

forms of service. The report also calls for a greater national commitment to preventive health care, including screening for disease before illness can take hold.

An emerging "retirement revolution": As more Americans retire earlier and live longer, they are contributing to a "retirement revolution of such magnitude and significance that it deserves national attention and probably new directions in national policy." The committee calls for passage of a bill requiring preretirement training in Federal agencies. It also asks for experimentation by the Administration on Aging in establishing new kinds of work-life patterns including phased retirement plans and new kinds of part-time work. Educational television is described as having great potential usefulness to the retiree and preretirement community.

Employment opportunities: Anticipating that the Age Discrimination in Employment Act of 1967 will "speed other changes necessary for full and effective use of older workers," the committee also welcomes the establishment by the Department of Labor of a major pilot program intended to fulfill several objectives of a proposed older Americans community service program.

Housing and a livable environment: The rent supplement program "should be extended to serve additional numbers of Americans who, in any of several ways, stand in special need of its assistance." In addition, the model cities program should pay sufficient heed to the elderly and "their unique problems and special needs—as well as the contributions they can make to the citizen participation aspects of individual projects."

Long-term care: The report commends legislation enacted last year to raise standards in nursing homes, but also observes:

Meaningful and comprehensive progress will not be achieved until the resources of the total health community are utilized to provide the quality and degree of care desired for the elderly in a truly comprehensive spectrum of services.

Role of Administration on Aging: Created by the Older Americans Act of 1965, the AOA was absorbed by a new agency in a reorganization plan adopted by the Department of Health, Education, and Welfare in August. Today's Senate committee report says that the reorganization raises serious questions about the possible downgrading of the AOA.

War on poverty and the elderly: The report asks for "full implementation of 1967 amendments that directed establishment of more adequate programs on behalf of the elderly by the Office of Economic Opportunity."

Social services: Project FIND, an outreach program for the elderly poor, has already demonstrated that a great need exists for additional FIND-type projects. The report also discusses long-range needs likely "in the face of foreseeable increased demands for service."

Consumer interests: The report describes new educational programs begun by Federal agencies in 1967 to help older Americans get the most for their dollars in today's complex marketplace. The report also comments:

There is much room for experimentation and discussion about the design of apartments and fixtures used in federally assisted housing accommodations for the elderly. The receptive attitude at the Department of Housing and Urban Development to suggestions already received leads to the conclusion that further exploration will be productive.

I would also like to thank the subcommittee chairmen for their productive work during the year: FRANK E. MOSS, chairman, Housing for the Elderly and Long-Term Care; JENNINGS RANDOLPH, chairman, Employment and Retirement Incomes; EDWARD M. KENNEDY, chairman, Federal, State, and Community Services; GEORGE A. SMATHERS, chairman, Health of the Elderly; WALTER F. MONDALE, chairman, Retirement and the Individual.

Finally, some mention should be made of the excellent and very helpful reports made by Federal Departments and Agencies at the request of the committee. The reports are reproduced in the appendix to the report.

Mr. President, I ask unanimous consent that the report be printed, together with minority views.

The PRESIDING OFFICER. The report will be received; and, without objection, the report will be printed, as requested by the Senator from New Jersey.

#### EXECUTIVE REPORT OF A COMMITTEE

As in executive session,

The following favorable report of a committee was submitted:

By Mr. FULBRIGHT, from the Committee on Foreign Relations, without reservation:  
Executive P, 90th Congress, first session, Convention on International Exhibitions (Ex. Rept. No. 2).

#### BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. BROOKE:

S. 3397. A bill for the relief of Foo Ying Yee; and

S. 3398. A bill for the relief of Cheng-huai Li; to the Committee on the Judiciary.

By Mr. CASE:

S. 3399. A bill to amend the Federal Aviation Act of 1958 in order to provide for regulation of public exposure to sonic booms by certain aircraft over the United States; to the Committee on Commerce.

(See the remarks of Mr. CASE when he introduced the above bill, which appear under a separate heading.)

By Mr. MORSE:

S. 3400. A bill to provide Federal assistance to States for improving elementary and secondary teachers' salaries, for meeting the urgent needs of elementary and secondary education, and for other purposes; to the Committee on Labor and Public Welfare.

(See the remarks of Mr. MORSE when he introduced the above bill, which appear under a separate heading.)

By Mr. SMATHERS:

S. 3401. A bill for the relief of James L. Shull; and

S. 3402. A bill for the relief of Lt. (junior grade) Richard A. Jackson, U.S. Naval Reserve; to the Committee on the Judiciary.

By Mr. JACKSON (by request):

S. 3403. A bill to designate the Flat Tops Wilderness, Routt and White River National Forests, in the State of Colorado; to the Committee on Interior and Insular Affairs.

(See the remarks of Mr. JACKSON when he introduced the above bill, which appear under a separate heading.)

By Mr. BREWSTER:

S. 3404. A bill to amend the Civil Service Retirement Act to authorize the retirement of employees after 25 years of service without reduction in annuity; to the Committee on Post Office and Civil Service.

(See the remarks of Mr. BREWSTER when he introduced the above bill, which appear under a separate heading.)

#### S. 3399—INTRODUCTION OF BILL TO DEAL WITH QUESTION OF OVERLAND SST FLIGHTS

Mr. CASE, Mr. President, I introduce, for appropriate reference, a bill to help resolve the question of whether supersonic transports should be permitted to fly over the United States in such a manner as to create sonic booms.

Possibly in less than 3 years supersonic transports—SST's—capable of flying twice the speed of sound, or about 1,200 miles an hour, will begin rolling off European production lines and into commercial service throughout the world. Already six major U.S. airlines have ordered a total of 38 of these Concorde, and 10 foreign airlines, most of which fly to the United States, have ordered 36 more.

While some delays have occurred in developing the 1,800 miles per hour American version of the SST, it is expected to be in commercial service by 1974 or 1975. The U.S. SST fleet will range anywhere from 200 to 1,200 planes.

It is clear that we must begin now to prepare for the advent of the commercial supersonic age. We are fortunate that time for action remains before the first commercial Concorde appear in American skies. It is the purpose of my bill to ban overland flights at supersonic speeds until all aspects of the sonic boom have been investigated and Congress has decided whether such flights should be permitted.

Specifically, my bill will (first) ban nonmilitary supersonic flights over the United States and its territories and possessions for an indefinite period; second, provide for a 2-year program of intensive scientific investigation into all aspects of the boom; and, third, put the decision on overland flights at more than the speed of sound in the hands of the Congress.

The rapid approach of the commercial supersonic age confronts us with some difficult choices. On the one hand we are naturally eager to take advantage of the faster means of travel that the supersonics will provide. But on the other we should be aware of the penalties we may have to pay for permitting supersonic airliners, trailed by their thunderous sonic booms, to fly over land, particularly over heavily populated areas.

Contrary to what many may believe, the boom follows continuously in the track of a plane moving faster than the speed of sound, and may be as much as 50 to 80 miles wide throughout a supersonic flight. On a single flight across the United States, the experts believe, as many as 10 to 20 million persons may be boomed by a supersonically operated SST.

Far more is involved than the shattering affront to the ears. Already initial

tests have resulted in cracked plaster, broken windows, and tumbling bric-a-brac, though studies on structural damage are so far inconclusive. More importantly yet to be answered are such questions as the effect of the boom on persons with heart ailments, on surgeons in the midst of delicate operations, on sleeping people, on weak buildings, on mountains laden with snow or loose rocks and on ancient geological formations, a few areas of deep concern.

In short, is the boom tolerable? The tests conducted in Oklahoma City in 1964, for example, showed that 27 percent of the residents of that community could not tolerate eight booms a day. No tests were made at night.

