

SECTION 6

Voluntary Action to Help the Poor

A. WHAT CAN BE DONE BY FARMERS AND THE FOOD INDUSTRY?

PANEL VI A-1: Agricultural Production

Chairman: Robert A. Brogoitti, cattle rancher, La Grande, Oreg.

Vice Chairman: Edward H. Covell, Jr., President, Bayshore Food, Inc., Easton, Md.

Panel members

Ralph Ball, wheat farmer, Sterling, Kans.

Walter Bones, cattle farmer, Hartford, S. Dak.

T. J. Cunha, Ph. D., chairman, Animal Science Department, University of Florida, Gainesville, Fla.

Enrique Escobar, Jr., cotton farmer, Mercedes, Tex

Harold Hawley, dairy farmer, Weedsport, N.Y.

Edward H. Hosley, Ph. D., Associate Professor of Anthropology, Eastern Oregon College, La Grande, Oreg.

William House, cattle rancher, Cedar Vale, Kans.

Richard A. Hyde, farmer, Hastings, Iowa.

Russell L. Jaeckel, hog producer, Delavan, Ill.

Glenn Lake, dairy farmer, Detroit, Mich.

Sheldon Margen, M.D., Professor of Clinical Nutrition, Department of Nutritional Sciences, University of California, Berkeley, Calif.

George Olsson, cranberry grower, Plymouth, Mass.

Howard Rogers, poultry farmer, Herber Springs, Ark.

Wesley N. Sawyer, fruit grower, Waterford, Calif.

Earl Smittcamp, fruit grower, Clovis, Calif.

Don Woodward, wheat farmer, Pendleton, Oreg.

Consultant

Phillip C. Olsson, Assistant to the Assistant Secretary for Marketing and Consumer Services, U.S. Department of Agriculture, Washington, D.C.

REPORT OF PANEL VI A-1

Recommendation No. 1

Increased efforts should be made to educate the public on the nutritive value of foods and well-balanced diets through school programs and national communication media. Uneducatable adults may be reached through their children with more intensive educational programs offered with the school lunch programs.

The school program could be developed immediately by expanding the present lunch programs to include a more intensive learning experience for the children. By fall, 1970, schools could be supplied with material to help with this. Teacher

training sessions could be set up by late summer, 1970.

It is recommended: That programs be developed to educate Americans, purveyors, and all purchasers on food values and nutrition. By knowing the nutritional value of the various foods and how to properly balance a diet, the food dollar can buy more food of higher nutritional value and thus help eliminate hunger and malnutrition.

Recommendation No. 2

American agriculture has unlimited potential in the United States to supply all of its food needs

over many years to come and will respond to the needs of the Nation. American agriculture feels the needy and the poor should receive an adequate and nutritious diet. The cost of accomplishing this should be shared by all segments of society.

To enable the poor to receive an adequate and nutritious diet, vocational and skill training classes should be set up in our present secondary schools, enabling high school students to take training, if desired, rather than limiting them to college preparatory courses exclusively. Night courses in skill training should be made available to adults. Some local school districts are unable to support such vocational training centers. In these instances, government support would be necessary.

Farm and other industrial shops could be made available during slow seasons, for training.

It is recommended: That there be an expansion of vocational-technical training programs to train the unskilled which will qualify them for new or better jobs. Many of these jobs would be in Agribusiness, which utilizes 40 percent of the labor forces in America, and could include any other occupation which needs technically trained personnel.

Recommendation No. 3

Agriculture has moved and will continue to move to provide a wide choice of high quality raw products out of which can be fashioned or modified the foods which the nutritional scientists recommend are needed for an adequate diet.

Producers now support research laboratories which are constantly searching for ways to improve their products and for a greater variety of uses for their products.

It is recommended: That acceleration of research and other programs destined to make the less costly cuts of meat, and other food products, more appealing and nutritious. This may in some instances require review and repeal of antiquated and restrictive legislation and/or regulations.

Recommendation No. 4

The American agriculture producer encourages an expanded effort in research and other programs designed to further increase the efficiency of food production and further increase its nutritional value. The cost for research and experiment to be borne by all of the American society, and by a

continuing effort, evaluated at regular 3- to 5-year intervals.

It is recommended: That programs on fortifying foods with vitamins, minerals, amino acids, and possibly other nutrients be accelerated so that nutritional deficiencies will be eliminated. Much still needs to be learned on this subject.

Recommendation No. 5

American agriculture has unlimited production potential in the United States to supply all of its food needs over many years to come and will respond to the needs of the Nation. Because of resources, ingenuity, organization, research, and technology, there is no country in the world that can approach us in agricultural abundance.

It is recommended: That research on opaque 2 corn (high lysine corn) and other grains be accelerated so that they will have a higher level of protein and a better balanced amino acid content. This would increase the level of protein and balance of amino acids in bread and other foods which make use of grains. This would help alleviate the malnutrition problem. Basic research should be expanded on all foods at the production level in order to have them yield the highest nutritional value possible.

Recommendation No. 6

American agriculture feels the needy and the poor should receive an adequate and nutritious diet. The cost of accomplishing this should be shared by all segments of American society.

Food stamps should be limited to the purchasing of basic nutritional foods only. Surplus food dispensaries should be set up to distribute foods to those qualifying needy people. This could be done immediately.

It is recommended: That changes be made in the existing food stamp program. We recommend the use of food stamps rather than cash as a means of supplying an adequate nutritious diet to the needy now. Research should be conducted to determine if cash rather than food stamps is an effective means of providing food for the needy and hungry. If it is, then cash instead of food stamps can be considered as a means of taking care of this problem. The present programs now underway to prevent

nutritional deficiencies in special groups would be continued and expanded.

Recommendation No. 7

Availability of help at the proper time for harvesting and processing food is mandatory if the maximum nutritional value of food is to be realized. The agriculture producer recognizes the hardship placed on the migrant laborer to transport himself, keep informed of labor needs in agriculture, and find suitable housing on the job. It is often difficult, if not impossible.

A cooperative effort between agriculture and Government could provide for the needs of the migrant laborer within 1 year from the time decisions are made as to the educational, housing, transportation, and other needs of the laborer are determined.

It is recommended: That there be developed a national coordinated program using existing agencies to adequately supply and protect the seasonal labor needed in agriculture throughout the year in the United States. This program should involve training, transportation, housing, and care and education of the children. This type of program would help the poor who may lack training, transportation, housing, and a knowledge of labor needs in other areas of the country.

Recommendation No. 8

We encourage an expanded effort in research, teaching, extension, and other programs designed to further increase the efficiency of food production and further increase its nutritional value. It should be pointed out that the cost of food to the consumer in the United States is the lowest in the world in relation to per capita income. Americans now spend only 16.7 percent of their income for food, while the world average is about 60 percent. The efficient and productive agriculturalist has made it possible for food to continue one of the best buys in America.

The various U.S. agricultural industries and their organizations should be looked to for leadership and advice on how best to continue meeting the food needs of the Nation. Different programs will be required for various industries.

It is recommended: That the target of all national programs affecting agriculture should be designed to at least bring net income for the

producer and farm labor force equal to the other segments of the U.S. economy.

Recommendation No. 9

Agricultural policy and programs should be designed so that agriculture will continue to be manned by both small and large farm enterprises. The efficient and productive small farmers should not be squeezed out. All contributors to rural society and to consumer needs should be encouraged.

There is an especially high incidence of poverty on the small farms of the United States. Substantial improvement in small farm income can be affected by affording many of them additional land resources through assistance in acquiring land. More just sharecrop or cash tenancy arrangements formalized in written contracts, and regulated by law, can contribute to greater and more secure incomes. Additionally, small farmers need to be supplied sufficient farm production and farm improvement credit which present systems often fail to provide. There is need also for greater emphasis on agricultural extension programs that especially serve the needs of small farmers, particularly those who are sharecroppers and tenants, and those who are black or of other minorities. There is further need for special manpower development training among small farmers to enable them to learn to produce specialty products now not sufficiently supplied to the market. Finally, there is a general need to enable small farmers to organize, finance, and operate production and marketing cooperatives and other economic institutions that can be of benefit to them.

It is recommended: That the USDA give high priority to a specially designed program of agricultural modernization that will effectively meet the land, equitable tenure, farm credit, agricultural extension, technical training, and cooperative institutional requirements of the deprived small farmers in America. It also is suggested that job training and employment for off-farm jobs in certain areas on a full- or part-time basis can be an alternate or partial solution to the problems of many of the rural poor.

It is further recommended: That high priority be given to the expansion of the school lunch program to be sure that every child has the opportunity (without any stigma or discrimination) to the benefit of a school lunch.

Recommendation No. 10

Human nutrition tests with *opaque 2* (high lysine corn) in South America and the United States show that the degermed meal has twice the protein value of our present commercial cornmeal. *Opaque 2* hybrid corn seed is now available commercially in the United States and could be multiplied rapidly if needed. However, farmers are reluctant to plant *opaque 2* corn because the yield is about 10 percent below that of our present hybrids.

It is recommended: That the dry milling industry convert as quickly as possible from the production of normal cornmeal, grits, and flour. The increased cost of production should be passed on to the consumer except in cases of financial hardship, where the Federal Government should pay the cost.

Recommendation No. 11

Large quantities of corn are consumed in the southwest area of the United States. Replacement of the present corn with *opaque 2* corn should improve significantly the diet of the people living in this area.

It is recommended: That the USDA, in cooperation with the Weslaco, Tex. equipment station (an additional program added to their current studies) act as a center for the introduction of *opaque 2* hybrids in the Rio Grande Valley. Seed should be provided to area farmers, and the acreage expanded as rapidly as possible. Initially, the corn should be planted in demonstration plots, and the harvest distributed to five or six dry millers and tortilla processors. With increased acceptance by the consumer, the program should be expanded. Introduction of *opaque 2* corn products into the local lunch programs in the Rio Grande Valley might speed up acceptance by both children and parents. Consideration should be given, and programs instituted in other geographic areas of the United States with similar diet patterns and nutritional deficiencies.

Recommendation No. 12

The panel endorses the recommendation of Panel II-3 to fund a national diet heart disease study provided it is a valid test of the effect of type of fat, and includes the control of other pertinent variables such as smoking, obesity, physical activity, carbohydrate intake, hypertension, and

other health factors. This should involve human as well as long-term animal experiments. An unbiased advisory committee involving the following disciplines; nutritionists (animal and human), medical scientists (including medical statisticians, pathologists, and psychologists) should be included in the planning and execution of this study.

Recommendation No. 13

One of the most important factors under consideration for agriculture, the food industry and the economy of the Nation is that concerned with the type of fat (saturated versus polyunsaturated) in connection with heart disease. The fact that Panel II-3 states that "a casual relationship between diet and atherosclerotic vascular disease remains unproved," Panel VI A-1 recommends that the following statement be deleted from recommendation 15 of Panel VI A-2 which states "that USDA (1) approve substituting polyunsaturated fats for part of the meat fats in formulated meat products, thereby increasing the ratio of polyunsaturated fats to saturated fats." Unless adequate experimental evidence is obtained, animal fats, per se, should not be discriminated against.

Recommendation No. 14

The safety of consuming high levels of polyunsaturated vegetable oils over extended periods of time has not been given appropriate consideration. There are no population groups in world history which have consumed highly polyunsaturated diets, and there is no information on the possible effects of such diets on longevity, rate of aging, the risk of developing various degenerative diseases or on reproduction. There is limited evidence that polyunsaturated oils may indeed have such effects. The efficacy of high levels of polyunsaturated vegetable oils in treating and preventing atherosclerotic heart disease has not been established, nor is there valid experimental evidence that saturated animal fats or dietary cholesterol are casually related to the disease.

It is recommended: That the promotion of fat-modified diets be restricted to the professional level for use in high-risk patients on an experimental basis under medical supervision, and that Federal regulatory agencies take appropriate actions to require organizations which promote the use of polyunsaturated oils to the general public, as a replacement for saturated animal fats wherever possible, as well as manu-

facturers who promote their products on the basis of polyunsaturation to cease and desist in these activities until adequate experimental data on safety and efficacy is presented. Research should also be conducted with animals to determine effects of long-term feeding fats of varying degrees of unsaturation on longevity, rate of aging, reproduction, and development of pathological complications.

Recommendation No. 15

Realizing the serious responsibility facing this Conference, and in view of the abundance of long-accepted food nutrients available to be used in feeding this Nation a nutritious balanced diet, the Panel recommends the adoption of the Agricultural Organizations Task Force motion No. 2 as follows:

We urge that the Conference refrain from making any recommendations relating to the nutritive merit or dietary influence of any food or food products which have not been substantiated by authoritative research, and that panel reports eliminate language which in effect makes certain condemnation and/or recommendations backed by nothing more than indirect evidence, scientific suppositions, possibilities, or just plain ideas.

Recommendation No. 16

It is recommended: That the present status of DDT, herbicides, and pesticides be studied carefully by knowledgeable committees or commissions before anything drastic is done in curtailing or eliminating their use. The benefits of these chemicals should be weighed against any possible detrimental effects. Changes in the regulations governing the use of these chemicals should be made only after thorough investigation and mature judgment.

Recommendation No. 17

It is recommended: That the USDA require meaningful labeling of food with respect to name

of manufacturers, name of products, and list of ingredients but that the label declaration of nutrient levels be limited to those of proven nutritional merit. We see no basis, however, for labeling foods with respect to their content of fatty acids, since there is no valid experimental evidence that lowering of animal fats and substitution of polyunsaturated vegetable oils will lower the incidence of heart disease in humans.

COMMENTS OF COMMUNITY ORGANIZATION TASK FORCE

PANEL VI A-1: Agricultural Production

Recommendation No. 6:

The Panel failed to heed the task force's disapproval of recommendation No. 6. Likewise, the Panel ignored the preamble statement of the task force, which said:

Provision of adequate means to all persons is the best method of providing the resources necessary to conquer hunger and malnutrition, and is preferable to systems of direct distribution of foods or indirect distribution through such programs as food stamps.

Community Organization Critique

The task force emphasized repeatedly its concern for agricultural farmworkers, many of whom suffer from poverty-induced hunger and malnutrition. While their concern has been recognized in the workshop on migrants under Panel II-6, we repeat here the exact wording of the task force statement pertaining to agriculture:

[There should be implemented immediately the] extension of the right to bargain collectively for wages, hours, and working conditions, including of course the right to strike, to employees presently excluded.

PANEL VI A-2: Food Manufacturing and Processing

Chairman: C. W. Cook, Chairman and Chief Executive Officer, General Foods Corp., White Plains, N.Y.

Vice Chairman: Gordon Edwards, Chairman, Kraftco Corp., New York, N.Y.

Panel members

Evan L. Binkerd, Director of Research, Armour Foods, Chicago, Ill.

Flossie Marian Byrd, Ph. D., Dean of Home Economics, Prairie View A. & M. College, Prairie View, Tex.

Robert L. Callahan, Jr., Assistant to the Chairman, Coca-Cola Co., Atlanta, Ga.

Daniel F. Gerber, Chairman and Chief Executive Officer, Gerber Products Co., Fremont, Mich.

Samuel A. Goldblith, Ph. D., Professor of Food Science and Deputy Head, Department of Nutrition and Food Science, Massachusetts Institute of Technology, Cambridge, Mass.

Terrance Hanold, President, The Pillsbury Co., Minneapolis, Minn.

John G. Martland, Vice President, Research and Development, Green Giant Co., Le Sueur, Minn.

Father A. J. McKnight, Director, Southern Cooperative Development Program, Lafayette, La.

Harold Mohler, President, Hershey Foods Corp., Hershey, Pa.

William Roberts, Ph. D., Head, Department of Food Science, North Carolina State University, Raleigh, N.C.
Lyle Roll, Chairman, Kellogg Co., Battle Creek, Mich.

Consultants

William B. Bradley, Ph. D., President and Research Director, American Institute of Baking, Chicago, Ill.

Ellen Dunham, Vice President, General Foods Kitchens, White Plains, N.Y.

John H. Hopper, Ph. D., Director of Research, Kellogg Co., Battle Creek, Mich.

Vicki L. Keller, Management Consultant, McKinsey & Co., New York, N.Y.

Joseph E. Lonning, President, Kellogg Co., Battle Creek, Mich.

Varnum D. Ludington, Vice President and Director, Center for Applied Nutrition, General Foods Corp., White Plains, N.Y.

Louis E. Lynch, Vice President, Kraftco Corp., New York, N.Y.

R. A. Morck, Ph. D., Manager, Product Division, National Biscuit Research Center, Fairlawn, N.J.

Robert Osterman, Sr., public relations specialist, General Foods Corp., White Plains, N.Y.

Robert A. Stewart, Ph. D., Director of Research, Gerber Products Co., Fremont, Mich.

Allen J. Wagner, retired public relations counselor, White Plains, N.Y.

REPORT OF PANEL VI A-2

Recommendation No. 1: REPEAL OF THE FILLED MILK ACT (21 U.S.C. 61-64)

Milk and milk products are recognized as excellent sources of nutrition and the principal source of certain essential nutrients. However, some nutritionists and consumers desire to obtain the nutritional benefits of milk in a fluid milk product in which vegetable fats, preferably polyunsaturated, are substituted in whole or part for the milk fat. A significant hindrance to progress in the improvement and marketing of such a product is the Filled Milk Act (21 U.S.C. 61-64) which, since 1923, has prohibited the interstate shipment of milk or cream to which has been added, or which has been blended or compounded with any fat or oil other than milk fat. The Filled Milk Act was enacted on the premise that since pure milk is a desirable

nutritious food, consumption of substitutes for pure milk would have injurious effects on the public health. Because of developments in food technology since 1923, that premise is no longer valid.

Improvement of the nutritional content of foods regularly used in the daily diet, such as fluid milk, and modification of the composition of such foods to meet special dietary needs is an important national nutritional objective. A statute, such as the Filled Milk Act, which prohibits the free movement in interstate commerce of improved or modified nutritious foods is a major impediment to nutritional progress. Statutes having such effects should be repealed and filled milk should be regulated in the public interest by the appropriate Federal agency.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal the Filled Milk Act in order to encourage the development of modified nutritious foods for the national welfare. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim develop and adopt such measures as may be necessary to protect the public interest.

Recommendation No. 2: REPEAL OF THE BUTTER ACT (21 U.S.C. 321(a)); REPEAL OF THE ADULTERATED BUTTER ACT (21 U.S.C. 4811-4826); AMEND SECTION 401 OF THE FOOD, DRUG, AND COSMETIC ACT (21 U.S.C. 341)

Modification of butter to increase its nutritional value and meet consumer desires for modified butter products is, in effect, prevented by the provisions of three statutes: (1) the Butter Act, which since 1923 has required that butter be made exclusively from milk or cream with or without common salt and with or without coloring and contain not less than 80 percent milk fat; (2) the Internal Revenue Code, which imposes burdensome taxes and regulations on the manufacture, labeling, and marketing of "adulterated butter" and defines "adulterated butter" so as to include butter fat with which there is mixed any substance, however wholesome and nutritious, which would cheapen the product in costs; and (3) section 401 of the Food, Drug, and Cosmetic Act, which prevents the Secretary of Health, Education, and Welfare from establishing definitions or standards of identity or quality for butter and from time to time modifying such standards to serve the public interest as he does with other foods.

As a result of these restrictions, it has been impossible to improve significantly the nutritional content of butter. Moreover, the development and marketing of products that provide both the qualities of butter desired by consumers and also modified or additional nutritive ingredients is rendered commercially impractical. Statutory barriers to the development and marketing of modified butter products to improve nutrition and meet dietary requirements of consumers should be eliminated.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal or amend these restrictive statutes

and make butter subject to the jurisdiction of the Food and Drug Administration on the same basis as other foods, as follows: repeal the Butter Act (21 U.S.C. 321(a)); repeal the Adulterated Butter Act (26 U.S.C. 4811-4826); and amend section 401 of the Food, Drug, and Cosmetic Act (21 U.S.C. 341 by deleting the words "or butter" in the proviso reading: "no definition and standard of identity and no standard of quality shall be established for fresh or dried fruits, fresh or dried vegetables, or butter * * *." Such repeal and amendment should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim develop and adopt such measures as may be necessary to protect the public interest.

Recommendation No. 3: REPEAL OF THE FILLED CHEESE ACT (26 U.S.C. 4831-4846)

Development and marketing of cheese products which contain added butter or vegetable fat is impeded by the provisions of the Filled Cheese Act, which defines products containing such added ingredients as "filled cheese." Manufacturers of filled cheese are taxed at the rate of \$400 per year per factory, plus 1 cent per pound of product manufactured and the product must be clearly labeled as "filled cheese." In addition, the product must be packaged in wooden boxes with additional labeling requirements and retailers of filled cheese products must post signs at the place of sale reading "Filled cheese sold here." Since the Filled Cheese Act is contained in the Internal Revenue Code, it applies to both intrastate and interstate commerce. As a result of these restrictive requirements, it is impractical to develop, and market cheese products containing, for example, vegetable fat, even though consumers and nutritionists have expressed a desire for such cheese products.

Statutory definitions which impede the efficient development and marketing of modified cheese products to improve nutrition or meet special dietary needs should be repealed so that appropriate Federal agencies may authorize additions or modifications to such foods to serve the public welfare.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal the Filled Cheese Act (26 U.S.C. 4831-4846) in order to encourage the development of cheese products with modified fat con-

tent to meet nutritional requirements for such products. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim develop and adopt such measures as may be necessary to protect the public interest.

Recommendation No. 4: REPEAL OF SECTION 321(c) OF THE NON-FAT DRY MILK SOLIDS ACT (21 U.S.C. 321(c))

Nonfat dry milk is an important food product containing most of the nutrients of milk. It is also widely used in programs to improve nutrition of malnourished groups in the United States and other countries. The Dry Milk Solids Act (21 U.S.C. 321(c)) contains a definition of nonfat dry milk in such terms that, although the Food and Drug Administration has authorized fortification of nonfat dry milk by the addition of vitamins A and D, it is questionable whether a nonfat dry milk containing additional or other ingredients can be authorized.

It is desirable that food scientists be encouraged to improve the nutritive content of foods, particularly those such as nonfat dry milk, which constitute an important element in feeding programs and in the national diet. Accordingly, statutory definitions of food products which inhibit improvement of the nutrient content in foods should be repealed so that appropriate Federal agencies may authorize additions or modifications to such foods to serve the public welfare.

It is recommended: That legislation be introduced during the second session of the 91st Congress to repeal section 321(c) of the Dry Milk Solids Act. Such repeal should become effective 12 months after enactment in order that the appropriate Federal agency can in the interim adopt regulations preserving the present terminology (nonfat dry milk) and develop and adopt such other measures as may be necessary to protect the public interest.

Recommendation No. 5: AUTHORIZE FORTIFICATION OF FLUID MILKS WITH MULTIVITAMINS AND MINERALS

Consumers can now purchase fluid milk fortified with vitamins and minerals in such quantities as to meet currently recommended minimum daily requirements for these several nutrients. However, the Federal Food and Drug Administration has proposed to restrict the fortification of milk and

many other foods (31 Federal Register 15730 et seq.). Fortification of milk would be limited under that proposal to vitamins A and D; addition of other vitamins or minerals to whole milk products would be prohibited. Nevertheless, the Food and Drug Administration would permit "imitation" milk (nondairy beverages made in semblance of milk) to be fortified with vitamins C and E and iron (which it would exclude from whole milk) and allow other minerals and vitamins to be added in amounts greater than the levels contained in whole milk (34 Federal Register 15657-58). Thus, fortification of milk with multivitamins and minerals would be denied, while at the same time, fortification of imitation milks would be permitted and, in fact, required.

