

109TH CONGRESS
1ST SESSION

S. 1120

To reduce hunger in the United States by half by 2010, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MAY 25, 2005

Mr. DURBIN (for himself, Mrs. LINCOLN, Mr. LUGAR, and Mr. SMITH) introduced the following bill; which was read twice and referred to the Committee on Agriculture, Nutrition, and Forestry

A BILL

To reduce hunger in the United States by half by 2010,
and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) **SHORT TITLE.**—This Act may be cited as the
5 “Hunger-Free Communities Act of 2005”.

6 (b) **TABLE OF CONTENTS.**—The table of contents of
7 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Findings.
- Sec. 3. Definitions.

TITLE I—NATIONAL COMMITMENT TO END HUNGER

Sec. 101. Sense of Congress.

Sec. 102. Data collection.
 Sec. 103. Annual hunger report.

TITLE II—STRENGTHENING COMMUNITY EFFORTS

Sec. 201. Hunger-free communities assessment grants.
 Sec. 202. Hunger-free communities infrastructure grants.
 Sec. 203. Training and technical assistance grants.
 Sec. 204. Report.

TITLE III—AUTHORIZATION OF APPROPRIATIONS

Sec. 301. Authorization of appropriations.

1 **SEC. 2. FINDINGS.**

2 Congress finds that—

3 (1) food insecurity and hunger are growing
 4 problems in the United States;

5 (2) in 2003, more than 36,000,000 people,
 6 13,000,000 of whom were children, lived in house-
 7 holds that were food insecure, representing an in-
 8 crease of 5,200,000 people in just 4 years;

9 (3) over 9,600,000 people lived in households in
 10 which at least 1 person experienced hunger;

11 (4)(A) at the 1996 World Food Summit, the
 12 United States, along with 185 other countries,
 13 pledged to reduce the number of undernourished
 14 people by half by 2015; and

15 (B) as a result of this pledge, the Department
 16 of Health and Human Services adopted the Healthy
 17 People 2010 goal to cut food insecurity in half by
 18 2010, and in doing so reduce hunger;

19 (5)(A) the Healthy People 2010 goal measures
 20 progress that has been made since the 1996 World

1 Food Summit and urges the Federal Government to
2 reduce food insecurity from the 1995 level of 12 per-
3 cent to 6 percent;

4 (B) in 1999, food insecurity decreased to 10.1
5 percent, and hunger decreased to 3 percent, but no
6 progress has been made since 1999; and

7 (C) in 2003, food insecurity increased to 11.2
8 percent and hunger increased to 3.5 percent, so that
9 the United States needs to reduce food insecurity by
10 approximately 5 percentage points in the next 5
11 years in order to reach the Healthy People 2010
12 goal;

13 (6) anti-hunger organizations in the United
14 States have encouraged Congress to achieve the
15 commitment of the United States to decrease food
16 insecurity and hunger in half by 2010 and elimi-
17 nating food insecurity and hunger by 2015;

18 (7) anti-hunger organizations in the United
19 States have identified strategies to cut food insecu-
20 rity and hunger in half by 2010 and to eliminate
21 food insecurity and hunger by 2015;

22 (8)(A) national nutrition programs are among
23 the fastest, most direct ways to efficiently and effec-
24 tively prevent hunger, reduce food insecurity, and

1 improve nutrition among the populations targeted by
2 a program; and

3 (B) the programs are responsible for the ab-
4 sence of widespread hunger and malnutrition among
5 the poorest people, especially children, in the United
6 States;

7 (9)(A) although national nutrition programs are
8 essential in the fight against hunger, the programs
9 fail to reach all of the people eligible and entitled to
10 their services;

11 (B) according to the Department of Agri-
12 culture, only approximately 56 percent of food-inse-
13 cure households receive assistance from at least 1 of
14 the 3 largest national nutrition programs, the food
15 stamp program, the special supplemental nutrition
16 program for women, infants, and children (WIC),
17 and the school lunch program;

18 (C) the food stamp program reaches only about
19 54 percent of the households that are eligible for
20 benefits; and

21 (D) free and reduced price school breakfasts
22 are served to about $\frac{1}{2}$ of the low-income children
23 who get free or reduced price lunches, and during
24 the summer months, less than 20 percent of the chil-