The American taxpayer, who is paying—on a reimbursable basis, he hopes—for 90 percent of the cost of developing the U.S. SST prototype, is clearly entitled to ask whether the SST project amounts to progress. Prompted by growing concern over the destructive potential of the sonic boom, people at all levels of government and industry, as well as the public at large, are asking some pointed questions about the program: For example, are the convenience of the few who will use the plane and the competitive advantage it will bring to the airline and aircraft industries worth the billions it may cost to develop the SST and the possible deterioration to the environment that may be caused? One of the more important aspects of that question is whether supersonic flights over the United States should be permitted if the boom, a product of physical laws, cannot be reduced to tolerable levels, assuming such levels exist.

As matters presently stand the Federal Aviation Administration apparently has sufficient authority to give the answer to this question. Unfortunately, the FAA is not only in charge of SST development in the United States, but undoubtedly is the country's leading advocate of the project and its commercial and economic potential.

Further, its position on the question of supersonic overflights has been ambivalent. On the one hand it states that further testing is needed before the question can be answered. But on another, the head of the SST project for FAA has been quoted as saying that "the public will have to learn to accept sonic boom to a degree."

Even were the FAA not in this awkward position, a decision on multiple overland supersonic flights is too important to be left in the hands of a single Government agency. Clearly the people themselves must be permitted to decide through their elected representatives in the Congress.

But what criteria will Congress use in arriving at such a decision? I, and I think most Americans, believe that the health and welfare of our people and the quality of the environment we live in should be the central consideration.

My bill is designed to assure that Congress can make up its mind about supersonic overland flights on the basis of the broadest criteria possible. It will do this by directing the FAA to conduct a comprehensive, 2-year research effort into all

aspects of the sonic boom. In carrying out its study, the FAA also is directed by my bill to consult with seven departments and agencies with either expertise in the sonic boom field or concerns about the boom's effects on various facets of American life. A number of studies have been made or are underway and the National Academy of Sciences has recommended additional research. An interim as well as a final report to the Congress is required by my bill.

The other part of my bill is the indefinite ban on supersonic flights. The purpose of this ban is to give Congress an opportunity to deliberate the supersonic overflight question in an atmosphere of calm. Such an atmosphere might not prevail if, at the time of congressional consideration, the Concorde is filling our skies with sonic booms.

The threat of the sonic boom is further illustration of the conflict between man's drive for technological progress and his desire for a livable environment. But as a nation I believe we are moving from blind idolization of technology to recognition that we must also be concerned with its effect on the quality of life and the livability of the environment.

In short, I believe we want technological and physical progress, but we want it on acceptable terms.

Insofar as this is possible with the sonic boom, my bill would help in achieving it. I hope, therefore, that hearings can be held on my bill in this session of Congress.

Mr. President, I ask unanimous consent that the text of my bill be printed in the RECORD at the conclusion of my remarks.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 3399) to amend the Federal Aviation Act of 1958 in order to provide for regulation of public exposure to sonic booms by certain aircraft over the United States, introduced by Mr. CASE, was received, read twice by its title, referred to the Committee on Commerce, and ordered to be printed in the RECORD, as follows:

S. 3399

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 307 of the Federal Aviation Act of 1958 is amended by inserting at the end thereof a new subsection as follows:*

"REGULATION OF SONIC BOOMS

"(g) The Administrator shall (1) prohibit nonmilitary aircraft, singly or in any combination thereof, from being operated over the United States (including territories and possessions thereof) in such a way as to produce sonic booms, but such prohibition shall not apply to aircraft used in the investigation and study herein authorized; (2) conduct a full and complete investigation and study for the purpose of determining what exposures to sonic booms (amount and frequency) are detrimental to the health and welfare of any persons, and such investigation and study shall include (A) consultation with the Secretary of Health, Education, and Welfare, the Secretary of Defense, the Secretary of Housing and Urban Development, the Secretary of the Interior, the Secretary of Commerce, the Administrator of the

National Aeronautics and Space Administration, and the President of the National Academy of Sciences, and (B) such research as may be necessary, which shall include, but not be limited to, the startle effect and physiological or psychological problems that result from sonic booms and the possible detrimental effects on preservation of natural beauty and historic shrines; (3) within one year from the date of enactment of this subsection make a report to the Congress on his findings as of that time, together with the written comments of the above-mentioned officials; and (4) no later than two years from the date of enactment of this subsection, report to Congress on the final results of his findings, together with the final written comments of such Federal officials."

S. 3400—INTRODUCTION OF BILL ENTITLED "GENERAL EDUCATION ASSISTANCE ACT OF 1968"

Mr. MORSE. Mr. President, I introduce a bill which has the short title, "General Education Assistance Act of 1968." I am greatly indebted to the National Education Association for having given me the opportunity to present to the Senate and to the Committee on Labor and Public Welfare the language of the proposal which was drafted by their Legislative Commission.

This measure incorporates the view of the organization with respect to the next forward step which they determine to be in the public interest to have enacted. The bill reflects the hopes and aspirations of school teachers in every State, for it is a general Federal aid to education measure.

We have made great strides since 1930 in the enactment of educational legislation, but this legislation has necessarily until now consisted of measures which were relatively narrowly drawn to meet specific problems—in short, there has been categorical aid. But the men and women of the National Education Association Legislative Commission have come to the judgment that excellent as these programs are and have been, they do not strike to the root of the problems.

These are the problems which beset our school systems. These are the problems which are of major concern to the dedicated men and women who serve our children in the schools of our country. These are the problems which loom large in every community.

What are they? Essentially, as with most problems, they are caused by unmet needs. They are caused by inadequate or unavailable financial resources for education. Many of our citizens feel that the special aids that have been given, valuable though they have been and are, nevertheless suffer from one drawback and that is that they necessarily import into our system of school support financial rigidities, and to an extent, cause a distortion in the pattern of financing.

Because of this, it has been suggested that over and above, and in addition to, existing financial aids to schools and schoolchildren, there is needed a flexible and massive program of general school aid. This, the bill that I introduce today seeks to accomplish.

It would provide beginning in fiscal year 1970 and extending through fiscal year 1974 two types of grants. The basic

Remainder: current expenditures, including expenditures for employing additional teachers and teacher aids, preschool and summer programs, State educational expenditures.

IV. APPLICATIONS

State agency is applicant "at such time or times, in such manner and containing or

accompanied by such information as the Commissioner deems necessary"; funds to supplement, not supplant, State and local funds; no comingling with State funds; "to the extent consistent with law," programs and services to meet current expenditures to be provided on equitable basis to children in nonpublic schools; 1% or \$150,000, which-

ever is greater, for State administrative expenses (\$25,000 for outlying areas).

V. JUDICIAL REVIEW

State may seek judicial review in U.S. Court of Appeals of Commissioner's decision; local educational agency may seek judicial review of State decision.