It is desirable that milk and fluid dairy products continue to be made available to American consumers fortified with necessary vitamins and minerals and other food constituents. Regulations which would prevent fortification of foods, such as milk, which are widely available and constitute an important element in the national diet should not be imposed except where clearly necessary to protect the public health.

It is recommended: That the proposal (31 Federal Register 15730ff) to restrict the fortification of fluid whole milk with minerals and vitamins be withdrawn.

Recommendation No. 6: APPOINT A COMMISSION TO REVIEW AND RECOMMEND AMENDMENTS TO SECTION 403(c) OF THE FOOD, DRUG, AND COSMETIC ACT; SECTION 1(n)(3) OF THE MEAT INSPECTION ACT; AND SECTION 4(h)(3) OF THE POULTRY PRODUCTS INSPECTION ACT (21 U.S.C. 343(c), 601(n)(3) AND 403(h)(3))

Section 403(c) of the Federal Food, Drug, and Cosmetic Act provides that a food is misbranded, and therefore cannot be introduced into commerce "if it is an imitation of another food, unless its label bears, in type of uniform size and prominence the word 'imitation' and, immediately thereafter the name of the food imitated." Sections 1(n)(3) of the Meat Inspection Act and 4(h)(3) of the Poultry Products Inspection Act impose similar restrictions on modified meat and poultry food products respectively. These provisions present a serious obstacle to the development and marketing of modified products with improved nutritional content because the word "imitation" has historically connoted inferiority. Many products, there-

fore, have not been made or sold because the legally required labeling could impose serious risks of commercial failure. However, the term "imitation" could, in fact, be applied to foods which are not inferior, but rather are clearly superior from a nutritional standpoint. The public interest is injured by statutory provisions which impede the development of improved nutritious food products.

Statutes and regulations governing the development and marketing of food products should protect the public interest by preventing the marketing of products which are injurious to health but, at the same time, they should not discourage the development of products which can improve the nutritional status of the general population. Periodically, all food regulations should be reviewed by qualified representatives of scientific, business, and public interests, to evaluate their suitability in the light of changing food technology.

It is recommended: That the President appoint a commission, consisting of representative food scientists, nutritionists, industry leaders, regulatory officials, and private citizens, to review section 403(c) of the Food, Drug, and Cosmetic Act; section 1(n)(3) of the Meat Inspection Act; and section 4(h)(3) of the Poultry Products Inspection Act, and recommend amendments or additions to those statutes to ensure development of modified nutritious foods to the maximum extent consistent with the public welfare.

Recommendation No. 7: APPOINT A COMMISSION TO REVIEW BARRIERS TO INTERSTATE COMMERCE IN MILK AND TO PROPOSE REMEDIAL MEASURES

In more than 21,000 political jurisdictions, health authorities may issue regulations concerning the source and sanitary requirements of milk. Because of lack of reciprocity between jurisdictions, as well as variations in requirements, dairy plants are subjected to numerous duplicate inspections and licensing fees (appendix 1). As administered, some regulations serve as protective economic barriers to competition. Ultimately, these practices increase costs of processing, manufacturing, and distribution, and are reflected in the price that the consumer pays for the product.

Duplication of regulations and inspections, to the extent that they are not required for the protection of the public health, unnecessarily increase

the cost of products and should be eliminated. It is desirable that a system be established, whereby uniform standards and requirements are imposed and whereby food inspections and approvals by competent government authorities are honored, in all jurisdictions.

It is recommended: That the President appoint a commission comprised of Federal, State, and local regulatory officials, members of industry and the public, to review existing impediments to the free movement of milk and milk products and recommended measures which would eliminate barriers to the movement of safe, healthful, nutritious dairy products in commerce.

Recommendation No. 8: ENRICH ALL WHEAT AND CORN FLOUR AT THE MILL; STUDY POTENTIAL FOR BROADENING ENRICHMENT STANDARDS

In 1941 a program for the addition of iron, thiamine, riboflavin, and niacin to bread and flour was started. Present standards of identity for wheat and corn flours, as set down in the Code of Federal Regulations—21, part 15.10 for wheat, and 21 part 15.513 and 21, part 15.514 for corn—provide for such enrichment. Today there is an almost universal enrichment of bread and flour and certain other cereal items in the United States. Some bakery products and mixes available to the baker and the housewife, however, are not enriched. These products include many bread substitutes, such as sweet rolls, English muffins, donuts, and crackers.

Despite this far-reaching program of enrichment, iron deficiency anemia among women of child-bearing age is frequently observed in the United States. There is every reason to conclude that additional enrichment of flour and bakery products would be beneficial to the entire population regardless of income. It is desirable that this enrichment be undertaken.

It is recommended: That the milling industry attack this problem in two phases: That all wheat and corn flour be universally enriched, preferably at the mill, to the present limits of the regulations, the only exceptions to be where the end use of enriched flour presents insurmountable technical problems; the form of iron used should be based on the best current knowledge, and work should continue or be

instituted to determine the best form of this nutrient. Industry should also work with the Food and Drug Administration in reviewing the applicable enrichment standards, working for revision where necessary to conform them to the public's changing needs.

Recommendation No. 9: INDUSTRY VOLUNTARILY ENRICH ALL MILLED RICE; UNDERTAKE STUDIES TO PRESERVE FORTIFICATION IN CONSUMER USE

Rice is the main item in the diet of many ethnic groups and in many regions of the United States; in the case of some subpoverty cultures it is virtually the exclusive menu. Because of this dietary prominence, rice is highly desirable as a bearer of nutrition. But its present dietary value is limited because most of the product sold to consumers is not enriched.

It is recommended: That industry voluntarily par-boil or enrich all milled rice sold for consumer use to the limits of present standards prescribed by the Code of Federal Regulations (21, part 15.525). Also, industry, in cooperation with the Food and Drug Administration, should undertake studies to determine ways to fortify rice so that its enrichment can be delivered without loss to the dinner plate.

Recommendation No. 10: AUTHORIZE ENRICHMENT OF GRAIN FLOUR PROTEINS WITH AMINO ACIDS

The important position of wheat and corn flours in the diet of the American public makes them highly desirable as carriers of nutrients that have been shown to be deficient in the American diet. Cereal proteins are generally lower in quality than animal proteins. Quality can be improved by fortification with proper amino acids.

Government standards as specified in the Code of Federal Regulations (21 part 15.10 for wheat, 21 part 15.513 and 21 part 15.14 for corn) prevent the enrichment of these grain flours in their protein quality without labeling the resulting product "imitation."

It is recommended: That these standards be revised to allow supplementing grain flours with amino acids to improve their protein quality and eliminate the requirement of "imitation" labeling.

Recommendation No. 11: INTENSIFY RESEARCH TO DEVELOP NEW LOW-COST CONSUMER FOODS FROM WHEAT MILL FRACTIONS

Studies of the nutritional value of wheat, flour, and bread and of the numerous mill fractions resulting from the milling of wheat into white flour show that certain of these fractions (streams) which are now customarily used in animal foods are ideally suited to human use. For example, the amino acid pattern of the proteins of these streams was found to be almost identical to the amino acid patterns of the protein of human milk.

It is now possible to reduce the crude fiber content of these fractions so that they can be used in human foods. The proteins are retained. The new flour blend is cheaper than present white flour. The chief problem is producing products that will have consumer acceptance. Bread baked from this flour, for example, has a distinctive and unfamiliar color.

It is recommended: That present research to develop low-cost foods acceptable to consumers from this highly nutritious flour be intensified.

Recommendation No. 12: FEDERAL GOVERNMENT TO REEXAMINE AGRICULTURAL POLICY FOR POSSIBLE CONFLICTS WITH NATIONAL FOOD AND NUTRITION GOALS

The United States has a fundamental philosophy of agricultural policy that supports farm prices and agriculture in order to maintain farm income and stabilize consumer prices. This policy has taken the form of marketing agreements, market quotas, acreage allotments, world commodity agreements, and export and import restrictions. These have served us well and have maintained a strong, vigorous agricultural economy. They have, however, had the effect of raising the price of food products to the consumer. The consumer, for example, pays an additional cost because of a processing tax (Food and Agricultural Act of 1965) levied on wheat. This tax currently amounts to approximately \$1.72 per hundredweight of flour.

It is recommended: That a Presidential commission be appointed to reexamine these Federal policies in the light of the present problems of feeding the poor. There is no intention that we should destroy our strong agricultural economy but rather to see that these objects are

consistent with national priorities and goals that would be embodied in a national policy on nutrition for all Americans.

Recommendation No. 13: TERMINATE HEARINGS ON PART 80.2 OF PROPOSED REGULATIONS FOR VITAMIN AND MINERAL FORTIFIED FOODS

The Food and Drug Administration's proposed regulations governing foods for special dietary use are presently the subject of a public hearing. If the regulations are permitted to become effective in their present form, present and future nutrient fortification programs will be drastically reduced. The regulations would allow fortification of breakfast cereals with only four nutrients—niacin, thiamine, riboflavin, and iron—and then only at levels corresponding to whole grain values. Cereals could not be fortified with any other vitamins and minerals at any level. Vitamin and mineral fortification of any new food would be prohibited.

Many people in the United States, not all of them poor, do not ingest recommended quantities of vitamins, minerals, and other nutrients. The widespread acceptance and consumption of breakfast cereals make them effective carriers of essential nutrients. The White House Conference on Food, Nutrition, and Health is expected to propose measures to determine the national need for additional nutrients.

It is recommended: That the Secretary of Health, Education, and Welfare delete part 80.2 of the proposed regulations for vitamin and mineral fortified foods and announce abandonment of its efforts to support part 80.2 in the hearings.

Recommendation No. 14: U.S. DEPARTMENT OF AGRICULTURE AUTHORIZE ADDITION OF CALCIUM TO MEAT PRODUCTS

Calcium is one of the nutrients most likely to be provided by the diet in less than recommended quantities. It has been estimated that 50 percent of adolescent girls and 75 percent of women 38 years of age or older may eat less than two-thirds of the recommended amount of calcium. To obtain the recommended allowance through foods is most difficult if less than 1 pint of milk per day is consumed.

The problem of obtaining the recommended allowance of calcium could be ameliorated by addition of calcium compounds (including bone) to

staple foods such as meat products. Such enrichment is not permitted by the USDA.

It is recommended: That the U.S. Department of Agriculture allow the use of calcium salts, milk solids, and/or bone solids in amounts nutritionally significant in formulated meat products.

Recommendation No. 15: USDA SHOULD AUTHORIZE THE ADDITION OF POLYUNSATURATED FATS TO FORMULATED MEAT PRODUCTS

A considerable body of evidence exists suggesting that lowering of the amount of saturated fats in the diet accompanied by an increase in the polyunsaturated fats ingested may be desirable as a means of lessening the incidence of coronary heart disease. The American Heart Association dietary recommendations include a decrease in the intake of saturated fats, and an increase in the intake of polyunsaturated fats. Although it is not proven that such a change in fat consumption will in fact reduce the risk of atherosclerosis and attendant coronary heart disease, it appears illogical to fail to permit fat modification in food products which result in higher P/S ratios.

Technology exists for substituting a portion of the saturated fats by unsaturated fats in formulated meats products, such as sausages, loaf goods and spreads, but such modification is not permitted by the USDA.

It is recommended: That the USDA: (1) Approve substituting polyunsaturated fats for part of the meat fats in formulated meat products, thereby increasing the ratio of polyunsaturated fats to saturated fats; (2) permit meaningful labeling of the modified product; and (3) not require the use of the word "imitation" in the name of the product.

Recommendation No. 16: USDA SHOULD AUTHORIZE ADDITIONAL USE OF NUTRITIONAL MEAT EXTENDERS IN FORMULATED MEAT PRODUCTS

The use of meat extenders in sausage items is, in effect, limited to amounts which are nutritionally insignificant by USDA regulations governing meat inspection 317.8(c)(16) and 317.8(c)(40) because, if additional amounts are added, the product must be labeled "imitation."

Meat extenders supplying proteins of animal, cereal, or vegetable origin properly used offer

one of the most promising means for reducing cost of meat in the dietary. Because of the complementary action of the amino acid in the extenders, the biological value of the meat protein need not be sacrificed and may be enhanced. Examples of extenders include nonfat dry milk, soya products, and fish protein concentrate.

The word "imitation" applied to a product historically connotes inferiority and impairs the acceptance of the product by the consumer.

It is recommended: That (1) the USDA liberalize the regulation regarding the use of extenders in formulated meat products; and (2) formulated products containing extenders in amounts not adversely affecting nutritional quality and at lower cost be meaningfully labeled using some term other than "imitation."

Recommendation No. 17: USDA SHOULD REDEFINE ORGAN MEATS AS "VARIETY MEATS"

The USDA defines "Meat" and "Meat byproduct" (secs. 301.1(u) and 301.1(v) of regulations governing the meat inspection). Under these definitions the organ meats, other than heart, are not meat, but meat byproducts. The term meat byproducts suggests inferiority although the organ meats are rich sources of proteins and nutrients common to meat.

In practice, the organ meats are often referred to as "variety meats." It is not in the national interest to stigmatize an excellent food.

It is recommended: That USDA definitions as applied to the organ meats be amended to define such meats "variety meats" as a means of enhancing consumer acceptance of these nutritionally valuable and lower cost items.

Recommendation No. 18: FDA SHOULD PERMIT ADDITION OF FISH PROTEIN CONCENTRATE IN FORMULATED FOODS

Present regulations (food additive regulations of the F.D. & C.A., secs. 121.1202) require packaging fish protein concentrate in consumer size packages not exceeding 1 pound in weight. The regulations permit the use of this protein only in the household, excluding it from manufactured food products as a possible means of enhancing their protein content and quality.

It is recommended: That section 121.1202 of the F.D. & C.A. regulation be amended to permit

the use of fish protein concentrate in manufactured food products.

Recommendation No. 19: FDA SHOULD AUTHORIZE THE ADDITION OF SUITABLE VITAMINS TO CANNED FRUIT AND VEGETABLE PRODUCTS

The definition of standards of identity for canned fruits and fruit juices (21 CFR, part 27), the definition of standards of identity for canned vegetables (21 CFR, part 51), and the definition of standards of identity for tomato products (21 CFR, part 53), do not provide for the addition or standardization of vitamin content for these products. In the light of present problems of malnutrition, it is reasoned that standardized levels of vitamins in these widely consumed products could provide a significant contribution to the state of health of Americans.

It is recommended:

That consideration be given to the vitamin C fortification of all canned and frozen fruits, fruit juices, and nectars as well as to vegetable juices and tomato juice. It is further recommended that consideration be given to the addition of water soluble vitamins to vegetables, such as corn, peas, green beans, and tomatoes.

The levels of the enrichment should be based on studies of dietary patterns of use of these products along with other dietary sources of nutrient and set so as to assure adequate intake for extreme situations.

Recommendation No. 20: FDA SHOULD AUTHORIZE NUTRITIONAL ENRICHMENT OF CHOCOLATE PRODUCTS

The majority of chocolate foods are eaten between meals and in most cases are considered supplementals rather than substitutes for other foods ordinarily consumed at mealtimes. Many people, however, regardless of income level, do consume chocolate foods in lieu of, rather than in addition to, foods taken at mealtime.

Industry should be encouraged to make available many more such nutritionally enriched foods to serve better not only those in the lower income segment but all groups of our society.

It is recommended: That, to permit the nutritional enrichment of chocolate products, their stand-

ards of identity as prescribed in 21 Code of Federal Regulations part 14 be amended.

Recommendation No. 21: INDUSTRY UNDERTAKE NUTRITIONAL ENRICHMENT OF SUITABLE SNACK FOODS

By even conservative estimates, snack foods occupy a prominent position in the diet of American youth, being in many cases a significant source of young people's daily nourishment. This is also true of large segments of the population below the poverty level, chiefly in the U.S. urban centers.

Industry has the freedom to add to the nutritive value of these products as there are no standards of identity for them. Because the nutritional value of some snack foods is often negligible, it would be desirable for the food industry to consider the question of enriching the nutritional content of such foods. This would be specially pertinent in the development of new snack items intended for the adult market.

It is recommended: That industry accelerate its efforts to make available nutritious snack foods.

Recommendation No. 22: SALT PACKAGED FOR CONSUMER USE SHOULD ALL BE IODIZED UNLESS SPECIFICALLY LABELED OTHERWISE

Medical reports of the increasing prevalence of abnormal thyroid conditions, particularly among the less literate U.S. population groups, have coincided with the increasing sales of noniodized salt at the retail level.

Iodized salt remains the easiest and most economical method of introducing adequate iodine into the human diet.

It is recommended: That salt to be sold through retail outlets be iodized unless clearly marked "not iodized."

Recommendation No. 23: DEVELOP GOVERNMENT PROGRAMS TO PROMOTE FORTIFIED FOODS FOR THE POOR

One of the major problems in improving the nutritional value of the American diet is the eating habits of low-income groups. For reasons having to do with tradition as well as a lack of income, many of their staple foods are either lacking in nutrition or supply an unbalance composition of nutrients. The resistance of this part of the U.S.

population, moreover, to anything resembling a poverty food is well-known.

The food industry is urged to accelerate its present efforts to respond to the needs of the poor. These follow several lines and should be intensified: The fortification of foods now known to be eaten by the poor; the development of new economical, tasteful, attractive, and fortified foods, making special efforts to utilize low-cost, abundant foodstuffs.

It is recommended: That Government develop programs to provide appropriate assistance to the food industry to achieve these goals.

Recommendation No. 24: GOVERNMENT SHOULD ESTABLISH PERMANENT NATIONAL NUTRITION SURVEYS

A significant number of U.S. families fails to consume a nutritionally adequate diet. The cause is not only economic. There is a malnourished segment of the population that for reasons other than economic has an inadequate diet. A major source of obstacles to correcting this national dietary defect is ignorance. Information bearing on the whole subject of nutrition is incomplete. A national nutrition policy is an impossibility without data that does not now exist.

It is recommended: That the Federal Government establish a continuous survey to monitor the nutritional state of all Americans, with particular reference to the poverty subcultures. The survey should include dietary patterns as well as clinical examinations and tests. The Government should also conduct parallel studies to identify specific variations in shopping and eating habits, including, among others, those of different ethnic groups and of the populations of different geographical regions.

Recommendation No. 25: INDUSTRY PROVIDE TECHNICAL ASSISTANCE TO LOW-INCOME BUSINESS ENTERPRISES

There are many groups of low-income people from throughout the country struggling to begin businesses and become a part of the economic system in our country. These groups face tremendous difficulties because they lack the technical skills necessary for successful businesses. They lack managerial and marketing skills. They lack adequate financing.

The various agencies of the Federal Government involved with the task of assisting low-income businesses cannot succeed without the strong voluntary participation of the business community.

It is recommended: That industry make available technical assistance, especially management and marketing assistance. Industry should assist struggling community economic development groups in every way possible.

Dissent and Suggestion Submitted by the National Milk Producers Federation

We would like to comment briefly on recommendations 1, 2, and 3 offered by the Panel on Food Manufacturing and Processing.

Recommendation 1 favors the repeal of the Filled Milk Act; recommendation 2, the repeal of the Butter and Adulterated Butter Acts; and recommendation 3, the repeal of the Filled Cheese Act.

The National Milk Producers Federation is opposed to the repeal of these laws for the following reasons:

(1) These laws were enacted to prevent fraud and deception of the consumer. Recent court cases support the principle that prevention of deception is still the objective of these laws. How many of you, for example, know whether the cream you used in your coffee this morning was genuine cream or a substitute? There is nothing to indicate that the risk of deception is any less now than when these laws were enacted.

(2) A second reason for retaining these laws is, as has just been indicated, that imitation dairy products can be made and are being made at the present time. These include imitation ice cream, sour cream, coffee cream, whipping cream, and milk. The dairy industry does not object to these imitation products as long as they are properly labeled and the consumer is aware of the nature of the product he is buying.

3. Finally, these recommendations imply that the repeal of the filled milk acts would result in cheaper products. We would point out that it costs the farmer just so much to produce a gallon of milk and he will stop production if he does not receive a fair return for his labor.

At the present time, the price of milk is based on its butterfat content although this system does in fact place some share of the value on the solids, nonfat portion also. Reversing these price relation-

ships—that is, paying less for fat and more for nonfat solids—would have little effect on the price of some dairy products but would substantially increase the price of nonfat dry milk—a change which is certainly not desirable from the standpoint of the conference.

Because the adoption of these recommendations and their subsequent implementation would have far-reaching effects on consumers and the dairy industry, may we suggest for your consideration the approach found in your recommendation No. 7. In this recommendation, you suggest that the President appoint a commission to review existing impediments to the free movement of milk products in commerce. May we suggest that such a commission study the effect of the adoption of recommendations 1, 2, and 3.

BURDIT HEINEMAN,
National Milk Producers Federation.

Dissent Submitted by the American Dry Milk Institute, Inc., on Recommendation No. 4

The recommendation that the statutory definition and standard of identity for Nonfat Dry Milk (21 U.S.C. 321(c)) be repealed should not be adopted.

The recommendation is based upon an erroneous assumption and overlooks several important considerations. The erroneous assumption is that the existence of the statutory or the congressional standard constitutes an impediment to desirable changes either by modification of or addition to nonfat dry milk.

The preamble to the recommendation acknowledges that the existence of the statutory standard did not stand in the way of the promulgation of a definition and standard of identity for nonfat dry milk fortified with vitamins A and D. It is submitted that if it were deemed in the consumers interest to provide for further fortification of the

product, a petition to amend the regulation establishing the standard for the A and D fortified product, could be submitted under section 701 of the Federal Food, Drug, and Cosmetic Act.

Further evidence of the erroneous assumption on which the recommendation is based is the fact that a calcium-reduced product has been developed and is lawful for interstate shipment and is presently being used in the manufacture of certain foods. The existence of the statutory standard did not prevent this development.

If at some future time progress in food technology results in the development of a different nonfat dry milk, modified or nutritionally enhanced in some way, such modification or enhancement would characterize the new product and a petition proposing a definition and standard of identity—under an aptly descriptive name giving recognition to the new characteristic of the product—could be submitted to the Commissioner of Food and Drugs. The existence of the statutory standard would be no impediment to such action.

Actually, the action by FDA in establishing the standard of identity for the vitamin A and D fortified product should have led to the assumption that what FDA did in connection with A and D, constitutes precedent for that agency to take similar action, at such time as any further enhancement of the nutritional value of the food may be proposed.

The considerations which should have been taken into account but which apparently were overlooked, have to do with existing regulations pertaining to nonfat dry milk now included in the Code of Federal Regulations under 21, CFR 18.540 and 18.545, respectively.

