submitted by Mr. Butler.]

Type of plant	Total plants	Plants which slaughter some or all species nonhumanely	
		Number	Percent
Federally inspected.....	1, 771	196	11
State inspected.....	2, 564	136	5
Foreign exporting to United States.....	522	164	12

¹ The largest number of these are sheep slaughter establishments located in Australia.

Senator DOLE. Senator Young?

Senator YOUNG. What did you say, Mr. Butler, with respect to certain provisions of the State Department?

Mr. BUTLER. If we impose on other countries certain restrictions on their slaughter, the State Department could possibly take the position this is a nontariff trade barrier. We have had discussions with the State Department and with the Office of Management and Budget about this, and they insist that we defer to the State Department on that issue of it being a nontariff barrier.

Senator YOUNG. Doesn't the Department of Agriculture have jurisdiction as to the type of slaughtering, cleanliness and all of the regulations dealing with meat inspections?

Mr. BUTLER. Certainly we do because slaughterhouses in foreign countries that export to the United States must maintain an "at least equal" status with our domestic plants.

We discussed this at length with the State Department and the Office of Management and Budget, and they felt that they wanted to have the final decision as to whether it would be considered a nontariff trade barrier.

Senator YOUNG. If the State Department decided to be more lenient with foreign slaughtering than we are in the United States, I suppose we would have to accept that then; is that right?

Senator DOLE. According to our reports the USDA has indicated that we won't accept sheep slaughtered in Australia. But they are mov-

ing toward using humane methods. They have taken a "no comment" official position on this bill.

Dr. GIESEMANN. Australia is now slaughtering sheep by a method which would not be considered humane. New Zealand is now in the process of changing over to a humane method for sheep slaughter. It is our understanding, too, that Australia has no problem with the imposition of a humane slaughter requirement.

Our information is that the other countries in the world are either completely or largely in compliance already with humane slaughter requirements. However, we have not done a survey, a detailed survey on a plant-by-plant basis as to what effect it would have.

There is some indication that maybe some of the Argentine plants may not be using humane methods for cattle, but the information is not complete. We don't know at this point.

Senator YOUNG. Thank you. That is all I have.

Senator DOLE. Now, the reference to your suggested changes. You make a good point in reference to the fact that some of the State legislatures aren't meeting. Do we have an amendment to change that?

Miss KLUMPP. I think only two States might have a problem. We can mention that in the committee report.

Senator DOLE. I guess that is right, the North Carolina and Texas Legislatures meet only in odd-numbered years.

If you could be here for a few more minutes, Syd. Thank you very much.

Ms. Forkan and Ms. Stevens. How would you like to proceed, Pat. Do you want to be first?

Ms. FORKAN. I will start. Thank you.

STATEMENT OF PATRICIA FORKAN, DIRECTOR OF LEGISLATIVE ACTIVITIES, THE HUMANE SOCIETY OF THE UNITED STATES

Ms. FORKAN. I am Patricia Forkan, with the Humane Society of the United States, a national nonprofit organization dedicated to the relief of fear, pain, and suffering of all animals, and to the concept of respect for all life.

We worked very hard on the 1958 law, and most of our members who participated in our annual conference voted last year to ask the Congress to pass a humane slaughter law. I have attached a copy of that resolution to my testimony* for the record to show the strong interest of our members since they actually voted on this.

We have given testimony in the House so I will not go over what we said there, but we will try to cover some points which we think need some clarification, at least in our minds need clarification.

One would be to expand the tools of enforcement to include a withdrawal of inspection when a violation occurs. It makes no sense to us to have only the presently proposed criminal provisions available which could allow cruel actions to continue for a year or more until a penalty was imposed. If the inspector were empowered to act immediately to correct a problem within a plant that would be a more satisfactory procedure. He should be able to withhold inspection until compliance occurs.

*See p. 17 for the prepared statement of Ms. Forkan.

We envision the withdrawal of inspection to include a whole range of possible actions. For example, the inspector could refuse inspection until the stunning equipment was in proper working order, or he might refuse inspection of a particular carcass, or he might ask that certain personnel be replaced. We have had stories from our field people that oftentimes the proper humane method would be installed in the plant but the person using it may not be doing the best job, so we would expect only a very short stoppage of that plant's activities, and then going on with business as usual once the problem is corrected.

The 1958 act specifically covers not only slaughter, but also handling in connection with slaughter. We recommend that this subcommittee consider adding language either to the bill itself or to the committee report making it clear what the law requires regarding humane methods of handling livestock prior to slaughter.

We have recommended some language, which I will not read, other than to give you the sense that we believe handling in connection with slaughter means from the time of offloading of those animals when they arrive at the slaughter establishment until death. My understanding is that the Federal meat inspection begins at that exact same point, so logically, that would not be an added difficulty.

In my statement I have written out a possible amendment to the present bill which would provide for regulations to determine what Federal inspectors should be looking for and what kind of action they should take, so it isn't as discretionary as it might be, and we would very much like to work on these regulations.

We also were concerned about clarifying as to whether State plants would be required to comply with humane standards, and, again, I leave that to the committee to determine whether or not the language would be sufficient just so we all understand that State plants will be in compliance, and we agree that a certain amount of time may be needed.

We have had a humane slaughter law for 20 years, but there has been no prosecution under that law, and that strikes us as being rather peculiar. We are very anxious to have this particular law passed quickly so that we can bring the humane slaughter standards up to the Federal meat inspection enforcement standards. We want them to take it more seriously, and to really try to get humane slaughtering throughout the country.

We really think that is about all that we would ask for in this particular bill. There are many other issues that concern our members, but we feel that if we can get this through, that would be a great step forward. We thank the chairman very much for introducing this bill and moving so quickly on it.

Senator DOLE. I think we should hear from Mrs. Stevens, and then we could ask questions.

STATEMENT OF CHRISTINE STEVENS, SECRETARY, SOCIETY FOR ANIMAL PROTECTIVE LEGISLATION

Ms. STEVENS. Thank you.

I have a short statement, of which I will perhaps read part, and then I would like to comment on other parts of the testimony.

On behalf of the Society for Animal Protective Legislation, I wish to express unqualified support for the provisions of S. 3092 extending

the requirements for humane slaughter to meat imported into the United States. This long-awaited improvement in protection of animals will be extremely welcome to American consumers who wish to be assured that the meat they eat comes from animals who lost consciousness before they were slaughtered, thus avoiding the infliction of fear and pain.

Senator Dole, we are very, very grateful to you for introducing this bill and holding this hearing. We are concerned, however, about the enforcement provisions for American plants under the Federal Meat Inspection Act, which Ms. Forkan has just mentioned. While we were in support of the change suggested by the Department of Agriculture at hearings in the House on H.R. 1464, substituting for condemnation inhumanely slaughtered meat, the withdrawal of inspection from the violator, we are not convinced that the provisions for fines which constitute the only penalty under S. 3092 are adequate.

It is likely to be difficult to obtain action by the Justice Department as would be required under the only penalties provided: a year in jail, a fine of \$1,000, or both. Although there is also a higher penalty in the Federal Meat Inspection Act for intent to defraud—3 years, and/or \$10,000—it is improbable in the extreme that violations will be prosecuted in this category. Thus, the new law would, in effect, be toothless unless an additional penalty, one which the Department of Agriculture can itself invoke, is provided.

Withdrawal of inspection is just such a provision. Its existence in the law would have a powerful effect for good. Further, the practical method whereby good sanitary standards are maintained in slaughtering plants would be directly applicable to the prevention of inhumane slaughter. It is our understanding that USDA inspectors make frequent bacterial tests using a cotton swab, and when they find too high a count, they temporarily suspend action in an inspected plant until the necessary cleaning is accomplished. In this way, no major delays take place, and, at the same time, high sanitary standards are maintained.

How would this apply to humane slaughter? The inspector, present in the plant, notes that a new employee is using humane slaughter equipment incorrectly so that animals do not lose consciousness promptly, or he observes that the humane slaughter equipment is not being used at all. If he has the power to halt the line because the requirements for humane slaughter are being violated, the cruelty can be stopped immediately. The new employee can be instructed in correct use of the equipment, or an experienced employee can take his place. If the equipment is not being used, it can be put into use immediately. Thus, the correction would be made on the spot without the necessity of going to court—a long-term project at best. Meantime, many more animals would probably be slaughtered inhumanely; and if the inspector failed in some way to provide all the evidence needed, no conviction would ever be obtained, even if the matter were pursued aggressively by the Justice Department, which is doubtful.

In short, there is a means available whereby this bill can be made effective law, but as it stands, it is unlikely to represent an improvement in domestic slaughtering plants.

The substitute bill offered by Representative Sebelius at the markup in the House Subcommittee on Livestock and Grains is identical to

S. 3092 except for deletion of the advisory committee and certification of humane slaughter by a listing process. We do not object to these deletions. However, Mr. Bond very kindly gave us copies of his testimony, and we would object to repealing the prohibition on Federal Government purchase of meat that is not slaughtered humanely. We do not think that should be done.