ATTACHMENT B

STATE ALLOCATIONS UNDER \$6 BILLION NEA PROGRAM

State	Basic grant (millions)	Equalization grant (millions)	Total grant (millions)	Total amount per child (5-17 years)	State	Basic grant (millions)	Equalization grant (millions)	Total grant (millions)	Total amount per child (5-17 years)
1	2	3	4	5	1	2	3	4	5
Alabama.....	\$96.1	\$19.6	\$115.7	\$120.40	New Hampshire.....	\$17.6	\$2.4	\$20.0	\$113.64
Alaska.....	8.4	1.0	9.4	111.90	New Jersey.....	172.5	18.3	190.8	110.61
Arizona.....	46.3	7.6	53.9	116.41	New Mexico.....	31.5	6.1	37.6	119.37
Arkansas.....	50.8	10.0	60.8	119.69	New York.....	432.5	43.6	476.1	110.08
California.....	487.0	52.9	539.9	110.86	North Carolina.....	134.4	24.7	159.1	118.38
Colorado.....	54.0	7.5	61.5	113.89	North Dakota.....	18.0	3.2	21.2	117.78
Connecticut.....	73.0	7.4	80.4	110.14	Ohio.....	280.5	37.2	317.7	113.26
Delaware.....	14.4	1.6	16.0	111.11	Oklahoma.....	60.9	9.4	70.3	115.44
District of Columbia.....	18.4	1.9	20.3	110.33	Oregon.....	51.5	6.8	58.3	113.20
Florida.....	149.4	21.4	170.8	114.32	Pennsylvania.....	289.0	36.4	325.4	112.60
Georgia.....	122.4	21.6	144.0	117.65	Rhode Island.....	22.2	2.7	24.9	112.16
Hawaii.....	20.6	2.8	23.4	113.59	South Carolina.....	73.6	16.1	89.7	121.88
Idaho.....	20.0	3.5	23.5	117.50	South Dakota.....	18.8	3.4	22.2	118.09
Illinois.....	276.4	30.0	306.4	110.85	Tennessee.....	99.8	18.0	117.8	118.04
Indiana.....	134.5	17.8	152.3	113.23	Texas.....	294.4	47.6	342.0	116.17
Iowa.....	72.5	10.0	82.5	113.79	Utah.....	31.3	5.6	36.9	117.89
Kansas.....	60.0	8.2	68.2	113.67	Vermont.....	11.1	1.8	12.9	116.22
Kentucky.....	84.5	15.4	99.9	118.22	Virginia.....	118.3	18.0	136.3	115.22
Louisiana.....	106.0	20.5	126.5	119.34	Washington.....	82.3	10.4	92.7	112.64
Maine.....	26.0	4.2	30.2	116.15	West Virginia.....	46.5	8.5	55.0	118.28
Maryland.....	99.0	12.3	111.3	112.42	Wisconsin.....	115.0	15.8	130.8	113.74
Massachusetts.....	135.0	15.0	150.0	111.11	Wyoming.....	8.9	1.3	10.2	114.61
Michigan.....	238.0	30.9	268.9	112.98	American Samoa.....	1.1	-	1.4	125.37
Minnesota.....	100.5	14.6	115.1	114.53	Guam.....	2.6	0.7	3.3	125.37
Mississippi.....	67.4	17.1	84.5	125.37	Puerto Rico.....	90.7	22.9	113.6	125.37
Missouri.....	118.0	15.7	133.7	113.31	Virgin Islands.....	1.3	-	1.6	125.37
Montana.....	20.0	3.3	23.3	116.50	Trust territories.....	3.3	.8	4.1	125.37
Nebraska.....	37.7	5.2	42.9	113.79					
Nevada.....	11.5	1.3	12.8	111.30	U.S. total.....	5,257.4	742.6	6,000.0	114.12

S. 3403—INTRODUCTION OF BILL TO DESIGNATE THE FLAT TOPS WILDERNESS, ROUTT AND WHITE RIVER NATIONAL FORESTS, IN THE STATE OF COLORADO

Mr. JACKSON, Mr. President, as you know, the President has transmitted to the Congress proposals for the addition of 26 new areas to the national wilderness preservation system. Several of these proposals have already been introduced and referred to the Senate Interior and Insular Affairs Committee, of which I am chairman.

By request, I now introduce, for appropriate reference, a bill to designate the Flat Tops Wilderness Area in the Routt and White River National Forests of Colorado.

The total wilderness acreage would be 142,230, including 99,489 acres of the existing Flat Tops Primitive Area, plus 42,741 acres of adjacent lands.

The area is located on the White River Plateau in northwestern Colorado, approximately 20 miles north of the town of Glenwood Springs and 30 miles southwest of the town of Steamboat Springs. The proposed wilderness lies within 250 miles of approximately 2 million people.

A variety of wilderness characteristics is offered by this high-elevation plateau and its rugged river canyons. There are sheer volcanic escarpments, alpine peaks and open grass parks. The area features an abundance of mountain scenery, solitude, tranquil lakes, rushing streams, abundant wildlife, and virtually no evidence of man's intrusion,

A hearing on the wilderness proposal was held in Glenwood Springs by the Forest Service on October 10, 1966. Eighty-nine oral presentations were made, and more than 350 letters were received. At the hearing, there was disagreement over the size and boundary of the proposed area, but there was overwhelming sentiment in favor of adding the Flat Tops area to the national wilderness preservation system.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 3403) to designate the Flat Tops Wilderness, Routt and White River National Forests, in the State of Colorado, introduced by Mr. JACKSON (by request), was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

S. 3404—INTRODUCTION OF BILL RELATING TO RETIREMENT OF EMPLOYEES UNDER THE CIVIL SERVICE RETIREMENT ACT

Mr. BREWSTER, Mr. President, I am today introducing, for appropriate reference, a bill to amend the Civil Service Retirement Act to authorize the retirement of employees after 25 years of service without reduction in annuity.

Such a bill, allowing retirement at 25 years, will naturally be most attractive to those workers who have reached this point in their careers. It will allow them to serve their professions to their fullest capacity and yet to leave Government service at an age when they are still able

to pursue other profitable endeavors. It will also allow them to enjoy richer, more meaningful retired years which their families can share.

Second. With the emphasis on the excellence of youth that is so prevalent in our Nation today, we have a wealth of young people eager for employment and advancement. My bill will obviously make Federal service more attractive as their chosen profession. It will give us a chance to employ people in the prime of their working years, to promote readily in order to derive maximum benefit from their potentials, and to streamline our civil service functions.

Mr. President, I believe that this legislation will be beneficial to everyone concerned. It will appeal to the Federal employee about to retire, to the young employee anticipating a profitable Federal career, and to the Federal Government, which can look forward to a more efficient, viable, and eager labor force.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 3404) to amend the Civil Service Retirement Act to authorize the retirement of employees after 25 years of service without reduction in annuity, introduced by Mr. BREWSTER, was received, read twice by its title, and referred to the Committee on Post Office and Civil Service.

ADDITIONAL COSPONSORS OF BILLS AND JOINT RESOLUTION

Mr. HARTKE, Mr. President, I ask unanimous consent that, at its next

printing, the name of the Senator from Georgia [Mr. TALMADGE] be added as a cosponsor of the bill (S. 2429) to amend the Internal Revenue Code of 1954 to allow an income tax credit to employers for the expenses of providing training to their employees and prospective employees under approved programs.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mrs. SMITH. Mr. President, I ask unanimous consent that, at its next printing, the name of the Senator from Minnesota [Mr. MONDALE] be added as a cosponsor of the bill (S. 2862) to enable potato growers to finance a nationally coordinated research and promotion program to improve their competitive position and expand their markets for potatoes by increasing consumer acceptance of such potatoes and potato products and by improving the quality of potatoes and potato products that are made available to the consumer.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. WILLIAMS of New Jersey. Mr. President, I ask unanimous consent that, at its next printing, the name of the senior Senator from New York [Mr. JAVITS] be added as a cosponsor of the joint resolution (S.J. Res. 117) to provide that it be the sense of Congress that a White House Conference on Aging be called by the President.

The PRESIDING OFFICER. Without objection, it is so ordered.

**SENATE RESOLUTION 282—RESOLUTION TO PRINT AS A SENATE DOCUMENT A REPORT BY SENATOR ELLENDER ENTITLED "REVIEW OF UNITED STATES GOVERNMENT OPERATIONS IN SOUTH ASIA"**

Mr. ELLENDER submitted the following resolution (S. Res. 282); which was referred to the Committee on Rules and Administration:

S. Res. 282

Resolved, That a report entitled "Review of United States Government Operations in South Asia", submitted by Senator ALLEN J. ELLENDER to the Senate Committee on Appropriations on April 2, 1968, be printed as a Senate document; and that two thousand two hundred additional copies of such document be printed for the use of that committee.

**SENATE RESOLUTION 283—RESOLUTION TO PRINT ADDITIONAL COPIES OF THE SENATE REPORT TO ACCOMPANY S. 917, THE SAFE STREETS AND CRIME CONTROL ACT**

Mr. McCLELLAN submitted a resolution (S. Res. 283) authorizing the printing of additional copies of the Senate Report to accompany S. 917, the Safe Streets and Crime Control Act, which was considered and agreed to.