21, CFR 18.540 is a definition and standard of identity for the product designated under nomenclature, no longer applicable to the human food product: Dried skim milk, powdered skim milk or skim milk powder. A "Note" in the CFR under that regulation states: "NOTE.—70 Stat. 486, 21 U.S.C. 321c, provides a statutory definition for this food under the name 'nonfat dry milk.'"

If the present statutory or congressional standard for nonfat dry milk were repealed outright, as the recommendation proposes, this above former regulation would be automatically revived under the outmoded names mentioned.

21 CFR 18.545, the other regulation referred to, is the definition and standard of identity for "Nonfat Dry Milk Fortified With Vitamins A and D." This standard of identity, by its very terms, is built upon and refers to the statute which recommendation No. 4, if adopted, would repeal.

It follows then, that the standard of identity for nonfat dry milk fortified with vitamins A and D would also fall if the act establishing the standard of identity for nonfat dry milk were repealed.

For these important reasons it is respectfully urged that recommendation No. 4 not be adopted.

JOHN T. WALSH,
Executive Director,
American Dry Milk Institute.

NOTE.—During the discussion of recommendation No. 4, Mr. John Walsh, representing the American Dry Milk Institute, proposed the following recommendation in lieu of that adopted by the Panel:

That legislation be introduced during the second session of the 91st Congress to amend section 321(c) of the Dry Milk Solids Act by adding thereto the following section: Such amendment to become effective 12 months after enactment. "Sec. 2. The definition and standard of identity for nonfat dry milk established herein may be the subject of an action to amend under sec. 701(e) of the act in the same manner as a definition and standard of identity issued pursuant to sec. 401."

It was the sense of the Panel that its own recommendation, as modified, accomplished the purposes of Mr. Walsh's suggestion.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL VI A-2: Food Manufacturing and Processing

Maximum limits of permissible fortification should be set by a scientific panel outside industry. Meaningless competition in unnecessary fortification should be condemned. With or without present or modified standards of identity for existing products and for foods yet to be developed, more meaningful labeling is needed—especially to reveal proportions of ingredients and nutritive values.

This is important in recommendation Nos. 1 through 11 and 13 through 21.

Recommendation No. 7 should be broadened to

include freer movement of processed milk products in international trade as well as interstate.

Recommendation No. 23, as written in the Panel's original recommendations, seems unnecessary (although the goals it purports to serve are

most admirable). Reasons: (1) Infinitesimal costs of fortification; and (2) gains the food industry will make on other fronts if other recommendations of the White House Conference—especially annual income guarantees—are implemented.

PANEL VI A-3: Food Distribution and Retailing

Chairman: Donald S. Perkins, President, Jewel Companies, Inc., Melrose Park, Ill.

Vice Chairman: Clarence G. Adamy, President, National Association of Food Chains, Washington, D.C.

Panel members

Richard H. Gromer, President, Gromer Super Markets, Elgin, Ill.

Richard D. Harrison, President, Fleming Co., Oklahoma City, Okla.

William J. Kane, President, Great Atlantic and Pacific Tea Co., Inc., New York, N.Y.

Donald P. Lloyd, President, Associated Food Stores, Inc., Salt Lake City, Utah.

Agnes Olmstead (Mrs. Earl R. Olmstead), Director of Home Economics, Colonial Stores, Inc., Atlanta, Ga.

Charles Prejean, Executive Director, Federation of Southern Cooperatives, Atlanta, Ga.

Quentin Reynolds, President and Chief Executive Officer, Safeway Stores, Inc., Oakland, Calif.

Herman T. Smith, President and Chairman, Jet Food Corp., Baltimore, Md.

Bert L. Thomas, President, Winn Dixie Stores, Inc., Jacksonville, Fla.

Fred Wharton, Development Manager, Monsanto Co., St. Louis, Mo.

Consultants

Paul Cifrino, Chairman of Board, Purity-Supreme, Inc., Dorchester, Mass.

Timothy D. McEnroe, President, Rainey, McEnroe and Manning, Inc., Washington, D.C.

REPORT OF PANEL VI A-3

Recommendation No. 1

Much publicized studies showing a surprising degree of undernutrition among even relatively high-income families indicate the necessity for a concentrated educational and promotional program toward more nutritious food, good eating, and intelligent food shopping among people of all incomes. This is an area in which the Nation's food retailing industry can play a vital role through its highly efficient distribution system that reaches most homemakers at least once a week. This enables food distributors to serve as the most direct and rapid channel of communication to consumers.

If the need to banish hunger and malnutrition among poverty groups is to be met, a nutrition education program must go hand in hand with a consumer education program that includes wise food buymanship. The effectiveness of a food stamp program or any similar effort is largely contingent on informing recipients about how to choose a nutritionally adequate diet as well as how to use stamps or money to buy good nutrition in a foodstore. Such specialized consumer education programs for hard-to-reach poor, near-poor and educationally disadvantaged groups can best be

handled with Government leadership and distributor assistance.

The Panel recommends: That food retailers assist and encourage the U.S. Department of Agriculture and other appropriate Federal, State, and local agencies, including public schools, in the development of community teaching programs aimed at reaching all Americans, with special attention being paid to the problems of the poor. For example, the food industry can and will assist in the training of homemaker aides and other volunteer groups who are reaching low-income families through existing programs. The Panel recognizes that these programs are most effective when implemented by residents of the area involved. Homemaker aides and others whose aims are to help families help themselves are encouraged to use low-income area foodstore facilities in both urban and rural areas for placement of information booths and as a distribution point for material. Additionally, food distributors will assist Federal, State, and local agencies, nutritionists, home economists, and other resource people to develop material for use by all consumer media to upgrade

shopping skills, eating habits, and nutritional practices.

Recommendation No. 2

While a consumer education campaign aimed directly at the poor is the most pressing need, the Panel recognizes that the long-range best interests of the American people require better knowledge about the factors of food nutrition and health, and how to translate this information into buying skills. Today, all consumers, regardless of income, need education in how to shop for food in such a way as to get the best nutritional values and satisfaction in return for the dollars spent. This is particularly true with respect to young Americans.

Some members of the industry, through home economists and consumer service specialists, are already conducting well-planned consumer programs reaching all strata of American society. Once alerted to the problems and opportunities, other individual operators will plan their own programs to meet the needs of consumers in their operating areas. At the same time, some guidelines, organization, and coordination are necessary to make this effort most effective.

The Panel recommends: That the Food Council of America be established again. This intra-industry group will be composed of the chief staff officer and chief elected officer of all the national food Distribution industry associations, along with appropriate advisers from government and the Advertising Council. The major responsibility of the council will be to create and conduct two national consumer education campaigns each year for the industry. The goals of these campaigns would be:

1. To help all consumers to become more knowledgeable food shoppers;
2. To improve the eating habits of all Americans;
3. To increase the knowledge of and use of nutritionally beneficial foods. Such programs shall be coordinated with appropriate public and private agencies to assure that they are designed to meet existing needs. A home economics consumer advisory group should be involved in this coordination to assure a practical interpretation of nutrition education.

The council should meet no later than January 15, 1970, and conduct its first campaign by the summer of 1970.

ANTICIPATED DUTIES OF THE FOOD COUNCIL OF AMERICA

The Food Council, through task forces from its membership and constituent groups, should:

1. Serve as a clearinghouse for educational and promotional ideas aimed at increasing consumer awareness of the importance of developing good eating and good food shopping habits. Such ideas would be disseminated to the food industry through the most effective channels.

2. Develop and provide educational material for voluntary individual company "teach-ins" that will increase the knowledge of supermarket employees about food, nutrition, and health. Such material will directly benefit employees as well as the consumers with whom they come in contact.

3. Provide assistance to consumer education leaders in the development of programs to include plans for spending food dollars as well as a greater understanding of food economics.

4. Work with educators to develop courses for elementary, high school, college, and university curricula aimed at the teaching of food shopping economics, consumer and nutrition education, family living, and other courses to increase the living competences of the American people, and of the poor in particular.

Recommendation No. 3

A great deal of discussion has centered in recent months around possibilities for the development and use of special food products aimed at filling special dietary or budgetary needs. The Panel believes, however, that the poor—whose needs have been designated as the immediate target of the Conference—as a group show the greatest reluctance to try new special purpose foods and to change buying and eating habits.

For this reason, although experimentation has been done that makes it clear that special food products for the chronically undernourished could be developed with reasonable ease, the Panel believes that moving such products into consumption by the people who most need them through commercial channels is a task that is both formidable and—except in certain cases—unnecessary.

The Panel recommends: That major efforts aimed at upgrading diets through enriched and fortified foods be directed to work to improve

foods traditionally a part of the lives of the people involved, and that the development of special food products receive a lower priority in terms of money and effort.

Recommendation No. 4

Although it recognizes that there are many other reasons, it is the belief of the Panel that one of the things that has held back aggressive efforts to build more nutritious products by food industry manufacturers is that Government standards of identity and labeling regulations in many cases prohibit fortification or nutritional information on package labels.

The Panel believes this to be in opposition to the public interest.

The Panel recommends:

That current Government labeling regulations and standards of identity that effectively block the development and marketing of specially enriched and fortified foods be carefully examined, reconsidered, and, where appropriate, changed. Among such programs might be amending the standard of identity for white enriched bread to permit the inclusion of L-Lysine, which can enlarge the human body's utilization of the protein found in bread and enable the product to be a significant source of high-quality protein.

The Panel believes this recommendation should receive a high priority, with a review by the Food and Drug Administration and other appropriate agencies beginning immediately and with all necessary changes in effect by January 1, 1971.

Recommendation No. 5

A national health and nutrition policy is long overdue. It should be obvious to anyone who thinks about it that the food industry has no vested interest in the maintenance of hunger or malnutrition anywhere; the food industry's business is to serve customers by providing good eating, good nutrition, and good health. But a virtual lack of guidelines during a period in which both government regulation and nutritional expertise have been confusing and often conflicting has placed the industry in a difficult and sometimes impossible position.

It is the Panel's hope that these conflicts will be resolved and that the general public and the industry that must supply its food will be pro-

vided with regular appraisals of conditions and needs.

The Panel recommends: That the Food and Nutrition Board of the National Academy of Sciences and other appropriate public and private agencies keep American nutritional needs under continuing surveillance, and alert industry members at every level to both national and special regional needs.

Recommendation No. 6

During the late 1930's and early 1940's great strides were made in increasing the nutritional well-being of the American people. This was done with a high level of government-industry cooperation and devotion to the idea of making the goal a total national commitment. A large part of the reason for the success of this earlier effort was the fact that retailers applied their merchandising skills to the task of making it attractive and inexpensive for people to meet their nutritional needs.

The same degree of direction and dedication are needed today.

The Panel recommends: That all of the Nation's food distributors pledge to use their special merchandising skills to stimulate the greatest possible consumption of enriched and fortified food products. In connection with this, all distributors are particularly urged to examine their policies to assure that enriched foods such as vitamin D milk, special formula bread, iodized salt, etc., are merchandized in such a way as to encourage maximum use.

PREAMBLE TO RECOMMENDATIONS NOS. 7 THROUGH 11

The Panel recognizes that at best food stamps are a substitute for currency and that hunger is one of the resultants of an insufficiency of money. Further, malnutrition may exist concurrently with a stomach full of food which is of inadequate quality. The former is amendable to correction by providing an adequate income, or income substitute; the latter by education. The Panel supports the concept of an adequate dollar income for all Americans.

Pending the realization of this desirable goal, the Panel has proposals designed to improve the existing methods whereby food is provided to the poor, but the Panel feels there is a special, overriding and pressing need for the immediate ex-

pansion and improvement in the food stamp program.

Recommendation No. 7

Too great a reliance on the free distribution of staple food items keeps poor families from participating in the mainstream of American commercial life and deprives them of choice. Additionally, many distribution centers are difficult to reach, often operate at times that are inconvenient for recipients, and force the maintenance of a government distribution system that unnecessarily parallels the commercial system.

The Panel believes the direct food distribution program should be deemphasized except in those circumstances such as rural poverty centers where perhaps the population concentrations or income levels are unlikely to reach the point at which use of commercial food distribution facilities for welfare purposes is feasible.

The Panel recommends: That except in such special circumstances as those mentioned above, the direct distribution system be replaced by a vastly expanded food stamp program that will put stamps in the hands of all needy families. Additionally, the food stamp program must be considered for budgetary and administrative purposes as a welfare program and not as an agricultural program, and restrictions on use should be vastly simplified so that all food products are eligible regardless of origin, and to make eligible such nonfood items as are necessary to maintain proper levels of health, cleanliness, and personal dignity.

Recommendation No. 8

As can be seen from another recommendation from this Panel, we believe the food stamp program to be superior in most circumstances to alternative methods of meeting the nutritional needs of the poor.

On the other hand, the major responsibility for compliance with the regulations governing the redemption of stamps rests with supermarket checkout personnel to whom these regulations often cause problems. Elimination of major use restrictions would greatly ease this situation, but other problems will remain.

The Panel recommends: That stamps be issued to recipients in the same denominations as U.S.

currency, and that procedures be developed with the agency charged with administration of the program to provide retailers with enough food stamps to regularly shop their own stores in a self-policing effort.

Recommendation No. 9

The Panel recognizes that many of those now eligible for participation in the food stamp program do not do so because the mechanics and requirements make it difficult to do so. Considering the values the program offers to those who can use it, however, extra efforts should be made to stimulate greater use.

Much of this effort must come from local welfare agencies in working with those eligible to tell them of the benefits of the program and to simplify procedures. But the Panel understands that one frequently expressed barrier to participation is a feeling that store personnel are unsympathetic with food stamp users.

The Panel recommends: That every food distributor, through the use of training programs, bulletins, and regular reminders to checkers from supervisory personnel, constantly emphasize to all store employees the necessity of treating food stamp users with dignity and courtesy.

Recommendation No. 10

While the food stamp program presents the best way of making available the elements of a nutritionally proper diet to the vast majority of welfare recipients, there are people with special problems who have special needs.

The Panel believes that these needs can best be met through modification of the basic food stamp program.

The Panel recommends:

That special "bonus" stamps be designed for such persons as the aged, pregnant women and nursing mothers; and, working with the National Research Council of the National Academy of Science, that a program must be carefully developed to assure that they match regional nutritional needs and are not overly complicated from the point of view of the people by whom they must ultimately be administered—foodstore checkers. One such program is now being developed with Government/industry cooperation.

This recommendation should receive a high priority. A pilot project should be in operation by July 1, 1970, and judgments about feasibility and costs can be made from it.

Recommendation No. 11

Part of the answer, in the Panel's view, to stimulating greater use of food stamps among those who are eligible for them is to actually demonstrate the usefulness and value of the stamps themselves.

And the Panel believes it to be important that the many benefits of the program be brought to the attention of as many of these eligible as possible.

The Panel recommends:

That program administrators be directed to initiate a pilot project within a selected State or city to test the results of giving all welfare recipients who are also eligible for food stamps enough free stamps to equal 10 percent of their normal monthly welfare allowance on a one-time-only basis. The purpose of this would be to demonstrate the value of the program through actual use; in effect, to use a seeding technique with food stamps similar to that used by food manufacturers to stimulate sales of new products.

PREAMBLE TO RECOMMENDATIONS NOS. 12 THROUGH 18

The recommendations in the following section deal in a variety of ways with things that can be done to encourage the development of better foodstore facilities in low-income areas. In several cases the Panel recognizes that the problems encountered by foodstore operators are shared by other businessmen and many of the suggestions and recommendations would apply to them, as well.

These recommendations, however, mention foodstores and foodstore operators specifically, both because in some areas the need for better foodstore facilities may be more pressing than other needs, and because the mandate of the Panel did not extend into other business areas.

As these proposals are translated into legislative and administrative action, however, the Panel believes consideration should be given to broadening them in those cases in which this would be appropriate.

Recommendation No. 12

The Panel recognizes that there is an immediate need in many low-income areas and neighborhoods for modern foodstores, regardless of ownership. There are many physical reasons why this is the case, but a major hindrance to the construction of more modern facilities is the shortage of skilled, well-trained managers to run them who are members of the group indigenous to the area.

As a result, the Panel believes one of the most pressing needs today to meet the objective of improving foodstore facilities—either corporate or community or cooperatively owned—in low-income areas is to develop special programs conducted by experienced food retailers, aimed at the development of a pool of managerial talent in as short a time as possible. This pool could then be tapped by established retailers as well as those developing consumer cooperatives and community-owned foodstores in order to provide the single key to success that is most frequently lacking.

The Panel recommends:

That the Office of Economic Opportunity, U.S. Department of Labor, and other appropriate Federal agencies review existing training programs such as MA-V and modify them to provide incentives to existing foodstore operators for the development and use of accelerated foodstore manager training programs for minority group members.

This should be given the highest priority and the goal should be no fewer than 100 persons in five management training programs by July 1, 1970.

Recommendation No. 13

It is the mission of the commercial food distribution industry to assemble the food produced by growers and processors and make it available to American consumers in an attractive, efficient, and sanitary way. Its role, therefore, as a channel for the elements of nutrition is vital.

The vast majority of Americans, whether they live in city, suburb, or rural areas are today well served by the commercial food distribution system. Indeed, the Panel was composed of food wholesalers and retailers who serve every type of community from the most remote rural areas to the largest cities and both through our own experience and through the investigations we conducted during the limited time we had to do so, we were un-

able to find any area in which those who are physically and economically able to use commercial food distribution facilities do not have them available; the primary nutritional problems of the poor revolve around lack of money and education, not lack of foodstores. The time was short, however, and there may be locations where modern, competitive facilities are needed, and the Panel believes a program aimed at identifying them should be conducted as a first step toward correcting such of these problems as do exist.

The Panel recommends:

That the proper agency of government, after consultation with community and business groups, develop the criteria for and conduct an inventory of foodstore facilities to identify those precise geographic areas that are, in fact, substantially lacking in such facilities. This inventory should consider such things as population densities, income factors, transportation availability, average land costs, and other related matters as well as the number and type of stores serving the community. Areas found to be substantially lacking in foodstore facilities might then be publicly identified and qualify for special incentive treatment as proposed in other resolutions. In no case should such designation contemplate or include any licensing or franchising provision that would limit the size or class of store or ownership qualifying for incentive. Audits should be made regularly until all locations identified as problem areas are adequately served.

This study should begin by July 1, 1970.

Recommendation No. 14

Conditions vary from city to city to such an extent that generalities are difficult and local problems can best be met on the local level. But in the Panel's experience, virtually every community has barriers of attitudes, laws, and regulations that stand in the way of expansion of foodstore facilities and the most efficient operation of those that exist.

These barriers can and should be removed by local businessmen, working in organized cooperation with local government, community leaders, and consumer groups.

The Panel recommends: That, working under the direction and coordination of the appropriate

Federal agency, the officials of national food distribution industry associations meet immediately with officials of the National Conference of Mayors and other similar groups to establish in every major American community a nonpolitical, nonpartisan mayor's council on food distribution to advise on the state of food retailing in his city and on the specific local barriers to the creation and maintenance of competitive modern commercial foodstore facilities, and offer specific proposals for the elimination of such barriers. Among the possible barriers that should be examined are tax bases, zoning and construction regulations, hindrances to the delivery of supplies to stores, trucking regulations, and police protection.

1. The mayor's councils should advise and cooperate with the Federal agency undertaking the task of identifying areas substantially lacking modern, commercial foodstore facilities.
2. At the option of the Federal agency involved and/or local officials the mayor's council may be expanded to include other local businessmen and consumer groups.
3. Officials of these national food distribution organizations will be directed to work with their memberships to assure representation on such councils and exert their leadership to assure proper participation.
4. One particular program that should be explored in each community is that of local government purchase and ownership of land in selected inner city locations for lease to experienced supermarket operators and other businessmen. Similar programs are now well established in many cities to provide offstreet parking and the idea should be expanded to include other commercial facilities.

A high priority should be attached to this recommendation, with councils established in the 50 largest cities by July 1, 1970, and the 100 largest by January 1, 1971.

Recommendation No. 15

There are some persons who can never be adequately served by the commercial food distribution system under existing circumstances. These include the very poor in areas not now using the food

stamp program, the blind, the aged and infirm, and those without transportation in remote rural areas.

In every case but the first, the problem is not one of general availability of stores, but of unavailability of ways to get food from the stores to the people who need it. So the Panel believes that some form of transportation must be provided for or subsidized in these cases.

The Panel recommends:

That the U.S. Department of Agriculture develop as part of the food stamp program special food transportation stamps that would reimburse commercial delivery services used by foodstore operators to bring food from stores to the homes of those who qualify for this special aid. Additionally, there may be instances in which it is necessary to bring food from distribution points to people who are unable to receive it in any other way. The panel recommends that programs be undertaken to study the possible usefulness of establishing mobile foodstores for the benefit of those people in rural areas who are unable to acquire food through normal commercial channels.

The Panel believes that specific criteria for eligibility could be worked out by July 1, 1970, and that the program could be put into effect immediately thereafter.

Recommendation No. 16

Aside from the lack of skilled minority group store managers discussed in another resolution, it is the Panel's experience that inner-city foodstore construction has lagged because the costs involved in running inner-city stores are frequently much higher than are costs in suburban locations.

As a result, some incentives to existing foodstore operators or others with venture capital are necessary in order to stimulate foodstore construction in those areas which are identified by the agency designated by an earlier recommendation as substantially lacking in commercial foodstore facilities.

The Panel recommends:

That in the tax bill now before Congress, a special one-time 20-percent investment credit or other suitable assistance be offered to any individual or corporation who invests in land,

building, and equipment to establish a new or suitably expanded food retailing establishment in any area designated by the appropriate Federal agency as being substantially lacking in modern commercial food distribution facilities.

It is suggested that this be immediately recommended to Congress by the executive branch.

Recommendation No. 17

One conspicuous problem facing businessmen who operate commercial establishments in low-income locations is the acquisition of insurance at reasonable rates.

While this is only one of many higher cost elements of doing business in the inner city, it is uniquely susceptible to Federal Government correction.

The Panel recommends:

That Congress establish a Federal Urban Business Insurance Corporation—modeled after the Federal Deposit Insurance Corporation—to provide insurance to inner-city businessmen against major casualty losses and for other purposes in those cases in which commercial insurance is not available to them at rates charged similar businessmen in suburban locations. Food distributors will work with the appropriate congressional committee and Federal agency in the development of a specific legislative proposal.

This proposal should be prepared for introduction in Congress by July 1, 1970.

Recommendation No. 18

Food retailers rank among the most frequent participants in government-sponsored training programs aimed at developing work skills among the hard-core unemployed, believing that such programs are good both for society and individual companies.

Although the Panel suggests some modification in existing programs in another recommendation, we believe entry-level efforts should continue to be made.

The Panel recommends: That federally funded training programs for the hard-core unemployed be continued, with particular emphasis

on special training for employment in inner-city foodstores.

PROPOSED RECOMMENDATIONS

FEDERAL COUPON PLAN FOR SUPPLEMENTAL FOOD DISTRIBUTION

1. Coupons are the best method for handling this program. Each coupon should be good for one food unit specifying size, approximate weight range, nutritive data, form, etc., and have a fixed value based on the average price of that commodity in the market as determined by a survey by the U.S. Department of Agriculture or someone they would designate for this purpose. The coupon should contain copy identifying what it is for such as "one package iron-fortified baby dry cereal such as Gerber, Heinz, Beechnut, or similar brands weighing approximately 8 ounces."