1 dren who receive free and reduced price school
2 lunches are served meals;

3 (10) in 2001, food banks, food pantries, soup
4 kitchens, and emergency shelters helped to feed
5 more than 23,000,000 low-income people;

6 (11) community-based organizations and char-
7 ities can help—

8 (A) play an important role in preventing
9 and reducing hunger;

10 (B) measure community food security;

11 (C) develop and implement plans for im-
12 proving food security;

13 (D) educate community leaders about the
14 problems of and solutions to hunger;

15 (E) ensure that local nutrition programs
16 are implemented effectively; and

17 (F) improve the connection of food inse-
18 cure people to anti-hunger programs;

19 (12) according to the Department of Agri-
20 culture, in 2003, hunger was 8 times as prevalent,
21 and food insecurity was nearly 6 times as prevalent,
22 in households with incomes below 185 percent of the
23 poverty line as in households with incomes at or
24 above 185 percent of the poverty line; and

1 (13) in order to achieve the goal of reducing
2 food insecurity and hunger by $\frac{1}{2}$ by 2010, the
3 United States needs to—

4 (A) ensure improved employment and in-
5 come opportunities, especially for less-skilled
6 workers and single mothers with children; and

7 (B) reduce the strain that rising housing
8 and health care costs place on families with lim-
9 ited or stagnant incomes.

10 **SEC. 3. DEFINITIONS.**

11 In this Act:

12 (1) **DOMESTIC HUNGER GOAL.**—The term “do-
13 mestic hunger goal” means—

14 (A) the goal of reducing hunger in the
15 United States to at or below 2 percent by 2010;

16 or

17 (B) the goal of reducing food insecurity in
18 the United States to at or below 6 percent by
19 2010.

20 (2) **EMERGENCY FEEDING ORGANIZATION.**—

21 The term “emergency feeding organization” has the
22 meaning given the term in section 201A of the
23 Emergency Food Assistance Act of 1983 (7 U.S.C.
24 7501).

1 (3) FOOD SECURITY.—The term “food secu-
2 rity” means the state in which an individual has ac-
3 cess to enough food for an active, healthy life.

4 (4) HUNGER-FREE COMMUNITIES GOAL.—The
5 term “hunger-free communities goal” means any of
6 the 14 goals described in the H. Con. Res. 302
7 (102nd Congress).

8 (5) SECRETARY.—The term “Secretary” means
9 the Secretary of Agriculture.

10 **TITLE I—NATIONAL** 11 **COMMITMENT TO END HUNGER**

12 **SEC. 101. SENSE OF CONGRESS.**

13 It is the sense of Congress that—

14 (1) Congress is committed to—

15 (A) achieving domestic hunger goals;

16 (B) achieving hunger-free communities
17 goals; and

18 (C) ending hunger by 2015;

19 (2) Federal food and nutrition programs should
20 receive adequate funding to meet the requirements
21 of the programs; and

22 (3) the entitlement nature of the child and
23 adult care food program, the food stamp program
24 established by section 4 of the Food Stamp Act of
25 1977 (7 U.S.C. 2013), the school breakfast and

1 lunch programs, and the summer food service pro-
2 gram should be preserved.

3 **SEC. 102. DATA COLLECTION.**

4 (a) IN GENERAL.—The American Communities Sur-
5 vey, acting under the authority of the Census Bureau pur-
6 suant to section 141 of title 13, United States Code, shall
7 collect and submit to the Secretary information relating
8 to food security.

9 (b) COMPILATION.—Not later than October 31 of
10 each year, the Secretary shall compile the information sub-
11 mitted under subsection (a) to produce data on food secu-
12 rity at the Federal, State, and local levels.

13 **SEC. 103. ANNUAL HUNGER REPORT.**

14 (a) STUDY.—

15 (1) IN GENERAL.—The Secretary shall conduct
16 a study, and annual updates of the study, of major
17 matters relating to the problem of hunger in the
18 United States, as determined by the Secretary.