It is important that the intent of the Federal Humane Slaughter Act to prevent infliction of suffering to animals in slaughterhouses be fully implemented. A clarifying amendment to insure that there is uniformity of enforcement from the time the animals are unloaded for slaughter until they are dead would be desirable. Regulations should be issued by the Secretary of Agriculture clearly stating requirements for humane handling of the animals as they pass through chutes to the slaughtering pens, as Ms. Forkan has just said and I am happy to reiterate.

To conclude, we strongly recommend that S. 3092 be amended to provide for withdrawal of inspection from a plant where inhumane slaughtering practices are permitted to continue. The inspector should be empowered to follow the same procedure he uses to keep sanitary standards at the necessary level to protect the public health. The American public expressed itself clearly at the time the Federal Humane Slaughter Act was signed into law by President Eisenhower. In signing the bill, the President said that if he went by his mail he would think the only thing the country was interested in was humane slaughter. The public wants humane slaughter of meat animals. It certainly does not want Congress merely to pass a law which allows for months or years of delay with the likelihood of no action at all when animals have been cruelly killed for profit. We need a simple, practical method of keeping slaughter humane. The provision for withdrawal of inspection if standards are not kept up is the incentive that is plainly called for. Mr. Chairman, I hope this distinguished committee will approve such a provision.

Senator DOLE. Senator Young?

Senator YOUNG. I don't have any questions.

Senator DOLE. I understand that is one problem area we need to address—and I have written a letter to Secretary Bergland this morning, asking for his assistance in drafting a provision that would allow suspension so that enforcement would be more effective. This is the one area still in some controversy, and I wonder if you feel very strongly about it.

Ms. STEVENS. Yes, we feel the idea of the bill has been well stated, but we feel that the enforcement will not take care of what needs to be done. In other words, there will be tremendous delays and perhaps nothing will happen, and therefore plants simply won't get in compliance. Or they might even start. When a new strong bill comes in, those who are regulated sometimes start doing right, but unless there is effective enforcement they just relax. We don't want that to happen.

Also, there are horrible things that happen. For example, with cruel employees who use perfectly good humane slaughtering equipment, for example, to shoot out animals' eyes before they finally stun them because of a sadistic motivation, or using electric tongs on the wrong part of a pig to give it a hideous shock, not to stun it as when placed directly. Therefore, you need a system to stop that right then and there

when the inspector is in the plant rather than having to go through a long court procedure.

Ms. FORKAN. We have had reports from Federal meat inspectors that wish to remain anonymous that they have seen equipment used improperly. So we are very concerned that the Agriculture Department doesn't just stop with getting the right equipment. We want to make sure it is used correctly. We have had similar reports of animals not being stunned correctly and walking around up to their tummies in blood when they are supposed to be absolutely unconscious, and this is what we want to stop then and there. We do not want to go through litigation either, and we don't think the Government does, so we would rather stop it there.

We would like to see the inspectors given a good set of guidelines so that they are not afraid to use their power; that it isn't so discretionary that they are not quite sure how to handle it.

Senator DOLE. This legislation doesn't cover poultry. I understand that is a matter of some interest but it will probably take separate legislation.

Ms. STEVENS. We would love to see it cover poultry, but if we hope to see the bill enacted this year we feel we should limit it.

Ms. FORKAN. We can provide information. Our staff has investigated poultry slaughter and there are some real problems.

Senator DOLE. I don't know how they do it with poultry.

Ms. STEVENS. There is a lot of electrical stunning, but the handling of poultry, again, is often on an individual basis and is not good, and that should be covered.

Senator DOLE. Are there any other areas that you take issue with in the testimony of Mr. Butler? Have you had a chance to read his testimony?

Ms. STEVENS. We didn't get a copy of it.

Ms. FORKAN. I would want to reiterate we also support the import requirement. I didn't really say that. It is in my testimony. It doesn't make any sense to say you have to bring wholesome meat in but somewhere in that dividing line we can't bring humanely slaughtered meat in.

Senator DOLE. Senator Young raised that question. It should be the same—

Ms. STEVENS. Absolutely.

Ms. FORKAN. Yes.

Senator DOLE [continuing]. Whether or not it would be a trade barrier. This bill isn't intended to be a meat import restriction act, but there should be compliance, it seems to me, whether in Australia or wherever.

Ms. STEVENS. It is certainly no more of a trade barrier to have humanely slaughtered meat than it is to have sanitarily slaughtered meat. Those are two requirements of the American public that they have made it clear they desire. So I think your comment was very correct, Senator Young.

Senator YOUNG. I think the requirement should be the same on any meat the public consumes whether it is slaughtered in a foreign country or at our plants in the United States.

Senator DOLE. Is there a good deal of evidence on domestic slaughtering? We have heard that in 89 percent of federally inspected plants

there is humane slaughtering of the animal. Is that pretty much in agreement with your figures?

Ms. FORKAN. I would say that humane methods are used in the majority of the plants.

Senator DOLE. Then they are used.

Ms. FORKAN. We do agree that probably in the larger plants it is in use. We were told that 200 or 300 plants would probably have to install some equipment, but that is very sketchy information because of the States having their own laws. In addition we got a lot of records from USDA that were not very useful, I might say. We tried to find out how many plants were currently slaughtering inhumanely and how many were in compliance. We got a printout from USDA that gave us a bit of information, and then 6 months later, we got a second list that contradicted the first one, so we were never able to really determine, from USDA records, how many plants we were talking about. That was one of the first things we tried to learn, and we have not had much luck really pinning that down. We do know from people who have spent some time in slaughter plants that there are some smaller plants that really will have to get some equipment in and get themselves in line with this, not the majority.

Senator DOLE. I think from what we can determine from the USDA, there will be no great additional cost. In some cases plants can use the equipment they have, and maybe in a few cases they will have to buy some equipment.

Ms. STEVENS. I think it has been very well proved that humane slaughter in the long run saves money for the packing plants. So whether there is a small expense initially does not count in the total economic picture. As you know, I am a veteran of that first war for humane slaughter when many packers were afraid that it was going to cost them money. But they later found that it indeed saved them money and also labor difficulties. There wasn't so much turnover in the killing part of the plant, and they didn't have to lose money from cutting out bruised meat parts, and they didn't have dark cutters, and a whole series of matters that have been improved from the economic standpoint by having humane slaughter and treating the animals decently. So I think it is all to the economic good as well as to the moral good, which is, of course, the reason we are here.

Ms. FORKAN. We have figures which show there are millions of dollars of loss in bruised meat as a result of improper handling of animals. We can make those figures available to the committee if you would like.* Just taking more care with the handling of the animals will in the long run save packers money. We know one individual who is designing humane methods to run cattle through chutes and special gates, and has been able to get those things installed strictly from the economics aside from the humane aspects.

Senator DOLE. As you noted in the USDA's testimony, there are a couple of States that might not be able to meet the deadline. We will have to take care of that so we won't shut down any State's system just because of a timing requirement beyond their control. That is not the intent of this legislation.

Ms. FORKAN. In fact, we have included suggested language to make sure that States are supposed to comply.

*See p. 20 for excerpt from "Livestock Safety Is a \$61,000,000 Word."

Senator DOLE. Is there anything else you would like to add?

Ms. STEVENS. Since Ms. Forkan just mentioned the designing of plants, perhaps the committee would like to have this statement of Temple Grandin just for its use since that would be very valuable.

Senator DOLE. This is from a slaughterer?

Ms. STEVENS. She is an expert in this. She designs plants. She has spent a great deal of time standing watching how the animals progress through the chutes, and has demonstrated that if you have a rounded bend instead of a sharp angle, you cut down on an awful lot of bruises. So I think it is something that is worth the committee's time.

Ms. FORKAN. There are some plants which use knocking boxes where the animals come in to be stunned in groups of two or more. And sometimes it ends up with the animals walking on each other, and it is very bad, so it has been recommended by us and by experts such as Temple Grandin that in the boxes where the animals are stunned, there should be only one at a time.

We have a veterinarian on our staff, Dr. Michael Fox. I will leave this short item by him for the record. He is very concerned about sick and injured animals being transported to slaughter, and sometimes when they arrive at the slaughterhouses, they are not really tended to, and there have been cases where they would spend the weekend with broken legs. That does concern us a great deal. Those animals should be taken care of.

Senator DOLE. I would ask that the statement of Temple Grandin be made a part of the record, along with the statement of Michael Fox.* Thank you very much.

Senator DOLE. Dewey Bond, I think you are the last witness. He is the director, Government relations, American Meat Institute.

STATEMENT OF A. DEWEY BOND, VICE PRESIDENT, AMERICAN MEAT INSTITUTE

Mr. BOND. Mr. Chairman, we would agree with Ms. Stevens about the fact that humane slaughter is of economic value to our members. We think that there are savings to our people if they do use humane slaughter methods.

I will begin in the middle of my statement.**

The institute also supported a similar House bill, H.R. 1464, which has since been modified to closely conform to the Dole bill. We believe that S. 3092 is preferable for two reasons. First, we think the Dole bill's utilization of the existing penalty provisions, fines and/or imprisonment, is more appropriate than the original House bill's requirement for condemnation and destruction of meat not in compliance. It seems unwise, especially today with soaring meat prices, to remove this otherwise wholesome and acceptable food from the marketplace.

