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The highest expenditure rate in the country in 1965 was the \$3.3 cents that Cook County, Ill., spent on its 180,000 persons living outside Chicago. New York City's per capita rate was 15.7 cents.

"In cities under 200,000," the official continued, "it's very difficult to promote the money you need for an adequate staff.

"In cities under 100,000, you get into an industrial-power situation: one or two companies dominate the community and nobody is going to pass any laws to cause trouble for industry—unless you happen to run into an especially enlightened company."

The Public Health Service estimates that 133 million tons of contaminants pour into the atmosphere every year. Industry, including power generation, is the major source of the gross contaminants. (Automobiles produce more gases, but a lot of that is carbon monoxide, which is innocuous unless it becomes too concentrated.)

There are some 300,000 manufacturing plants in the country. If only two-thirds of them emit fumes, it still amounts to one plant for every 1,000 people. More than 500 communities have chemical plants. There are 300 oil refineries.

For generations, industry escaped regulation because its effluvia were considered an unavoidable concomitant of productivity and prosperity. Recent experience has proved this technically incorrect and ethically shaky.

The President's Science Advisory Committee, in its big report last November on "Restoring the Quality of Our Environment," set forth has a prime principle:

"The responsibility of each polluter for all forms of damage caused by his pollution should be effectively recognized and generally accepted. There should be no 'right' to pollute."

Such major segments of industry—and major sources of pollution—as the oil, chemical, power and steel industries are spending hundreds of millions of dollars on pollution controls.

The electric power industry says it has spent \$750-million, and the oil industry says it has spent \$250-million just in the last 10 years. The chemical industry reports it is spending \$43 million a year to operate smog control equipment that has cost \$250-million.

The steel companies in Chicago have joined in a program that will cost upward of \$30-million in the next five years to reduce their discharge of soot. Every week industry buys more than \$1-million of equipment to remove obnoxious chemicals from industrial waste gases.

But, pollution officials point out, such sums are not inordinately large in the economics of industry—the nation's newest oil refinery, for instance, will cost \$100-million.

Neither, officials say, do the sums necessarily bear a relationship to the size of the ever-growing problem. Fifteen years hence, twice as much electricity will have to be generated as now; the burning of oil is expected to triple, and the burning of coal and natural gas to double.

Fume-belching plants can still be found in most cities, and fume abatement has tended to vary directly with the strictness of local enforcement. Contentions are sometimes made that pollution controls are technically or economically impossible—although Federal experts say that proper control equipment averages less than 5 per cent of the cost of an industrial facility.

Some industrial circles are expounding the "classification" system that they pushed for water pollution—the concept that different degrees of cleanliness, or dirtiness, are acceptable.

The latest idea along this line is that the skies can be used for industrial waste on a "push button" system. Under this, industries would discharge fumes when winds

seemed likely to blow them away, but would stop on signal when weather conditions threatened to change.

Air pollution officials are skeptical about this. They say that, if an industry has proper pollution control equipment for periods of adverse weather, it might as well operate the equipment all the time.

They also say the plan would put control agencies in an impossible position, where they would be constantly accused of pushing the "stop" button unnecessarily.

There is a familiar pattern, when a community mounts a program to control air pollution, or industry representatives moving into a dominant role and slowing reforms.

"There are two main ways of doing this," the Middle West official said. "One is to go all out for an impressive technical program but give it no authority. The other is to give it impressive authority but no budget."

This kind of thing happens on the state level, too, the official said.

Industry is understandably touchy about air pollution control because it has, in one sense, been a whipping boy. Citizens like to think that their air pollution can be stopped by lambasting the factory on the other side of town.

But in most cases smog is a combination of industrial fumes, the effluvia of home heaters and incinerators, municipal refuse burning and automobiles. The public shares responsibility but is slow to face it.

"There are some remarkable fallacies that circulate as rationalizations for doing nothing about air pollution," says one Federal official. "I call them 'the six sophistries of smog.' They run like this:

"The air in any given area belongs to whoever got there first.

"Fumes strong enough to nauseate people and make their eyes water do not in any way adversely affect health.