2. Store handling. At store level these coupons would be handled as cash upon purchase of the items specified. Such purchases would be a tax-exempt sale. If the specific item selected was at the time of purchase listed at less than the coupon value, change would be given for this amount and if the price were higher, the customer would be charged the difference over the value of the coupons. Stores would keep the coupons as a separate cash deposit item with a separate deposit slip including them with their cash deposits at whatever depository they make such deposits.

3. Redemption by depository. These coupons should be handled as cash by the bank of depository of the retailer who would credit the retailer's account and deposit the coupons with the Federal Reserve bank for their redemption.

4. Issuance of coupons to recipients. The coupons would be issued to recipients on the basis of one coupon for each item needed for whatever period of time the issuing agency should decide upon, with a coupon holder to keep them together. We feel this part of the proopsal is best handled by issuing agencies and those directly concerned with the needs of the people involved rather than try to set up that part of it. We would suggest that coupons be issued for some limited period of time so that use would not occur too rapidly with inadequate amounts available for the latter part of the period for which the issue was made.

We believe this system could be put in effect most quickly and would best be understood by all people involved—government, recipients, store people, and banks who would need to redeem such coupons. At a fixed average value for each product the Government would be paying the proper amount for the market. The few pennies that might be to the customer's benefit would be a reward for the wise buying on the part of the customer teaching her to select the lower price of similar items, take advantage of sales, etc., and therefore, would perform a worthwhile educational value and to that slight degree stretch the customer's power to purchase additional items. By the same token, paying the difference over the coupon amount for an item would encourage a customer's wiser selection. This system of fixed value coupons is the same in principle as the food stamps which also have a fixed value and can be redeemed for varying amounts of food, depending upon the buying choices made in exchange for the stamps.

We believe this program, because of the built-in features, would be a valid one for a more extensive program should one be developed to include more than the three categories of items now proposed.

We believe the handling of food stamps and the redemption of them on face value by banks is a good precedent to follow with this program, as well as one which should receive ready Government acceptance because it would not be a change from the present practice of related voucher. Stores would take them to whatever bank they use for cash deposits with the bank verifying the amount of the deposit. This depository system would result in the most prompt payment for coupons redeemed.

Addendum—A Dissent to the Recommendations of Panel VI A-3

By Charles O. Prejean

As a result of the proceedings of the first meeting convened by the Food Distribution and Retailing Panel held August 26 and 27, and as a result of the proceedings since that time concerning the first and final versions of this Panel's recommendation, I, for the record, would like to express my differences concerning those recommendations.

I recognize and respect the panelists' integrity

and deep concern for the problems of poverty and malnutrition, but in spite of this I also recognize this Panel's limitations.

The Panel is operating from a background of affluence and the world of the food industry. This by no means disqualifies them from making somewhat credible recommendations.

What I am saying is that their recommendations are legitimate up to a point, but they should not be accepted as the "modus operandi" and certainly not reflective of the position of the entire Panel.

Since I look at things from a different perspective, I, as a panelist on Food Distribution and Retailing, would not like to be associated with these recommendations unless my position can be included. Instead, I would like to submit as an addendum my recommendations and my justifications for my criticism of the structure of this Panel.

I criticize the structure of our Panel because it prevented us from offering more credible recommendations.

If 50 percent of our Panel had consisted of the poor and malnourished, our contributions would have been significantly more reflective of the reality of the needs.

I contend that if those who are supposed to benefit from the recommendations of others are not included in making of these recommendations, the recommendations, and even the programs resulting from these recommendations, will be as ineffective as they were in the past.

To support this argument I ask you to examine the effectiveness of our present OEO program, our welfare programs, our Farmers Home Administration program, and other such programs. Not one of these programs are bringing about significant changes in the lives of the poor people. Not one is seriously addressing itself to the problems of the poor.

Again, part of the reason for the ineffectiveness of these programs is that their creators excluded the beneficiaries and developed instead programs in which they would like to participate if they were in turn the beneficiaries.

Secondly, another general criticism of the recommendations of the Panel is that none of these recommendations offers any amount of control to the beneficiaries.

Almost every program created for the poor is run and controlled by the nonpoor who either don't know or understand just what they are supposed to be doing or simply don't care, and whose only real concern is that their checks keep coming in. And you find that this is particularly true in the South.

Lastly, our Panel does not plan to do anything for the problems at the expense of the food industry. The Government certainly cannot do it all and will not do even as much as it could.

My general recommendations would be first to test the validity of the Panel's recommendations by having poor people react to them and offer their inputs. Or in making these recommendations, our Panel should express the limitation under which it functioned.

Secondly, I could recommend that the food industry give more direct support to the residents in the various impoverished communities. This direct assistance should take the form of financial support for community owned stores and other indirect social efforts; and the form of technical support to these community efforts.

The following are my specific suggestions as they apply to recommendations of the Panel:

Recommendation No. 1

1. Education programs are good only if those who are to receive the services can understand them. (USDA has a great deal of literature that is useless because it is incomprehensible to those for whom it is designed to aid.) It must be prepared by people who speak the language of the people, who are interested in the people, who have a commitment to work with the people.

2. The same applies to the homemakers. They must be someone who can relate to the people, preferably someone from the community. This can insure understanding and communication.

3. Governmental structures are not reliable. They have not administered programs satisfactorily and should either be replaced or should hire recipients of the programs as administrators.

Recommendation No. 2

1. Consumer programs usually are not successful unless the right people (community folk) are involved in preparing the program and in implementing it.

2. The Food Council of America should include as many persons from the poor community as possible.

Recommendation No. 3

This recommendation does not apply to persons without money.

Recommendation No. 7

As far as this recommendation is concerned, I believe the Panel ought to ask poor people about this before the recommendation is made.

People can starve because of the possible immediate implementation of such a recommendation.

And, when counties switched from free commodities to food stamps, some people ate less because they couldn't get enough free stamps, and for other program administrative reasons.

Since this Committee did not ask a sufficient number of poor people about the above, I feel they had only their own interest in mind. (More food stamps for the poor, more business for the stores.)

Commodity programs could be improved to offer a greater amount and greater selection (vegetables, whole milk, meats, etc.) and also be packaged more attractively.

Regardless of which program poor people select, I think the program could be administered more fairly if it were administered by them (the poor people).

Recommendation No. 8

A greater number of persons who are eligible to use food stamps are not using them not because they don't know about the food stamp program. Those who run these programs are usually white racists who discriminate against them and refuse to allow them to participate; and in many cases, there just is not enough money provided by the Government.

Recommendation No. 10

What I have previously said for No. 7 applies here also.

Recommendation No. 11

This is not a particular problem that deserves a great deal of attention—people know about the food stamp program.

Recommendation No. 12

Here again, as I have previously expressed, the food industry should, at its own expense, give more

direct financial and technical assistance to community-owned grocery store efforts.

Recommendation No. 13

If the food industry were really interested in the problem, they should certainly take it upon themselves to do what they recommended to the Government. They stand to benefit most from the results of such a study.

The problems that we are talking about are so great that if the private sector doesn't assume some of the work as well as cost, then it is not serious about making things better.

Recommendation No. 14

This section includes only the so-called upper echelon of the Government and the private business world. Without an inclusion of the most important group of people, those who are suffering, this recommendation will not have good effects. Racist State, county, and local officials would just as soon see the poor starve, especially if they are black, rather than continue supporting them with public monies.

Recommendation No. 15

Why is it impossible for the food industry to help feed the poor, the blind, and the infirm? And why couldn't they provide transportation for those who need it? Again, if the private sector thinks it can help make things better without assuming some of the cost, it is definitely insincere.

Recommendation No. 16

I support this section if the Government offers to credit assistance to community people and to community efforts.

In summary I would like to emphasize the following:

1. The poor should be included in both the planning and the implementation of any program directly or indirectly concerned with them.

2. Both public and private sectors (food industry) should assume the cost for programs that will help to eradicate poverty, malnutrition, etc.

3. The encouragement of more community-owned businesses and other efforts with private and public subsidy.

**COMMENTS OF COMMUNITY
ORGANIZATION TASK FORCE**

**PANEL VI A-3: Food Distribution and
Retailing**

The community organization task force believes that monetary seeding to stimulate entrepreneurship in nutrition vending is advisable. The special merchandising and other skills of corporate industry can stimulate not only the buying habits but also the private enterprise aspirations of disadvantaged Americans.

**COMMENTS OF THE CONSUMER
TASK FORCE**

**PANEL VI A-3: Food Distribution and
Retailing**

Private and governmental research refutes the assertion in this Panel's deliberations that price and quality of food are identical in the ghetto stores and suburban stores.

PANEL VI A-4: Food Packaging and Labeling

Chairman: Augustine R. Marusi, President and Chairman, Borden, Inc., New York, N.Y.

Vice Chairman: H. C. Harder, Chairman and Chief Executive Officer, CPC International, Inc., Englewood Cliffs, N.J.

Panel members

Robert C. Cosgrove, Chairman, Green Giant Co., Le Sueur, Minn.

John M. Fox, Chairman and President, United Fruit Co., Boston, Mass.

Edwin F. Lewis, Executive Vice President, Ocean Spray Cranberries, Inc., Hanson, Mass.

Olaf Mickelson, Ph. D., Professor of Nutrition, Department of Foods and Nutrition, Michigan State University, East Lansing, Mich.

Robert W. Reneker, President, Swift and Co., Chicago, Ill.

George D. Reycraft, attorney, Cadwalader, Wickersham and Taft, New York, N.Y.

Charles B. Stauffacher, Senior Executive Vice President, Continental Can Co., New York, N.Y.

Wyatt Tee Walker, D.D., Special Assistant to the Governor on Urban Affairs, New York State Office of Urban Affairs, New York, N.Y.

Harry K. Wells, President, McCormick and Co., Inc., Cockeysville, Md.

Consultants

George M. Burditt, attorney, Burditt and Calkins, Chicago, Ill.

Howard Harris, Vice President, CPC International, Inc., Englewood Cliffs, N.J.

Carlton E. Spitzer, President, Public Affairs Communications, Inc., Washington, D.C.

Aaron S. Yohalem, Senior Vice President and Director, CPC International, Inc., Englewood Cliffs, N.J.

REPORT OF PANEL VI A-4

PREAMBLE

The members of the Panel concur in the position that poverty breeds malnutrition, and that for this reason among many others, poverty must be eliminated. All people must have adequate income and a share in the abundance of the American economy.

The members of the Panel are determined to work with government, with community groups, with consumer organizations and others, to eliminate poverty, hunger, and malnutrition in the United States. We agree with the President that this effort rates top priority in national affairs and merits support by all citizens as an achievable goal in the 1970's.

In the Panel's deliberations, we were constantly reminded that all aspects of improving nutrition and health are related. It was difficult to consider packaging and labeling in isolation. Thus, our opening recommendation is intentionally—and we believe necessarily—broader than the charge given our Panel.

BASIC PREMISE

The principal functions of a food package are to protect the product and provide an efficient means for its distribution. The principal functions of a food label are to identify and describe the product and provide information which will promote its use. The Panel believes that new packaging and labeling concepts for better nutrition and nutrition information will be successful to the degree they support these basic functions.

Recommendation No. 1: THE PRESIDENT SHOULD APPOINT A HIGH-LEVEL WORKING TASK FORCE NO LATER THAN FEBRUARY 1, 1970, TO CARRY FORWARD THE RECOMMENDATIONS OF THE CONFEREES

The Panel believes that continuous, constructive collaboration among leaders in government, industry, science, and consumer organizations is absolutely essential in achieving our national goal: the elimination of poverty, hunger, and malnutrition.

The Panel also believes that this collaboration must be organized within an officially designated framework to be effective.

The Panel strongly recommends that the President appoint a high-level working task force to carry on the work of the White House Conference on Food, Nutrition, and Health, including, of course, the deliberations and recommendations of this Panel.

The task force would be comprised of Government officials, leading scientists, leaders of consumer organizations, industry, labor unions, minority groups, community groups, and others. Its mission would be to put together the work of the participants in the Conference, to set priorities, to relate issues, to mobilize action, to initiate needed studies and surveys, to maintain national interest and awareness, and to report to the President—and to the nation—on February 1, 1971, and at 6-month intervals thereafter, regarding progress made toward the stated national goal.

We recommend:

That the President convene this task force no later than February 1, 1970, and that it be financed by Government, industry, and foundations.

The Panel further recommends that the task force give special attention to the following activities:

1. A comprehensive review of laws and regulations to determine whether they insure and facilitate the delivery of sound nutrition to the consumer.
2. An examination of attitudes, economic barriers, ethnic preferences, geographical patterns, and other factors relevant to improving nutrition and health, including full utilization of the package and the label.
3. Within this overall review, special committees of the task force should consider:
 - (a) Federal, State and local laws and regulations, including food standards, to insure the development and proper labeling of new and improved foods, and implement consumer understanding of nutritional values. Consideration should be given to fundamental changes such as the permissive addition of at least some basic nutrients to all standardized foods, and to changes in the

statutory requirement concerning use of the word "imitation" on certain food packages, to insure better nutrition at the lowest cost for those most in need.

- (b) The urgent need to clarify regulatory control, eliminate overlapping jurisdictions, promote uniformity of laws and regulations, and assure consistency in their administration by Federal, State, and local agencies.
- (c) Ways to simplify labels and to eliminate complex, technical names which do not contribute to consumer understanding or product safety. Simplification of labels would permit more descriptive nutritionally oriented information to be accommodated on packages. Additional product data must be quickly obtainable from the manufacturer, or perhaps from some central source.
- (d) Ways by which industry and Government can expedite administrative proceedings, especially with the Food and Drug Administration. The Panel strongly recommends that the FDA be given adequate budget and staff to carry out its assigned duties as one important step in expediting action.
- (e) Ways to bring about scientific agreement on nutritional data in terms which are meaningful to consumers and which can be included on the label. The Panel strongly recommends that industry voluntarily promote the concept of a balanced diet for all citizens through the use of uniform words, symbols, or other graphic devices on packages and in advertising, as soon as agreement is reached. It should be recognized that current debate regarding criteria paralyzes voluntary action.
- (f) Surveys to obtain additional data on low-income consumers and other special groups in society (aged, teenagers) so that food products and programs may be developed to meet their special needs. The Panel strongly recommends that pilot studies precede the implementation of any major program undertaken by the task force, especially programs concerned with reaching the poor and disadvantaged.

- (g) Means whereby the consumer can be assured of securing in the food he purchases maximal value at minimal cost, and insuring that consumer protection programs do not cost the consumers more than they benefit them.

Recommendation No. 2: INDUSTRY SHOULD MOBILIZE A COMPREHENSIVE INFORMATION CAMPAIGN IN COOPERATION WITH CONSUMER AND COMMUNITY ORGANIZATIONS

The Panel believes that one of the most important problems confronting everyone involved in the area of foods and nutrition is the need to provide more useful and understandable information to consumers. As a first step toward the stated national goal, the Panel is convinced that communication must be improved with the consumer, whoever he may be, wherever he may live or shop. Extraordinary measures are required to reach a large minority of citizens who live outside the mainstream of opportunity, education, and affluence. Having restricted budgets, the poor can least afford to make mistakes in today's complex market.

The Panel is convinced that this effort cannot be delayed.

We recommend:

That industry initiate a comprehensive information-education program—without awaiting complete scientific agreement on nutritional data—within the confines of today's laws, regulations, and conditions in the marketplace. The Panel believes that the food industry should bring together leaders of consumer and community groups, communications specialists, and others, to design and conduct information-education pilot programs in key urban and rural areas. Based on these pilot programs, the Panel recommends that the food industry serve as a catalyst and coordinator of a comprehensive national program utilizing all communication media, educational facilities, community action and consumer affairs organizations, and others. The Panel further recommends that this effort be continuous and flexible, so that it may benefit from the reports and actions of the task force (see recommendation No. 1), the results of its own efforts, and the experience of individual food companies and others.

The Panel urges that the President appoint a steering committee no later than February 1, 1970. Committee members would include representatives of industry, media, education, community and consumer groups, and others whose special knowledge of nutrition, food processing and distribution, and communications, can help to implement a broad program of information-education of benefit to all citizens, and of special benefit to the poor and disadvantaged.

Recommendation No. 3: INDUSTRY SHOULD DEVELOP NEW PACKAGING METHODS PARTICULARLY FOR THE POOR

The Panel believes that industry should diligently seek ways to increase the utility of the package consistent with the principal functions of protecting an efficient means for its distribution.

We recommend:

1. That food processors stimulate action among the food industry, packaging specialists, and others, to develop packages that would have significant reuse value and/or additional utility, consistent with lowest cost for the consumer.
2. That this effort also concentrate on ways to further improve the protection of food both before and after initial opening to insure maintenance of nutritional value and to prevent contamination.

Recommendation No. 4: PROVIDE FUNDS FOR STUDY OF METRIC SYSTEM

The Panel believes that the metric system will facilitate price comparison and recommends that the Congress appropriate sufficient funds to the Department of Commerce to conduct a thorough study of the metric system.

CONCLUSION

All of the Panel's recommendations and comments point to one objective: to provide food of the highest quality at the lowest possible cost with the most meaningful information to all consumers.

Panel members again wish to express their appreciation for the opportunity to participate in the first White House Conference on Food, Nutrition, and Health.

**COMMENTS OF THE CONSUMER
TASK FORCE**

**PANEL VI A-4: Food Packaging and
Labeling**

We oppose any weakening of present consumer protection in the process of amending present

labeling and packaging regulations. We stress the need for full informative labeling on new and substitute foods.

We favor price posting, unit pricing, and a reduction in the number of package sizes.

PANEL VI A-5: Promotion and Advertising

Chairman: James P. McFarland, President, General Mills, Inc., Minneapolis, Minn.

Vice Chairman: Lee S. Bickmore, Chairman and Chief Executive Officer, National Biscuit Co., New York, N.Y.

Panel members

George H. Allen, Publisher, Woman's Day, and Vice President, Magazine Division, Fawcett Publications, Inc., New York, N.Y.

Daniel E. Conway, President, American Bakery & Confectionery Workers International Union, AFL-CIO, Washington, D.C.

Fred W. Dickson, President, Coca Cola USA, Atlanta, Ga.
Mrs. L. C. Dorsey, project director, North Bolivar Farm Cooperative, Mound Bayou, Miss.

W. Leonard Evans, Jr., President, Tuesday Publications, Inc., Chicago, Ill.

Bruce Hildebrand, Vice President, General Mills, Minneapolis, Minn.

James E. Hurt, Jr., Chairman, Central City Foods, Inc., St. Louis, Mo.

Carl H. Krieger, Ph. D., Vice President, Product Research, Campbell Soup Co., and President, Campbell Institute for Food Research, Camden, N.J.

Donald H. McGannon, President, Group W-Westingshouse Broadcasting Co., New York, N.Y.

Paul B. Pearson, Ph. D., President and Scientific Director, The Nutrition Foundation, Inc., New York, N.Y.

Jean Wade Rindlaub (Mrs. Willard W. Rindlaub), Vice President, National Council of Women, West Englewood, N.J.

Walker Sandbach, Executive Director, Consumers Union of the U.S., Inc., Mount Vernon, N.Y.

Henry Schachte, Chairman, Executive Committee, J. Walter Thompson, New York, N.Y.

Harry Schroetter, Vice President, National Co., New York, N.Y.

Harry L. Segal, Director of Advertising, Jewel Food Stores, Melrose Park, Ill.

Consultants

Robert P. Keim, President, Advertising Council, Inc., New York, N.Y.

Frederick J. Stare, M.D., Ph. D., Professor and Chairman, Department of Nutrition, School of Public Health, Harvard University, Boston, Mass.

REPORT OF PANEL VI A-5

PREAMBLE

In wholehearted response to the President's message, this voluntary Panel shares the conviction of this Conference that the existence of hunger is a national disgrace that can no longer be tolerated as a fact of American life. We urge immediate legislative, community, and individual action to meet this national emergency.

It is our unanimous recommendation that the alleviation of hunger should be the immediate priority and that the improvement of national nutrition a secondary but also vitally important goal.

It is in this spirit that we present the following recommendations, expressing our willingness to bring the skills and facilities of advertising, promotion, and communications to bear on such solutions to the problem of hunger as may be agreed upon by the White House Conference.

Recommendation No. 1:

We recommend: That the facts presently available on the incidence and causes of hunger

and malnutrition in the United States be brought together and that this information be broken down to make it appropriate to maximize effectiveness of communication with various groups in the population. Specifically we recommend that this responsibility be assigned to the suitable Federal agency with funds appropriated for continuing support of this function.

Recommendation No. 2:

We recommend: That there be founded a continuing agency, quasi-public in nature, to perform a coordinating function in the area of communications to the public on matters concerning hunger and malnutrition in the United States—a nutrition communications council. Preferably it should be funded by the private sector (hopefully with some tax incentive to encourage broadest support) but should maintain a clear channel to government and should include public membership.

Recommendation No. 3:

We recommend: That, given the findings of the Conference and its recommendations as to priorities for action, we bring about the widest dissemination through all available media of communication; through national organizations, schools, libraries, medical and public health agencies, employee training programs and related seminars and symposia. We see this as a major continuing responsibility of the Nutrition Communications Council.

Recommendation No. 4:

We recommend: That several specific steps be taken to dramatize our situation.

1. That a National Nutrition Alert Week be designated by Presidential proclamation early in 1970 to serve as a launching platform for the concerted efforts of Government and private organizations at National, State, and local levels in mobilizing participation in programs designed to eliminate hunger in America and improve nutritional habits throughout the entire population.
2. We suggest that a simple, easily understood, written test be devised by nutrition experts that could be given to groups, or even self-administered, demonstrating to the individual as a result of his answers to the questions that he is—or is not—practicing basically acceptable eating habits. To introduce this national nutrition testing program, we would urge the production of a network television special comparable to the national drivers test telecast a few years ago, combining demonstrations on the screen with testing at home using previously prepared printed material.
3. We recommend that we motivate advertisers to include the fight against hunger and malnutrition as one of the principal causes to which public services advertising messages should be directed by working the category of nutrition into the existing pattern of awards within the communications industry.

Recommendation No. 5:

We recommend: That the Nutrition Communications Council devise some means of presenting this concept by use of some simple

memorable device that can be understood without words.

Recommendation No. 6:

We recommend: That we promote voluntary action through all appropriate agencies such as churches, Red Cross, women's clubs, and others to help eliminate hunger and to help educate everyone in the wise selection of foods.

Recommendation No. 7:

We recommend: That the Nutrition Communications Council encourage every advertiser of food products to do these things:

1. Reflect the findings of the White House Conference in his advertising.
2. Review his product advertising to be sure it contributes, where possible, to sound nutrition education.
3. Reserve space on packages or on inserts for explanatory material on nutrition.
4. Sponsor the preparation of teaching materials for neighborhood nutrition classes, senior citizens meetings, and others.
5. Plan store promotion material with a nutrition theme.
6. Help persuade regulatory agencies to permit more voluntary labeling dealing with the major nutritional components of food products.