Second, we feel the longer time period allowed for slaughterers to prepare for the new requirement is more reasonable than that in the original House bill. Compliance entails more than just purchasing a captive bolt gun to stun animals. Hog slaughterers must redesign their present layout and buy additional equipment such as bleeding tables. The 18-month interim period will be most helpful.

*See p. 30 for the statement of Temple Grandin and p. 32 for the statement of Michael Fox.

**See p. 32 for the prepared statement of Mr. Bond.

We also support repeal of the following provisions in the 1958 statute: Ms. Stevens made reference to No. 1. (1) The requirement that suppliers to the Federal Government make a statement of eligibility to supply livestock products to the Government; (2) creation of an advisory committee; (3) the requirement that carcasses of humanely slaughtered animals be marked for identification; and (4) the prohibition on Federal Government purchase of meat not slaughtered humanely.

Thank you for the opportunity to present these brief comments.

Senator DOLE. It was No. 4 that I think she was concerned about.

Mr. BOND. Well, OK. No. 4, there wouldn't be any meat produced that wasn't slaughtered humanely if this bill passed. All meat would be produced under humane slaughtering methods, so we wouldn't need that section.

Senator DOLE. It might be fortified if we had the suspension provision in there, but it is a matter we will check on.

Mr. BOND. Yes; OK.

Now, I think you understand I don't think we need this in the law if all meat is slaughtered and produced humanely. You don't need the provision.

Senator DOLE. I think it is the case where it may not be slaughtered humanely.

Mr. BOND. There wouldn't be any such meat produced in our country because it is all going to be produced humanely.

Senator DOLE. If that is a fact.

Mr. BOND. It would be. This is the law.

Senator DOLE. I know it is the law, but it is not always foolproof.

Mr. BOND. Well, we hope this is foolproof. I don't see how there would be any meat produced inhumanely. That is the intent of the law.

Senator DOLE. Right.

Mr. BOND. Now, on the top of page 2, I just want to point out, it says:

... slaughtering of livestock, the Secretary shall cause to be made, by inspectors appointed for that purpose, an examination and inspection of the method by which cattle, sheep, swine, goats, horses, mules, and other equines are slaughtered and handled in connection with slaughter in the slaughtering establishments inspected under this Act.

I do think the explanation of the staff is helpful, but we want to be assured that there isn't going to be another layer of inspectors who are just humane slaughter inspectors. Federal meat inspectors are going to do this job? OK.

You asked a question earlier. There are only 196 Federal plants which are not currently slaughtering animals humanely, so this effect would be only 196 Federal plants that would have to change over, and I don't think the effect on the federally inspected industry is going to be too great.

Senator DOLE. But it is the recommendation of your organization that it be done humanely?

Mr. BOND. Yes, sir.

Senator DOLE. So you support the thrust of the bill?

Mr. BOND. I certainly do. There are some small savings involved as to the Federal Government. Currently the Federal Government publishes in the Federal Register a list of plants which are slaughtering

humanely. It takes time to compile the list. If all plants were slaughtering humanely, there would be no need for this compilation of plants, so there is some savings involved, minor as it might be. There would be less paperwork if the law passed. In addition, many of our members felt that humane slaughter was the law of the land. They wondered why this is coming up again. So most of our people have felt for many years that there was a humane slaughter policy. If we are just covering a few that aren't involved, we do support legislation.

Senator DOLE. Senator Young, do you have any questions?

Senator YOUNG. Would you describe how you slaughter humanely? What are the requirements and, just how do you go about it?

Mr. BOND. In cattle, the principal method now is a stunner, and the stunner is placed by the employee near the temple of the animal, and this captive bolt goes out and hits the temple and stuns the animal and it falls down. It is then shackled and then its throat is cut.

In hogs, when the original bill was passed, carbon dioxide was the method used. The hogs were moved into a chamber which had carbon dioxide, and this stunned them, so to speak, and then the animals were slaughtered.

Now, the principal method is an electric prong, which is put on their temples, and there is a trigger that charges it, and the hogs are stunned in this way.

Senator YOUNG. Does it always work? Is there some problem with the mechanism not working? I used to do butchering, and one time I was going to kill a hog and I put my rifle over the fence and aimed at the hog. I missed his head and hit him in the cheek and didn't hurt him any.

Mr. BOND. These methods are much surer than the farmer using a sledgehammer kind of thing. These are more reliable than those methods. I think they are pretty certain of doing the job.

Senator YOUNG. That is a great improvement over years ago.

Mr. BOND. Yes, sir, definitely.

Senator DOLE. I wonder why the 197 plants haven't just done it on their own. Is it because of the cost of the equipment? Is it that expensive?

Mr. BOND. There is some cost, particularly with the hogs, of reconstruction of chutes and so forth, and some of them have been a little tardy in doing this because of the capital involved. One of our board members, in fact, is not slaughtering humanely but he recognizes the time has come and he is willing to go along with the legislation. So it is lethargy on the part of some people. They are not involved in selling to the Federal Government. If they were selling any meat to the Federal Government, they would have to be in compliance with the humane slaughtering laws.

These are smaller packers who are not selling meat to the Federal Government so there hasn't been any compulsion for them to be in compliance. The comment has been made that there haven't been any prosecutions. True, there haven't been any prosecutions, but because of the policy of buying meat only from humanely slaughtered animals, those people who want the business from the Government have been forced into compliance, and most people are complying.

Senator DOLE. I thank you very much.

Is there anyone else who wanted to either file a statement or make any comments?

If not, the hearing is completed on the bill.

Senator Young, do you have anything else?

Senator YOUNG. No.

Senator DOLE. We have a couple of little things we have to take care of. Thank you very much.

We will have a period of 5 days for statements.

The subcommittee stands adjourned.

[Whereupon, at 10:45 a.m., the subcommittee adjourned, subject to call of the Chair.]

It is a very common mistake to suppose that the
only way to get a good result is to use a large
quantity of material. In fact, the best results are
usually obtained by using a small quantity of
material, and by using it in a judicious manner.
The quantity of material used should be determined
by the nature of the work, and by the skill of the
operator. It is also important to use the material
in a judicious manner, and to avoid waste.
The following are some of the principles which
should be followed in the use of material:

APPENDIX

STATEMENT OF PATRICIA FORKAN, DIRECTOR OF LEGISLATIVE ACTIVITIES, THE HUMANE SOCIETY OF THE UNITED STATES

I am Patricia Forkan, Director of Legislative Activities for The Humane Society of the United States, a national non-profit organization dedicated to the relief of fear, pain and suffering of all animals, and to the concept of respect for all life. We are, with regard to staff, program and constituents, the largest animal welfare organization in the country.

I am appearing here today on behalf of our 70,000 HSUS constituents to voice support for your Bill, S. 3092, which will expand the coverage of the Humane Slaughter Act. Our members have committed our organization to work for the adoption and enforcement of legislation that will insure that meat that is purchased in this country comes from animals that have been slaughtered humanely. I would like to submit for the record a resolution which was overwhelmingly passed by The HSUS members at our Annual Conference in 1977 which speaks of their concern about humane slaughter practices.

We are all greatly troubled about this problem, not only because of the severity of suffering in slaughterhouses, but also because of the numbers of animals involved. In 1976 alone, 38,991,000 cattle, 4,437,000 calves, 70,457,000 swine and 6,474,000 sheep were slaughtered in plants under federal inspection. In terms of potential animal hours of pain and torment, these figures are massive.

Since this Committee already has a copy of our testimony on H.R. 1464 given before the Livestock and Grains Subcommittee of the House Committee on Agriculture, I will not take time today to reiterate that information. Instead, I would like to focus on some clarifying points for S. 3092.

We believe that S. 3092 will satisfy the concerns of our members if some modifications can be made. One such change would be to expand the tools of enforcement to include withdrawal of inspection when a violation occurs. It makes no sense to us to have only the presently proposed criminal provisions available which would allow cruel actions to continue for a year or more until a penalty was imposed. If the inspector were empowered to act immediately to correct a problem within a plant that would be a more satisfactory procedure. He should be able to withhold inspection until compliance occurs.

We envision the withdrawal of inspection to include a whole range of possible actions. For example, the inspector could refuse inspection until the stunning equipment was in proper working order, or he might refuse inspection of a particular carcass, or he might cause the removal of certain personnel if they were abusing or causing injury to the animals. Of course, more than a short stoppage would occur if the plant had not installed humane methods of slaughter at all. We would expect and want the U.S. Department of Agriculture to promulgate regulations which would provide guidelines for appropriate action.

The 1958 Act specifically covers not only slaughter, but also handling in connection with slaughter. We recommend that this subcommittee consider adding language either to the bill itself or to the committee report making it clear what the law requires regarding humane methods in the handling of livestock prior to slaughter.

We have prepared suggested language for your information including a requirement that the Secretary issue regulations outlining guidelines for the enforcement of humane handling from the time of offloading at the slaughtering establishment to the point of slaughter.

