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lion bushels to around 4.5 billion; grain sorghum from 555 million bushels to more than 700 million; and soybean production has nearly doubled—to the point where it now exceeds 1 billion bushels annually. Furthermore, the percentage of the corn and grain sorghum crops moved off the farm has increased substantially.

For these four crops alone, the jump in annual output in 11 years has been nearly 2 billion bushels. An ordinary boxcar hauls around 2,000 bushels of grain. So the problem is clearly magnified. Instead of 288,293 fewer boxcars, we need many, many more. Of course, all of us know that we don't need a million more boxcars to move the extra 2 billion bushels increase in productivity. Much of the extra production is fed to livestock on farms, and much is moved by truck and barge lines. But the great bulk moves by rail. And need for suitable boxcars is the crux of the entire problem.

Complicating factors are present in this transportation problem.

Corn production patterns have changed in the last few years. In prior years, ear corn from the fields was stored for long periods in on-farm cribs. With the advent of picker-shellers, corn is now harvested in a relatively short time. There has been a marked increase in marketing of corn off the farm. The picker-sheller corn harvest requires immediate drying before moving into commercial markets. This has placed an additional heavy burden on the carriers.

Soaring production from our fields has also led to increased pressures to move agricultural products into export. These exports are essential to the health of our Nation's economy. They provide us with a major share of our favorable balance of payments in international trade.

Yet, today we are losing export markets. We are losing them because grain cannot be delivered to port when it is needed. For instance, we could have sold much more grain sorghum for export this year had it been possible to achieve timely deliveries.

Then there is the very personal matter of individual farmers losing grain because they have to pile it on the ground at harvest time. Merchants refuse to buy grain at country points because they cannot move it to markets, and because they cannot afford to pay current interest rates on money to carry grain inventories.

The Department has long been mindful of the steadily worsening railcar shortage, and we have done everything within our authority to help alleviate the problem.

Commodity Credit Corporation each year has carefully planned and accomplished the reconcentration of CCC-owned grain as far in advance of harvest season as possible in order that its grain would not compete with farmers' grain for the use of boxcars at peak periods. Last year, for example, the CCC movement was substantially complete by Oct. 1, thus avoiding the critical car shortage of the last quarter. Similarly, shipments have been moved this year as rapidly as cars could be obtained, and we hope to again see CCC grain out of the way before harvest.

USDA took the lead in the development of origin-sampling techniques utilizing automatic samplers at country origins. We hope to encourage the acceptance of origin grades throughout the industry. When this practice is adopted and accepted by the industry, the need for intermediate inspection of grain should be sharply reduced. This will reduce the traditional delay of cars at inspection points.

The Department recently reviewed its farm storage and drying equipment loan program and made changes which should encourage the expansion of on-farm storage and drying systems. This should help substantially to relieve the transportation burden at peak harvest periods. In some 20 years of operation, more than a billion bushels of farm

storage facilities have been constructed under this program.

Finally, in considering the total U.S. agricultural picture—the sharply expanding need for transportation facilities and the failure of railroad carriers to provide suitable equipment—you can come to only one conclusion.

There is a disastrous breakdown in the agricultural rail transportation system.

What can be done about this crisis?

Many efforts are being made to change the rules, regulations, and procedures in order to achieve better car utilization and distribution. These efforts are helpful and should be encouraged, but generally they strive towards greater use of a totally inadequate fleet of cars.

We favor ICC Order 252 which provides incentive per diem in emergencies and earmarks funds for the purchase of plain boxcars.

We favor the mandatory return of boxcars to western railroads.

We believe the problem can be solved on a long-term basis only when some method is developed to promote the construction of more boxcars.

### COUNCIL OF SOCIAL ADVISERS

Mr. MONDALE, Mr. President, I am pleased to see that a great deal of interest has been expressed this year in my bill to establish a Council of Social Advisers. The Special Subcommittee on Evaluation and Planning of Social Programs has completed hearings on the Full Opportunity Act, S. 5. On March 22, 1970, the Washington Sunday Star published a penetrating analysis by Carl T. Rowan on the problems at which the bill is aimed.