(See the above resolution printed in full when submitted by Mr. McCLELLAN, which appears under a separate heading.)

**OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1967—AMENDMENT**

AMENDMENT NO. 708

Mr. HRUSKA. Mr. President, earlier today there has been reported to the Senate, out of the Senate Committee on the Judiciary, S. 917 together with a report thereon, including minority, individual, and additional views.

In due and proper time, this Senator, on behalf of himself and several of his colleagues, will call up an amendment in the nature of a substitute to title IV of said bill.

At this time I submit the amendment, and ask that it be printed.

Mr. President, I ask unanimous consent that a sectional analysis of the provisions of this amendment be printed in the RECORD at this point. I ask further unanimous consent that the text of that amendment itself be printed in the RECORD following the analysis referred to.

The PRESIDING OFFICER. The amendment will be received, printed, and will lie on the table; and, without objection, the analysis and amendment will be printed in the RECORD.

The analysis, presented by Mr. HRUSKA, is as follows:

**SECTIONAL ANALYSIS OF THE PROVISIONS OF AMENDMENT**

**PART A—FEDERAL FIREARMS ACT AMENDMENTS**  
**Section 901**

Section 901 of amendment—amends section 1 of the Federal Firearms Act (52 Stat. 1259) by restating and clarifying existing definitions contained in the act and adding several new definitions.

The definition of "person" is unchanged. The terms "interstate or foreign commerce," "firearm," "manufacturer," "dealer," and "fugitive from justice," have been restated and clarified. The term "ammunition" has been deleted. The terms "State," "pawnbroker," "Secretary," "indictment," and "published ordinance" are new.

**Paragraph (1)**

The definition of the term "person" in paragraph (1) of amendment—is unchanged from the existing law (15 U.S.C. 901(1)).

**Paragraph (2)**

Paragraph (2) of section 901 of amendment—adds a new definition "State" to simplify and clarify later provisions of the bill and the existing law. The Canal Zone is included in the definition. Previously it was excluded. Also included are the Commonwealth of Puerto Rico, Guam, the Virgin Islands, and American Samoa, the principal Commonwealth and possessions of the United States.

**Paragraph (3)**

Paragraph (3) restates the existing definition of "interstate or foreign commerce" (15 U.S.C. 901(2)). However, language has been removed that has been defined in paragraph (2) above.

**Paragraph (4)**

Paragraph (4) restates the definition of "firearm" and revises it to exclude from the act antique firearms made in 1898 or earlier. Also mufflers and silencers for firearms are removed from the definition.

The year 1898 was selected as the "cutoff" date on the basis of testimony presented to Congress by several gun collectors organizations and to be consistent with the regula-

tions on importation of firearms issued by the Department of State pursuant to section 414 of the Mutual Security Act of 1954.

Mufflers and silencers for firearms are excluded from coverage since these items are included presently in the National Firearms Act (Ch. 53 of the Internal Revenue Code of 1954). This act provides for heavy transfer taxes and registration of all such items.

Also excluded from the present definition of the term "firearm" is "any part or parts" of a firearm. Experience in the administration of the Federal Firearms Act has indicated that it is impractical to treat each small part as if it were a firearm. The revised definition substitutes the words "frame or receiver" for the words "any part or parts."

Added to the term "firearm" are weapons which "may be readily converted to" a firearm. The purpose of this addition is to include specifically any starter gun designed for use with blank ammunition which will or which may be readily converted to expel a projectile or projectiles by the action of an explosive. Starter pistols have been found to be a matter of serious concern to law enforcement officers.

**Paragraph (5)**

The definition of the term "handgun" in paragraph (5) is a new provision. This definition is necessary because of later provisions of the bill which have application solely to these firearms. There is no intention that handguns be exempted from any of the other provision of amendment since a handgun is a firearm within the meaning of paragraph (4) above.

The term includes "pistols," "revolvers" and "any other weapons originally designed to be fired by the use of a single hand" which are made to be fired by the use of a single hand and which are designed to fire or are capable of firing fixed cartridge ammunition.

**Paragraph (6)**

The definition of the term "manufacturer" is a restatement of existing law (15 U.S.C. 901(4)) except that references to ammunition, cartridge cases, primers, bullets, or propellant powder" have been stricken.

This deletion was made because experience in the administration of the Federal Firearms Act has showed that it is extremely difficult to control interstate and foreign commerce in ammunition.

The requirement that the manufacturer be "in the business of" manufacturing or importing firearms has been added to the definition to conform with a similar provision in the definition of "dealer."

**Paragraph (7)**

The definition of the term "dealer" is a restatement of existing law (15 U.S.C. 901(5)) except that references to "ammunition, cartridge cases, primers, bullets, or propellant powder" have been stricken as in the definition of "manufacturer" above.

The word "special" has been stricken from the definition since a gunsmith or other person in the business of repairing firearms should be required to comply with the provisions of the Federal Firearms Act if he fits only barrels which do not fall into "special" category.

The words "or breech mechanism" have been stricken because they are unnecessary to a complete description of the functions performed by a person in the business of repairing firearms.

Other minor rephrasing of the language in the definition has been made to clarify the existing language.

**Paragraph (8)**

The definition of the term "pawnbroker" is a new provision. Pawnbroker dealers are

April 25, 1968

CONGRESSIONAL RECORD — Extensions of Remarks

E 3383

If they are to continue their present pace of economic development while avoiding an intolerable debt burden.

A replenishment of IDA's resources will assure the continued flow of capital resources to developing nations on terms they can afford. And it will be money wisely and soundly spent, for the Association has achieved a high reputation for efficient management of its resources.

IDA must not be permitted to go out of business for want of adequate funds. Prompt action by the United States is essential in order to bring this second replenishment promptly. Like the 17 other nations that have pledged additional resources, the United States must show that it is still resolved to help the developing nations build better lives for their people.

Lawrence F. O'Brien

HON. SILVIO O. CONTE

OF MASSACHUSETTS

IN THE HOUSE OF REPRESENTATIVES

Wednesday, April 24, 1968

Mr. CONTE. Mr. Speaker, Lawrence F. O'Brien has served his country as Postmaster General with effectiveness and efficiency, and he has established a record as head of his Department which will be difficult to surpass.

During his term of service there has been a great forward movement in the Post Office. There has been greater productivity through better utilization of employees. There has been modernization, mechanization, stepped-up research programs, expansion of data-processing systems, and construction of facilities.

All this has been done in the face of an ever-increasing volume of mail, and it has been done with a consistent effort to keep the cost to the American taxpayer down.

As ranking Republican member of the House Appropriations' Treasury-Post Office Subcommittee, I have had an opportunity to see the tremendous job he has done in this difficult position. Larry O'Brien has been the innovator of many new ideas, and he has given the employees of the Department the necessary motivation to get the job done.

In a recent letter to me, Larry recalled our work together during which time many difficult and politically sensitive subjects have been considered.

He wrote:

During all of my many contacts with you and the Committee, I have never detected the slightest partisan element that might have diverted attention from what you considered to be in the best interests of the Post Office Department and the American people.

Throughout all of our years of work together Larry O'Brien has consistently proven that the best interests of his Department have been uppermost in his own mind, and I am deeply grateful to him for the recognition he has accorded me.

His clear, concise, and bold approach to the problems of the Department have given a new dimension to the Post Office, and this Department is doing a better

job today than it has ever done before in its history.

Larry O'Brien has been a valued friend of mine for many years, and our personal and working relationship has been a close and a fruitful one. He deserves the congratulations of the House of Representatives for accepting the challenge of the Post Office, and for the vigorous steps he has taken from his very first day in office.

I firmly believe that if there was ever a man in this country who has had the ability to resolve the vexing problems confronting his Department—and any problems he may face in the future—that man is Larry O'Brien.

