



51

# NEWS from U.S. Senator Bob Dole

(R.—Kans.)

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WASHINGTON, D.C., March 1 ---- U.S. Sen. Bob Dole (R-Kans.) introduced legislation today that he said would make possible "a bootstraps effort by the wheat industry, through research in nutrition and marketing, to improve wheat products."

"The Wheat and Wheat Foods Research, Education and Promotion Act" would provide a self-financing, continuing research program that would examine the human nutritional and motivational reasons for specific types of wheat foods that fulfill modern dietary, health and social requirements, Dole explained.

In a statement from the Senate floor today, he pointed out that during a period of relatively low wheat food consumption, the incidence of heart disease has risen. Dole said:

Is there a connection between declining per capita consumption of wheat foods and the rising incidence of heart ailments? If so, you would find still another advantage in your favorable consideration of the "Wheat and Wheat Foods Research, Education and Promotion Act."

The Kansas Senator said his measure would serve "not only as a self-help plan for the wheat oriented industries, but as a proposal that should pay immense dividends to the consumer, with special benefit to those of lower income who must rely on inexpensive and commonly available products of wheat as the mainstay of their diet."

-30-

(Attached is a full text of Dole's floor statement and a fact sheet concerning the measure)

STATEMENT OF SENATOR BOB DOLE

THE WHEAT AND WHEAT FOODS RESEARCH, EDUCATION AND PROMOTION ACT

WEDNESDAY, MARCH 1, 1972

MR. DOLE. MR. PRESIDENT, AT A TIME WHEN THE POLITICAL BELIEFS OF MANY OF US APPEAR POLARIZED IN THE EXTREME, IT IS MY PLEASURE TO INTRODUCE A BILL THAT HAS RECEIVED THE BLESSING OF THE WHEAT PRODUCER, LABOR UNIONS, FLOUR MILLERS AND BAKERS, PLUS MEN OF BOTH PARTIES WITH WIDELY DIVERSE INTERESTS. THE MEASURE, THE "WHEAT AND WHEAT FOODS RESEARCH, EDUCATION AND PROMOTION ACT", CARRIES WITH IT BOTH IMPLICIT AND EXPLICIT CONSUMER BENEFITS AS WELL, SINCE IT WOULD PROVIDE FINANCES FOR A WHEAT-ORIENTED PROGRAM OF RESEARCH, EDUCATION AND PROMOTION.

- UNITED EFFORT -

WHEAT PRODUCERS, PROCESSORS AND THE END-PRODUCT MANUFACTURERS OF WHEAT-BASED FOODS, ORGANIZED AS THE WHEAT AND WHEAT FOODS FOUNDATION, WORKED TOGETHER FOR ALMOST TEN YEARS TO DEVELOP THE BASIC CONCEPT OF THIS PROPOSAL. IT WOULD RAISE NEEDED FUNDS WITHOUT COST EITHER TO GOVERNMENT OR THE TAXPAYER. YET IT WOULD YIELD UNTOLD BENEFITS IN RESEARCH AND EDUCATION.

- GOAL TO IMPROVE DIET -

THE RESEARCH IT WOULD PROVIDE WOULD MAINLY CONCERN HUMAN NUTRITION AND MOTIVATION ON HOW SPECIFIC TYPES OF WHEAT FOODS FULFILL MODERN DIETARY, HEALTH AND SOCIAL REQUIREMENTS. BY ITS VERY NATURE, THE RESULTS OF NUTRITION RESEARCH CANNOT BE CONFINED TO WHEAT, BUT RATHER APPLIED TO HUMAN DIETARY REQUIREMENTS IN GENERAL. AND SINCE NO FOOD PROVIDES NOURISHMENT UNTIL IT IS CONSUMED, INFORMATION ON HOW AND WHY PEOPLE EAT WHEAT PRODUCTS OR ANY OTHER KINDS OF FOOD IS PREREQUISITE TO ACTION TOWARD THE IMPROVEMENT OF OUR NATIONAL DIET.