Recommendation No. 8:

We recommend: That the Nutrition Communications Council take as one of its prime purposes the seeking out of nutritional information from qualified sources and its dissemination (by request or on its own initiative) to writers, editors, and others who are in a position to spread it further. Additionally, the Council should call to the attention of editors and writers of all media any misleading information they may have inadvertently used, not only to correct the erroneous idea, if possible, but to encourage the use of the Council or other suitable source for future accurate guidance.

Recommendation No. 9:

We recommend: That properly qualified public health and nutrition people program a pe-

riodic checkup on overall national nutritional status. That they set down, with priorities, a limited list of objectives that hopefully can be achieved in the reasonably near future and where there is likelihood that interim progress can be measured. We think of such possible objectives as the elimination of goiter, iron-deficiency anemia, or rickets.

COMMENTS OF THE CONSUMER TASK FORCE

PANEL VI A-5: Promotion and Advertising

We suggest that food advertisers devote 15 percent of their advertising budgets for public service nutritional advertising.

We urge an investigation of advertising costs to determine feasible ways of lowering the costs of food.

TASK FORCE ACTION STATEMENT

INTRODUCTION

In opening the White House Conference on Food, Nutrition, and Health, President Nixon said: "This meeting sets the seal of urgency on the National commitment to put an end to hunger and malnutrition due to poverty in America." We who have come here are already firmly dedicated to that goal. The President said: "Our job is to get resources to people in need, and then to let them run their own lives." He did not provide any new or meaningful program by which this can be accomplished. Obviously, he wanted us to do this, and intended that we should do so. To paraphrase the President, we "not only accept the responsibility, (we) claim the responsibility." Therefore, the combined Task Forces on Voluntary Action by Women, Consumers, Religious Organizations, Community Organizations, Health Organizations, Faculty and Students, and Organized Labor,¹ present the following action priority program:

I. A NATIONAL EMERGENCY

There is a hunger and malnutrition emergency in this country today. Therefore the President must immediately declare that a national hunger emergency exists, and under existing authority must now free funds and implement programs to feed all hungry Americans this winter.

II. GUARANTEED ADEQUATE INCOME

The overriding remedy for hunger and malnutrition is a minimum guaranteed adequate cash income with a floor of \$5,500 annually (for a family of four). The Government must also guarantee a meaningful job with a living wage to those who can work, elevation of wages, and benefits to those presently underemployed, the "adequate income" to those unable to work or find

¹ The AFL-CIO endorsed the policy statement in principal with no position on certain specifics.

The Alliance for Labor Action (ALA), including the United Auto Workers, the International Brotherhood of Teamsters, and the International Chemical Workers Union, endorses this statement as written.

employment, and maximization of the purchasing power of the food dollar for all.

III. INTERIM FOOD PROGRAMS

As interim measures only, present food programs must be reformed and expanded immediately in order to assure truly adequate benefits and participation by all who need them in all parts of the country.

IV. UNIVERSAL SCHOOL FOOD PROGRAMS

A national free lunch and breakfast program must be made immediately available to all children, through secondary school and regardless of income, that will provide at least two-thirds of the minimal requirements of the recommended dietary allowance, while respecting cultural food preferences.

V. RUNNING THE PROGRAMS

All administrative responsibilities for all hunger relief and nutrition programs must be shifted from the U.S. Department of Agriculture to the U.S. Department of Health, Education, and Welfare, with corresponding shifts in congressional committee responsibilities. The recipients of these programs must have responsibility for local administration of the programs under standards determined at the Federal level.

To put these priorities into action requires the following:

I. A NATIONAL EMERGENCY

This Nation today faces a national hunger and malnutrition emergency. This emergency situation requires emergency action.

While we initiate long-term programs to eliminate hunger in America, action must be taken immediately to deliver food now to the millions of Americans whose chronic malnutrition the Nation can no longer tolerate. Only within the context of adequate food now can a program of nutrition education for all Americans have meaning.

We therefore call on the President to adopt immediately the following emergency program to feed hungry people this winter:

(a) Invoke section 11 of the Disaster Relief Act of 1969 and like statutes in order to supply free food stamps to meet the needs of hungry people.

(b) Instruct the Secretary of Agriculture to immediately revise food stamp price schedules to provide free food stamps to families with an income of less than \$100 per month (based on a family of four) and at a maximum cost of 20 percent of income.

(c) Instruct the U.S. Department of Agriculture to implement directly a food program in every county and town in the United States within the next 3 months using all available funds, including the customs receipt funds (sec. 32 funds).

(d) Actively support immediate passage and funding of the following essential legislation:

1. The Senate-passed Food Stamp Reform Bill (S. 2547).
2. A school lunch program reform which consists of the Talmadge school lunch bill, the McGovern amendments and the Javits proposals.
3. The Economic Opportunity Act, particularly its section on emergency hunger relief (sec. 301, title X), and without the Green-Quie type State-control amendments which will in effect destroy OEO.

(e) Instruct the Department of Agriculture to immediately require that all schools receiving Federal financial and commodity assistance for their lunch and breakfast programs provide free meals to all children whose families are receiving any type of public assistance.

Because each of these actions is either already authorized or embodied in pending legislation, action to meet this emergency can be taken within the next month.

II. GUARANTEED ADEQUATE INCOME

To implement this number one remedy to hunger and malnutrition, the following program is imperative:

(a) The adequate cash income presently at \$5,500 annually for a family of four sets a floor. It should automatically follow the cost of living as defined by the low standard budget of the Bureau of Labor Statistics.

(b) Establishment of government careers in nutrition and allied health professions, in the war on pollution, in new rapid transit systems, and in connection with other private and public efforts to solve simultaneously social problems and unemployment problems. These suggestions alone should provide 2 million new jobs.

(c) Grants to encourage and support broadly based organizations of low-income citizens in local ownership and operation of such services as food production and distribution.

(d) Establishment of housing factories on the order of the automotive industry to serve the dual function of provision of low-cost housing and the provision of jobs as desirable wages. This involves creation of 750,000 to 1 million new jobs to produce 3 to 4 million housing units.

(e) Extension to all working people of the right to bargain collectively for wages, hours, and working conditions, including the right to strike or boycott when necessary.

(f) Extension of unemployment insurance coverage to working groups presently excluded, such coverage to be on the same terms and conditions as provided for other workers now covered.

(g) Improvement of the scope of social security laws with a 50-percent raise this year, so that the program provides a reasonable return on investment.

(h) Reform of certain pricing, packaging, promotion, and other food industry policies and practices which add unnecessarily to the cost of food. This cost inflation is unfair to every consumer and particularly disastrous to the poor. We need:

1. Price reduction through mandatory limitation of promotional and advertising expenditure and other means suggested in the Food Marketing Commission Report.
2. Mandatory price marking and posting which facilitates and simplifies price comparison.
3. Effective inspection and regulation to insure availability of safe nutritious food at fair prices and conditions of sale.

4. Mandatory processing, packaging, and labeling requirements to identify and preserve nutrient content and assure accurate and honest promotion.
5. Encouragement of retail distribution systems which take special account of the needs of the poor.
6. Labeling shall be multilingual in areas where this is appropriate.

(I) Establishment of a national prepaid health insurance program and new methods for the delivery of health care and extension of existing health programs to all States. The medicaid bill should be fully implemented by 1971.

The Task Forces feel that it is especially important to note that many of the above programs can be self-supporting and/or income-producing, and none will require appropriations higher than a fraction of the cost of the space program. Together they should create substantial new tax revenue (4 million jobs should produce an average increase of \$5 billion a year in taxes), substantial increase in income through increased buying power, and a saving of \$7 billion of funds misspent under the present public assistance programs.

III. INTERIM FAMILY FOOD PROGRAMS

None of the existing family food programs—food stamps, commodity distribution, emergency food and medical services—provides an adequate diet or permits the participation of all who have need. Major reforms and expansions are necessary to make sure that all people in need have access to an adequate diet until an adequate income becomes a reality.

As an interim measure only, the food stamp program must be altered so that it can become the primary vehicle for providing an adequate diet to those in need in all parts of the United States and its territories, and on Indian reservations. Free food stamps to those whose income is less than \$100 a month (for a family of four), modification of the price schedule so that no recipient must pay more than 20 percent of his income for food stamps, national eligibility standards, self-certification, a coupon issuance to all recipients equal to the low-cost food plan of the U.S. Department of Agriculture, a several-fold expansion of the program—all are necessary to make

the food stamp programs adequate. The commodity distribution program should no longer serve as a means of surplus disposal but should provide direct food aid adequate to a nutritious diet wherever necessary, fully respecting the ethnic and cultural preference of the recipients. Hunger programs of the Office of Economic Opportunity should also be expanded to supplement the above.

We must do the following:

(A) The President should support, and the House quickly approve, the Senate-passed food stamp bill. The program should be fully funded and fully implemented in all parts of the United States and its territories, including Indian reservations, before the end of this fiscal year.

(B) The Economic Opportunity Act Amendments of 1969, particularly the new section on emergency hunger relief (title 4, sec. 401—title X), should be quickly approved and fully funded by the Congress, without crippling amendments subjecting part or all of the programs to State and local government control.

(C) The Federal Government should immediately initiate food programs in the 321 counties still without them.

IV. UNIVERSAL SCHOOL FOOD PROGRAM

There must be established a national child feeding program which will make available at least two-thirds of the recommended dietary allowance. This is to be accomplished by implementing a free lunch and breakfast program for all preschool, elementary, and secondary schoolchildren.

To assure maximum participation in the program, the following steps should be taken:

(A) Nutritious food selected shall be consistent with the cultural preferences of the children to be fed.

(B) Funds shall be provided to enable schools, child care centers, and other participating groups lacking adequate facilities for food preparation, to obtain such facilities or to devise ways to provide meals by other means.

(C) Community groups shall be eligible to operate child feeding programs.

(D) Local poor residents must be trained for careers in nutritional planning and food preparation for employment in the program.

(E) Food provided at the schools shall be available at the choice of the children and their parents.

V. RUNNING THE PROGRAMS

There is a conflict of interest established in the Department of Agriculture in its dual role—primarily the advocate for the producers of food, and secondarily the distributor of food to the needy. Therefore, all programs relating to the provision of food, food services, food stamps, commodity distribution and nutrition services should be removed from the administrative jurisdiction of the Department of Agriculture and be established in the Department of Health, Education, and Welfare, whose primary concerns are the needs and well-being of the people these programs were created to assist. Within that Department, the provisions of food services of all kinds should be tied as closely as possible to the provision of overall comprehensive health care. We call on the President to use his Executive authority to initiate these changes.

To provide maximum coordination, congressional responsibilities for both funding and programming should be reassigned to coincide with the above administrative changes.

The provision of food services has too often been thwarted by lack of responsiveness at the State and local government levels. The poor should run their own programs. Maximum dignified participation by recipients is insured by transferring

organizational and operational responsibilities to duly constituted, broad-based, local community organizations of the recipients themselves. Certification, review, and auditing must be done entirely at the Federal level to circumvent parochial political implications and to insure the protection of individual rights of those presently living in hunger and despair.

From all corners of this Nation we have come together out of a deep concern to end hunger in America now. We feel a heavy sense of obligation to follow through on our commitment and on the commitments of this Conference. We brought with us the diversity that is the American people and we believe there is need for ongoing active participation of all people in implementing the recommendations of this Conference.

Therefore, we call upon the organizers of this Conference to provide an effective continuing mechanism by which all of us who have this concern can contribute vigorous continuing leadership to ensure that this Conference produces action. Today is a beginning, not an end, of our commitment to end hunger in America.

And the appropriate beginning is Conference-wide adoption of the five points:

1. A national emergency.
2. Guaranteed adequate income.
3. Interim food programs.
4. Universal school food program.
5. Running the programs.

TASK FORCE REPORTS

Voluntary Action

B. WHAT CAN BE DONE BY COMMUNITY ACTION GROUPS?

TASK FORCE VI B-1: Voluntary Action Through Community Action

Chairman: Herman E. Gallegos, Executive Director, Southwest Council of La Raza, San Francisco, Calif.

Vice Chairman: John A. Morsell, Ph. D., Assistant Executive Secretary, National Association for the Advancement of Colored People, New York, N.Y.

TASK FORCE MEMBERS (PARTICIPATING ORGANIZATIONS AND REPRESENTATIVES)

American Bar Association: William W. Brackett, Chicago, Ill.

American Federation of Teachers: Carl Megel, legislative director, Washington, D.C.

American G.I. Forum: Hector Garcia, M.D., Corpus Christi, Tex.

American Legion: Eugene Hughes, Hermitage, Tenn.

American National Red Cross: Everett Golway, Washington, D.C.

American Public Welfare Association: William H. Robinson, Director, Illinois State Department of Registration and Education, Springfield, Ill.

American Veterans Committee: Lavell Merritt, Washington, D.C.

Appalachian Regional Commission: Howard Bray, Deputy Director, Washington, D.C.

Appalachian Volunteers: Nick Frasure, Harold, Ky.

Aspira of America: Gilbert Ortiz, M.D., New York, N.Y.

Association of Mexican-American Social Workers: Manuel de la Rosa, Director of the El Paso County General Assistance Agency, El Paso, Tex.

Black United Front: Lawrence Simpson, Kent, Ohio.

Boys' Clubs of America: Thomas Johns, M.D., Richmond, Va.

California Rural Legal Assistance: Marty Glick, San Francisco, Calif.

Center for Community Change: Richard W. Boone, Washington, D.C.

Chamber of Commerce of the United States: A. S. Yohalem, Senior Vice President and Director, CPC International, Inc., Englewood Cliffs, N.J.

Chicanos for La Causa: Juan Alvarez, Phoenix, Ariz.

Congress of Racial Equality (CORE): Victor Solomon, New York, N.Y.

OUNA International, Inc. (Association of Credit Unions): Harry Culbreth, Washington, D.C.

The Delta Foundation: Thelma Barnes, Greenville, Miss.

Delta Sigma Theta Sorority: Mrs. Hobart Taylor, Jr., Washington, D.C.

Improved Benevolent and Protective Order of Elks of the World: William Rush, Director of Civil Liberties, Philadelphia, Pa.

Instate Research Associates: Raul Yzaguirre, Director, Washington, D.C.

Kiwanis International: Lorin J. Badskey, Vice President, North Webster, Ind.

La Causa, Inc.: Armando Valdez, Oakland, Calif.

Leadership Conference on Civil Rights: Marvin Caplin, Director, Washington, D.C.

League of United Latin American Citizens: Abraham Ramirez, Treasurer, Bellaire, Tex.

Lions International: Justin Snyder, Manager, Activities Department, Chicago, Ill.

Medical Committee for Human Rights: T. G. G. Wilson, M.D., Executive Director, Philadelphia, Pa.

Mexican-American Community Programs Foundation: Tony Hernandez, Executive Director, Los Angeles, Calif.

Mexican-American Legal Defense and Educational Fund, Inc.: Rev. Henry Casso, Member, Board of Directors, San Antonio, Tex.

Mexican-American Opportunity Foundation: Dionicio Morales, Los Angeles, Calif.

Mexican-American Unity Council: William C. Valesquez, San Antonio, Tex.

Model Cities Director's Association: Paul R. Jones, president, Charlotte, N.C.

National Alliance of Businessmen: J. Hillman Zahn, Washington, D.C.

National Assembly for Social Policy and Development, Inc.: William G. Reidy, New York, N.Y.

National Association for the Advancement of Colored People: John A. Morsell, Ph. D., Assistant Executive

Director, New York, N.Y. (Also Vice Chairman of Task Force.)

National Association for Community Development: Charles Hughes, Chicago, Ill.

National Association of Manufacturers: Kieffer Davis, M.D., Medical Director, Phillips Petroleum Co., Bartlesville, Okla.

National Association of Social Workers: William F. Moynihan, Ph. D., Executive Director, Council of Community Services, Nashville, Tenn.

National Committee on the Education of Migrant Children: Mildred Jeffrey, Director, Community Relations, United Auto Workers, Detroit, Mich.

National Congress of American Indians: John Belindo, Washington, D.C.

National Congress of Parents and Teachers: Mrs. Leon Price, Dallas, Tex.

National Council of Young Men's Christian Associations: Marion Hamburg, School of Education, New York University, New York, N.Y.

National Council on the Aging: William C. Fitch, Washington, D.C.

National Federation of Settlements and Neighborhood Centers: Richard Granger, M.D., New Haven, Conn.

National Rural Electric Cooperatives Association: Paul Tidwell, Centerville, Tenn.

National Sharecroppers Fund: John L. S. Hollomon, M.D., New York, N.Y.

National Tenants Organization: Jesse Gray, chairman, Washington, D.C.

National Urban League: Betty Whaley, New York, N.Y.

National Welfare Rights Organization: Mrs. Johnnie Tillmon, Los Angeles, Calif.

New Jersey Puerto Rican Action Committee: Jesus Rodriguez, Camden, N.J.

Oil, Chemical and Atomic Workers International Union: Anthony Mazzocchi, Washington, D.C.

Planned Parenthood/World Population: Alan Guttmacher, New York, N.Y.

Puerto Rican Forum: Francisco Trilla, M.D., New York, N.Y.

South Texas Association of Community Organizations: Renaldo de la Cruz, Donna, Tex.

Southwest Council of La Raza: Herman E. Gallegos, Executive Director, San Francisco, Calif. (Also Chairman of Task Force.)

United Auto Workers: Andrew Brown, Director Retired Workers Department, Detroit, Mich.

United States Jaycees: George A. Schloegel, national vice president, Gulfport, Miss.

Urban Coalition: Leda Rothman, Washington, D.C.

COMMENTS OF TASK FORCE VI B-1

Voluntary Action Through Community Action

Comments of the Community Organizations Task Force will be found after the various Panel reports to which the comments are directed.

TASK FORCE VI B-2: Voluntary Action by Women

Honorary Chairman: Mrs. Richard M. Nixon.

Chairman: Patricia Jane Young (Mrs. Joseph H. Young), member, National Executive Committee, United Presbyterian Women, Scranton, Pa. Also leader for Hunger Workshops for the National Council of Negro Women.

Vice Chairman: Dorothy I. Height, Director, Office of Racial Justice, Young Women's Christian Association, New York, N.Y. President, National Council of Negro Women.

Task force members

Mrs. Amalia V. Betanzos, Executive Director, Puerto Rican Community Development Project, New York, N.Y.

Mrs. Unita Blackwell, Mississippi Program Coordinator, National Council of Negro Women, Mayersville, Miss.

Mrs. Yvonne Brathwaite, Member, California State Assembly, Los Angeles, Calif.

Dominga Coronado (Mrs. Gregorio Coronado), Past National Chairman, American G.I. Forum Auxiliary, Salt Lake City, Utah.

Frances L. Dawson (Mrs. Horace Dawson), Member, Illinois State Assembly, Evanston, Ill.

Margaret C. Dean (Mrs. Halsey A. Dean), food and nutrition consultant, American National Red Cross, Washington, D.C.

Eleanor Eaton, Assistant Secretary, Community Relations Division, American Friends Service Committee, Philadelphia, Pa.

Marie Folda (Mrs. Norman Folda), President, National Council of Catholic Women, Omaha, Nebr.

Sister Ann Ida Gannon, President, Mundelein College, Chicago, Ill.

Mrs. Meda Grant, rural foodstore owner, Grifton, N.C.

Mrs. Zi Graves, Member of Board, Council of the Southern Mountains (Berea, Ky.), Mt. Vernon, Ky.

Elizabeth L. Haselden (Mrs. Kyle Haselden), Vice President, Church Women United, Evanston, Ill.

Sarah W. Herbin, Director of Technical Assistance, Black Women's Community Development Foundation, Washington, D.C.

Naomi Huffman (Mrs. Charles M. Huffman), Vice President and Chairman of Special Committee on Child Nutrition, National Congress of Parents and Teachers, Hopkins, Minn.

Mrs. Walter Magee, President, General Federation of Women's Clubs, Washington, D.C.

Maya Miller (Mrs. Richard G. Miller), Chairman, Human Resources Committee, League of Women Voters of the United States, Carson City, Nev.

Esther Peterson (Mrs. Oliver A. Peterson), Legislative Representative, Amalgamated Clothing Workers of America, Washington, D.C. Former Assistant to the President for Consumer Affairs.

Katharine P. Riddle (Mrs. Charles Riddle), consultant, Human Resources Development Center, Morehead State University, Morehead, Ky.

Mildred Robbins (Mrs. Louis J. Robbins), Honorary President, National Council of Women of the United States, New York, N.Y.

Margaret J. Sordoni (Mrs. Andrew Sordoni), Forty Fort, Pa.

Mrs. Percy Tibbets, Sioux Indian and Codirector, Community Service Center, Rapid City, S. Dak.

Aurelia Toyer, Ph. D., Associate Director for Research, Bureau of Research and Program Resources, National Board, Young Women's Christian Association, New York, N.Y.

Osta Underwood, First Vice President and Program Chairman, National Federation of Business and Professional Women's Clubs, Inc., Nashville, Tenn.

Consultants

Marguerite I. Gilmore, Chief, Field Division, Women's Bureau, U.S. Department of Labor, Washington, D.C.

Mrs. Charlie Killian Swift, Liaison Officer, Office of Economic Opportunity, Washington, D.C.

REPORT BY TASK FORCE VI B-2

INTRODUCTION

The Task Force on Voluntary Action by Women regards the calling of a White House Conference on Food, Nutrition and Health by the President as an event of historical significance. By this action the President gave recognition to the magnitude of the problem of hunger and malnutrition in our Nation and challenged all citizens to direct and sustained action for the solution of this problem.

This Conference can prove to be the turning point in American life as we seek to equalize and share the benefits of our abundance among all people in the land. Surely a nation that has spent up to eight times as much on keeping food out of circulation as it has on food programs needs to rethink its priorities. We can no longer live in a nation "half stuffed and half starved." We commend the President for calling this conference.

We recognize that millions of Americans are living on no income or on incomes which prevent their getting enough to eat.

We recognize that without adequate incomes with which to purchase sufficient amounts of nutritious food, even the most informed individuals and families will be malnourished.

We recognize that all individuals and families from all segments of American life have a basic right to the kind of nutritionally adequate diet which is essential to good health.

Therefore, we affirm our commitment to the common hope of the Conference participants for the elimination of hunger and malnutrition. We believe that it is urgent to get food to the poor and hungry without delay. We pledge ourselves to increased personal involvement in efforts at solution. While the members of the Women's Task Force are integral parts of different organizations, we serve on this Task Force as individuals. We are committed to working through the many organizations of women, community groups, and coalitions, of which we individually may be a part, toward the achievement of the goals of this Conference. We will support the President and the Congress in forthright and direct moves clearly designed to assure adequate food assistance for the 5 million poorest Americans.

As we move in the direction of defining new national goals, the Task Force on Voluntary Action recommends that we emphasize the following:

That there is a hunger and malnutrition emergency in this country today.

That the system of national priorities needs to be changed.

That an attack on hunger and malnutrition requires a major administrative thrust. A program to eliminate hunger must be a national commitment, not a local option sustained by the National Government. Only in this context can volunteer action bear fruit.

That people are more important than programs. Since there are cultural, economic, and linguistic differences within this Nation, the programs must be geared to respect and cooperate with these differences.

That a cash income means far more than adequate nutrition. It conveys dignity and self-respect, which have no price tag and yet all value.