19 (2) MATTERS TO BE ASSESSED.—The matters
20 to be assessed by the Secretary shall include—

21 (A) the information compiled under section
22 102(b);

23 (B) measures carried out during the pre-
24 vious year by Federal, State, and local govern-

1 ments to achieve domestic hunger goals and
2 hunger-free communities goals; and

3 (C) measures that could be carried out by
4 Federal, State, and local governments to
5 achieve domestic hunger goals and hunger-free
6 communities goals.

7 (b) RECOMMENDATIONS.—The Secretary shall de-
8 velop recommendations on—

9 (1) removing obstacles to achieving domestic
10 hunger goals and hunger-free communities goals;
11 and

12 (2) otherwise reducing domestic hunger.

13 (c) REPORT.—Not later than 1 year after the date
14 of enactment of this Act, and annually thereafter, the Sec-
15 retary shall submit to the President and Congress a report
16 that contains—

17 (1) a detailed statement of the results of the
18 study, or the most recent update to the study, con-
19 ducted under subsection (a); and

20 (2) the most recent recommendations of the
21 Secretary under subsection (b).

1 **TITLE II—STRENGTHENING**
2 **COMMUNITY EFFORTS**

3 **SEC. 201. HUNGER-FREE COMMUNITIES COLLABORATIVE**
4 **GRANTS.**

5 (a) DEFINITION OF ELIGIBLE ENTITY.—In this sec-
6 tion, the term “eligible entity” means a public food pro-
7 gram service provider or a nonprofit organization, includ-
8 ing but not limited to an emergency feeding organization,
9 that demonstrates the organization has collaborated, or
10 will collaborate, with 1 or more local partner organizations
11 to achieve at least 1 hunger-free communities goal.

12 (b) PROGRAM AUTHORIZED.—

13 (1) IN GENERAL.—The Secretary shall use not
14 more than 50 percent of any funds made available
15 under title III to make grants to eligible entities to
16 pay the Federal share of the costs of an activity de-
17 scribed in subsection (d).

18 (2) FEDERAL SHARE.—The Federal share of
19 the cost of carrying out an activity under this sec-
20 tion shall not exceed 80 percent.

21 (3) NON-FEDERAL SHARE.—

22 (A) CALCULATION.—The non-Federal
23 share of the cost of an activity under this sec-
24 tion may be provided in cash or in kind, fairly

1 evaluated, including facilities, equipment, or
2 services.

3 (B) SOURCES.—Any entity may provide
4 the non-Federal share of the cost of an activity
5 under this section through a State government,
6 a local government, or a private source.

7 (c) APPLICATION.—

8 (1) IN GENERAL.—To receive a grant under
9 this section, an eligible entity shall submit an appli-
10 cation to the Secretary at the time and in the man-
11 ner and accompanied by any information the Sec-
12 retary may require.

13 (2) CONTENTS.—Each application submitted
14 under paragraph (1) shall—

15 (A) identify any activity described in sub-
16 section (d) that the grant will be used to fund;

17 (B) describe the means by which an activ-
18 ity identified under subparagraph (A) will re-
19 duce hunger in the community of the eligible
20 entity;

21 (C) list any partner organizations of the el-
22 igible entity that will participate in an activity
23 funded by the grant;

24 (D) describe any agreement between a
25 partner organization and the eligible entity nec-

1 essary to carry out an activity funded by the
2 grant; and

3 (E) if an assessment described in sub-
4 section (d)(1) has been performed, include—

5 (i) a summary of that assessment;

6 and

7 (ii) information regarding the means
8 by which the grant will help reduce hunger
9 in the community of the eligible entity.

10 (3) PRIORITY.—In making grants under this
11 section, the Secretary shall give priority to eligible
12 entities that—

13 (A) demonstrate in the application of the
14 eligible entity that the eligible entity makes col-
15 laborative efforts to reduce hunger in the com-
16 munity of the eligible entity; and

17 (B)(i) serve a predominantly rural and
18 geographically underserved area;

19 (ii) serve communities in which the rates of
20 food insecurity, hunger, poverty, or unemploy-
21 ment are demonstrably higher than national av-
22 erage rates;

23 (iii) provide evidence of long-term efforts
24 to reduce hunger in the community;

1 (iv) provide evidence of public support for
2 the efforts of the eligible entity; or

3 (v) demonstrate in the application of the
4 eligible entity a commitment to achieving more
5 than 1 hunger-free communities goal.