THE EDUCATIONAL SIDE OF THE PROGRAM WOULD COMMUNICATE THE SCIENTIFIC FINDINGS OF THE PROPOSED STUDIES TO TEACHERS, WRITERS, RESEARCHERS, STUDENTS, LEADER GROUPS AND GENERAL CONSUMERS, AS WELL AS BROADCAST INFORMATION ON HOW TO USE WHEAT FOODS AND OTHER NUTRITIOUS PRODUCTS TO BETTER ADVANTAGE. AND FINALLY, PROMOTION WOULD EMPLOY THE SAME KIND OF FACTUAL INFORMATION IN PAID ADVERTISING TO STIMULATE CONSUMPTION OF WHEAT PRODUCTS FOR THEIR POSITIVE VALUES AND CONSUMER BENEFIT.

(MORE)

- CONSUMPTION DOWN -

BECAUSE OF OUR CHANGING LIFE STYLE, PER CAPITA CONSUMPTION OF WHEAT FLOUR, BREAD AND OTHER WHEAT-BASED FOODS HAS DROPPED FROM 217 POUNDS IN 1909 TO LESS THAN 112 POUNDS TODAY. BUT IN THE SAME PERIOD WE HAVE SEEN THE INCIDENCE OF HEART DISEASE CLIMB UNTIL TODAY IT IS THE NUMBER ONE CAUSE OF DEATH. YET THERE ARE STUDIES AT THE UNIVERSITY OF IOWA THAT INDICATE A DIET CONTAINING LARGE AMOUNTS OF BREADSTUFFS HELPS REDUCE BLOOD SERUM CHOLESTEROL -- THE COMMONLY USED INDEX TO A PERSON'S SUSCEPTIBILITY TO HEART AILMENTS. IS THERE A CONNECTION BETWEEN DECLINING PER CAPITA CONSUMPTION OF WHEAT FOODS AND THE RISING INCIDENCE OF HEART AILMENTS? IF SO, YOU WOULD FIND STILL ANOTHER ADVANTAGE IN YOUR FAVORABLE CONSIDERATION OF THE "WHEAT AND WHEAT FOODS RESEARCH, EDUCATION AND PROMOTION ACT".

- A SELF-FINANCING PLAN -

IT IS ESTIMATED THAT AMERICANS CONSUME ABOUT 230 MILLION HUNDREDWEIGHTS OF FLOUR IN THE VARIOUS FORMS OF WHEAT PRODUCTS EACH YEAR. UNDER THE TERMS OF THE BILL, FIRST YEAR ASSESSMENTS AT ONE CENT PER HUNDREDWEIGHT WOULD NET \$2,300,000. IN SUCCEEDING YEARS, AT THE TOP LIMIT OF TWO AND A HALF CENTS PER HUNDREDWEIGHT OF FLOUR, THE BILL WOULD PROVIDE AS MUCH AS \$5,750,000 FOR WORK SUCH AS I HAVE DESCRIBED.

THESE ARE NOT LARGE SUMS AS SUCH WHEN WE CONSIDER THE HUGE AMOUNTS OF MONEY COMMONLY HANDLED ALMOST EVERY DAY IN BUSINESS AND GOVERNMENT. YET THEY ARE IMPORTANT SUMS FOR THE REASONS I HAVE OUTLINED. THE MONEY WOULD BE BILLED AND COLLECTED BY THE PROCESSOR FROM THE END-PRODUCT MANUFACTURER. HENCE, THE MEASURE IS VIEWED AS AN ORIGINAL AND HIGHLY INNOVATIVE ATTEMPT AT INDUSTRY SELF-HELP. THOSE WHO DEVELOPED THE CONCEPT NOT ONLY DO NOT WISH TO RECEIVE FUNDS FROM GOVERNMENT, THEY ACTUALLY EXPRESS FEAR OF SUCH INVOLVEMENT AND THE CONSEQUENCES OF SUCH ACTION. THE WHEAT PRODUCERS, PROCESSORS AND END-PRODUCT MANUFACTURERS OF WHEAT FOODS WANT TO "DO IT BY THEMSELVES".