His record of service here in Washington is an illustrious one, and one of which he and all his family can be justly proud.

All of his years have been characterized by loyal and dedicated public service.

I am certain that I do not stand alone—either among the members of my committee or among my colleagues in the House—in offering Larry O'Brien our best wishes on a job well done.

The whole Nation owes him a debt of gratitude.

#### Conquest of Inner Space

HON. JAMES H. (JIMMY) QUILLEN

OF TENNESSEE

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 25, 1968

Mr. QUILLEN. Mr. Speaker, at the recent National School Boards Association's 28th annual convention in Detroit, one of the highlights of the convention was a presentation of a paper on "New Ideas in School Building." It was presented by Dr. Homer Mincy, who is Superintendent of Schools of Greeneville, Tenn. For the interest of our colleagues and other readers of the RECORD, I insert Dr. Mincy's presentation at this point:

#### CONQUEST OF INNER SPACE

Horace Mann wrote in 1838: "When it is considered that more than five-sixths of all the children in the state spend a considerable portion of their lives in the schoolhouse, the general condition of those buildings and their influence on the young stand forth at once as topics of prominence and magnitude. The construction of schoolhouse connects itself closely with the love of study, with proficiency, health, anatomical formation, and length of life." The only change to be made in Mann's observations as applied to 1968 would be that all of the children spend a considerable portion of their lives in the classroom. In some instances, one might also compare some of our present conditions with Mann's charge of 130 years ago that "from the bad construction of our schoolhouses there is more physical suffering endured by our children in them than by prisoners in our jails and prisons."

Any school building must realize one major purpose—the facilitation of the educational program and the architect's primary responsibility becomes the creation of a physical environment which will contribute to and facilitate the performance of the many educational tasks and functions defined. That the need for flexibility and adaptability to be built into every building is essential is obvious when one considers that educational

theory is in such a constant state of growth and we live in an unsurpassed era of technological advancement.

In assessing existing or projected school buildings one must observe that school construction is moving away from puritan austerity—the guilt complex about comfort is no longer prevalent. Children are winning a new right: the right to be comfortable. Comfort, according to some who have worked in the field of establishing a satisfactory physical environment, can make as much as 15 per cent difference in the productivity of children and teachers.

Within the framework I have indicated, it would seem appropriate to entitle my remarks, "Conquest of Inner Space." It is within the interiors of school buildings that new ideas in school buildings are being effected.

Nearly ten years ago, Educational Facilities Laboratory in The Cost of a Schoolhouse projected nine concepts of school buildings of the future, prime considerations for school planners in 1968. Four concepts drawn from the original nine tell how inner space of school facilities is being conquered.

(The remaining portion of the presentation will involve the showing of approximately sixty (60) slides which are descriptive of the concepts: (1) new forms and surfaces; (2) flexibility; (3) children learn from teachers and machines; and (4) the learning environment. The concepts to be established could be summarized as follows:

1. New Forms and Surfaces—The slides will explore the thesis that new exterior forms and materials are being utilized today that enable the architect to spend less money on the exterior of the building in order that interior space may more adequately enhance the learning situation.

2. Flexibility—These slides will show how open or divisible spaces can provide for a more functional program.

3. Children Learn from Teachers and Machines—Slides will indicate changes that are taking place through provision for a more highly integrated use of all teaching media.

4. The Learning Environment—Accent will be on the visual environment, the thermal environment, the acoustical environment, and furniture and equipment.)

Dr. Martin Luther King, Jr.

HON. SPARK M. MATSUNAGA

OF HAWAII

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 25, 1968

Mr. MATSUNAGA. Mr. Speaker, a very moving poem which underscores the sadness felt throughout the Nation over the loss of Dr. Martin Luther King, Jr., has been written by a former Hawaii circuit court judge, the Honorable Maurice Sapienza, now a distinguished Milwaukee attorney.

In the confidence that it will be appreciated by my colleagues and readers of the CONGRESSIONAL RECORD, I insert Mr. Sapienza's poem at this point in the RECORD:

DR. MARTIN LUTHER KING, JR.

(By Maurice Sapienza)

I had a dream . . .  
And though I shall dream no more,  
Will you dream  
Of racism gone, of war no more?

I had a dream . . .  
Of dying before life should have ended;  
Of falling before I had finished standing;  
Of silence before I had finished talking.

E 3384

CONGRESSIONAL RECORD — *Extensions of Remarks*

April 25, 1968

Will you dream  
Of living where rights could be ended?  
Of shouting where voices have not been  
heard?  
Of moving where no one had yet been stirred?  
I had a dream  
That you will dream  
What I no longer dream.

*File*  
**Parity in Civil Service Retirement  
Annuities**

**HON. FRED SCHWENDEL**

OF IOWA

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 25, 1968

Mr. SCHWENDEL. Mr. Speaker, I am introducing a bill to establish the principle of parity in civil service retirement annuities. It is introduced to correct the present inequities in such annuities as the result of different retirement formula over the past years which have in no means been compensated by small across-the-board percentage increases and recent adjustments in line with percentage increases in the Consumer Price Index.

The administration and the respective committees concerned have been unquestionably influenced by the joint report of the Bureau of the Budget, the Civil Service Commission, and the Cabinet Committee on Federal Staff Retirement Systems (H. Doc. 42, 89th Cong.), which, while admitting that "it is the responsibility of the Government to maintain the annuities of its retirees and survivors at a living comparable to what they had, and rightfully expected to have at the time of retirement," maintains that "the present method of making adjustments based on increases in the Consumer Price Index serves this purpose well and should be maintained." This contention is refuted by statements by the U.S. Department of Labor in its recent publication entitled "The Consumer Price Index—A Short Description 1967," which asserts that the index applies to wage earners with annual pay of \$8,000 or more and is "not directly applicable to any other occupational group" such as the civil retirees who include professional, technical, engineers, managers, and salary employees in general whose annuities today average the pitiful sum of \$224 per month—less than the U.S. Government-established poverty level. Yet the Congress has not hesitated to grant funds and increases to various antipoverty programs and social security recipients and Federal employees, which has further increased living costs and turned the screw harder on the retirees.

Full comparability or parity which the Commission agrees is the retirees due, has in turn owed these civil retirees ever since they retired from the loyal service they gave their Government.

One of their number has submitted a report dated October 2, 1967, and another on March 21, 1968, which conclusively shows that parity is owed there now by their former employer, the U.S. Government. The bill being introduced is in line with the proposed draft furnished all

members of both committees and certain other Members of the Congress. It is a fair compromise in not requiring parity immediately but providing that parity for annuities of less than \$675 per month would be attained in four successive steps at 6-month intervals, with lesser adjustments to none receiving hi-excess of that amount.

This bill will not only give these civil retirees the annuities owed them by the Government and long overdue, but greatly enhance civil service itself and attract the desirable employees necessary in normal times and emergencies.

The initial cost would be approximately \$250 to \$290 million, small in comparison to the benefits other Federal employees have received.

**Come Let Us Reason Together****HON. JOHN R. RARICK**

OF LOUISIANA

IN THE HOUSE OF REPRESENTATIVES

Thursday, April 25, 1968

Mr. RARICK. Mr. Speaker, Rhodesia's Prime Minister, Ian D. Smith, finds that neither the British nor we in the United States are susceptible to reason so long as his country can be used as a political checker on the international board. All facts, decency, and settlement are irrelevant so long as the U.N. and its controlling minority need a whipping boy.

In the United States, our presidential aspirants plead to sit at a peace table with Communists, but as to Rhodesia, oppose even letting Prime Minister Smith enter the United States to defend his position under the Anglo-Saxon concept of free speech and fairness.

By de facto Executive order, admitting our subservience to the U.N. tribal chieftains, we boycott Rhodesian chrome mines owned by Americans so we can buy from the Russian Bolsheviks.

The American people wonder just who is controlling the direction of our Government because the gobbledygook does not represent the wishes of the majority of our people.