6 (d) USE OF FUNDS.—

7 (1) ASSESSMENT OF HUNGER IN THE COMMU-
8 NITY.—

9 (A) IN GENERAL.—An eligible entity in a
10 community that has not performed an assess-
11 ment described in subparagraph (B) may use a
12 grant received under this section to perform the
13 assessment for the community.

14 (B) ASSESSMENT.—The assessment re-
15 ferred to in subparagraph (A) shall include—

16 (i) an analysis of the problem of hun-
17 ger in the community served by the eligible
18 entity;

19 (ii) an evaluation of any facility and
20 any equipment used to achieve a hunger-
21 free communities goal in the community;

22 (iii) an analysis of the effectiveness
23 and extent of service of existing nutrition
24 programs and emergency feeding organiza-
25 tions; and

1 (iv) a plan to achieve any other hun-
2 ger-free communities goal in the commu-
3 nity.

4 (2) ACTIVITIES.—An eligible entity in a com-
5 munity that has submitted an assessment to the
6 Secretary shall use a grant received under this sec-
7 tion for any fiscal year for activities of the eligible
8 entity, including—

9 (A) meeting the immediate needs of people
10 in the community served by the eligible entity
11 who experience hunger by—

12 (i) distributing food;

13 (ii) providing community outreach; or

14 (iii) improving access to food as part
15 of a comprehensive service;

16 (B) developing new resources and strate-
17 gies to help reduce hunger in the community;

18 (C) establishing a program to achieve a
19 hunger-free communities goal in the commu-
20 nity, including—

21 (i) a program to prevent, monitor, and
22 treat children in the community experi-
23 encing hunger or poor nutrition; or

24 (ii) a program to provide information
25 to people in the community on hunger, do-

1 mestic hunger goals, and hunger-free com-
2 munities goals; and

3 (D) establishing a program to provide food
4 and nutrition services as part of a coordinated
5 community-based comprehensive service.

6 **SEC. 202. HUNGER-FREE COMMUNITIES INFRASTRUCTURE**
7 **GRANTS.**

8 (a) DEFINITION OF ELIGIBLE ENTITY.—In this sec-
9 tion, the term “eligible entity” means an emergency feed-
10 ing organization (as defined in section 201A(4) of the
11 Emergency Food Assistance Act of 1983 (7 U.S.C.
12 7501(4))).

13 (b) PROGRAM AUTHORIZED.—

14 (1) IN GENERAL.—The Secretary shall use not
15 more than 40 percent of any funds made available
16 under title III to make grants to eligible entities to
17 pay the Federal share of the costs of an activity de-
18 scribed in subsection (d).

19 (2) FEDERAL SHARE.—The Federal share of
20 the cost of carrying out an activity under this sec-
21 tion shall not exceed 80 percent.

22 (c) APPLICATION.—

23 (1) IN GENERAL.—To receive a grant under
24 this section, an eligible entity shall submit an appli-
25 cation to the Secretary at the time and in the man-

1 ner and accompanied by any information the Sec-
2 retary may require.

3 (2) CONTENTS.—Each application submitted
4 under paragraph (1) shall—

5 (A) identify any activity described in sub-
6 section (d) that the grant will be used to fund;
7 and

8 (B) describe the means by which an activ-
9 ity identified under subparagraph (A) will re-
10 duce hunger in the community of the eligible
11 entity.

12 (3) PRIORITY.—In making grants under this
13 section, the Secretary shall give priority to eligible
14 entities the applications of which demonstrate 2 or
15 more of the following:

16 (A) The eligible entity serves a predomi-
17 nantly rural and geographically underserved
18 area.

19 (B) The eligible entity serves a community
20 in which the rates of food insecurity, hunger,
21 poverty, or unemployment are demonstrably
22 higher than national average rates.

23 (C) The eligible entity serves a community
24 that has carried out long-term efforts to reduce
25 hunger in the community.

1 (D) The eligible entity serves a community
2 that provides public support for the efforts of
3 the eligible entity.

4 (E) The eligible entity is committed to
5 achieving more than 1 hunger-free communities
6 goal.