"Until we can prove to everyone's satisfaction precisely how much of what pollutant is injuring which people to what degree, it is intelligent to do nothing at all about controlling air pollution.

"Air pollution is good because cigarette smoking is bad.

"Pollution control programs like Los Angeles have been futile because smog has not completely disappeared.

"It's better for 2 million citizens to spend \$10-million cleaning up the effects of air pollution than for 10 industries to spend \$2-million to clean up the sources of pollution."

For years, clean-air campaigners have tried to overcome public inertia through the "scare" approach, stressing the presumable health hazards of atmospheric contaminants. It hasn't worked.

Despite strong statistical evidence that sieges of smog have hastened, if not caused, the deaths of thousands of persons in New York, London and elsewhere, the hazards seem as remote to the general public as those of cigarette smoking.

In a nationwide opinion survey commissioned last year by the chemical industry, more than eight out of 10 persons indicated they did not consider air pollution a community problem.

At this year's annual meeting of the Air Pollution Control Association, a joint industry-science-Government organization, there was pronounced sentiment that propaganda should emphasize smog's esthetic blight and economic drain, of at least \$11-billion a year just in damage to crops and materials.

Unlike water pollution, in which a sample dipped from a river and analyzed in a laboratory may tell a good deal of the story, dealing with air pollution is a protracted and far-flung operation.

It may take thousands of air samplings over many months to determine the dimen-

sions of a community problem. Then comes a door-to-door inventory of pollution sources, followed by corrective recommendations.

Then there is the design, procurement and installation of equipment, and finally the enforcement of regulations through periodic inspections.

A classic joke in the pollution control profession is this aphorism from a seasoned engineer:

"A cleanup job takes 50 years—40 years to get the politicians out of the way and 10 years to do the work."

In the absence of extensive initiative by states and municipalities, the Federal Government has spearheaded anti-pollution activities.

The "Pentagon" of this effort is several floors of a plain boxlike Public Health Service building on Washington's C Street. Here some 300 persons in the Air Pollution Division pore over matters ranging from chemistry to statistics. They are supplemented by 200 scientists and technicians at the health service's Taft Sanitary Engineering Center in Cincinnati.

The Federal activities include public education, research, technical assistance to localities, subsidies to local control programs (\$3.5-million in grants last year), and abatement actions for interstate pollution.

The division's annual budgets up to now have been under \$30 million.

The law authorizes Federal abatement, intervention when one state's smog bothers another. The procedure is like that in water pollution cases: hearings, agreement on corrective programs, and supervised execution of the programs, with the possibility of Federal court action if there is no compliance.

Eight such interstate actions have been started so far, including one dealing with the "aerial garbage" that wafts back and forth between New York and New Jersey.

But most pollution is intrastate. And because each locality's smog problem is a unique combination of factors, responsibility for dealing with nonautomotive pollution is considered to rest, both legally and practically, with state and local governments.

If they will come to grips with air pollution, Federal officials think prospects are excellent for solving the problem. Los Angeles, which had the worst smog situation in the country, has virtually eliminated smog from stationary sources.

NEED FOR EXPANSION OF FOOD PRODUCTION

Mr. MONDALE. Mr. President, in recent weeks, newspapers throughout the United States have reported the spread of the world food crisis to new lands.

On September 6, the Christian Science Monitor reported the desperate efforts of Algeria to find grain to meet its worst food shortage since independence. On September 14, the Washington Post published a detailed description of the disastrous famine in Chad, in north-central Africa, and of the emergency food airlift being provided by the U.S. Air Force to prevent widespread starvation in that country.

More than ever we can see the wisdom of the Senate, 4 weeks ago, in its overwhelming approval of the new Food for Peace Act, which will make it possible for the United States to expand production to meet world needs and strengthen our ability to help hungry nations to improve their own farm output.

I ask unanimous consent that the two articles be printed in the Record.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

[From the Christian Science Monitor, Sept. 6, 1966]

FOOD CRISIS APPROACHES: ALGERIA SCOURS THE WORLD FOR GRAIN

(By John K. Cooley, staff correspondent of the Christian Science Monitor)

ALGIERS.—Algeria faces its most serious food crisis since it won independence from France in July 1962.