PROPOSED LANGUAGE

Section 2 of the Act of August 27, 1958, 72 Stat. 862 (7 U.S.C. Sections 1901 *et seq.*), is amended—

- (1) by inserting "(a)" immediately before the first sentence;
- (2) by inserting "(b)" immediately before the second sentence, which sentence shall begin a new subsection;
- (3) by deleting the words "and handling" in the clause of the second sentence prior to the colon;
- (4) by redesignating paragraphs (a) and (b) after the colon as paragraphs (1) and (2); and
- (5) by adding the following new subsection at the end thereof:

"(c) (1) The term 'handling in connection with slaughter' or any phrase employing different grammatical forms of the same words, means any and all handling and treatment of cattle, calves, horses, mules, sheep, swine, goats and other livestock which occurs between the time such animals are unloaded from the vehicle transporting them to the slaughtering establishment to the moment such animals are rendered unconscious or insensitive to pain, pursuant to subsection (b) of this section. (2) The term 'humane', in the context of handling in connection with slaughter, means those methods or manner of handling and treatment which involve the least possible degree of pain, injury, and stress to the livestock involved."

and

Section 4 (b) of the Act of August 27, 1958, (7 U.S.C. section 1904(b)), is further amended—

(1) by striking out the period at the end of the first sentence and substituting a comma thereafter; and

(2) by adding the following new clause after the inserted comma: "*Provided, however,* that the Secretary shall promulgate regulations under the Humane Methods of Slaughter Act of 1978 within one year after the enactment of such Act."

Finally with regard to state plants, we believe that the language contained in S. 3092 may not be sufficiently clear. To insure the compliance of state plants with humane standards, we recommend that Section 301 of the Federal Meat Inspection Act (21 U.S.C. § 661) be amended as follows:

(1) by redesignating subsection (d) as subsection (e); and

(2) by inserting the following as the new subsection (d): "This section shall apply with full force and effect to the humane requirements for slaughter and handling in connection with slaughter set forth in section 603(b) of this title. The Secretary shall begin designating states which have not met the requirements of section 603(b) of this title, pursuant to the authority of subsection (c) of this section, within thirty-six months after the enactment of the Humane Methods of Slaughter Act of 1978."

We completely support the provisions of S. 3092 guaranteeing that meat imported into the United States will also be humanely slaughtered. Most nations presently certified to export meat into the United States already employ humane stunning methods.

Mr. Chairman, this nation has had a humane slaughter law for twenty years. The vast majority of plants in this country have already adopted humane stunning methods, but many plants, especially the smaller and intrastate, have not. Moreover, we have heard many reports of methods being improperly used and cases of individual animals being abused in slaughterhouses.

The benefits to be derived from enactment of S. 3092 with a strengthened enforcement provision will be great in terms of the reduction of animal suffering. It is important, that swift yet fair penalties be incorporated into the law to be effective. An additional benefit from its passage is that the costs to the federal government will be slight, since the appropriate federal workers are already in the slaughterhouses.

Thank you for considering our requests for additional clarification and enforcement measures. It is of utmost importance to many Americans that a new and more effective federal humane slaughter law be enacted as soon as possible.

HUMANE SLAUGHTER RESOLUTION ADOPTED BY THE ANNUAL CONFERENCE OF THE HSUS IN OCTOBER 1977

Whereas, existing Federal and State humane slaughter laws have not resulted in the exclusive use of humane slaughter methods; and

Whereas, enforcement of existing laws has been sporadic and in some cases nonexistent; and

Whereas, existing Federal law requires humane slaughter practices be used only by those slaughter houses selling to the Federal Government; and

Whereas, proposed Federal legislation would require expansion of humane slaughter practices to all slaughter houses presently covered by the Federal Meat Inspection Act as well as all imported meat and meat products, therefore be it

Resolved, That the Humane Society of the United States work vigorously for the enactment and enforcement of this legislation.

EXCERPT FROM "LIVESTOCK SAFETY IS A \$61,000,000 WORD" ISSUED BY LIVESTOCK
CONSERVATION, INC., OAK BROOK, ILL.

LIVESTOCK



IS A \$61,000,000 WORD

*When applied to tangible losses that occur during the care and handling of livestock from birth to slaughter.

LIVESTOCK CONSERVATION, INC.

HOW MUCH TIME — can you afford to spend to save \$100?

That's about what the livestock and meat industry would be saving in bruise and transit losses, if each

100 head of fed cattle

200 head of hogs

were properly handled during marketing, according to results obtained in our most recent study.

LCI's latest estimates indicate a potential annual saving from bruise and transit deaths and cripples of

\$46,000,000 bruise damage;

\$15,000,000 transit losses.

Add to that excessive shrink and marketing-induced disease problems and this total could well be double the \$61 million figure.

Recovering this multimillion dollar waste hinges on

Marketing of sound, healthy animals.

Employing skilled, considerate personnel.

Maintaining a compatible environment.

Skimping on any one of these safeguards will contribute to this tremendous loss of livestock value.

These losses are not restricted to any segment of the industry.

It is not always possible to allocate a specific loss to a particular individual.

NEVERTHELESS you don't destroy \$61 million of livestock value without someone having to pay for it —

GROWER

MARKETER

FINISHER

PROCESSOR

TRANSPORTER

DISTRIBUTOR

CONSUMER

**ALL SUFFER AT ONE TIME
OR ANOTHER**

WHAT IS A BRUISE?

A bruise results from a hemorrhaging blood vessel.

In the case of cattle, this most often is caused by a hard bump against a sharp corner or edge, such as a fence corner, barn door, truck tailgate or other common projections found around livestock facilities.

For hogs, the unwise use of persuaders (clubs, canes, boards, stones, pitchforks, wire, kicking — to name a few common ones), piling and crowding, slipping and similar incidents. Hogs seldom bruise themselves by impact.

Meat inspection regulations require that any tissue showing presence of an excess of blood must be trimmed away and not used for human food.

Most bruises are man-made, since few animals under normal circumstances will deliberately injure themselves.

Bruises may occur at any time, as long as there is sufficient blood pressure to force blood into the tissues

REGARDLESS OF THE STATE OF CONSCIOUSNESS.

The extent of the damage (trimmed area) is determined by the

Force of the impact.

Area of the offending surface.

Interval of time from injury to slaughter.

BEEF-BRUISE FACTS

Beef-bruise damage of an estimated \$22,000,000 annually comes from

Carcass devaluation \$14,000,000.

Trimming loss \$8,000,000.

This means that

2,000,000 steer and heifer beef carcasses were trimmed, devalued and merchandised at distress prices that average \$9 for each badly bruised side of beef.

More than half of this loss occurs in the hip area (loin damage) —

Loin area 54.1 per cent;

Rib area 8.4 per cent;

Shoulder area 15.5 per cent.

The remaining 22 per cent in the brisket, round and flank.

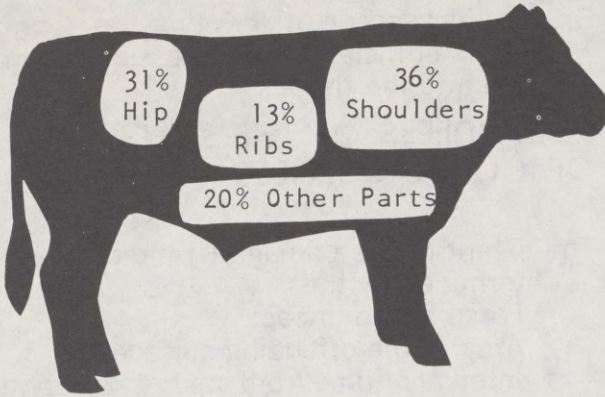
A study of the location of these bruises indicated that

31 per cent were in the hip area.

13 per cent on the ribs.

36 per cent on the shoulders.

20 per cent in the other parts.



BUMPS DO CAUSE BRUISES

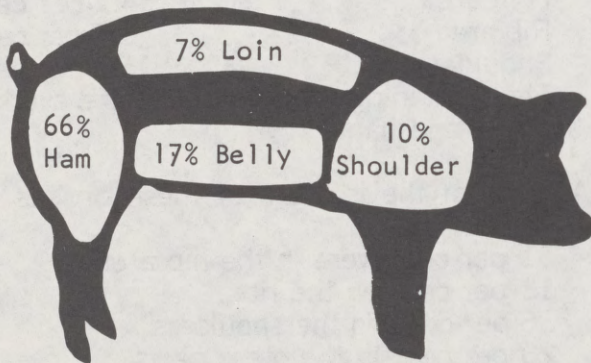
Big bumps — extensive bruises.
Small bumps — smaller bruises.

PORK-BRUISE FACTS

Most pork-bruise damage occurs in the ham
— 66 per cent —

Remainder occurs in

Loin and fatback	7 per cent;
Belly	17 per cent;
Shoulder	10 per cent.



Heavy blows from a kick, club or thrown rock may cause an internal bruise, particularly in the ham.

Another source of these deep bruises is undue strain on the hip joint from slipping while pushing and crowding or at the time of shackling during slaughter.

These conditions often are undetected on the cutting table or even as they come out of the cure.

Good cooks object to this condition in their ham dinners and usually complain to the butcher. He in turn returns the product to the packer as a claim.

Discolored areas on the skin of a pork carcass, coming from misuse of persuaders — whips, wire, chains, wet or frozen slappers, clubs or similar weapons — may mean that the area must be skinned and often trimmed.