- REQUIRES AGREEMENT -

AS PROPOSED, THE PROGRAM IS VOLUNTARY, IN THAT A MAJORITY OF EACH OF THE THREE GROUPS I HAVE NAMED MUST FIRST AGREE ON WHAT THEY WANT TO DO, A BUDGET AND A RATE OF ASSESSMENT. BUT ONCE THEY HAVE AGREED, THEN THE ASSESSMENT WOULD BE EQUITABLY AND FAIRLY IMPOSED ON ALL -- WITH REFUNDS AVAILABLE ONLY UPON THE TERMINATION OF THE PROGRAM. YET, AT

(MORE)



THE SAME TIME, ANY ONE OF THE THREE GROUPS, OR THE SECRETARY OF AGRICULTURE, CAN VETO THE PROGRAM OR ANY ASPECT OF IT. WITH A VETO, FUNDS WOULD BE REFUNDED TO THOSE FROM WHOM THEY WERE COLLECTED.

- CONSUMERS BENEFIT -

THUS, TO ME, THE "WHEAT AND WHEAT FOODS RESEARCH, EDUCATION AND PROMOTION ACT" REPRESENTS A NOVEL, INTERESTING AND HIGHLY DEMOCRATIC PLAN OF GREAT PROMISE -- NOT ONLY AS A SELF-HELP PLAN FOR THE WHEAT ORIENTED INDUSTRIES, BUT AS A PROPOSAL THAT SHOULD PAY IMMENSE DIVIDENDS TO THE CONSUMER, WITH SPECIAL BENEFIT TO THOSE OF LOWER INCOME WHO MUST RELY ON INEXPENSIVE AND COMMONLY AVAILABLE PRODUCTS OF WHEAT AS THE MAINSTAY OF THEIR DIET.

I HAVE NAMED ONLY A FEW OF THE ATTRACTIVE FEATURES OF THIS UNUSUAL PIECE OF LEGISLATION, BUT ENOUGH -- I HOPE -- SO IT MERITS YOUR FURTHER STUDY AND SUPPORT AS I INTRODUCE IT TODAY.

(END)

- REQUIRES AGREEMENT -

SUMMARY OF A BILL OF PROPOSED LEGISLATION  
TO FINANCE THE PROGRAM OF THE WHEAT AND WHEAT FOODS FOUNDATION

If enacted as written:

1. The Bill would finance a wheat-oriented program of research, education and promotion. Research would mainly concern human nutrition and motivation and how specific types of products -- i.e., commercial bread, family flour, macaroni, cookies and crackers, mixes and any other products identifiable by groups -- fulfill modern dietary, health and social requirements. Education would communicate such scientific data as well as deal with the practical aspects of how consumers can use wheat foods to better advantage economically and nutritionally, with such information channeled to teachers, students, writers, researchers, leader groups and general consumers. Promotion would employ the same information in advertising and merchandising to stimulate increased consumption for consumer benefit.
2. Estimating that 230 million hundredweights of processed wheat are consumed annually, the Bill in its first year, at the assessment rate of one cent per cwt., would provide \$2,300,000 for such a program. In succeeding years, according to approved program and budget, the assessment could yield at its highest point of two and a half cents per cwt. a total amount of \$5,750,000 a year.
3. The program is voluntary in that a majority of each of the three wheat producer, processor and end-product manufacturer groups must first agree on a program, a budget and a rate of assessment. Any one group can veto. But once agreed upon, the program, budget and a rate of assessment become mandatory. There is no refund provision unless the program is cancelled by veto of any one of the majorities of the three groups, which can be done at any time.
4. The Bill would establish a Wheat Industry Council of 22 members, including 15 voting members and alternates nominated by the Wheat and Wheat Foods Foundation. The voting members would include five wheat producers, five processors and five end-product manufacturers. The Secretary of Agriculture or his designate would also serve, and the Secretary would appoint an additional six non-voting members, two each from the three designated groups.
5. The right to nominate voting members of the Council has been assigned under the Bill to members of the Wheat and Wheat Foods Foundation representing wheat producers, processors and end-product manufacturers. To extend this privilege to the Secretary would in effect give him powers -- through right of selection of his own choice of nominees and their designation as Council members -- to impose an unwanted program, unapproved budget and unwelcome tax upon the industry.
6. The Secretary would appoint the voting and non-voting members of the Council. His appointment of voting members would be limited to persons nominated by the Foundation representing wheat producers, processors and end-product manufacturers.
7. The Council would be responsible for implementing the program of research, education and promotion to maintain and expand markets for wheat and wheat products for use as human foods in the United States. It could contract with other agencies, including the Wheat and Wheat Foods Foundation, for the execution of the program. Council members could also serve as members of the executive committee or board of directors of the Foundation.
8. Unanimous agreement of the voting majorities of each of the three groups represented on the Council would be required for approval of program, budget and rate of assessment necessary to finance the program. Thus, any one of the voting majorities of the three groups could veto, in whole or part, the program, the budget or the rate of assessment. In that case, there would be no program, budget or assessment until unanimous agreement was reached. The Secretary holds similar veto power.
9. While it might be considered better by some to assess program costs on wheat, say at point of first delivery, it would then become a producers' program and require approval in a national referendum among 1,700,000 wheat growers. Millers and bakers would have no voice or control. Or, the fund might be paid by the 100 or more processors and added to the cost of flour. In this case it would become a processors' program. Or, as provided for in the Bill,