7 (d) USE OF FUNDS.—An eligible entity shall use a
8 grant received under this section for any fiscal year to
9 carry out activities of the eligible entity, including—

10 (1) constructing, expanding, or repairing a fa-
11 cility or equipment to support hunger relief agencies
12 in the community;

13 (2) assisting an emergency feeding organization
14 in the community in obtaining locally-produced
15 produce and protein products; and

16 (3) assisting an emergency feeding organization
17 in the community to process and serve wild game.

18 **SEC. 203. HUNGER-FREE COMMUNITIES TRAINING AND**
19 **TECHNICAL ASSISTANCE GRANTS.**

20 (a) DEFINITION OF ELIGIBLE ENTITY.—In this sec-
21 tion, the term “eligible entity” means a national or re-
22 gional nonprofit organization that carries out an activity
23 described in subsection (d).

24 (b) PROGRAM AUTHORIZED.—

1 (1) IN GENERAL.—The Secretary shall use not
2 more than 10 percent of any funds made available
3 under title III to make grants to eligible entities to
4 pay the Federal share of the costs of an activity de-
5 scribed in subsection (d).

6 (2) FEDERAL SHARE.—The Federal share of
7 the cost of carrying out an activity under this sec-
8 tion shall not exceed 80 percent.

9 (c) APPLICATION.—

10 (1) IN GENERAL.—To receive a grant under
11 this section, an eligible entity shall submit an appli-
12 cation to the Secretary at the time and in the man-
13 ner and accompanied by any information the Sec-
14 retary may require.

15 (2) CONTENTS.—Each application submitted
16 under paragraph (1) shall—

17 (A) demonstrate that the eligible entity
18 does not operate for profit;

19 (B) describe any national or regional train-
20 ing program carried out by the eligible entity,
21 including a description of each region served by
22 the eligible entity;

23 (C) describe any national or regional tech-
24 nical assistance provided by the eligible entity,

1 including a description of each region served by
2 the eligible entity; and

3 (D) describe the means by which each or-
4 ganization served by the eligible entity—

5 (i) works to achieve a domestic hun-
6 ger goal;

7 (ii) works to achieve a hunger-free
8 communities goal; or

9 (iii) used a grant received by the orga-
10 nization under section 201 or 202.

11 (3) PRIORITY.—In making grants under this
12 section, the Secretary shall give priority to eligible
13 entities the applications of which demonstrate 2 or
14 more of the following:

15 (A) The eligible entity serves a predomi-
16 nantly rural and geographically underserved
17 area.

18 (B) The eligible entity serves a region in
19 which the rates of food insecurity, hunger, pov-
20 erty, or unemployment are demonstrably higher
21 than national average rates.

22 (C) The eligible entity serves a region that
23 has carried out long-term efforts to reduce hun-
24 ger in the region.

1 (D) The eligible entity serves a region that
2 provides public support for the efforts of the el-
3 ible entity.

4 (E) The eligible entity is committed to
5 achieving more than 1 hunger-free communities
6 goal.

7 (d) USE OF FUNDS.—An eligible entity shall use a
8 grant received under this section for any fiscal year to
9 carry out national or regional training and technical as-
10 sistance for organizations that—

11 (1) work to achieve a domestic hunger goal;

12 (2) work to achieve a hunger-free communities
13 goal; or

14 (3) receive a grant under section 201 or 202.

15 **SEC. 204. REPORT.**

16 Not later than September 30, 2011, the Secretary
17 shall submit to Congress a report describing—

18 (1) each grant made under this title, includ-
19 ing—

20 (A) a description of any activity funded by
21 such a grant; and

22 (B) the degree of success of each activity
23 funded by such a grant in achieving hunger-free
24 communities goals; and

1 (2) the degree of success of all activities funded
2 by grants under this title in achieving domestic hun-
3 ger goals.

4 **TITLE III—AUTHORIZATION OF**
5 **APPROPRIATIONS**

6 **SEC. 301. AUTHORIZATION OF APPROPRIATIONS.**

7 There is authorized to be appropriated to carry out
8 title II \$50,000,000 for each of fiscal years 2006 through
9 2011.

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