If this trim is severe, downgrading and substantial discounts take place.

Pork-bruise losses, including trimming and downgrading, were estimated at \$22,000,000 in our latest survey involving an estimated 3,000,000 damaged pork carcasses.

LAMB-BRUISE FACTS

The cushion of wool on lambs makes it more difficult to bruise the carcass.

The most common source of damage comes from using the wool or hind leg for a handle in loading or unloading.

Another major source comes from sharp pointed sorting poles that pierce the wool covering and produce a spot bruise.

TRANSIT LOSSES

Most transit losses from crippling and premature death during transportation and marketing are related to —

Animals in poor condition at time of loading.

Overcrowding in the vehicle.

Insecure footing from improper bedding or no bedding on floors that require it.

Mixing of widely divergent weights, different species, animals not having been raised or fed together, "slow" or cripples at time of loading, bulls or "bossy" cows.

Failure to adjust ventilation and number of animals in the load to the prevailing weather conditions or size and weight of the animals.

Improper use of persuaders.

Animal losses can start during sorting and loading and continue until they are adjusted to their new environment or until the carcasses are safely in the cooler.

FEEDER CATTLE LOSSES

While bruising, as such, is not a major problem in the transportation and marketing, most of the same precautions suggested for slaughter cattle apply to such shipments.

A more complete program for feeder cattle is offered in LCI's leaflet

Stop Feeder Cattle Losses.

HEALTH PROBLEMS

Prolonged periods of transportation and marketing can be expected to aggravate any bruise problems present and certain diseases including

- Pneumonia;
- Toxemia;
- Septicemia;
- Icterus in hogs;
- Arthritis.

Healthy, rested animals at the start of a marketing journey will reach their destination with a minimum of bruising, crippling and death and aggravated disease problems if

THEY ARE KEPT COMFORTABLE ALL THE WAY!

KNOW YOUR ANIMALS

Animals may not think, but their instincts make them do things that can pass for thinking.

Not only does each of the species have a set of instincts, but each individual also has a personality or temperament that determines how it can best be handled with a minimum of time, confusion and damage.

Working with these personalities can help determine their condition at the time of sale or when the carcasses reach the processors' coolers.

Some examples:

Plainer cattle (those grading Low Good and below) tend to show a higher rate of bruising than the Choice and Prime grades.

This largely is the result of the slower reaction on the part of the fatter animals (less bumping) and having more fat as a cushion as well as less likelihood of exposing muscle during trimming resulting in an inevitable bruise discount.

The higher proportion of pork-bruise loss in the ham area reflects the slow-moving habits of swine. Impatience encourages the overuse of persuaders as well as kicking, rock-throwing, etc.

Lambs have the "flocking" or bunching instinct, particularly in the case of "westerns." This makes it difficult to get a single lamb to make a move that is not shared by the entire flock.

Using wool or the hind leg of a lamb for a handle is a major source of bruise damage.

Time used in getting better acquainted with animals for which you are responsible is well spent.

It permits them to figure out what you want them to do or where you want them to go.

Judicious use of persuaders means

Nonuse if animals are moving readily toward the desired destination.

Keeping your feet on the ground not on the rear or soft underbelly.

When animals hesitate to move ahead, their instinct warns them (usually the "leader") that danger may lie ahead.

Take time to locate the trouble and correct it.

If this occurs frequently on a regular drive, management should be notified promptly. It doesn't take many bruises to pay the amortization cost of correcting the situation.

Gates are a major hazard —

Keep them fully open when animals are moving through them.

Keep them securely fastened to the fence line when they are open.

Gates should be opened with ends pointing in the direction the animals are moving.

Keep the animals in single file, if at all possible, when it is necessary for them to move through a narrow opening such as a barn door, truck gate or past a "suspicious" spot in the alley.

Note: These "suspicious" spots can be anything from a piece of white paper to a permanent manhole cover or sewer grating. Animals, particularly cattle, will not cross such spots unless forced to do so by animals behind them or by the driver.

When entering a pen to move cattle from it, enter on the inside of the "circle" in which you expect them to leave the pen. This will keep them from crowding the inside gatepost and will greatly reduce the possibility of a severe hip injury (loin bruise).

Use partitions to separate "strangers," particularly during their truck ride, such as —

Species in mixed loads.

Animals from different owners or different lots on the same farm.

Bulls, bossy and horned cows.

Larger animals of the same species — sows and/or boars from butchers; cows from calves.

STATEMENT OF TEMPLE GRANDIN, GRANDIN LIVESTOCK HANDLING SYSTEMS,
TEMPE, ARIZ., BEFORE THE HOUSE AGRICULTURE COMMITTEE, APRIL 24, 1978

My name is Temple Grandin, Grandin Livestock Handling Systems, Tempe, Arizona. I am a designer of slaughtering and livestock handling facilities for meat packing plants, feedlots, ranches, and auctions. I have served as a consultant on livestock handling and slaughtering equipment for packing plants throughout the United States. I am chairman of the Livestock Handling & Services Committee for Livestock Conservation and I have written papers on livestock handling and slaughter equipment design for the American Society of Animal Science and the American Society of Agricultural Engineers. My publications on animal handling have appeared in livestock magazines throughout the U.S. and in foreign countries.

I am testifying today in favor of H.R. 1464 to amend the Federal Meat Inspection Act for the purpose of requiring that meat inspected and approved under such act be produced from livestock slaughtered in accordance with humane methods.

The use of the proper equipment is essential for humane slaughter. It is also of the utmost importance that this equipment is operated correctly. I have seen some people do some terrible things to animals in Federally inspected plants. One day I walked around the corner of a plant and caught a person in the act of ramming an electric prod 12 inches down a steer's throat, because the animal refused to enter the stunning pen. The animal was lying on the floor of the leadup chute and the man just kept shoving the prod deeper down its throat.

In order to prove that the humane way is the profitable and economical way I worked as the stunner operator in this plant for six, ten-hour shifts. The employees were amazed that I could get the animals into the chute much faster by treating them gently. At the end of the week I had reduced their bruise losses, and down time losses by about 50 percent.

At another large Federally inspected plant the stunner operator took a sadistic delight in shooting both the animal's eyes out with the stunner before he killed it. He thought it was funny and he would jump up and down and laugh. Several other employees were shocked by his behavior and wanted to have him removed. I have also seen people poke an electric prod up into an animal's rectum and I have seen hogs beaten and kicked.

I have also witnessed Federally inspected plants which did not use approved slaughter methods. In one plant calves were shackled and hoisted live and their throats were cut without stunning. These calves were being processed for the NON Kosher trade. In State inspected plants the shackling and hoisting of live pigs is a common occurrence. One of these plants was located in a state which has its own humane slaughter law.

Humane slaughter should include the entire process from when the animal gets off the truck in the packer's yards until it is dead. The humane way is the profitable and economical way. Bruises caused by rough handling are costing the beef industry 45 dollars to 49 dollars per 100 head of cattle slaughtered. These figures are from a January-February 1978 survey conducted by Livestock Conservation Institute. Bruised meat has to be trimmed off and sent to rendering. It can not be used for human food. One rough handler in the yards or a careless stunner operator who slams the stunning pen door on the backs of cattle can cost a packer hundreds of dollars each day. Rough treatment and kicking hogs can destroy the hams. 66 percent of all hog bruises occur in the hams.

I have seen stunner operators turn live cattle loose in the plant just for fun. In one instance a terrified animal ran around the plant, and wrecked over \$1000 worth of equipment, and employees were injured. Loose animals in the plant create a highly dangerous situation for the employees. I could go on and on with examples of people being deliberately cruel to livestock.

Another big problem in many plants is poorly designed equipment. Improperly designed chutes make it difficult to persuade the animals to enter the stunning area and the employees will often react by getting angry at the animals. In some large beef plants two or three steers are placed in a single stunning pen compartment. After the first animal is shot with the stunner the others will step on it. The trampling causes severe bruising and the two animals which are still alive will sometimes panic. At one plant replacement of this old style stunning pen with a modern restrainer system made it more humane for the cattle and safer for the employees. With the old stunning pen the plant had a record of one or two serious accidents to the shacklers such as broken arms every year. The

new system practically eliminated the accidents, and it paid for itself in a little over a year by reducing bruising.

The humane slaughter of livestock requires the use of the proper equipment by skilled conscientious operators. In order to insure that the live animals are handled in a humane manner the Federal Meat Inspectors should inspect the slaughtering operation and the handling of livestock in the corrals daily. Inspectors should report abuses and offending plants should be punished. This could be accomplished without any additional personnel!

Improper stunning can often be detected by the inspector at the head rail, when he examines the heads for signs of disease. When cruel animal slaughtering practices occur in a plant the inspector usually knows about it. He just needs to have the authority to stop it.

I would now like to discuss Kosher slaughter. The shackling and hoisting of large heavy steers is a common occurrence in Kosher plants. Much of the Kosher beef is now produced in large high speed plants which are located in the midwest. In one of these plants up to five live steers would be shackled at once and sometimes they hung for five to ten minutes bellowing and kicking before being slaughtered. The frantic bellows of the animals could even be heard in the office and from the parking lot. Shackling and hoisting is a common practice in mid-western Kosher plants.