Have we become a puppet of the U.N. or a satellite of Russia? What is the difference?

I include Prime Minister I. D. Smith's speech before Rhodesian Parliament February 1, 1968, following my remarks. Some of our press, quick to quote the Communists every word, cannot find space for leaders of responsible government.

## SETTLEMENT OF CONSTITUTIONAL ISSUE

(Report of a statement in the Rhodesian Parliament on February 1, 1968, by Prime Minister I. D. Smith)

THE PRIME MINISTER: It is my intention this afternoon to deal with the main issue which is before this House and that is the suggestion that it is the Rhodesian Government which is responsible for the break which has taken place in talks between ourselves and the British Government.

## THE CHIEFS

In order to support his case the mover put forward various arguments. The first one concerned the chiefs and here the hon. member's argument, I believe, was based on

a facile legal argument in which he suggested that chiefs could not be equated to members of Parliament but with civil servants because, as he asserted, they were appointed and dismissed in terms of the African Affairs Act. This Act, as hon. members know, gives effect to the recognition of the appointment of the chiefs according to customary law and this, of course, is nothing new in Rhodesia.

He says that members of Parliament are paid by the state; I wonder then who pays the chiefs and the judges, who makes the finance available? It is only through the authority of this House. There can be no distinction between the source from which these various funds are derived. The chiefs derive their position not from election nor from appointment, but from hereditary rights in accordance with the laws and customs of each tribe which determines the rule of succession. There are various complicated procedures that have to be followed and spiritual approval secured before selection and before appointment.

These are the factors that are involved in the formal confirmation of approval; exemplifying the fact that there is no question of arbitrary appointment by Government—but only in accordance with the customs and habits of the people—is the situation that obtained recently in the Darwin district, where it was 15 years before a chief was selected, simply and solely because the spirits had not spoken. It should be known that the chiefs are spokesmen for, and representatives of, their people and they are as conscious of their duty towards their people as hon. members opposite, many of whom have the support of no more than a couple of dozen voters on the voters' roll. The votes in elections have no mystic qualities to make this particular system superior to any other.

I would like to quote from the report of Dr. Paterson, 1962, and here was an unbiased gentleman who came from Britain to carry out an investigation in our country, and he said this at one stage in his report: "A chief cannot be fitted into any European political or administrative arrangement without great difficulty because he is a figure unknown to European conception. He is a compound of father in a widespread kinship system of remarkable endurance, of priest in a focus on occasions of deep feeling of ritual or mystical nature, of judge responsible for articulating the norms and standards of the tribe, as well as holding its members together in harmonious relations, a figurehead personifying the tribe, its sense of well-being, unity and security, and the emblem of the ancient past. Yet no chief is all of this and each is different from the other."

I would like to refer for a moment to the Blue Book which was produced by this Government after the Tiger talks, which indicates very clearly, I would say, how the British Government knew the position. Perhaps before dealing with that I should spend a moment or two dealing with the contribution on chiefs by the Leader of the Opposition, because I think the two go together. He said: "I would like to say this, that the chiefs, much as we respect them as Africans, we have more than once, in fact we have always, said that their role is not that of a politician, their role is in the Tribal Trust Lands". He claims their role is to look after their tribesmen. That is indeed correct and, in fact, it confirms two points which I have made, the first of which I made to the Prime Minister of Britain when I pointed out to him that chiefs were Africans. He did not seem to believe this. It seems to be quite clear from the statement of the Leader of the Opposition that they are. It also supports the stand that we have consistently taken as far as chiefs are concerned, because we believe they are not politicians and that they should be aloof from the hurly-burly of politics and we believe that their place should be in the Senate. We have consistently

April 3, 1968

## CONGRESSIONAL RECORD — SENATE

S 3803

filled the letter and spirit of these new provisions.

Congress directed that the Food for Freedom program should encourage international trade.

—In 1967 world trade in agricultural products reached an all-time high of \$33.9 billion, nearly 20 percent higher than in 1966.

Congress directed that the Food for Freedom program should encourage an expansion of export markets for our own agricultural commodities.

—In the past two years, this nation has enjoyed unparalleled prosperity in agricultural exports. Since 1960 our agricultural exports have grown from \$3.2 billion to \$5.2 billion—a gain of 62 percent.

Congress directed that we should continue to use our abundance to wage an unrelenting war on hunger and malnutrition.

—During 1967 we dispatched more than 15 million metric tons of food to wage the war on hunger—the equivalent of 10 pounds of food for every member of the human race.

Congress determined that our Food for Freedom program should encourage general economic progress in the developing countries.

—Our food aid has helped Israel, Taiwan, the Philippines, and Korea build a solid record of economic achievement. With our help, these nations have now moved into the commercial market, just as Japan, Italy, Spain and others before them.

Congress determined that our food aid should help first and foremost those countries that help themselves.

—Every one of our 39 food aid agreements in 1967 committed the receiving country to a far-reaching program of agricultural self-help. Many of these programs are already bringing record results.

Congress directed that we should move as rapidly as possible from sales for foreign currency to sales for dollars.

—Of the 22 countries participating in the Food for Freedom program in 1967, only four had no dollar payment provision. Last year, six countries moved to payments in dollars or convertible local currencies.

Congress directed that we should use Food for Freedom to promote the foreign policy of the United States.

Statistics alone cannot measure how Food for Freedom has furthered America's goals in the world. Its real victories lie in the minds of millions who now know that America cares. Hope is alive. Food for Freedom gives men an alternative to despair.

Last year was a record year in world farm output. With reasonable weather, 1968 can be even better. New agricultural technology is spreading rapidly in the developed countries. New cereal varieties are bringing unexpectedly high yields in the developing lands. An agricultural revolution is in the making.

This report shows clearly how much we have contributed to that revolution in the past year. But the breakthrough is only beginning. The pride in accom-

plishments today will seem small beside the progress we can make tomorrow.

LYNDON B. JOHNSON.

THE WHITE HOUSE, April 3, 1968.

## MESSAGE FROM THE HOUSE

A message from the House of Representatives by Mr. Bartlett, one of its reading clerks, announced that the House had disagreed to the amendments of the Senate to the bill (H.R. 15414) to continue the existing excise tax rates on communication services and on automobiles, and to apply more generally the provisions relating to payments of estimated tax by corporations, agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. MILLS, Mr. KING of California, Mr. BOGGS, Mr. BYRNES of Wisconsin, and Mr. CURRIS were appointed managers on the part of the House at the conference.

The message also announced that the House had passed the following bills, in which it requested the concurrence of the Senate:

H.R. 12119. An act for the relief of Joseph M. Hepworth;

H.R. 15591. An act for the relief of Pfc. John Patrick Collopy, US51615166; and

H.R. 15979. An act to amend the act of August 1, 1958, in order to prevent or minimize injury to fish and wildlife from the use of insecticides, herbicides, fungicides, and pesticides, and for other purposes.

## ENROLLED BILLS SIGNED

The message further announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the Vice President:

S. 109. An act to prohibit unfair trade practices affecting producers of agricultural products, and for other purposes;

S. 172. An act for the relief of Mrs. Daisy G. Merritt;

S. 1580. An act for the relief of John W. Rogers;

H.R. 7325. An act to authorize the Secretary of the Interior to exchange certain Federal lands for certain lands owned by Mr. Robert S. Latham, Albany, Oreg.;

H.R. 10599. An act relating to the Tiwa Indians of Texas; and

H.R. 11254. An act for the relief of Jack L. Good.

## HOUSE BILLS REFERRED

The following bills were severally read twice by their titles and referred as indicated:

H.R. 12119. An act for the relief of Joseph M. Hepworth; and

H.R. 15591. An act for the relief of Pfc. John Patrick Collopy, US51615166; to the Committee on the Judiciary.

H.R. 15979. An act to amend the act of August 1, 1958, in order to prevent or minimize injury to fish and wildlife from the use of insecticides, herbicides, fungicides, and pesticides, and for other purposes; to the Committee on Commerce.

## REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. ANDERSON, from the Joint Committee on Atomic Energy, without amendment.

S. 3262. A bill to authorize appropriations to the Atomic Energy Commission in accordance with section 261 of the Atomic Energy Act of 1954, as amended, and for other purposes (Rept. No. 1074).

By Mr. BIBLE, from the Committee on the District of Columbia, without amendment:

H.R. 5799. An act to amend the District of Columbia Uniform Gifts to Minors Act to provide that gifts to minors made under such act may be deposited in savings and loan associations and related institutions, and for other purposes (Rept. No. 1075).

By Mr. BIBLE, from the Committee on the District of Columbia, with an amendment:

S. 2015. A bill to amend section 11-1902, District of Columbia Code, relating to the duties of the coroner of the District of Columbia (Rept. No. 1076).

By Mr. BIBLE, from the Committee on the District of Columbia, with amendments:

S. 2496. A bill to authorize the Commissioner of the District of Columbia to enter into and renew reciprocal agreements for police mutual aid on behalf of the District of Columbia with the local governments in the Washington metropolitan area (Rept. No. 1077).

## EXECUTIVE REPORTS OF COMMITTEES

As in executive session, The following favorable reports of nominations were submitted:

By Mr. EASTLAND, from the Committee on the Judiciary:

William C. Keady, of Mississippi, to be U.S. district judge for the northern district of Mississippi.

By Mr. MONRONEY, from the Committee on Post Office and Civil Service:

John H. Johnson, of Illinois, to be a member of the Advisory Board for the Post Office Department; and

Two hundred and twenty-nine postmaster nominations.

## BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. JACKSON (by request):

S. 3275. A bill to amend the act of February 14, 1931, relating to the acceptance of gifts for the benefit of Indians; to the Committee on Interior and Insular Affairs.

(See the remarks of Mr. JACKSON when he introduced the above bill, which appear under a separate hearing.)

By Mr. BREWSTER:

S. 3276. A bill to modernize certain provisions of the Civil Service Retirement Act, and for other purposes; to the Committee on Post Office and Civil Service.

S. 3277. A bill to strengthen the criminal penalties for the mailing, importing, or transporting of obscene matter, and for other purposes; to the Committee on the Judiciary. (See the remarks of Mr. BREWSTER when he introduced the above bills, which appear under separate headings.)

By Mr. MAGNUSON (by request):

S. 3278. A bill to provide for the authority for passenger vessels to operate as trade-fair exhibition ships; to the Committee on Commerce.

(See the remarks of Mr. MAGNUSON when he introduced the above bill, which appear under a separate heading.)

By Mr. RIBICOFF:

S. 3279. A bill for the relief of Col. Heinz Eisenberg, U.S. Army Reserve (retired); to the Committee on the Judiciary.

**S. 3275—INTRODUCTION OF BILL RELATING TO THE ACCEPTANCE OF GIFTS FOR THE BENEFIT OF INDIANS**

Mr. JACKSON. Mr. President, I introduce, for appropriate reference, a bill to amend the act of February 14, 1931, relating to the acceptance of gifts for the benefit of Indians.

The Department of the Interior, by letter of December 11, 1967, requested the introduction of this legislation. I ask unanimous consent that the letter from Assistant Secretary Harry R. Anderson explaining the need for the legislation be printed in the RECORD following my remarks.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the letter will be printed in the RECORD.

The bill (S. 3275) to amend the act of February 14, 1931, relating to the acceptance of gifts for the benefit of Indians, introduced by Mr. JACKSON, by request, was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

The letter, presented by Mr. JACKSON, is as follows:

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., December 11, 1967.

Hon. HUBERT H. HUMPHREY,  
President of the Senate,  
Washington, D.C.

DEAR MR. PRESIDENT: Enclosed is a draft of a proposed bill "To amend the Act of February 14, 1931, relating to the acceptance of gifts for the benefit of Indians."

We recommend that the bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

The 1931 Act reads as follows:

"The Secretary of the Interior be, and he is hereby authorized in his discretion to accept contributions or donations of funds or other property, real, personal, or mixed, which may be tendered to, or for the benefit of, Federal Indian schools, hospitals, or other institutions conducted for the benefit of Indians, or for the advancement of the Indian race, and to apply or dispose of such donations for the use and benefit of such school, hospital, or other institution or for the benefit of individual Indians."

The Act permits the acceptance of donations for the benefit of Indian institutions or for the advancement of the Indian race. It permits the donations to be used only for the benefit of an Indian institution or for the benefit of individual Indians.

The requirement that the donations be used for the benefit of an Indian institution or individual Indians raises doubts about the use of the donations for such things as research on educational curriculum to meet the special needs of Indian children; research on the special social adjustment problems of Indian families and individuals; projects to develop Indian communities and community leadership; museums to preserve Indian culture and promote understanding of Indian people; and cooperative projects for housing improvement or resource development.

In order to clarify the Act and to permit the use of donations for any purpose that will contribute to the advancement of the Indian people within the framework of programs otherwise authorized by law, the Act should be rephrased. Our proposed bill would accomplish this result.

At the present time about \$35,000 of donated funds is on hand.

It should be noted that the Department has in the past encouraged donations to be

made to charitable organizations or to tribal governments when they were best able to administer the gift, and that practice will be continued. When the gift needs to be administered by the Secretary, however, he should have broader authority than is now contained in the 1931 Act.

The Bureau of the Budget has advised that there is no objection to the presentation of this draft bill from the standpoint of the Administration's program.

Sincerely yours,

HARRY R. ANDERSON,  
Assistant Secretary of the Interior.

S. 3275

A bill to amend the Act of February 14, 1931, relating to the acceptance of gifts for the benefit of Indians

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of February 14, 1931 (46 Stat. 1106, 25 U.S.C. 451), is amended to read as follows:*

"The Secretary of the Interior may accept donations of funds or other property for the advancement of the Indian race, and he may use the donated property in accordance with the terms of the donation in furtherance of any program authorized by other provision of law for the benefit of Indians."

*file*  
**S. 3276—INTRODUCTION OF BILL TO MODERNIZE CERTAIN PROVISIONS OF THE CIVIL SERVICE RETIREMENT ACT**

Mr. BREWSTER. Mr. President, each year various laws are enacted which benefit our Federal employees either through direct pay increases, or in improved and extended fringe benefits. Over the years, too, there have been a variety of bills introduced which would make liberal changes in the benefits affecting our Federal employees when they retire. However, these individual bills have stayed in committee without action and have been reintroduced session after session. I think our retirees, after serving their Government for nearly a lifetime, deserve better than this.

Individually, these bills affect only a small part of the retirement system. Together, they form the basis for a significant overhaul and modernization of the regulations governing retirees.

First, the bill I introduce today will change the computation formula on annuities by providing that after an employee completes 10 years of service, all past and future service will be creditable at a 2-percent rate. Presently it is 1½ percent for the first 5 years and 1¾ percent for the next 5. These figures would apply only to service of fewer than 10 years.

Second, a surviving spouse would receive 60 percent of the employee's earned annuity rather than the 55 percent provided for under today's regulations. This percentage has not been increased since 1962 and would, I feel, be completely justified in view of the rise in the cost of living in the past 6 years. It would also tend to equalize annuity payments with the adjustments made last year in the Social Security Act.

The automatic cost-of-living formula for the adjustment of annuities has been most recently attacked by retirees who claim that they do not receive as regular or as high an increase as the Federal worker do. The present formula provides that annuities will be automatically in-

creased whenever the cost of living goes up as much as 3 percent and stays up for 3 months in a row. Such annuity increases equal the percentage rise in the cost of living. My bill would cut down on the time a retiree has to wait to receive an increase in annuities by making the automatic adjustment formula go into effect after the price index has risen by 2 percent for 2 consecutive months.