That the climate of national opinion toward recipients needs to be changed. No judgment of the impoverished is possible without consideration of the forces in society that produce poverty.

That programs be directed to individual needs of people.

That the food industry has a clear-cut obligation to further national goals of nutrition and health by subscribing to the highest standards in food quality and purity and in advertising and labeling.

The Women's Task Force is deeply impressed by the content and the spirit of the overall Panel recommendations. However, the procedures followed at some of the Panels have raised fears that the recommendations coming out of Panel sessions may not be fully reflected in the final report.

Since we regard this Conference as a historic breakthrough in the problem of hunger and malnutrition, we make the following recommendations in the hope that the continuing action program will be equally as significant.

RECOMMENDATIONS

The Task Force on Voluntary Action by Women rejoices that the President stated as his policy that the voluntary dedicated effort of this Conference will not "wither away in futility," but will result in action, not words. In fulfillment of this promise we request:

1. That the President declare a national hunger emergency and give active support to the other four recommendations adopted by the Conference at its closing session: a guaranteed adequate income, improved interim food programs, free school lunch and breakfast programs, and reformed administration of Federal food programs. (See "Task Force Action Statement" elsewhere in this report.)
2. That the President urge the Governors of all States and territories to hold State conferences on hunger and malnutrition, and include in these conferences the experience of those who attended the White House Conference and the diversity of participation that has been at the heart of this experience; e.g., Indians, Puerto Ricans, the Spanish speaking, blacks, Appalachians, those who are hungry, those who are poor, those of the health profession and those who produce and

provide food and nutrition education services.

Conscious and deliberate effort must be made to bring about a genuine encounter between and among all such participants.

3. That the President ask the Advertising Council of America to conduct an informative campaign about food programs similar to the campaigns to publicize VISTA, the Peace Corps, and others.
4. That the President make available sufficient funds from nonprogramed funds under his control to the eight citizen task forces he created to enable these task forces to have:

- (a) An essential staff.
- (b) Communication resources and facilities to open up and sustain the widest possible communication with individuals and groups across the country.
- (c) Quarterly meetings for review, surveillance, and leadership.
- (d) Continuing liaison with, assistance from, and input to the executive and other branches of the Federal Government.

As many of the recommendations of this Conference require legislative action, we call on all women's groups in America to:

1. Help create the climate of opinion that will make possible the public support necessary to passage of needed legislation.
2. Support specifically those measures that contribute to the achievement of the recommendations of the closing plenary session.

To assist with this process, we recommend that the Task Force on Voluntary Action by Women:

1. Prepare and distribute to these organizations an annotated list of pending legislation.
2. Develop a communications system to keep them informed of specific needs for legislative support.

WHAT WOMEN CAN DO

Our Task Force emphasizes again the fact that the real work of the Conference started the day the sessions ended. For those who have indicated that they want specific ideas, we have pulled together and list here suggestions and tools of imple-

menting the Conference recommendations. The only measure of Conference success is in action. Our action, added to the actions of others, can influence the Nation.

In the face of a recognized state of national hunger emergency we must take both immediate and long-range action.

Immediately we must:

1. Become conversant with the total Conference report and its implications.
2. Talk individually with other people, especially those in disagreement, about the issues of the Conference.
3. Become knowledgeable about the nature and extent of need for food and adequate nutrition in our locality.
4. Dramatize the need and alert local communities to action possibilities.
5. Cooperate with local government in establishing priorities and procedures for feeding the hungry, wide distribution of food stamps, commodities, and so forth.
6. Enlist volunteers to help agencies to get food to the hungry as it becomes available from Government or private sources.
7. Promote the coordination of efforts toward a common goal of eradicating hunger, using the newly created awareness that hunger and malnutrition is the problem of all segments of society.
8. Put into full effect and use the program suggestions which your national organization may already have made on the problems of hunger and apply the findings of this Conference to the program areas.
9. Accept and look for every opportunity to speak to community groups, the press, and radio and television, especially national educational television.
10. Ask the Governor of your State to call a followup conference on hunger and malnutrition.

Long-range efforts to eradicate both hunger and malnutrition require us to:

1. Be supportive of the climate in which those with need can speak for themselves by:
 - (a) Eliciting support for community leadership that will involve individual

participation, and develop responsible indigenous decision-making machinery;

- (b) Supporting a positive program to make sure that the poor do not pay more for food in stores in disadvantaged areas;
 - (c) Encouraging cooperative stores in disadvantaged areas.
2. Support efforts for bilingual, bicultural education where needed, including emphasis on the use of ethnic foods and recipes and current down-to-earth translation of educational materials.
 3. Provide the kind of nutritional counsel and help which is requested by persons most affected by hunger.
 4. Promote continuous ongoing programs of education in school and community which will insure consumption of foods which make for good nutrition.
 5. Enlist the leadership of local nutritionist dietitians, home economists to help citizens discover and use the enriched and highly nutritious foods already available on grocery store shelves.
 6. Provide operational space for pilot innovational approaches to feeding and education which will arise from concerted concern.
 7. Establish workshops and forums for creating awareness, including persons who can tell it like it is from among those who are needy and those resource agencies ready to help (as an example, the coalition of 77 national organizations which held hunger workshops in 20 cities in the summer of 1969 whose report is available from the National Council of Negro Women).
 8. Influence the decisionmakers through a citizens' lobby:
 - (a) Individual women can form a telephone chain through which a large number of women can be kept informed on pending legislation (local, State, and Federal) and use their individual pressure by letter, telephone, political party, and vote (especially on present pending legislation affecting food programs).

- (b) Local women's groups can work with local governing bodies or apply pressure at local levels to reorder priorities and promote policy consistent with human need.
- (c) Women's groups can institute legislative programs aimed at implementation of the Conference recommendations.
- (d) Women's groups can extend their legislative know-how to other groups and appear before them to win their support.
- (e) Women's groups on the State level can study and act on State legislation essential to the implementation of the Conference recommendations.

9. Write articles for or see that articles get into the publications and newsletters of State and National organizations.
10. Continue to be informed about the needs and how they are being met, monitoring the continued implementation of changes called for by the Conference recommendations as well as watchdogging the operation of existing programs.
11. Recruit persons from disadvantaged areas for training in health professions.
12. Undergird, interpret, and encourage persons to participate in the comprehensive plans for health care which are emerging in many communities.
13. Encourage volunteers to take training as aides in nutrition education to extend the impact of efforts being initiated by State and local agencies.

We affirm in the words of one of our Task Force members that "Women can do whatever we really want to do when we want to do."

REFLECTIONS AND IMPRESSIONS

Cool people, cold people, verbose people, people upstaging other people, people strutting verbally, scared people, caring people, fighting people, and men and women. Forlorn women, women shouting, men shrugging, men talking, men explaining—more talkers than listeners. Our daily bread, but not theirs—their hunger but not ours. Scientific facts pouring from experts—flooding the rooms—drowning the uneducated. Some gentle men and listening men—and women trying, women prodding,

women pushing, women helping, women seeking, and finding answers and asking more and hoping—then more and more—some bad rips mended—some cruel truths spilled over nice talk—some dark facts exposed—More talk of bread—more talk of now—keen meaning from the meaners. Some feeling of turning on—and to each other—Humility seeping through the layers of indifference. Only a start—miles to go, years to work—Starting now—no excuses, no delays, no rationalizing—Their daily bread—now.

* * * * *

I believe the sense of urgency was reflected in the Conference and that while some may have come with doubts about the existence of hunger the results show it was a decision reached by the Conference * * *.

I agree that hungry people should be fed immediately and the cure and prevention of malnutrition should be a daily continuous process with awareness and recognition throughout every segment of our society. This I believe can only be accomplished through a positive approach and positive action and not through negative means and programs. * * * At this point we should recognize that there is no substitute for accurate knowledge and it would be best to admit it rather than distribute false information about the practical applications of the science, nutrition, within the coordinating science for good health of individuals.

* * * * *

Those people who work with the poor, and see the conditions under which they endure, and see that they do not get enough to eat, and see what happens when they do not get enough to eat, are serious. Those people who represent the poor are deadly serious.

Many persons were concerned with the lack of nutrition and the lack of knowledge of nutrition, but it came through loud and clear that poor people have to have money to buy food before they can be concerned about nutrition. How can I buy nutritious food when I don't have enough money to buy any food?

* * * * *

This committee in this Conference has been a warm seminar of learning. What we did learn in our group came from the participation of the poor. We could have met in typical efficient middle-class fashion, discussed the "needs of the poor and the hungry," come to some reasonable and politically feasible recommendations, decided and communicated what slots of activity of particular organizations we personally would fill, and gone home stimulated perhaps, bored perhaps, but not really moved to change * * *.

I could wish we had listened more, had spent more time hearing the frustrations from within our group. And I could wish we had more poor to teach us. What many would call disruptive forces in this Conference were really teaching forces. They are not the "enemy." They teach us the abusive nature of their despair. They are Americans who want to see America carry out its potential to deliver on its promises.

We are very far apart in this country and it is hard for us to hear * * *.

And we must keep learning from those who can teach us—the poor, the isolated, the discriminated-against, the left-behind.

Where we have let them teach us at this Conference we have learned.

* * * * *

I have felt torn between a desire for the Conference to maximize effectiveness and the need of the kind of drama that will emphasize the need for action * * *.

Ultimately the effects of this Conference must be manifested by Executive and Legislative Action * * *.

* * * * *

Many of the poor do not understand the processes of Congressional implementation, but to them the President is the one visible symbol of all and ultimate authority * * *.

Therefore, the pledges made by the President of the United States at the opening of this White House Conference are viewed with skeptical disbelief * * *.

One of the most apparent things in talking with invitees who had no involvement in the Panel studies or in the Task Force analyses is the lack of trust among and between segments of our people. It cannot be said too strongly—this was not confined to our poor invitees * * *.

The overwhelming message coming from the panels, from the task forces and from the attitudes was that where there is now hunger; there must, without delay, be food.

* * * * *

I'm an agenda person—slow up—you're blowing my mind.

* * * * *

I was very much aware how all, from President Nixon and Dr. Mayer on down, seemed to desire the voice of the minorities * * *.

It is my hope that some provision will be made for an on-going follow-up program. So many fine recommendations were given to implement in solving the problem brought before the Nation. It is my hope that provision will be made so we do not lose the leadership we have at the helm now * * *.

I do hope you won't get the impression that I thought everything went along "hunky-dory" and that everything is on the "up and up." But a tiny step forward has been taken and I hope we don't stop walking forward.

* * * * *

During this Conference I have seen the well-educated and affluent sit side by side with an impoverished uneducated white, brown, red and black, and each of them go their separate ways after discussing the issues, each feeling he had either changed his own views or changed his companion's ways of thinking.

I've also seen the opposite, where the low-income or welfare recipient left a meeting with more frustration than ever—knowing he had spoken but not been heard. The man with an education and money in his pocket leaves with the smug look of, "I really put him in his place."—which place was a corner where he is forced to fight his way out of, whether it be by fair or foul ways. Personally I have learned there is no set way to win. Sometimes an explosion of anger can arouse the lethargic reasoning of someone. Another time a calm voice will

be very effectual. Sometimes it is compromise, another time the standing very firm, right or wrong, will turn the tide.

More than everything else I believe I discovered more fear in people at this Conference than I ever realized was there before.

There was fear of not getting peacefully what was being asked for. Fear of some that their financial security would be in danger. Fear of some that it takes drastic means to get the point across that something has to be done about hunger. Fear of the rest that this was going to happen anyway. This fear was a thing felt, not mentioned.

This rubbing of shoulders and eating together of people a world apart, as far as living conditions are, and working on a common cause of feeding people so they could live better, had to be a leavening process.

How to get the food to the hollow?

* * * * *

There was voiced a strong feeling of discontent over the fact that only the constituted groups, Task Forces and Panels, had entry into any recognized plenary session, had a means of gaining the simultaneous ear of the Conference. Thus, for instance, the Appalachian caucus, small in number and weak in voice, had no accepted vehicle of gaining recognition of their particular needs and requests * * *.

People talked together who never had talked together before.

I felt more comfortable in the really informal caucuses coming to grips with live issues than with my proper structured professional friends. I realize that I am still anxious about how to follow up with and confront these latter structures.

These days have helped me to feel confidence to say what I need to say and risk being shot down.

* * * * *

There were men who were moved, too, and changed, with new insights.

* * * * *

There's a problem with conferences. Not everyone feels free to speak within the structures of white middle-class structure. We need to use some of the experimenting techniques of communication. We need to train leaders in new group dynamics.

* * * * *

We women were afraid when we came. Many wanted to go home because of the threat of demonstrations. I had to work with our women to keep them. Some of their husbands called, afraid. I had to work with our men to keep them in the Conference.

After all that working, I wanted to go home. I learned in our caucuses. I hadn't known before that I was middle-aged and old. Now I know more what my role was.

* * * * *

It was all parliamentary rules in my section. I didn't know what they meant. I tried to speak once, and they took the microphone away from me—something about the rules of order, I don't understand.

* * * * *

Some of the most important things went on in the lobbies. Our culture's not a Conference culture. Why must we always be inside the Conference? * * * We did not get all the input we wanted—we were a very small group of Puerto Ricans—we haven't heard, "There's going to be food on this table before Christmas." But we've gotten lots more than we thought we'd get.

* * * * *

I learned a lot of technical facts that will be useful—that the Japanese, for instance, grew four inches in height in one generation—but I don't think the Conference carried any dramatic impact to the people of this country * * *. I don't think people did hear * * *. I really question that there will be action.

* * * * *

We need statistics to explain to people at home how the Bureau of Labor Statistics, for instance, comes by its figures for the minimum standard of living. It gets them by pricing things in the community itself—the lowest clothing costs, rental housing at the lowest level (two bedrooms, one bath), overcoat of the cheapest kind every three years, an eight year-old used car for the family that needs transportation to work—that kind of statistic. That helps us understand the \$5500 figure.

* * * * *

I've gone to a lot of conferences * * * I keep hoping that something will happen. This is the second White House Conference. I've never been in a Task Force before. I've worked with men and women both out of the state of Mississippi. But this being on a Women's Task Force—you feel kind of comfortable with women. You get your strength up to go out with the men. Another learning process: I've worked with white people since 1964—you get to be more honest—you learn to speak straight out, not just be polite * * * Many people back in Mississippi think this Conference is just going to be a showcase. When you get home they'll want to know, Is there going to be any more food—or is this another hoax?

You have to learn how to deal with yourself. You can sit next to people in meetings and not be afraid to make suggestions and deal with the real issues. I don't trust Nixon. Now, I'm just speaking straight out and being honest, but this is my feeling. I think he's afraid he invited the wrong people to the Conference because of that little ruckus the other day. Because he wanted this to be a comfortable Conference. I hope he takes a good look at it and sees that he has done a good thing.

In caucuses you really speak out and you know how you feel. We have black caucuses wherever we go. It's getting to be "the thing." When they seal themselves together in a caucus they feel more secure. We are living now in some of the most insecure times that have ever happened.

Now, about this business of worrying about how to get the food to the poor people, and not getting the food because they don't know how to get it delivered, that's no problem at all. When Camille hit Mississippi, red tape was cut right now and things moved just like that—but that was when the white man said it should happen.

Another thing—we need to get some value back into this country. There's no generation gap; all the children

want to do is believe what you say. Both white kids and black kids, the same. We are so suspicious of one another. Your staff, the office, everybody—you can just cut it.

We've got to get some value into children's lives. Our values in this country have just done got too tied around the dollar, paper work, procedures, agendas. Our agenda is Humanity.

* * * * *

Out of all walks of life we came, to get rid of this hunger in our land. I just hope the flow of food will begin to come to the people who need it.

* * * * *

I felt the role of the Task Force was an expression of the new womanliness. This could be an historic turning point in the way women look at themselves. Having felt limited to a specific personal role—the nurture of the

family—they now find themselves speaking for the nurturing of society. The walls of political limitation have come tumbling down. I don't feel so alone any more.

I wish that young women of college age could have witnessed this functioning at this time when they are struggling with their own roles.

* * * * *

When the final plenary session was adjourned, when the distressed and radical group stayed on pleading for others to stay on with them "until the President declares an emergency," Mrs. Robbins spoke to Mrs. Mayer who was lingering and watching. Mrs. Robbins expressed her regret at this way it was ending, and Mrs. Mayer responded, "But they have been hungry so long."

* * * * *

TASK FORCE VI B-3: Voluntary Action by Students and Faculty in Colleges and Universities

Student Chairman: Gregory Fischer, St. Louis University School of Medicine, St. Louis, Mo.

Task force members

John R. Beaton, Ph. D., Dean, College of Human Biology, University of Wisconsin, Green Bay, Wis.

Mark Bedner, University of Kansas, 1970, Lawrence, Kans.

Michael Benson, Wesleyan University, Middletown, Conn.

Lawrence L. Boger, Ph. D., Dean, College of Agriculture and Natural Resources, Michigan State University, East Lansing, Mich.

Sally Cohenour, graduate student in nutrition, University of California at Berkeley, Berkeley, Calif.

Martin Fischbein, Antioch College, 1971, Yellow Springs, Ohio.

Steven Fleckman, University of Texas, 1971, Austin, Tex.

Janice Glover, Cornell University, Ithaca, N.Y.

William V. Hahn, University of Washington School of Medicine, 1972, Seattle, Wash.

Anita Johnson, Boston University Law School, 1971, Cambridge, Mass.

Winthrop D. Jordan, Ph. D., Dean for Minority Groups and Associate Professor of History, University of California at Berkeley, Berkeley, Calif.

Columbus Keepler, Miles College, 1972, Birmingham, Ala.

Roberto Martinez, University of Arizona, Tempe, Ariz.

Olaf Mickelson, Ph. D., Professor of Biochemistry and Nutrition, Department of Foods and Nutrition, Michigan State University, East Lansing, Mich.

R. Eric Moore, Ohio State University School of Law, 1971, Columbus, Ohio.

Charles Palmer, President, National Student Association, Washington, D.C.

Chase N. Peterson, M.D., Dean of Admissions and Financial Aid, Harvard College, Cambridge, Mass.

Calvin H. Plimpton, M.D., President, Amherst College, Amherst, Mass.

Ronald Pollack, staff attorney, Columbia Center on Social Welfare Policy and Law, Columbia University, New York, N.Y.

Jean Quan, University of California at Berkeley, 1971, Berkeley, Calif.

Franklin Raines, Harvard College, 1971, Cambridge, Mass.

Fred Rutledge, Miles College, 1971, Birmingham, Ala.

John R. Silber, Ph. D., Dean, College of Arts and Sciences, University of Texas, Austin, Tex.

Kate Wenner, Radcliffe College, 1970, Cambridge, Mass.

Renee Yuen, Smith College, 1970, Northampton, Mass.

Consultants

Maureen Finch, Occidental College, 1972, Los Angeles, Calif.

Andre Mayer, Harvard University, 1970, Boston, Mass.

Michael R. McGarvey, M.D., Special Assistant to the Administrator for Youth Affairs, Health Services and Mental Health Administration, U.S. Department of Health, Education, and Welfare, Washington, D.C.

STATEMENT OF TASK FORCE VI B-3

Every American has the right to adequate food, health care and nutrition, and to receive these needs without compromise to his dignity. As adequate food is a right, it is the duty of Government to insure that it is provided.

These rights can no longer be denied.

Therefore, the student-faculty caucus believes that the following proposals are of utmost urgency and crucial to ending hunger in America:

1. EMERGENCY AID

We endorse the proposal of the joint Task Forces in calling for immediate measures to combat the

hunger emergency in this Nation. We strongly emphasize the urgency of meeting the needs of children.

2. GUARANTEED ADEQUATE INCOME

Poverty is the main cause of hunger; therefore, we must address ourselves to the problem of redistributing the Nation's wealth. Programs toward this end must be based on dignity and equality.

We strongly urge:

Immediate implementation of a family maintenance program with a floor of at least \$5,500 for a family of four. Such a program must include:

1. A system of self-certification.
2. Flexibility regarding both rise in cost of living and State and regional variations in cost of living.
3. A phasing out of all food stamp and commodity programs to be replaced entirely by income maintenance.

The figure of \$5,500 as a floor for such a program is based on the figures of the Bureau of Labor Statistics and the newly published Heine-man Commission. Their figures and the estimations of Panel V-3 of this conference indicate that \$5,500 is the minimal amount necessary to feed a family adequately while still meeting other necessities.

We are well aware of the high costs of such a program relative to existing programs aimed at ending hunger, but we firmly believe that nothing short of this can begin to deal adequately with the problem of hunger in America.

3. CHILD FEEDING

There shall be no hungry child in America by 1972.

We recommend:

1. That by 1972, each child in public, private, and parochial schools, day care centers, Head-start programs, and indigenous community groups and organizations, shall receive breakfast and lunch free of charge. These meals should provide two-thirds of their daily nutritional needs. Evening meals and two meals daily during vacations shall be provided wherever and whenever the need for them is present. The Federal Government should contract with indigenous community groups and private industry to develop a variety of delivery systems for implementing this proposal.
2. That by 1972, mobile health, educational, and feeding units developed by contract with indigenous community groups and private industry, shall provide health service, nutritional education, and two-thirds of the daily nutritional requirements for pregnant and nursing mothers and for children not reached through the aforementioned programs.

The family maintenance program, funded at the \$5,500 minimum for a family of four, will not provide adequate medical care and

nutrition instruction for all pregnant and nursing mothers. For these women and for their unborn or newly born children, carefully controlled nutrition is an essential part of medical care. Mobile units in urban and rural communities will insure the delivery of this medical care and food.

3. That, if by 1976, the family maintenance program has succeeded in making any or all of the above-mentioned programs superfluous, redundant programs are to be phased out. No program shall be eliminated, however, until its redundancy has been clearly established through consultation with the users.

4. CONSUMER PROTECTION

We find the present state of consumer education and protection in this country to be deplorable. Therefore, we make the following proposals in order that the consumer may rely on the wholesomeness of the food he buys:

1. All substances added to food should be adequately shown through scientific procedures to be safe in the long, as well as short term. This includes foods now on the generally recognized as safe list.
2. The Delaney clause should be retained and expanded to include teratogenic and mutagenic substances.
3. An easy to understand labeling system should be instituted which identifies all food product ingredients and their percentage composition. Clear date coding should be required on all meat, milk, and bakery products. Regulations should allow cholesterol labeling.
4. Statutes should demand full divulgence of information about food product components to a government examining agency.
5. New foods should be equal in nutritional value to their traditional counterparts, and priced coincident with their product cost.
6. A government food-testing bureau independent of the regulatory agency and industry should conduct all foods safety tests. Tests should establish food product safety in: (1) Individual foods, (2) the total diet, and (3) in combination with pollutants, such as pesticides. FDA should then be empowered to regulate individual foods on the basis of their potential hazard in the total diet, and not just on toxic effects of a single food.

5. ENFORCEMENT

Promised and provisions of antipoverty legislation have not been met or enforced. Such legislation is meaningless and new legislation will also be meaningless unless efforts to monitor its implementation are vigorous and effective.

We strongly recommend: That an effective monitoring system be established to insure administrative enforcement and, if necessary, legal enforcement of existing and new legislation in this field. Administrative enforcement should be facilitated by making local and State conformity to

the intent of Congress in matters covered by legislation on nutrition a condition of eligibility for receiving Federal aid of any other kind.