I am not condemning shehita. I am directing my comments to the preslaughter handling of large heavy cattle. The practice of shackling and hoisting should be eliminated. There is already a restraining chute available for the plants which handle under 50 head per hour and I have developed a new restraining chute for Kosher slaughter which could handle up to 100 head per hour. This new chute is an improvement over existing restraining chute technology for humane preslaughter handling for Kosher slaughter. The technology is now available for humane preslaughter handling for Kosher slaughter and it should be used.

I have discussed the problem of shackling and hoisting of large beef animals with rabbis and shochets who work in the Kosher plants. They were most receptive to the development of a better method of restraining large cattle. One shochet stated shackling and hoisting was cruel. Another problem with shackling and hoisting is the extreme safety hazard to the shochet and the plant employees. In one plant the employees had to wear football helmets to prevent themselves from being kicked in the head by cattle. After the animal is hoisted on the shackle a pincer is placed in its nose and the nose is jerked when an air cylinder attached to a pulley stretches the animal's neck.

Kindness and humaneness to animals is referred to in both the Bible and the Talmud. The Talmud contains specific instructions concerning the throat cut to insure that the throat cut is painless. Even though the actual slaughter itself causes little or no pain, the preslaughter handling of large beef cattle by shackling and hoisting is very painful.

The Babylonian Talmud contains a direct reference to the importance of kindness to animals both during and prior to slaughter. Below is a quote from the Talmud. "A calf was being taken to slaughter, when it broke away, hid his head under rabbi's skirts, and lowed (in terror). The rabbi said, 'for this thou was created'. Thereupon they said (in Heaven) 'Since he has no pity, let us bring suffering to him.'" It was decreed in Heaven that the rabbi had no compassion and he was punished.

The rabbinical scholar Epstein who edited the English translation of the Babylonian Talmud notes, "Great importance is attached to the humane treatment of animals, so much so that it is declared to be as fundamental as human righteousness." For more information on Kosher slaughter an article I wrote entitled "Kosher Beef Kill" which appeared in Meat Industry Magazines has been included in the record.

Requiring plants which slaughter Kosher beef to use a restraining chute for large steers will insure that Kosher beef is produced in accordance with the principles of kindness and humaneness which are specified in the Bible and Talmud. Kosher plants which slaughter heavy cattle could convert to restraining chutes within two years since the technology is available. In most instances the restrainers would pay for themselves quickly by reducing labor requirements and reducing accidents. Plants handling calves and sheep could convert from shackling and hoisting when restraining equipment becomes available. Improvement in the preslaughter handling of large cattle in Kosher plants will insure that the beef obtained from these animals is really Kosher.

I also support the provision in the bill to amend Sec. 3 Section 20(q) of the Federal Meat Inspection Act (21 U.S.C. 620) to require foreign meat which is imported into the United States to be slaughtered by humane methods.

In conclusion I would like to state that the humane treatment of animals is a moral necessity. This fact was vividly shown when a blind friend of mine visited a meat packing plant. She touched the animals as they walked up the ramp to die and stated, "We through respect for these animals can come to respect our fellow man as well."

STATEMENT OF MICHAEL W. FOX, D. SC., PH. D., B. VET. MED., M.R.C.V.S., DIRECTOR,
INSTITUTE FOR THE STUDY OF ANIMAL PROBLEMS

There is a strong economic imperative to improving the humaneness of livestock handling and slaughter. An estimated \$46 million per year is lost to the beef industry alone from injuries, deaths and downgrading and loss of carcasses from bruising associated with transportation and pre-slaughter handling.

Injuries and loss of carcass quality ("dark cutter beef" and "slimy" pork) due to rough handling and excessive use of electrical prods or hot shots can be minimized. Optimal design of ramps, chutes and holding pens, careful off-loading procedures and humane handling at the packing plant prior to slaughter can greatly reduce economic losses to the industry and also reduce animal suffering. Handlers should be inspected, instructed and supervised regularly, since humane equipment in insensitive hands will not guarantee animal welfare. Where knocking boxes are used, no more than one animal should be confined; where two animals are boxed together, pre-slaughter injuries are more prevalent.

Special consideration should be given to more animals that are sick or injured prior to transportation for slaughter. A veterinary certificate stating that the animal is well enough to be transported should be given prior to receipt of the animal at the slaughterhouse. Only too often, animals with severe injuries such as broken legs and backs, are transported without any supportive first aid. Provisions should be made for such animals to be either heavily sedated with an analgesic-tranquillizer prior to transportation, or to be humanely destroyed on the farm prior to shipment to the rendering plant.

STATEMENT OF A. DEWEY BOND, VICE PRESIDENT, AMERICAN MEAT INSTITUTE

My name is Dewey Bond and I am vice president of the American Meat Institute, national trade association of the meat packing industry. Our membership includes about 350 meat packers and processors doing business in all 50 states.

I appreciate this opportunity to express our support for S. 3092, the Humane Methods of Slaughter Act of 1978. This legislation would extend the requirements of the present law, enacted in 1958, so that all meat packers operating under federal meat inspection would be required to use humane methods of slaughter.

The Institute also supported a similar House bill, H.R. 1464, which has since been modified to closely conform to the Dole bill. We believe that S. 3092 is preferable for two reasons. First, we think the Dole bill's utilization of the existing penalty provisions, fines and/or imprisonment, is more appropriate than the original House bill's requirement for condemnation and destruction of meat not in compliance. It seems unwise, especially today with soaring meat prices, to remove this otherwise wholesome and acceptable food from the marketplace.

Second, we feel the longer time period allowed for slaughterers to prepare for the new requirement is more reasonable than that in the original House bill. Compliance entails more than just purchasing a captive bolt gun to stun animals. Hog slaughterers must redesign their present lay-out and buy additional equipment such as bleeding tables. The 18-month interim period will be most helpful.

We also support repeal of the following provisions in the 1958 statute: (1) the requirement that suppliers to the federal government make a statement of eligibility to supply livestock products to the government; (2) creation of an advisory committee; (3) the requirement that carcasses of humanely-slaughtered animals be marked for identification; and, (4) the prohibition on federal government purchase of meat not slaughtered humanely.

Thank you for the opportunity to present these brief comments.

STATEMENT OF JANE RISK, DIRECTOR, EASTERN REGION,
ANIMAL PROTECTION INSTITUTE

Thank you for your kind invitation to submit comments on S. 3092, the Humane Methods of Slaughter Act of 1978. I regret that a scheduling conflict will prevent me from attending the hearing on this bill, but would appreciate it if you could include my statement in the hearing record.

The Animal Protection Institute, a national humane education organization with a membership numbering over 100,000, strongly supports the provisions of S. 3092, and we commend you for introducing this measure. Humane slaughter is an issue of vital concern to our members, and we are pleased to see Congress moving to apply humane slaughter standards to all meat inspected and approved under the Federal Meat Inspection Act of 1958.

While it is encouraging to note that many facilities not now required to do so already use stunning devices or carbon dioxide gas, we feel all must adhere to these standards in order to prevent the incredible suffering of food animals slaughtered by other means. As you know, humane slaughter methods have been proven to be more efficient and less expensive.

We are also in favor of the bill's provision which would require that imported meat be derived only from humanely slaughtered animals.

We note that the bill does not affect ritual slaughter for the kosher trade. We would hope, however, that pre-slaughter handling of kosher animals could be made more humane.

This bill would not be inflationary since inspections would be carried out by existing USDA personnel.

Thank you for the opportunity to express our views on this important legislation.

STATEMENT OF EMILY F. GLEOCKLER, EXECUTIVE SECRETARY, HUMANE INFORMATION SERVICES, INC., BEFORE THE HOUSE AGRICULTURE COMMITTEE, APRIL 25, 1978

Mr. Chairman and members of the Committee. My name is Emily F. Gleockler, and I am executive secretary of Humane Information Services, Inc., a national non-profit humane society headquartered in St. Petersburg, Florida. We appreciate the opportunity to testify in support of H.R. 1464. Humane Information Services has been the most active of all humane societies in explaining the need for and the terms of this bill and has received countless letters in support of it.

The founder and president of our society, Dr. Frederick L. Thomsen, because of his background in animal husbandry and as a former official of the United States Department of Agriculture, probably was as familiar as anyone in the country with the slaughter of livestock and with the nature and probable consequences of this bill. Of all problems facing the humane movement today, this was of most concern to him. Dr. Thomsen had looked forward to presenting his testimony at this hearing, but I very sadly report that he died of cancer just three weeks ago.

I also have had a close historical association with efforts to obtain humane slaughter. In 1960 I was one of a working group of three persons, including Dr. Thomsen, which obtained passage of a state humane slaughter law in Florida. At first we had great difficulty finding even one legislator willing to introduce the bill. When the bill eventually became law, it had passed both houses almost unanimously.