Winter drought and low productivity on collectivized farms have cut this year's grain harvest to about 1 million tons, roughly half its normal size.

Algerian officials and foreign economists say Algeria must purchase at least 800,000 tons of wheat and 200,000 tons of other grains before the end of this year.

To meet the emergency, President Boumedienne's ruling revolutionary council has dug deep into the country's sparse foreign-currency reserves. It has just purchased commercially about 150,000 of the million tons needed and is looking for more.

MORE FUNDS ASKED

Some 112,000 tons were ordered from the United States on the open market. Algeria also has bought 10,000 tons from France, 8,000 tons from Greece, and about 30,000 tons of barley from France, Britain, and Greece.

The government cereals office has asked Finance Minister Ahmed Kaid for an additional \$55 million not budgeted for food purchases to buy grain, according to authorized sources.

Algerian housewives say their bread has grown darker in recent weeks. City and town dwellers prefer the French-type white loaves which 130 years of French occupation here made familiar.

Algeria's dwindling granaries are part of a pattern which has reduced breadbaskets in much of Africa and Asia. The world wheat shortage is affecting all of North Africa to such an extent that Rene Dumont, an eminent French economist, recently predicted "famine conditions" by 1970.

Algeria's neighbors, Morocco and Tunisia, have received fairly large shares of the now carefully rationed stock of United States wheat sold under easy terms.

LOW INTEREST RATES

The last United States-Algerian easy-term food loan agreement was signed Feb. 23 by Ambassador John Jernagan and the Algerian Foreign Ministry. Most deliveries it provided for are complete, and no new accord now is being negotiated. Food still is arriving from the United States through private relief agencies, however.

The February agreement provided 200,000 tons of wheat worth \$12 million at world market prices. Algeria is to repay in hard currency at low-interest rates. Local currency generated by wheat sales here were assigned to high-priority agricultural development projects.

The accord also included a gift of about 138,000 tons of wheat and 5,000 tons of oil worth about \$12 million. Some 90,000 of Algeria's 1 million unemployed received 88,000 tons of food.

Another 50,000 tons of wheat and oil were distributed as payment in kind to workers on self-help programs. They were channeled through such private relief organizations as Cooperative for Remittances Everywhere (CARE), the National Catholic Welfare Service, and Church World Services, an interdenominational Protestant group.

The Algerian Government and the voluntary organizations direct these projects. They include building of roads, bridges, irrigation works and schools.

U.S. AID REQUESTED

Since it overthrew Ahmed ben Bella, former president, in June, 1965, Colonel Bou-

medienne's government has made several private requests to the United States for development aid which would go far beyond food and relief. Most development assistance now comes from France and the Soviet Union.

But both Algerian and American officials here recognize that strong Algerian opposition to United States policy in Vietnam and free-wheeling press criticism of the United States are obstacles. Washington has favored American private investment here rather than governmental aid.

Another difficulty has been Algerian opposition to signing investment guarantee agreements such as those the United States has with many governments. A new and more liberal investment code announced here Aug. 31 is shortly to be published. It is expected to end some of the preferential treatment given to French investments and it may pave the way for an investment-guarantee agreement with Washington.

Algerian news media broke their usual silence about American aid Aug. 27. When the freighter Duval unloaded 5,500 tons of grain at Algiers, the daily newspaper, *al Moujahid*, took the almost unprecedented step of printing a photograph and identifying the grain as coming from the United States.

[From the Washington Post, Sept. 14, 1966]

AMERICANS FLY FOOD TO FAMISHED CHAD

(By Donald H. Louchheim, Washington Post foreign service)

FORT LAMY, CHAD, September 13.—For the past 10 days, the U.S. Air Force has been flying an emergency airlift to ease a famine in this landlocked, largely desert central African country.

The airlift is shuttling—and in some cases dropping—sacks of grain into some of the most remote oases and villages on the continent. Two Hercules C-130s, along with rotating crews of 56 specialists, were flown across the Atlantic to perform the relief mission.