The Student-Faculty caucus submits the above as top priorities. We believe that their consideration should be the focus of this Conference and we seek to join with others sharing our viewpoints in putting forth these proposals.

While points 1, 2, 3, and 5 have been embodied in the Task Force Action Statement, which we support, we urge point 4, Consumer Protection, to be given equal attention by the President.

TASK FORCE VI B-4: Voluntary Action by Religious Organizations

Cochairman: Arthur Flemming, Ph. D., President, MacAlaster College, St. Paul, Minn.; President, National Council of Churches; former Secretary, U.S. Department of Health, Education, and Welfare.

Cochairman: Most Rev. Raymond Gallagher, Bishop of Lafayette in Indiana, Lafayette, Ind.

Cochairmen: Rabbi Irving Lehrman, Temple Emanu-El, Miami Beach, Fla.; First Vice President, Synagogue Council of America.

Task Force members

David Ackerman, Staff Associate, National Council of Churches, Washington, D.C.

Albert E. Arent, Vice Chairman, National Jewish Community Relations Advisory Council, Washington, D.C.

Grover C. Bagby, Ph. D., Associate General Secretary, Division of General Welfare, General Board of Christian Social Concerns, Washington, D.C.

Father Geno Baroni, Executive Director, Office of Urban Affairs, Archdiocese of Washington, Washington, D.C.

Rev. Atha Baugh, Deputy Executive Secretary for the Public Mission Group, American Baptist Home Mission Society, Valley Forge, Pa.

G. Willis Bennett, Th. D., Professor of Church and Community, Southern Baptist Theological Seminary, Louisville, Ky.

Marvin Braiterman, Director, Education and Research, Religious Action Center, Union of American Hebrew Congregations, Washington, D.C.

Maxine Cadena, R. N., Instructor in Public Health Nursing, Incarnate Word College, San Antonio, Tex.

Woodrow Carter, Senior Associate, Experimental and Specialized Services, Executive Council of the Episcopal Church, New York, N.Y.

Margaret Cassidy, National Council of Catholic Women, Washington, D.C.

Monsignor Lawrence J. Corcoran, Secretary, National Conference of Catholic Charities, Washington, D.C.

Rev. N. Gordon Cosby, Pastor, the Church of the Saviour, Washington, D.C.

John Cosgrove, Director, Department of Social Development, U.S. Catholic Conference, Washington, D.C.

Rev. Rufus Cuthbertson, Secretary for Synodical Services, Board of Social Ministry, Lutheran Church in America, New York, N.Y.

Tilford E. Dudley, Director, Washington Office, Council for Christian Social Action, United Church of Christ, Washington, D.C.

Rev. E. Ezra Ellis, D.D., Pastor (retired), First Friends Church, Whittier, Calif.

Sister Dolores Girault, D.C., health and nutrition specialist, Division for the Spanish Speaking, U.S. Catholic Conference, San Antonio, Tex.

Thad Godwin, Associate Secretary, Division of Christian Social Service, Board of National Ministries, Presbyterian Church of the United States, Atlanta, Ga.

Lieutenant Commissioner John Grace, National Chief Secretary, The Salvation Army, New York, N.Y.

Rabbi Harry Halpern, East Midwood Jewish Center, Brooklyn, N.Y.

Rev. Ian McCrae, Director of Human Rights, the Christian Church (Disciples of Christ), Indianapolis, Ind.; chairman, Committee on Hunger in the U.S.A., National Council of Churches.

Mrs. William O'Connor, consultant, Family Life Division, U.S. Catholic Conference, Alexandria, Va.

U. D. Register, Ph. D., Professor and Chairman, Department of Nutrition, School of Public Health, Loma Linda University, Loma Linda, Calif.

Kris Ronnow, Associate for Field Operations, General Department of Health, Education and Welfare, United Presbyterian Church, U.S.A., New York, N.Y.

Rev. Carl Scovel, Minister, King's Chapel Unitarian Church, Boston, Mass.

Rabbi Henry Siegman, Executive Vice President, Synagogue Council of America, New York, N.Y.

John H. Vanderberg, Presiding Bishop, Church of Jesus Christ of Latter Day Saints, Salt Lake City, Utah.

Leslie F. Weber, D.D., Executive Secretary, Board of Social Ministries, Lutheran Church, Missouri Synod, St. Louis, Mo.

REPORT OF TASK FORCE VI B-4

PREAMBLE

The continued existence of poverty-caused hunger and malnutrition in this land is a national shame and a moral wrong. It must not be permitted to persist.

We have for too long passed by on the other side of hunger and malnutrition. We have blinded our eyes and deafened our ears. But the comfort of ignorance can no longer justify our indifference. We know hunger to be wrong. We must act.

While we must not forget that hunger is a world problem, and that population control must play a major role in its solution, our concern is to begin to heal the divisions in our society by righting its injustices.

The claim of the poor man to the right to a full humanity is as just as the claim of his more wealthy neighbor. The just society must sanction and uphold that claim. Our traditions hold no moral solace for societies that fail to seek justice. The Book of Proverbs says: "He that giveth unto the poor shall not lack, but he that hideth his eyes shall have many a curse."

The curses that afflict our society stem not from hunger and malnutrition but from our own irresponsible indifference.

White House conferences are too often noted for lofty rhetoric and limited action. We cannot permit this to happen in this case while people still hunger. The Conference adopted, in plenary session, a strong statement of priorities, the "Task Force Action Statement." We helped draft that statement. We approve of its substance. We will work on behalf of the priorities outlined therein. To do this we will maintain communication with one another, work individually and collectively to organize the religious communities for action, carefully monitor the actions of the President and the Congress, and do whatever else is necessary to see that this Conference leads rapidly to an end to poverty-caused hunger and malnutrition in this country.

PRINCIPLES AND GUIDELINES

The Religious Action Task Force has formulated 10 principles and guidelines as a basis for involvement with this issue. The Task Force commends these guidelines to the use of all similarly concerned.

The guidelines are as follows:

1. The major focus of our attention, our chief priority, should be to overcome hunger and malnutrition among the poor now.

2. It is not a shortage of national resources that stands in the way of eliminating poverty-caused hunger and malnutrition; it is a matter of will and of misdirection and misuse of those resources.

3. The elimination of poverty-caused hunger and malnutrition is a responsibility of the whole of society. The Federal Government is the primary instrumentality to be used for this purpose.

4. The primary cause of hunger and malnutrition among the poor is not ignorance or miseducation, but poverty.

5. Immediate national programs to eliminate poverty-caused hunger and malnutrition are needed, and must not be delayed for further studies, surveys, or investigations, however valuable these may be in themselves.

6. Any program for the elimination of poverty-caused hunger and malnutrition should respect and enhance the dignity of the participants by maximizing the choices available to them. For this reason, the best method for eliminating hunger is an adequate system of cash income maintenance, achieved through guaranteed employment, direct support, or some other means. The family income goal in such programs should be the low standard budget of the Bureau of Labor Statistics (in 1969 approximately \$5,500 per year for a family of four). Programs that control and limit the choices available to the participant cannot be justified except as emergency interim measures. Food and income programs should honor the right of all persons to make their own decisions about how to use their resources. As the President said on December 2: "Our job is to get resources to people in need, and then to let them run their own lives."

7. The consumer has an absolute right to full disclosure and easy availability of all facts about his food, particularly those which relate to nutrition, health, and safety. Consumer confidence in such disclosures depends upon the credibility of the information made available, a credibility which the food industry has a moral responsibility to establish. To assure this credibility, both the consumer and the ethical businessman have a strong interest in seeing that standards to this end are set and enforced by government.

8. The interests of consumers should be the primary concern of governmental action, both legislative and administrative, to provide and enforce standards of quality, safety, and nutrition in the food industry.

9. Consumer representatives, including the poor, should be members of all bodies, both governmental and nongovernmental, involved in the making of policy or the implementation of programs aimed at overcoming hunger and malnutrition.

10. While reaffirming the above guidelines that poverty, not ignorance, is the primary cause of

hunger and malnutrition among the poor and that national programs to provide the means for the purchase of food are needed now, the Task Force does not wish to deny that, in the long run, programs of nutrition education for the whole society are essential. We emphasize, however, that such programs should not make inroads upon the funds and resources available for food programs.

RECOMMENDATIONS TO THE RELIGIOUS COMMUNITIES

The Task Force also formulated several recommendations on what the religious communities can do on the issue of hunger and malnutrition. They are general in nature.

We recommend:

1. That the chief task of the religious communities with regard to hunger and malnutrition is to organize our constituencies to exert their influence on shifting this Nation's priorities toward the elimination of poverty-caused hunger and malnutrition now. The influence of the religious communities must be brought to bear both on the legislative process in the creation of new programs and the reform and expansion of present ones, and on the implementation of the programs at all levels of government.
2. That the religious communities also, should use their creative imagination to devise hunger programs of their own. Existing facilities can often be adapted for food programs; personnel can be made available; funds can be sought. The religious communities can, in addition, participate in government food programs wherever possible. In all these programs, the religious communities should make sure:

(a) That indigenous people participate in the planning of all social welfare programs intended to affect them.

(b) That no such program interferes with the independence of the poor to determine their own destinies.

3. That the religious communities should be intimately involved in transforming popular attitudes and arousing public concern about poverty and hunger.
4. That religious institutions should make available a certain percentage of their staff to work on hunger and malnutrition as a priority issue, both in social action and social welfare.

In specific response to the needs and recommendations enunciated by the White House Conference, we call upon all religious communities to undertake immediately the mobilization of their constituencies and resources. We offer the following as possible actions toward which these resources may be directed:

All members should be advised through all available channels of the dimensions of the problems to which this Conference has addressed itself and of the immediate and long-term solutions which it has recommended.

An extensive education and action program should be undertaken to utilize the influence of the religious community in moving the Federal Government to fulfill its responsibilities toward the poor and malnourished.

Coordinated ecumenical efforts at the local level should be undertaken immediately:

1. To support national remedies to the problems identified by this Conference.
2. To address the problem of hunger locally by determining the extent of local need and mobilizing resources to meet that need.
3. To investigate in detail the administration and effectiveness of Federal food delivery programs at the local level.
4. To participate in the administration of these programs where such involvement may be required to make these programs effective.

TASK FORCE VI B-5: Voluntary Action by Consumers

Chairman: Rev. Robert J. McEwen, S.J., Chairman, Department of Economics, Boston College, Chestnut Hill, Mass., Past President, Consumer Federation of America.
Vice Chairman: Robert Neptune, General Manager, Associated Cooperatives, Inc., Richmond, Calif.

Task Force members

Gordon E. Bivens, Ph. D., Professor of Family Economics and Agriculture Economics, University of Missouri, Columbia, Mo., Editor, Journal of Consumer Affairs.

George E. Brandow, Ph. D., Professor of Agricultural Economics, Pennsylvania State University, University Park, Pa.

Persia Campbell, Ph. D., Professor Emeritus of Economics, City College of New York, New York, N.Y.

Jennifer Cross, writer, Santa Rosa, Calif.

Arthur Danforth, Secretary-Treasurer, Cooperative League of the U.S.A., Chicago, Ill.

Anne Draper, Economist, Research Department, AFL-CIO, Washington, D.C.

Howard Frazier, President, Consumer Federation of America, Washington, D.C.

George Gordin, Jr., LL.M., Senior Staff Attorney, National Consumer Law Center, School of Law, Boston College, Boston, Mass.

Morris L. Grant, National Director, Project FINE, National Urban League, New York, N.Y.

David Hamilton, Professor, Department of Economics, University of New Mexico, Albuquerque, N. Mex.

Mrs. Iola Jones, social worker (retired), Child Welfare Division, South Carolina State Department of Public Welfare, Florence, S.C.

Morris Kaplan, Technical Director, Consumers Union of U.S., Mount Vernon, N.Y.

Marvin M. Lipman, M.D., Medical Advisor, Consumers Union of U.S., and Chairman, Nutrition Committee, Westchester County Heart Association, Scarsdale, N.Y.

Milton R. Litterst, Ed. D., Second Vice President, National Congress of Parents and Teachers, and Assistant Direc-

tor for Mental Retardation, Zone 4, Illinois State Department of Mental Health, Peoria, Ill.

Olga M. Madar, Director, Department of Consumer Affairs, and Member-at-Large, Executive Board, United Automobile Workers, Detroit, Mich.

Sidney Margolius, writer and lecturer, Port Washington, N.Y.

William F. Martin, Executive Director, North Shore Community Action Program, Inc., Danvers, Mass.

Margery Merchant, Associate Professor, Management and Family Economics Department, School of Home Economics, University of Massachusetts, Amherst, Mass.

Sarah H. Newman (Mrs. Simon H. Newman), General Secretary, National Consumers League, Washington, D.C.

Jerrold Oppenheim, Center for Study of Responsive Law, Washington, D.C.

Meyer Parodneck, President, Consumer-Farmer Milk Cooperative, Long Island City, N.Y.

S. Lee Richardson, Ph. D., Associate Professor of Marketing, College of Business Administration, Louisiana State University, Baton Rouge, La.

Louis Rolnick, Director, Welfare and Health Benefits Department, International Ladies' Garment Workers Union, New York City, N.Y.

Arthur E. Rowse, writer, Consumer News, Inc., Washington, D.C.

Tomas A. Villaneuva, Director, United Farm Workers Cooperative, Inc., Toppenish, Wash.

J. Harvey Young, Ph. D., Professor of History, Department of History, Emory University, Atlanta, Ga.

Louise A. Young, Extension Specialist in Family Economics, University Extension, University of Wisconsin, Madison, Wis., President, American Council on Consumer Interests.

Consultant

Mrs. Maely Dufty, Consumer Services Specialist, Harlem-East Harlem Model Cities Program, Office of the Mayor, New York, N.Y.

REPORT OF TASK FORCE VI B-5

PREFACE

The Consumer Task Force heartily applauds the calling of the White House Conference on Food, Nutrition, and Health to focus national attention on the problem of hunger and malnutrition in America.

This Task Force had reservations about the results that might be expected from the Conference stemming from questions about timing, structure, and representation—especially the skimpy representation of consumers and the poor on the technical panels. We still regret these circumstances. However, we are gratified at the near unanimity

of concern manifested by the various groups comprising the Conference in spite of differences that may still exist about details and methods of implementation.

The Consumer Task Force, at one of its pre-conference meetings, resolved that a state of urgency existed in America with respect to hunger and malnutrition, appealed for the proclamation of a state of emergency, and asked for the prompt implementation of several concrete actions much like those eventually adopted at the plenary session by the entire Conference membership. The thrust of these top priority proposals was: End hunger now.

We completely endorse the Task Force Action Statement adopted at the plenary session.

The Task Force recognizes the need for confronting and settling many other problems with respect to food—problems of grave consequence to all American consumers. These problems involve education, research, production, promotion, regulation. The earnest attention given these matters at this Conference must not be permitted to wane. Goals and guidelines proposed by the Consumer Task Force and critical comments on proposals made by other Panels follow.

PRIORITIES

The priorities suggested here presuppose and complement those contained in the Action Statement adopted by the Conference.

Lower food prices.—Recent inflation has caused great injury to both low- and moderate-income families. In many inner city areas, the proportion of family income spent for food exceeds the proportion spent in undeveloped countries. The high cost of food, and resulting malnutrition, is a burden on both the low-income family and the taxpayer. We bear increased welfare costs, increased health service costs, reduced learning ability a damaging effect on employability, and increased delinquency. High costs and poor quality of foods have been an important factor in the riots and discontent of the past decade.

One of the most significant ways by which food industry costs and retail food prices must be lowered, however, is the reduction of expenditures for promotion. Where meaningless product differences exist, advertising designed to sway consumers' purchases toward one seller's product or service rather than another's has little value to consumers, but makes up most of the \$2 billion

spent by the food industry on advertising in 1968. Retailers' expenditures on trading stamps, games, prizes, and other things are also large and increase the food bill. Banning the use of chances, games, and prizes in connection with the sale of food, in addition to eliminating fraud and deception involved therein, would reduce food prices and enable consumers to obtain more satisfaction for their money.

The goal is to lower food prices by reducing forms of promotion that have little to do with nutrition or other food values supplied to consumers.

2. Improved governmental structure and operation.

(a) In developing national food and nutrition policy, we support greatly strengthened representation of the consumer—and especially the low-income and minority group consumer—in government, at agency hearings, and on advisory committees. We deplore any weakening of the public hearing process. We support a special agency of government to perform this representation function.

(b) More money should be given to Federal agencies to strengthen their food protection activities, particularly inspection, labeling, and the improvement of food standards. However, the work of such agencies should be evaluated by an independent outside group with strong consumer orientation.

(c) The President suggested in his consumer message that all government agencies should "give due consideration" to the consumer's interest. In accordance with that suggestion, the President should, by Executive order, direct all agencies to respond in the Federal Register, within 90 days after the transmittal of the Conference report, to all final recommendations and minority reports within their purview. All answers must include descriptions of specific plans for implementing the recommendations or explanation for the rejection thereof. We specifically mean to exclude further study by another executive committee.

(d) We recommend a program of Federal grants and technical aid to State and local authorities, sufficient to implement a nutrition policy, to improve food and health inspection, and to strengthen weights and measures enforcement at State and local levels. We support the elimination of overlapping inspection and other duplication of services where consumer protection is not weakened.

(e) We recognize the need for greatly increased coordination of Federal programs in nutrition education. State and local agencies should also be enlarged to carry out the recommendations of this Conference for expanded community nutrition education, particularly among low-income consumers. We prefer that this teaching be done by existing organizations and agencies utilizing multiservice and day care centers rather than through the establishment of especially created area nutrition centers. Community or health service aides should receive training in nutrition under competent professional direction. These requirements emphasize the need for major expansion in advanced academic nutrition teaching. Simultaneously, expansion of nutrition education should be included in elementary and secondary schools through integration into existing curriculums.

(f) The President in his consumer message suggested that the Government ought to release information it has collected about products it purchases. In the spirit of that suggestion, the President, by Executive Order, should immediately make public all product evaluation data now in the hands of and generated by executive agencies, whether compiled for purposes of Government purchase or not. Specifically, we urge disclosure by the Defense Department, Veterans Administration, General Services Administration, Department of Agriculture, and Food and Drug Administration.

The President, by Executive Order, should also direct all executive agencies to make available to all members of the consumer public all information in their possession which is related to food, nutrition, or health, excepting only that which is restricted for reasons of national security.

(g) We urge speedy implementation of the President's suggested Consumer Federal Register.

3. *Mandatory grading and informative labeling*, to give consumers objective indicators of quality and nutritional value, must be achieved. This includes:

(a) Universal A-B-C grading system, based on consumer needs, to replace present confusion caused by different grading systems for different products.

(b) Labeling of packaged foods with package date, recommended storage conditions, and expiration date where nutritional quality is affected.

(c) Immediate adoption of the Association of Food and Drug Officials of the United States (AFDOUS) code for frozen food into Federal legislation.

(d) Development of methods of labeling nutritional information and preparation of Federal guidelines for such labeling.

(e) Incorporation of minimum levels of nutrition into standards of identity.

(f) For processed foods, labeling of the percentage content of ingredients, listing ingredients in descending order of importance.

(g) On new and substitute foods, we deplore any misrepresentation through misleading names or labels or simulative packaging.

4. *Consumer cooperatives*.—Several Conference panels recognize the part consumer cooperative development could and should play in improved distribution of consumer goods and services in the inner city. We realize, too, that the end result would be enterprises owned and controlled by the people who use their services; this is one of the deeply felt desires of many inner city residents who have, so far, been left out of the American mainstream.

We recognize there is nothing more cruel than to hold out hope of success without realistic provision of the tools needed for survival. A success pattern has already been developed in our rural areas, and only requires adaptation. We therefore urge the President and the Congress to—

(a) Enact enabling legislation for a bank for consumer cooperatives, with representatives of established cooperatives and of community action groups on its board.

(b) Appropriate funds for initial bank capital and for an initial revolving loan fund.

(c) Provide grants for technical assistance, development of materials, exploration of new distributive methods, and audit supervision.

(d) Authorize below-market interest rates, plus grants for insurance, job training, management development, and community organization, for that portion of any consumer cooperative enterprise located within defined inner-city areas.

As an emergency measure, this Task Force wishes to encourage State and city government agencies to consider immediate experimentation with food cooperatives—utilizing new building technology such as prefabricated shells—in high-

density areas of inner cities. One alternative may be cooperatives that handle a limited number of traditional and basic fortified foods, which could be organized much more quickly than full markets. Another alternative may be direct-charge supply depots.

5. Nutritional quackery constitutes the largest single component of health quackery, propagandized through television, radio, magazines, newspapers, door-to-door salesmen, and health food stores. A nutrition education campaign to awaken the public should seek to foster sound nutritional habits. We should also explicitly seek to counter nutritional nonsense by statutory prohibitions.

6. As a long-range goal, the consumers' needs for health services, education, family planning, transportation, and housing must be interlocked with a national policy on food and nutrition.

IN CONCLUSION

1. Public policy will at times demand emergency action. The real solution of the hunger problem requires major changes in the supply, processing, and distribution of food and a major effort at consumer education.

Major indications of good will on the part of industry and government will be necessary if the Conference recommendations for change are to result in effective action.

2. To meet the present hunger emergency, the Nation must respond with a substantial increase in funds spent on domestic social problems.

3. To insure maximum effectiveness of this commitment, a strong, vigorous, organized consumer movement is mandatory.

4. Consumer groups must work on many fronts in an effort to develop better legislation, more effective administration, stronger consumer education, and local direct action programs.

COMMENTS ON PANEL REPORTS

The Consumer Task Force reviewed the preliminary reports of all 26 panels. Members of the Task Force attended most of the Panel workshops during the Conference, and they found many constructive and some innovative proposals. Our comments on recommendations which we feel should be modified follow the reports of the panels to which they apply.

C. WHAT CAN BE DONE BY LEADERS IN HEALTH AND AGRICULTURE AND STATE AND LOCAL GOVERNMENTS?

TASK FORCE VI C-1: Voluntary Action by Health Organizations

Chairman: Paul Cornely, M.D., Chairman, Department of Preventive Medicine, Howard University, Washington, D.C.

Vice Chairman: Miriam K. Brush, Ph. D., Professor of Nutrition, Douglass College, Rutgers University, New Brunswick, N.J.

TASK FORCE MEMBERS (PARTICIPATING ORGANIZATIONS AND REPRESENTATIVES)

Adult Education Association of United States

Hamilton Stillwell, M.D., Dean, Continuing Education, Wayne State University, Detroit, Mich.

American Academy of Pediatrics

Frederick C. Green, M.D., Roosevelt Hospital, New York, N.Y.

Hugh C. Thompson, M.D., Tucson, Ariz.

David Van Gelder, M.D., Baton Rouge, La.

American Association of Health, Physical Education and Recreation

Cyrus Mayshark, Ph. D., Associate Dean, College of Education, University of Tennessee, Knoxville, Tenn.

Edward Milef, Ph. D., Consultant in Health Education, American Association of Health, Physical Education & Recreation, Washington, D.C.