We had the endorsement of practically every state church and civic group and every humane society. The meat packers, who at first were opposed to the bill, eventually supported it fully. Cattlemen in the state—and cattle represent a big industry in Florida—actively supported the measure. So far as we were able to ascertain, every important group having an interest in that measure was in favor of it. Since then we understand that Florida's intra-state meat packers have found humane slaughter practices more efficient in labor utilization and resulting in lower costs. There is plenty of evidence that the same may be said now of this national humane slaughter bill.

Despite diligent search for opponents of the bill, for the purpose of having an opportunity to dissipate any misunderstanding which might exist regarding its terms, we have been unable to find any. So far as we know, there is not a single organization, business firm, meat-packing firm or farm organization opposed to the bill. But there are in this country many thousands of members of humane

societies and individuals who care about animals actively for the bill, and we believe we could obtain the endorsement of many church, civic and other groups. But not much has been done to promote the bill. Such activities seem so unnecessary, and we knew from talking with the secretary of this Committee that you have received plenty of mail in behalf of H.R. 1464 without such an effort.

In short, this act will benefit everybody and harm nobody, is approved by virtually everyone, and opposed by virtually no one, and then only because of ignorance or misunderstanding of its provisions. It is a good bill. It will not impose any significant financial burden on the government which enforces it, on the livestock industry, the meat-packing industry, or consumers.

This is not a bill designed to benefit some particular group at the expense of others. It is not a bill to increase the burdens of government by business. It is not a bill which will add to inflation by increasing costs and prices for consumers. It is not a bill which will affect any religious group.

It is a bill to do one thing, and one thing only: insure that the meat we eat in the United States is from animals that have been killed as nearly as possible without pain and suffering.

In 1958, the 85th Congress, in passing Public Law 85-765, established the use of humane methods of slaughter of livestock as a policy of the United States. We sincerely hope that the present 95th Congress will act in accordance with that policy established 20 years ago by passing H.R. 1464 into law.

The written testimony I have submitted includes additional information which may be helpful to the Committee.

TESTIMONY BY HUMANE INFORMATION SERVICES, INC., REGARDING H.R. 1464

Bill H.R. 1464 would make all packing plants now under federal inspection, or "equal-to" state inspection, subject to the humane slaughter act of 1958. This means that under the Brown bill practically all commercial meat packing plants in the United States would be required to use humane methods as defined in the 1958 law. And foreign plants exporting meat products to the United States, which also come under the meat inspection provisions, would be required to observe the same humane slaughtering provisions that apply to United States plants.

Under the present 1958 federal act only meat packing establishments owned by firms which sell meat to federal government agencies are affected. Any such packing firm must submit a statement that it is in compliance with the law, which means for all species (cattle, hogs, sheep) in all of its plants. But there is no convenient way for the purchasing agency to check up on that statement. The results of inspections are reported separately for different species. It would require a staff of purchasing agents with a computer to keep track of all these reports and determine, for any firm bidding on a meat contract, whether or not it is in compliance. So far as we have been able to determine, this is not done. The simple statement by the supplier is accepted at face value.

What would people think of crime enforcement that accepted a signed statement from a suspected criminal that he had not violated the law?

As a result, a veterinarian who is very well informed about administration of the federal law states: "We know of no charges of non-compliance having been made in the 18 years the law has been in effect."

Despite this non-enforcement, Humane Information Services believes that most interstate plants under federal inspection have instituted methods which comply at least technically with the act's requirements. A principal reason for this is that packers have found humane methods to be more efficient, and less given to injuries to personnel, than the old-fashioned inhumane methods which they formerly objected to giving up because of cost considerations. Many packers thought the new methods would put them at a cost disadvantage, until they were required by the law to use them. As soon as some of the plants that wanted to abide by the law tried the humane methods, and found them to be good business, many others fell into line. Probably about 95 percent of plants directly under federal inspection have come into line.

Many intrastate plants which fall under state-administered meat inspection, however, have not adopted humane methods unless a state humane slaughter law similar to the federal act has been passed by the state legislature. About half of the states have passed such laws. These will be unnecessary, however, when the Brown bill passes.

The Brown bill would extend the provisions of the federal law to all of the state plants which are inspected either by USDA inspectors, or by state inspec-

tion services "equal-to" and affiliated with the USDA service, which means practically all commercial plants.

The USDA personnel now charged with the task of inspecting the slaughtering methods have made a valiant effort to do a good job. But there are too many ways in which these efforts may be thwarted.

A plant may have a captive-bolt pistol on hand, and use it for stunning cattle when the inspector shows up. In between, however, they may prefer to go back to the old inhumane sledgehammer, not permitted, of course, under the 1958 act. We have observed such a case.

If the electrical method of stunning is used for hogs or sheep, the slaughtermen may be careful to place the device properly if the inspector is present, but get very careless at other times. Unless the electric current passes through the brain prior to going through the body, it can be as painful as the former method, still used in some plants, of shacking, hoisting and cutting the conscious animal. The worker does not care whether the current first passes through the brain; in either case the animal becomes immobile, equally easy to handle.

Likewise, the carbon dioxide tunnel used for hogs in some plants must be kept properly adjusted or the animals may never fully lose consciousness, or regain it before being hoisted and stuck. Who is to care if no inspector is around?

Under bill H.R. 1464 the inspection of slaughtering methods would be done by the USDA meat inspectors assigned to the plant, where they work daily.

The present federal humane slaughter act has no criminal penalties, and does not identify those who are not in compliance. The reports made by the slaughter inspectors identify only those who are in compliance. The only penalty for non-compliance is possible loss of the privilege of selling to a federal agency. But this is a theoretical matter, since, for reasons that have been explained, there is no feasible way the purchasing agency can check on compliance. Under H.R. 1464 the packer would be told of any violation immediately, and if the violation did not cease, the inspector would not pass the carcasses for human food. The packer stands to lose big money.

Thus, the Brown bill changes the penalty for violation of the act from a virtual slap on the wrist to a financial loss sufficient, if the violation continues, to close the plant. This is a big improvement.

If the plant hires a new worker to apply the electric tongs, without giving him adequate training and warnings, and the meat inspector discovers him using the device in a way that results in an inhumane death, he could condemn all of the carcasses coming from the line during the time the offending worker was doing the stunning. Of course, he would be very unlikely to do any such thing. The inspectors are not unreasonable. Probably he would give a stern warning to the plant management, which would take immediate steps to correct the deficiency. Under the present system, it might be a year before the deficiency was discovered and corrected.

Because existing personnel now continuously employed as meat inspectors in all of these plants would be utilized also for the inspection of slaughtering methods, H.R. 1464 would not appreciably increase the costs of enforcing the act. In short, it would provide something much better than what we now have, without significant additional expense to the government.

Our imported meat comes from about two dozen countries scattered throughout the world. The principal countries are Australia (mostly beef), New Zealand (lamb), South American (canned meat products), and Europe, mostly Denmark (canned hams).

Many of these plants producing for export are using what are claimed to be humane methods, but there are reasons to doubt that they would pass USDA requirements in many cases. One reason is that the latter encompass the ways in which the livestock is handled prior to slaughter as well as the actual method of causing the animal to be insensitive to pain (unconscious) before being shackled, hoisted and cut. In South America, particularly, this pre-slaughter handling in the past has been said to involve extreme stress and suffering. For example, the eyes of cattle may be punched out before the animals are unloaded from barges at the packing plant, to keep them from wandering after unloading.

Reports reaching humane societies in this country indicate that, possibly in anticipation of legislative action by the United States Congress and other countries such as represented by bills introduced in previous Congresses, many plants exporting meat products to the United States have overhauled their methods, which they now believe to meet humane requirements. If these reports are true, then the indicated plants and countries have nothing to fear from passage of H.R. 1464.

If the improved methods do not fully meet the United States requirements for humane slaughter, it would be a relatively simple matter for the affected plants to introduce the necessary changes. The principal objection to introducing humane methods in foreign plants has been that their use requires a somewhat higher type of laborer in the packing plants than the uneducated, low-paid workers that have been commonly used. That means that products produced by American packing house workers must compete against a lower grade of labor going into the imported products.

However, passage of H.R. 1464 almost certainly would result in compliance with the humane slaughter requirements by plants now exporting to the United States, and hence would not appreciably affect the supplies of foreign meat products reaching this country.

The Meat Inspection Service of the USDA maintains inspectors in foreign plants exporting meat products to the United States, who could additionally certify compliance with P.L. 85-765 without substantial additional expense.

Thus the bill would protect consumers, as does the Imported Meat Act and the Meat Inspection Act. Not all meat consumers are concerned with how the animals are slaughtered, just as not all are concerned over sanitary measures. But to very many compassionate people in the United States, the avoidance of unnecessary suffering by the animals is just as essential to their enjoyment of meat consumption as the knowledge that the meat has been processed sanitarily. Lack of such assurances is one reason for the growing number of people who are becoming vegetarians. Consumers have just as much right to demand that the meat they buy be from humanely-slaughtered animals as from sanitarily-slaughtered animals.

The slaughter methods defined as humane in the Humane Slaughter Act of 1958 include ritual (kosher) slaughter. Hence, the bill H.R. 1464 would not in any way affect ritual slaughter.