The cost is estimated at about \$150 thousand. It is the first large-scale operation of its kind under the Food for Peace program in Africa. American officials explained that the airlift was necessitated by the almost total lack of surface communications in two-thirds of Chad, a country of about 450,000 square miles (the size of Alaska).

SORGHUM FOR MILLET

In all, 500 metric tons of food, mostly sorghum, will be ferried into Chad from the nearest railroad, Maiduguri in northeastern Nigeria. U.S. agricultural experts say the sorghum, the closest U.S. equivalent of the red and white millet that is the staple of the Chadian diet, will feed an estimated 60,000 people for a month. The new millet crop will be harvested in October.

The sudden presence of the American military has given something of a circus atmosphere to this sleepy capital. A radio jeep pulling its own generator—both airlifted in—bounds along the rutted streets toting a towering antenna that is one of the tallest features in Fort Lamy's squat skyline.

Even for Fort Lamy, where all modern necessities are brought in by air, the prodigious subsistence supplies of beer, soft drinks, canned food and water that accompanied the crew's arrival at the posh new Hotel la Tchadienne excited surprise.

PEDDLERS CASH IN

The hotel management purveys a large bottle of beer for \$1.25 and a large Coke for \$1, and may have been disappointed to watch crew members gather for nocturnal poker games with their own pop-top cans. But curio peddlers outside the hotel have been making their fortunes and hotel porters, benefiting from American unfamiliarity with the local currency (245 CFA francs to the

dollar), are walking off with unprecedentedly large tips.

Actually, the airlift has been a godsend to La Tchadienne, a government-owned enterprise which opened its doors only a few months ago and has had to compete with the well-established French-owned Hotel du Shari.

Perhaps out of sincere hospitality, perhaps from the grudging mercenary goodwill that is usually reserved for the tourist season in France, local French businessmen have been catering to the Air Force, whose presence has proven a major and unexpected moneymaker.

MENUS SPEAK ENGLISH

Some businessmen have actually produced a previously well-hidden command of English. At the Air Hotel, a first-class French restaurant, the proprietor has put out a special American menu including hot dogs, hamburgers and a variety of plain food. Sauces and spices have been stripped from the regular specialties and exotic French descriptions have been changed to laconic Anglo-Saxon.

The airlift, which has been running an average of three deliveries a day, will terminate later this week.

The main points served by the C-130s have been Faya Largeau, 500 miles to the north of here, and Mongo and Abeche, about 200 miles to the east. These towns and Fort Lamy will be the key distribution points.

By far the most dramatic part of the airlift has been the drops, totalling about 50 tons, from an average altitude of five feet.

At each touchdown point, groups of Chadians have gathered for tours of the massive C-130s. Crew members have been continually amazed that when they sweep out the cavernous holds of the planes after unloading the grain, some villager will always stand by the door to gather up the few precious handfuls.

The impact of the famine is not dramatically visible, although missionaries have reported several deaths as the result of eating poisonous roots to ease hunger in some villages.

To some extent, the result of hoarding by middlemen seeking to push the price of millet upward, a practice common throughout the marginally productive areas of the southern Sahara. In a town like Faya Largeau, millet is selling at four times the normal price.

Agricultural experts say the most serious danger in such a situation is that peasant farmers will begin eating and selling their unharvested seed crops, magnifying the chance of a major disaster in the following year and perhaps leading to a cycle of increasingly severe famine.

ESSAY BY ALETHA EATON, OF NEW HAMPSHIRE

Mr. COTTON. Mr. President, earlier in the month I had the pleasure of greeting two fine teenagers from New Hampshire, who had the honor to represent our State in Washington at the Teen Forum sponsored by Rexall druggists, of the Nation.

In this national competition, two youngsters from each of the 50 States were selected on the basis of an essay, "How I as a Teenager Can Encourage My Fellow Students To Continue Their Education." Considering the many thousands of participants in the contest, these young people and their parents have every right to take pride in their accomplishment. In our case, we were represented by William Cronin, 677 Howe Street, Manchester, who was sponsored by the Precourt Rexall Pharmacy in that