American Association of Obstetricians and Gynecologists

James Dustabek, M.D., Washington, D.C.

Phillip Steptoe, M.D., Washington, D.C.

Lester A. Wilson, Jr., M.D., Department of Obstetrics and Gynecology, University of Virginia, Charlottesville, Va.

American Association of School Administrators

Frank C. Mayer, Ph. D., Superintendent of Schools, Berea, Ohio.

Joseph G. McCracken, Ph. D., Superintendent, Spartanburg County School District No. 7, Spartanburg, S.C.

American College of Physicians: R. H. Kampmeier, M.D., Vanderbilt University School of Medicine, Nashville, Tenn.

American College of Preventive Medicine

E. Harold Hinman, M.D., commissioner of health for Wyoming and Livingston Counties, Warsaw, N.Y.

Alfred R. Stumpe, M.D., M.P.H., President, American College of Preventive Medicine, Philadelphia, Pa.

Katharine Boucot Sturgis, M.D., President-elect, American College of Preventive Medicine, Wynnewood, Pa.

American Dental Association

Eric M. Bishop, Public Information Counsel, American Dental Association, Washington, D.C.

Gordon H. Schrottenboer, D.D.S., Secretary, Council of Dental Therapeutics, American Dental Association, Chicago, Ill.

American Dietetic Association

Frances Fischer, Assistant Professor, Department of Nutrition, Western Reserve University, Cleveland Ohio; President, American Dietetic Association.

Ruth Kocher, nutritionist, Regional Public Health, New York State Department of Health, Buffalo, N.Y.

Margaret A. Wilson, Ph. D., Professor of Nutrition, West Virginia University, Morgantown, W. Va.

American Home Economics Association

Miriam K. Brush, Ph. D., Professor of Nutrition, Douglass College, Rutgers University, New Brunswick, N.J.

Doris E. Hanson, Ph. D., Executive Director, American Home Economics Association, Washington, D.C.

Lela O'Toole, Ph. D., Dean, Division of Home Economics, Oklahoma State University, Stillwater, Okla.

American Medical Association

Hugh R. Butt, M.D., Mayo Clinic, Rochester, Minn.

C. E. Butterworth, Jr., M.D., Nutrition Division, Department of Medicine, University of Alabama Medical Center, Birmingham, Ala.

Russell B. Roth, M.D., Erie, Pa.

American Nurses Association

Anna B. Coles, Ph. D., Dean, School of Nursing, Freedman's Hospital, Washington, D.C.

Susan Moon, American Nurses Association, Washington, D.C.

Marion I. Murphy, Ph. D., Dean, School of Nursing, University of Maryland, Baltimore, Md.

American Pharmaceutical Association

Noel Parris, Director of Pharmaceutical Services, Columbia Point Health Center, Dorchester, Mass.

American Public Health Association

Mrs. Maryrose Balano, Director of Nutrition Services, Westchester County Health Department, White Plains, N.Y.

Paul Cornely, M.D., Chairman, Department of Preventive Medicine, Howard University, Washington, D.C.
Berwyn F. Mattison, M.D., Executive Director, American Public Health Association, Inc., New York, N.Y.
Association of Classroom Teachers of the National Educational Association
Cleo Leewright, St. Louis, Mo.
Institute of Food Technologists
Hans Lineweaver, Ph. D., Regional Research Division, U.S. Department of Agriculture, Albany, N.Y.
National Association of Social Workers
Glenn Allison, Associate Director, Washington office, National Association of Social Workers, Washington, D.C.
Patrick McCuan, Assistant to Dean, School of Social Work, University of Maryland, Baltimore, Md.
William F. Moynihan, Ph. D., Executive Director, Council of Community Service, Nashville, Tenn.
Claudia Odom, Assistant Professor, School of Medicine, Tulane University, New Orleans, La.
National Dental Association
James W. Holley III, D.D.S., President, National Dental

Association, Inc., Portsmouth, Va.
Eddie G. Smith, D.D.S., Speaker, House of Delegates, National Dental Association, Washington, D.C.
National Education Association
James R. Harris, Callanan Junior High School, Des Moines, Iowa.
Dora L. Williams, Mobile, Ala.
National Medical Association
W. T. Armstrong, M.D., Rocky Mount, N.C.
Edward C. Mazique, M.D., Washington, D.C.
Lionel Swan, M.D., President, National Medical Association Foundation, Detroit, Mich.
United Health Foundation
William W. Frye, M.D., President, United Health Foundation, New York, N.Y.
Luther H. Hodges, Jr., Senior Vice President, North Carolina National Bank, Charlotte, N.C.; President, United Health Service of North Carolina.
Grover E. Murray, Ph. D., President, Texas Technological College, Lubbock, Tex.

REPORT OF TASK FORCE VI C-1

RECOMMENDATIONS RELATED TO TASK FORCE ACTION STATEMENT

I. A NATIONAL EMERGENCY

We ask the President to declare that a national hunger emergency exists. We recommend that the Federal Government through its National, State, and local resources take immediate action to make nutritionally adequate foods available to all disadvantaged individuals and families in this country.

II. GUARANTEED ANNUAL INCOME

We support the President's approach to welfare reform but feel that the level of financial support needs to be much higher in order to be adequate for family maintenance.

III. INTERIM FOOD PROGRAMS

As interim measures only, present food programs must be reformed and expanded immediately in order to assure truly adequate benefits and participation by all who need them in all parts of the country.

IV. UNIVERSAL SCHOOL FOOD PROGRAMS

School lunches should be available to all children. Where there is need, breakfast should also be available with due consideration for the values in-

involved in the family's starting the day together—full advantage should be taken of the opportunity for nutrition education.

V. RUNNING THE PROGRAMS

Some coordinating point at a high level of government will be needed to establish overall policies. We support such a step and wish to point out that wherever such an office is located, it is imperative that it be provided with sufficient authority and the adequate and continuous funding vital to make it effective in meeting the pressing needs in the food and nutrition field. It should also be a part of comprehensive health care.

OTHER HIGH PRIORITY CONCERNS OF HEALTH TASK FORCE

Nutrition and Health Care

1. Nutrition care is essential in total health care. In any legislation involving health, the nutrition component must be clearly identified. Since adequate family income does not by itself insure against malnutrition, we recommend the mounting of a nationwide program of public education. The program should make use of mass media, the schools, as well as all other available resources.

As health programs are expanded throughout this country, priority should be given to the nutritional component in the following sequence:

- (a) Expectant mothers and infants in the first year of life.
- (b) Preschool and school-age children.
- (c) The sick.
- (d) Aged.
- (e) Adult population at high risk.

The Health Task Force strongly recommends that all nutrition programs and services be carried out in a manner that contributes to the strengthening of the family unit.

2. We recommend that since lack of general sanitation and sanitary facilities in a community plays an important role in infections which contribute to malnutrition, especially infections of the gastrointestinal tract of young children, that special attention be given to correction of these local environmental problems.

3. We recommend the involvement of voluntary organizations in all aspects of local nutrition programs and in development of new programs.

VI. MANPOWER, EDUCATION AND RESEARCH

1. Expanded nutrition services and nutrition education programs markedly increase manpower

needs and expand job opportunities. We recommend funding for development of career opportunities for community aides, to be filled by those presently on a below-living wage. Support must also be provided for their education. We ask support for and expansion of programs of dietetic and nutrition professionals and of their supportive personnel, and of programs of nutrition education of all groups and of professions who are, or should become, involved in public nutrition education.

2. We recommend funds to be provided for: (a) Continued research, both basic and applied, on specific nutritional needs of the population and the fundamental causes of malnutrition, and (b) for ongoing evaluation of measures instituted to combat poverty and malnutrition.

The Health Task Force believes strongly that we must work to bridge the gap in communications between the health professionals and the poor. If we are to solve the problems of hunger and malnutrition in this country, the poor, industry and labor, voluntary and religious organizations, students, and professionals must work together—learning from each other.

TASK FORCE VI C-2: Voluntary Action by Agricultural Organizations

Chairman: Charles B. Shuman, President, American Farm Bureau Federation, Chicago, Ill.

Vice Chairman: Kenneth D. Naden, Executive Vice President, National Council of Farmer Cooperatives, Washington, D.C.

Task Force members

Tony T. Dechant, President, National Farmers Union, Denver, Colo.

J. Marvin Garner, Executive Vice President, National Pork Producers Council, Des Moines, Iowa.

Don F. Magdanz, Executive Secretary, National Livestock Feeders Association, Omaha, Nebr.

C. W. McMillan, Executive Vice President, American National Cattlemen's Association, Denver, Colo.

Alan Rains, United Fresh Fruit and Vegetable Association, Washington, D.C.

Oren Lee Staley, President, National Farmers Organization, Corning, Iowa.

Don M. Turnbull, Executive Secretary, American Poultry & Hatchery Federation, Kansas City, Mo.

REPORT OF TASK FORCE VI C-2

The agricultural industry is deeply concerned about both hunger and malnutrition in America and we urge appropriate and effective Government and private action. We urge that the report of the Conference recognize that hunger and malnutrition are related to three factors: Personal income, education, and individual habits—rather than only one. We do not accept the apparent assumption by some of the panels and task forces that hunger and malnutrition can be solved by income measures while ignoring the other two factors.

The farmers and ranchers of the United States are proud of the abundant supply of wholesome, high quality food which they produce for consumers. Agriculture is dedicated to the continued production of food at reasonable prices to consumers. However, the future supply of food will

depend upon adequate economic returns to agriculture.

The Agricultural Organizations Task Force urges that the Conference report avoid recommendations relating to the nutritive merit or dietary influence of any food or food products that have not been substantiated by authoritative research. We do not believe that the production of synthetic and substitute food products should be subsidized or promoted by Government agencies. Consumer demand as expressed in the competitive market should be the guide.

The Agricultural Organizations Task Force is concerned with the increasing difficulty of maintaining the quality of food under modern mass handling and preparation conditions. We are opposed to mandatory fortification of foods.

TASK FORCE VI C-3: Voluntary Action by State and Local Government Leadership

Chairman: Brevard Cribfield, National Council of State Governments, Lexington, Ky.

Vice Chairman: John J. Gunther, Executive Director, U.S. Conference of Mayors, Washington, D.C.; also Secretary-Treasurer, National Governors' Conference.

Vice Chairman: Patrick Healy, Executive Vice President, National League of Cities, Washington, D.C.

Vice Chairman: Bernard F. Hillenbrand, Executive Director, National Association of Counties, Washington, D.C.

Task Force members

Edwin C. Becker, State Senator, Willow City, N. Dak., Chairman of the Board, Council of State Governments.

W. Hughes Brockbank, State Senator, Salt Lake City, Utah; President, National Legislative Conference.

Raymond J. Broderick, Lieutenant Governor, Commonwealth of Pennsylvania, Harrisburg, Pa. Chairman, National Conference of Lieutenant Governors.

William Stanwood Cath, Executive Secretary, National Association of State Departments of Agriculture, Washington, D.C.

Mrs. Joyce Clarke, Greenville, Miss.

Lois B. Earl (Mrs. Robert O. Earl), District of Columbia Department of Public Health, Washington, D.C. President, Association of State and Territorial Public Health Nutrition Directors.

C. Howard Eller, M.D., D.P.H., Commissioner of Health, St. Louis County, Clayton, Mo. President-Elect, National Association of County Health Officers.

Mrs. Myrtle Gillespie, State Supervisor, Home Economics Education, Wyoming State Department of Education, Cheyenne, Wyo. Chairman, National Association of State Supervisors of Home Economics Education.

Eugene H. Guthrie, Executive Director, Maryland State Comprehensive Health Planning Agency, Baltimore, Md. Chairman of the Board, American Academy of Comprehensive Health Planning.

Harold Hagen, Washington Representative, American Public Welfare Association, Washington, D.C.

Allen C. Jensen, Special Assistant, Washington Office, National Governors' Conference-Council of State Governments, Washington, D.C.

John C. McClellan, Administrator, General Food Division, Wisconsin State Department of Agriculture, Madison, Wis. President, Association of Food and Drug Officials of the United States.

Wayne F. McGowan, Secretary, Wisconsin State Department of Administration, Madison, Wis. President, National Association of State Budget Officers.

James E. Peavy, M.D., Commissioner of Health, Texas State Department of Health, Austin, Tex. President, Association of State and Territorial Health Officers.

Harry C. Schibbe, Executive Director, National Association of State Mental Health Program Directors, Washington, D.C.

Robert W. Scott, Governor of North Carolina, Raleigh, N.C.

Arthur J. Sills, Attorney General, State of New Jersey, Trenton, N.J. President, National Association of Attorneys General.

Carl S. Smith, 4-H Extension Agent for Milwaukee County, University of Wisconsin Extension Service, Milwaukee, Wis. President, National Association of County 4-H Club Agents.

Roscoe N. Whipp, 4-H and Youth Extension Agent for Montgomery County, University of Maryland Extension Service, Gaithersburg, Md. Past President, National Association of County Agricultural Agents.

Consultants

Sarah Deland, Program Assistant, Office of the Governor of New York, New York, N.Y.

Weldon B. Denny, Special Assistant to the Governor of North Carolina, Raleigh, N.C.

Gerard F. Devlin, National Relations Officer, State of Maryland, Washington, D.C.

Marvin Greenbaum, Special Assistant, Governor's Office of Human Resources, State of Illinois, Chicago, Ill.

Father Val G. Gross, Associate Pastor, St. Boniface Catholic Church, Walhalla, N. Dak. Adviser to State Senator Edwin C. Becker, Chairman of the Board, Council of State Governments.

Arva Jackson (Mrs. Wagner F. Jackson), Administrative Assistant for Urban Affairs, Office of the Governor of Delaware, Wilmington, Del.

Elizabeth Jukes, Chief, Nutrition Section, Community Health Division, North Carolina State Board of Health, Raleigh, N.C.

Ronald H. Levine, M.D., Director, Community Health Division, North Carolina State Board of Health, Raleigh, N.C.

John L. Linton, Senior Analyst, Bureau of the Budget, State of Illinois, Chicago, Ill.

Wil McGaughey, President, Metro East Health Services Council, East St. Louis, Ill.

Alton G. Marshall, Executive Secretary to the Governor of New York, Albany, N.Y.

Paul A. Weinstein, Ph. D., Staff Executive for Labor Relations and Manpower, Office of the Governor of Maryland, Annapolis, Md.

Jerry F. Vaughn, Coordinator, Community and Resource Development, University of Delaware, Newark, Del.

REPORT OF TASK FORCE VI C-3

I. ASSURED MINIMUM INCOME

There is no longer any reasonable doubt that millions of Americans are suffering the consequences of hunger and malnutrition. This is intolerable in this, the world's richest Nation; it is doubly so in the face of our agricultural abundance. The President of the United States in addressing this Conference has said, "The moment is at hand to put an end to hunger in America * * * for all time."

The basic underlying cause of hunger is the inability of millions of Americans living in poverty to purchase an adequate diet. For the Nation that could find the money to place a man on the moon, it is time to find the money to feed those who are hungry.

A majority of the citizens of this Nation have been assuming that the existing welfare programs in the 50 States have been providing adequate income for the poor. This assumption is erroneous. The level of assistance in many of the States does not meet any test of adequacy, however defined.

The Congress of the United States, which has created the present system should reform that system by establishing a floor under the income of every American. This floor should provide a basic income sufficient to maintain a decent and dignified standard of living and thus to enable each and every American to participate in the mainstream of American life.

The calling of this White House Conference is in recognition that this is a most urgent problem of the highest national priority. It is imperative that the Federal Government assume the financial responsibility for the attainment of this objective, since only it can command the resources adequate to the task.

This Task Force believes that the best judge of each family's priorities is that family itself. It is therefore a national responsibility to make available resources to people in need and then to let them manage their own lives. Consistent with this principle of self-determination, these resources should be delivered in the form of cash income.

Congress should provide for a floor of adequate income within a framework which will build incentives for self-help and family support, with due consideration being given to cost-of-living differentials throughout the Nation. Programs aimed

at work incentives and utilization of state and local government as employers of last resort should be given due consideration.

II. FOOD STAMPS

Provision of an adequate income for all citizens would eliminate the necessity of food stamps. Cash is vastly preferable to stamps as a means of providing low-income households with the purchasing power required to purchase the food stuffs necessary to maintain an adequate diet. The elimination of stamps and provision of adequate income maintenance will make the following recommendations obsolete, but in the framework of today's programs we make these recommendations:

1. Cash commitments required to purchase food stamps should be reduced to 25 percent of household income.
2. All households (family of four) should receive at least \$125 monthly in stamps.
3. Certain household items should be included in the list of allowable items to be procured by stamps.

III. SCHOOL LUNCH

School feeding must be an integral part of the philosophy of education. Free school lunches provide an opportunity for well-targeted utilization of public funds to improve the nutrition of low-income children. School feeding programs are a particularly effective means of converting monetary commitments into meals known to be balanced and nutritionally sound. Symptoms of malnutrition in schoolchildren can cripple educational effectiveness. Consequently, provision of moneys to guarantee adequate child nutrition will increase the usefulness of other funds expended on education.

Federal funds presently available are not sufficient to meet the needs of needy students throughout the Nation. Because of the critical importance and effectiveness of this program, we make the following recommendations:

1. Immediate provision for additional funding in fiscal year 1970 for free school lunches.
2. Provision in fiscal year 1971 of sufficient State and Federal funds to provide free lunches for all needy students. We recommend \$3 Federal to each \$1 of State funds.

3. Absolute assurances should be provided to insure the anonymity of students receiving free lunches so that no child is stigmatized.
4. The amount of appropriation should be based on present need with advanced funding rather than previous participation.

IV. COMPREHENSIVE COMMUNITY CENTERS

It is recommended that there be established a system of comprehensive community centers for human services. These centers would be funded substantially with Federal assistance through provisions of the Social Security Act, but with mandatory State and local community financial participation, and with strong local citizen or consumer administrative involvement.

These human resource centers would be goal oriented as distinguished from activity oriented, and to assure this it would be required that basic Federal guidelines would clearly define purpose, objectives, and goals.

The centers would be developed in accordance with plans originating at State and local level, by State and local designated agencies.

The centers would not necessarily be structures or discrete facilities, but rather might be a contractual system of coordinating services (many of which may already exist) into a program that might marshal a variety of community resources to focus directly on meeting urgent human needs of both children and adults in the following areas:

Malnutrition, undernutrition, protein and vitamin deficiency, iron anemia, and dental defects.

Developmental disabilities.

Mental and physical handicaps.

Economic and social disadvantage.

Part-time (day and/or night but not residential) care of dependent adults and children.

The centers would function on a voluntary admission basis and not assume the advocate role. They would provide a system of periodic assessment of the development of the whole person of each citizen served.

V. RESEARCH

Acceleration of research in all areas involving the nutritive values of human foods or combinations thereof is a challenge which can be met by a cooperative effort involving State and Federal Government with private industry.

Special research emphasis to enhance the nutritive value of simple, inexpensive foods including those made of cereal grains, the less-expensive cuts of meats and poultry and dairy products should be an early consideration.

With State government budgets strained to the breaking point, we urge Federal grants to State land-grant colleges and agricultural experiment stations to facilitate the national priority of improved health, nutrition, and food programs.

The national disgrace which accompanies such action as "milk dumping," rotting food stuffs, etc. in the face of hunger and malnutrition at the national and international levels cannot be tolerated. Timely research in the field of agricultural economics is urgently needed in critical areas as well as uniform State legislation regarding milk marketing orders that include strong provisions for inter-governmental cooperation, interstate compacts, and reciprocity between jurisdictions.

Qualitative production research coupled with improved marketing will provide better food for all Americans and at the same time improve the plight of the American farmer.

VI. NUTRITION EDUCATION

We recommend that formal and informal educational opportunities related to food, nutrition, and health be expanded through local, State, and National organizations, public and private, to assist individuals and families in using available resources.

We recommend that agencies concerned with food, nutrition, health, and welfare at Federal, State, and local levels be funded to adequately staff their programs with professionals, paraprofessionals, and aides to carry out effective nutrition and consumer education.

We recommend that volunteer groups such as child and youth service groups, college youth, and adults be used to supplement full-time personnel.

We recommend that there be established coordination and cooperation in nutrition and consumer education on all levels to avoid duplication of effort and inefficient use of funds.

VII. STATE EXECUTIVE AND LEGISLATION LEADERSHIP IN IMPROVING FOOD AND NUTRITION PROGRAMS

We agree that there should be increased cooperation, communication, and coordination among the

Federal, State, and local agencies. However, we believe that the insularity that would be the result of the establishment of an office of nutrition would be counterproductive.

Instead we recommend that already constituted agencies of Federal, State, and local government be held responsible for the proper implementation of functions allocated to them and sufficient resources be appropriated to insure such implementation. This should include a reexamination of the appropriateness of presently allocated functions within governmental agencies.

Agencies should be goal and objective oriented and should be adequately staffed with people of those disciplines necessary to achieve these goals and objectives.

A consummate effort should be mounted immediately to restructure Federal, State, and local governmental agencies so that the total delivery of quality human services can be accomplished with the most efficient and effective use of money and manpower.

Therefore, we recommend that the Governor and State legislators of each State review the present organizational structure of the action programs providing adequate supply and distribution of food, nutrition education, and control of deception and fraud, and where necessary reorganize or provide a coordinating device to assure all these related programs are administered hereafter as a total system within the total concept of human needs.

We recommend that this total system provide clear policy guidance, accountability, program management, and the authority to accomplish the purposes, objectives, and goals for programs to eliminate hunger and malnutrition.

VIII. PLANNING AND ADMINISTRATION OF GOVERNMENT FOOD AND NUTRITION PROGRAMS

Consumer involvement in the decisionmaking process is vital to the war against hunger. However, the Task Force cannot agree with proposals which would turn over all administrative responsibilities for all hunger relief and nutrition programs to the recipients of such programs, thereby eliminating State and local authority entirely. It is necessary for State and local governments to take the responsibility of planning and administering effective programs.

IX. IMPLEMENTATION

The Task Force applauds the President's intention to provide implementation and maintain continuity of the White House Conference on Food, Nutrition, and Health. The Task Force on Voluntary Action by State and Local Government Leadership does hereby pledge its best efforts to seek effective implementation of the foregoing recommendations during the coming year and to make its services available to Chairman Jean Mayer with regard to the followup Conference 1 year hence.

This Task Force does also pledge its resources to inform the following organizations, represented by our Task Force members, of our recommendations and to seek their support for an action program:

- National Association of Counties
- U.S. Conference of Mayors
- National League of Cities
- American Public Welfare Association
- The Council of State Governments
- National Governors' Conference
- National Legislative Conference
- National Association of Attorneys General
- Conference of Lieutenant Governors
- Association of State & Territorial Health Officers
- National Association of State Departments of Agriculture
- Association of State & Territorial Public Health Nutrition Directors
- National Association of County Health Officers
- National Association of State Supervisors of Home Economics Education
- American Academy of Comprehensive Health Planning
- National Association of State Mental Health Program Directors
- Association of Food & Drug Officials of the United States
- National Association of County 4-H Club Agents
- National Association of Extension Home Economics

The Task Force requests that staff be available from the White House Conference staff to assist in implementation of recommendations of the White House Conference through and in cooperation with the above-listed organizations.