Some large packing plants, including one in Iowa, do a large amount of business in both kosher and non-kosher meats. They are under federal inspection, and also sell meat products to federal government agencies. The ritual and non-ritual slaughter is kept entirely separate, with the former unaffected by the federal humane slaughter act of 1958, which exempts all phases of ritual slaughter from the provisions of the act. The non-kosher slaughter at this plant, however, must conform to the act in exactly the same way for exactly the same reasons as the operations of a similar plant that sells meat to the federal government but does no ritual slaughtering. The Brown bill, when passed, will not affect the operations of this plant, with respect to either ritual or non-ritual slaughter.

A smaller plant located in a Northeastern state also sells meat to both kosher and non-kosher trades, but not to any federal government agency, hence does not now come under the provisions of the 1958 federal act. It runs all of the animals slaughtered through the same slaughtering line, shackling and hoisting the conscious animals whether they be for ritual or non-ritual slaughter. The only difference is that when the animals for ritual slaughter reach the point where they are to be cut and bled out, the cut is made by the shochet, and the carcasses are processed in accordance with the kashrut ritual. For the non-kosher part of the slaughter there is substituted for the shochet a slaughterman with no religious qualifications, since the shochet can slaughter only animals to be treated as kosher. The remaining, expensive operations of the kashrut, involving several workers under the supervision of the "mashgihim," are dispensed with.

When H.R. 1464 becomes law, the ritual slaughtering operations of this plant will not be affected in any way. The animals will continue to be shackled and hoisted while conscious. But for the non-kosher portion of the plant's slaughter the use of some approved device for rendering the animals unconscious before shackling and hoisting will be required.

This additional operation, it is believed, can be done without additional help, by the same worker who does the shackling. This might require the use of an inexpensive enclosure making it easy for the worker to use the captive bolt pistol or other stunning device. However, it must be kept in mind that the actual shackling of the animal will be made easier and less time consuming when the animal is unconscious. But even if an additional worker is required to do the stunning, this plant would be on an even competitive footing in its non-kosher sales with non-kosher plants, which also would be required to stun the animals before shackling and hoisting.

Some small kosher plants may put all of the animals through the ritual slaughter process, including the cut by the shochet and the ministrations of the kashrut, then later sell a few of the carcasses into the gentile trade, together with car-

casses rejected for the kosher trade as "trafe" for various reasons such as prior injury to the animal, and with portions of the kosher carcasses consisting of those parts that are deveined or otherwise processed through the full kashrut because of cost considerations. Ordinarily, the rear half of the kosher carcass goes into the gentile trade.

Presumably bill H.R. 1464 would have no effect on such a plant so far as the carcasses, or portions of carcasses, of animals killed by the ritual cut but rejected for the kosher trade and which therefore cannot carry the kosher marking. These would continue to flow into the non-kosher trade as at present. H.R. 1464 is designed to extend coverage of the 1958 act to non-kosher slaughter in inspected (state as well as federal) plants which do not sell meat to the federal government, and to provide for much more effective and efficient enforcement. It also would cover imported meat, not now covered. Ritual slaughter is not affected. Since, at present, in plants which already come under the 1958 act, the "trafe" carcasses or portions of carcasses resulting from ritual slaughter are not condemned for human consumption, but pass into the gentile trade, there is nothing in H.R. 1464 which would change this.

However, any animals intended for the non-kosher trade, with the whole carcasses going into the gentile trade, would under H.R. 1464 have to be slaughtered under the requirements of the 1958 act. It would be profitable for the plant management to stun the animal before shackling and hoisting use a non-shochet at a lower hourly wage to make the cut, and also avoid the other expenses of the kashrut which follow the cut. In fact, the cost advantages of using humane non-ritual methods for all slaughter not intended for the kosher trade are so great, and the religious restrictions prohibiting the shochet from slaughtering animals not intended for the kosher trade would be so strong, that we doubt the existence of any plant where ritually-slaughtered whole carcasses go into the non-kosher trade, unless it is an occasional animal.

To summarize, passage of the Brown bill will not affect any meat packing plants with respect to ritual slaughtering methods, whether or not it be in conjunction with slaughter of additional animals for the non-kosher trade. It would require stunning of the animals intended for the gentile trade. This would add little if any additional cost to the operation, and probably would lower costs appreciably. There is ample evidence of this in the fact that many plants which do not sell meat products to federal government agencies already have adopted the appropriate stunning procedures for all non-kosher slaughter, even though not required to do so. This is because such procedures are not only humane, but also are more efficient, less costly, and more conducive of labor satisfaction.

It would be hard to find any other kind of legislation that is less controversial among humanitarians and humane societies than humane slaughter. Organizations that fight "like cats and dogs" over other matters have been of one mind about eliminating the cruelties of slaughter.

There is no real difference of opinion over what methods of slaughter are humane and what are not.

The basic principle, upon which all agree, is to eliminate the shackling and hoisting of conscious animals before cutting their throats. In the case of non-ritual slaughter, this is accomplished by using some humane method of stunning the animal. For ritual slaughter, it involves the use of some kind of holding device so the animal is positioned for the shochet's knife without prior shackling and hoisting.

Livestock producers and meat packers also support such legislation. Producers understandably feel that they should not be subject to humane slaughter requirements that their competitors in foreign countries do not have to observe. And packers would be relieved of the necessity for making hundreds of useless reports now required which are compiled and the results published in the *Federal Register*. The principal organizations of both the livestock producers and the meat packers have assured us that they have no objections to H.R. 1464. And consumers, although they have not been active in supporting the bill, could only benefit from its passage.

STATEMENT OF JOHN C. WALSH, FIELD SERVICES DIRECTOR, INTERNATIONAL SOCIETY FOR THE PROTECTION OF ANIMALS, BEFORE THE SUBCOMMITTEE ON LIVESTOCK AND GRAINS, COMMITTEE ON AGRICULTURE, HOUSE OF REPRESENTATIVES, APRIL 25, 1978

Mr. Chairman and members of the subcommittee, our organization was incorporated in the United States in 1959 and currently our membership includes 148 animal protection and conservation organizations in 50 countries. The humane transport and slaughter of livestock has been one of our goals since

the Society's inception. To accomplish these goals, field teams from our Boston and London offices have carried out an on-going program of humane slaughter demonstrations in many countries of Africa, Asia, Europe as well as Central and South America.

Our organization is in support of H.R. 1464. Due to the limitation of time on statements presented today, I will address my remarks only to that section of the Bill which extends coverage to foreign plants that export meat to the United States. In the future, I am hopeful that discussions will include some of the problems inherent in the transport of certain forms of livestock destined for slaughter.

The most recent information available to our organization indicates that more than 30 countries are authorized to export meat to the United States. Many of these countries do not have regulations requiring humane slaughter methods, however, humane slaughter methods are practised in most of those foreign plants authorized to export to the United States. Currently, the most notable exception is the slaughter of lambs and sheep in Australia, although Australia export abattoir requirements adequately cover other forms of livestock.

Whereas some members of the Subcommittee may not be totally familiar with some of the current stunning methods, I have with me a short film depicting these stunning methods including captive bolt, explosive concussion, electricity and carbon dioxide. I will make this film available to members of this Subcommittee as I believe this film will demonstrate the ease with which slaughter plants can employ modern stunning methods over the traditional devices formerly used. I have also brought several of these stunning devices with me which adequately demonstrate the concussion and captive penetrating bolt methods.

Evidence indicates that authorized export plants using humane slaughter methods have set an example for other plants in their respective countries. This has resulted in a wider humane ethic toward livestock. In a practical sense, the overall economic picture is improved.

By employing humane slaughter methods:

- (a) production is increased due to greater efficiency through accuracy
- (b) there is less loss of meat due to bruising, which results from the improperly stunned animals falling and thrashing about; and
- (c) greater safety is afforded the workers by immediately immobilizing the animals.

This improved production and resulting increase in protein availability is the goal of your Subcommittee.

In my opinion, the passage of H.R. 1464 would cause no undue hardships on foreign establishments as a variety of humane stunning instruments are available to those establishments not now using them for lambs and sheep. Effective as of October of last year, the government of New Zealand required humane slaughter for all livestock. Some individuals who have watched the situation in New Zealand feel that this may be directly as a result of the proposed legislation we are discussing today.

Public law 85-765, also known as the Humane Slaughter Act, establishes "the use of humane methods of slaughter of livestock as a policy of the United States" (and other purposes). The United States Government's concern for the humane treatment of animals is not unknown to the governments of other nations.

Public law 818, passed by the 80th Congress, prohibits the importation of foreign wild animals and birds under conditions other than humane. Recently enacted public laws provide for the humane taking and importation of marine mammals. The Endangered Species Conservation Act provides for safeguards as well.

The United States Government has taken a world leadership role in conducting research to find a more humane method to be employed in the taking of fur seals and has expressed concern about the cruel methods employed by certain nations taking whales. We have seen new federal laws providing greater protection for animals within the United States. This lends evidence of increasing public concern about the welfare of animals, both wild and domestic.

Almost 18 years have passed since the Humane Slaughter Act became effective. Hopefully, through the enactment of H.R. 1464, greater protection will be provided for all forms of livestock. I would like to take this opportunity to thank the members of this Subcommittee for conducting these hearings.

Thank you.