As Mr. Rowan said:

We know "how many people were raped, stabbed or murdered" but not "how many Americans go to bed hungry at night . . ." And "we have proved that we can put men on the moon" but the President "tells us that we haven't the faintest notion of the most efficient way to teach the Nation's disadvantaged children." . . .

Mr. President, I ask unanimous consent that this excellent article be printed in the RECORD.

There being no objection the article was ordered to be printed in the RECORD, as follows:

[From the Washington (D.C.) Sunday Star, March 22, 1970]

#### WE NEED A WAY TO DETERMINE PRIORITIES (By Carl T. Rowan)

The FBI purports to tell us precisely how many people were raped, robbed or murdered in the U.S. last year. But no one has the faintest idea how many Americans are so angry and alienated that they would participate in or support the bombings and guerrilla activities that are on the rise in this society.

The Agriculture Department can tell us exactly how many pounds of beef, bushels of corn or gallons of milk were produced in America last year. But no one knows precisely how many Americans go to bed hungry at night, or how many of our school children suffer from malnutrition.

We have become remarkably skillful at transplanting hearts or kidneys or performing other medical miracles. But no one seems to have the remotest idea how to provide adequate, reasonably priced medical care for all Americans, or to rectify a situation where 13 countries have lower infant mortality rates than ours, the richest society in the world.

We have proved that we can put men on the moon, and we claim the ability to hurl one missile thousands of miles bearing deadly warheads aimed at three or four separate targets. But President Nixon tells us that we haven't the faintest notion of the most efficient way to teach the nation's disadvantaged children—and might want to stop spending more money until we find out.

We are highly sophisticated at bugging telephones and electronic eavesdropping, but we are woeful failures at rehabilitating the criminals who are caught that way.

These are some of the grim contradictions of a society that is beset by some frightening human problems because it is so technically advanced and socially backward.

Now, when so many people are talking about what our national priorities ought to be once the Vietnam war is over, is the time for us to take an honest look at the makings of that dilemma.

This is not to say that we are certain to get a huge monetary windfall from Vietnam. The Defense establishment and other traditional money-grabbers have already staked out claims to most of the funds now being poured into that war.

But what worries some congressmen and other Americans is that, even if we got a windfall of billions of dollars we would lack an adequate system for allocating it wisely to social needs.

Joseph A. Califano Jr., a Washington attorney who used to be President Johnson's special assistant dealing largely with social problems, put it bluntly:

"The basis of recommendations by an American cabinet officer on whether to begin, eliminate or expand vast social programs more clearly resembles the intuitive judgment of a benevolent tribal chief in remote Africa than the elaborate, sophisticated data with which the Secretary of Defense supports a major new weapons system."

An illustration of this occurred when Johnson asked Califano how many able-bodied Americans were living off the welfare dole. It took the Department of Health, Education and Welfare days to provide an answer although it had been battered for years with allegations that the welfare rolls were a haven for millions of lazy no-goodniks.

HEW produced a surprising report that fewer than 500,000 of the almost 10 million people on welfare could be classed as "able-bodied."

It is this kind of data that is vital as Congress decides whether to approve a guaranteed annual wage and other vast reforms in the welfare system.

Senator Walter F. Mondale, D., Minn., has been arguing for three years that this country cannot afford to make social, economic and educational policies on the basis of old myths and shibboleths, or the prejudices and predilections of whatever White House aide manages to get the most memos to the President.

Mondale is sponsoring a bill that would create a Council of Social Advisors to the President. It would be generally akin to the Council of Economic Advisors or the National Security Council, except that its realm would be social priorities. It would prepare an annual report on the social state of the nation, ensuring that the essential statistics, studies, social indicators are available for the establishment of sane national priorities.

Some witnesses maintain that these social indicators would be the catalysts that prompt and provoke the programs needed to deal with problems like divorce, racial tension, population growth, drug abuse.

The cynics and defeatists may say that it is not really possible to develop reliable, effective social indicators. But wisdom seems to lie with the Senate subcommittee witness who said: "How stupid it would be not to make the effort."