the money may be collected by the processor from the end-product manufacturer as a separate item on the invoice, subject to the approval of all three segments of the industry and the Secretary.

10. The Bill would provide for a domestic program of research, education and promotion since the assessment would be made only on wheat processed for use as human foods within the United States, thereby obviating a problem of constitutionality which questions the assessment of funds from persons not benefited directly by such assessment, as would be the case if monies thus collected were used for overseas promotion.
11. To safeguard the constitutionality of the Bill still further, on the above point, Section 17, devoted to "Research, Education and Promotion Program," specifically stipulates that: "Funds collected to finance said plans or projects shall be expended on behalf of, and in proportion to, the assessment on the end-products represented by such assessment." For example -- after considerations of research and education are budgeted (basic activities which benefit all areas of common interest within the industry) -- funds derived from the sale of flour to commercial bakeries would be used for the promotion of those finished products; funds derived from the sale of pastry flours would similarly be used for the promotion of those products; likewise: cookies and crackers; macaroni, spaghetti and noodles; mixes; family flour and all the other products of wheat. Furthermore, even the research and education activities of the Council designed to benefit all segments of the industry would also be subject to the common approval of the voting majorities of the three groups. Under the plan, no products could be slighted, and all segments of the industry would of necessity be served to the complete satisfaction of its members.
12. There is no refund provision, except at the termination of the program, since refunds would make the program in effect a voluntary program, and thus far all voluntary programs among producers, processors or end-product manufacturers, of size sufficient to the need in research, education and promotion, have failed.
13. The program would, however, terminate at the end of a five year period and each five year period thereafter -- unless the voting members of the Council unanimously agree (not just the voting majorities of each of the three groups) in their recommendation for its continuation in a report for presentation to the Secretary and the consideration of the Congress.
14. While the Secretary also has veto power equal to any one of the majorities of the three groups, it is considered highly unlikely that it might ever be exercised. In similar programs, the Secretary has exercised such power only once, and then only to veto a nominee who was eminently unsuitable for appointment. If this happened under the proposed Bill, the Foundation directors would simply name a new candidate.
15. After a program and budget are unanimously approved by the voting majorities of each of the three groups and the Secretary, the rate of assessment per hundredweight would be calculated by dividing the total sum to be raised for the fiscal year by the total hundredweights of anticipated annual production. This assessment would be collected and remitted by the processor; paid by the end-product manufacturer.
16. Funds collected under the Bill would be entirely controlled by the Wheat Industry Council, subject to Federal audit. Funds would not be controlled by the Department of Agriculture nor the Federal Treasury.
17. Since the money would be collected under Federal law, full recognition must be given to the role and responsibility of the Secretary. He would be empowered to promulgate such orders, rules and regulations as may be necessary to carry out provisions and, through U. S. District Attorneys, to initiate action to enjoin violations of the Act.
18. On the other hand, the Secretary is specifically prevented from taking action independently on program, budget or rate of assessment. He may appoint voting members of the Council only from among those nominated by the Foundation and act only on the basis of the program, budget and rate of assessment previously approved by the unanimous vote of each of the majorities among voting representatives of producers, processors and end-product manufacturers on the Council.