The definition of basic pay is changed by this bill to include in the computation of annuities overtime or premium pay earned by an employee. The employee certainly works for this extra pay, and I believe should have it credited to his account when he retires.

The present penalty for survivorship annuities works much too hard a burden on the retiree. I propose that the 2½-percent reduction now applied only up to \$3,600 be changed to apply up to \$4,800. Then the 10-percent reduction would apply to annuities over \$4,800 rather than all amounts over \$3,600 as it now does.

My bill further raises survivorship benefits for children and provides for increased contributions by covered employees, with matching agency contributions, to guarantee the necessary funding for this liberalized program.

This bill has already been introduced in the House of Representatives by the Honorable THADDEUS J. DULSKI, chairman of the House Post Office and Civil Service Committee. I feel that with his able leadership and with support in the Senate committee for this long overdue legislation, we can soon realize a new, workable and certainly beneficial program for our retired Federal employees.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 3276) to modernize certain provisions of the Civil Service Retirement Act, and for other purposes, introduced by Mr. BREWSTER, was received, read twice by its title, and referred to the Committee on Post Office and Civil Service.

**S. 3277—INTRODUCTION OF BILL RELATING TO CRIMINAL PENALTIES FOR MAILING, IMPORTING, OR TRANSPORTING OF OBSCENE MATTER**

Mr. BREWSTER. Mr. President, I am sure that everyone of our distinguished colleagues has had the problem of pornography in the mails brought to his attention at one time or another by angered constituents, demanding that something be done by the Federal Government to have their names removed from the mailing lists of these peddlers of filth. I know that the residents of Maryland find the receipt of unsolicited pornographic publications and similar smut an invasion of the privacy of their homes.

Personally, I find the situation deplorable and was proud to have had a part in support title III of last year's Postal Revenue and Federal Salary Act. In that measure, the President wisely enacted into law provisions which would make it possible for an addressee to judge a piece of mail and, in his sole discretion, render a decision as to its acceptability. If the



grams. The data cannot be an accurate accounting, because in many cases the research which leads to pollution control has other objectives—the pollution control consequences are in those cases examples of serendipity. From this survey, however, will come more than a simple accounting. The subcommittee will assist the decisionmaking groups in government—Congress, Office of Science and Technology, for example—to determine the extent, direction, and speed appropriate for the Federal Government's pollution control efforts.

But what is appropriate? A variety of answers were provided in recent testimony on the subject at hearings conducted by the House Committee on Science and Astronautics' Subcommittee on Science, Research, and Development (the Daddario committee). Yet all the testimony had one answer in common: technology already in existence can be used to give some measure of control now.

Dr. Leon W. Weinberger (FWPCA), while emphasizing the important role of research and development in solving the nation's water pollution problems, noted that many of these problems "can be alleviated by application of existing technology. In fact," he said, "in the immediate future, the most significant progress will be made in this way."

On the subject of air pollution, Dr. R. E. Eckardt, speaking for the American Petroleum Institute, observed: "We recognize that in some cases tentative judgments must be made, in spite of gaps in our knowledge. We recognize that society cannot afford to wait until every last shred of evidence is in before taking reasonable action." Yet, he cautioned, "As new evidence is developed, a reassessment, and possibly new judgments, will have to be made."

And in the area of solid waste disposal, the nation can improve its practices—"and it can do it now," said Dr. Richard D. Vaughan, Chief of PHS's Solid Wastes Program. "We have the technology to do it now," he continued, "and we are working to improve this technology and develop techniques which are not only more effective but more economical."

In his opening remarks, Subcommittee Chairman Emilio Q. Daddario noted: "We should not, need not, and will not wait upon research to act where we recognize the problem and have a feasible solution. On the other hand, it would be wasteful of time and resources to pursue a crash program where quality deterioration is only vaguely established or where abatement costs probably outweigh benefits."

Still one other kind of answer demands attention. Responding to subcommittee questions, Dr. Eckardt said that he believed that air pollution will be controlled—should be controlled—but that it will probably not be controlled solely on the basis of health. Rather, he noted, we'll clear the air simply because people are sick and tired of the stench.

The pressures for environmental improvement are mounting rapidly. Thus, reasonable men must accelerate their participation in reasonable and coordinated action to improve the environment if we are to avoid the wastefulness of over-reaction.

#### OUR DISTINGUISHED COLLEAGUE FROM PATMAN'S SWITCH

(Mr. CASEY asked and was given permission to address the House for 1 minute to revise and extend his remarks and to include extraneous matter.)

Mr. CASEY. Mr. Speaker, no man in this great body has more loyal friends, or is held in higher esteem, than our distinguished colleague, the gentleman from Texas, WRIGHT PATMAN.

He has served honorably and well for 40 years, and is outranked in seniority by only two other great Members, Speaker McCORMACK and Representative EMANUEL CELLER. We, in the Texas delegation, are especially proud of the dean of our delegation and his great career in this body.

It was particularly gratifying to me to read in the Houston Chronicle's Texas magazine last Sunday a warm and penetrating story about WRIGHT PATMAN. Because I know that his friends and colleagues will appreciate having the opportunity to read the article, I place it at this point in the RECORD:

THAT MAN FROM PATMAN'S SWITCH

(By Lucille Uytterlinde)

Young Wright Patman spotted three men sitting under a tree.

"Ah ha," he thought, "three potential voters."

The trio watched him idly as he ambled up.

"Howdy," Patman said. "I'm running for Congress. You all heard of it around here?"

They fixed him with a steady gaze, then one replied, "Yeah, we heard about it. We heard 'em laughin' about it."

It happened on a sleepy morning 40 years ago, in the tiny community of Weaver near Sulphur Springs. And it contributed nothing to the confidence of the neophyte campaigner; he'd already vowed that if he lost this first race for Congress he'd quit politics.

But he didn't lose, and today U.S. Rep. Wright Patman of Texarkana is outranked in seniority by only two men, Speaker McCormack and Rep. Celler of New York.

He is unopposed for re-election to his 21st term, which is not surprising. According to newspaper editor J. Q. Mahaffey of Texarkana, folks in the First Congressional District say that "if Wright Patman can't get it done, it can't be done in Washington." The Texas congressman has built up considerable seniority, and with that seniority, influence.

He is variously known as the second most important Texan in Washington, close friend of Lyndon Johnson, scourge of the banking industry and the Federal Reserve Board, and the last of the great populists.

Patman is chairman of the prestigious House Banking and Currency Committee, and is so frequently in the financial news that the New York Times once said that he often is the financial news.

He also is ranking member of the House Select Committee on Small Business, chairman of the joint House-Senate Committee on Defense Production, and vice chairman of the joint House-Senate Economic Committee.

Most committee chairmen and the industries their committees oversee have amicable relationships. Not so Wright Patman and the banking industry. He is an embattled committee chairman, and when he and William McChesney Martin, chairman of the Federal Reserve Board, meet in the awesome House Banking and Currency Committee's hearing room, there is a packed house to hear their verbal exchanges.

Their opinion as to what is best for the country on money and credit matters are irreconcilable, and acrimonious statements sometimes electrify the atmosphere.

Even so, Chairman Martin in 1965 said: "Chairman Patman and I have been friends for years. We disagree frequently but never with personal animosity. He has asked for my resignation four times this year but I bear no ill will. I have told him that if I decide to resign I will let him know promptly."

The "Fed," as Patman calls the Federal Reserve System, is out of his reach, and it is probably the biggest frustration of his long life as a legislator.

Patman says he is trying to "make the Federal Reserve System responsive to the best interests of the people of the United States." He wants to shorten terms of members of the board, require audits of the system's books, and require that the system go to Congress for appropriations. He also wants the board chairman to go out of office with the president who appoints him.

His plan would give the Congress and the administration more control over monetary matters. The "hard money" proponents say that is just what the Federal Reserve Board was set up to prevent.

Patman's unrelenting fight against the "hard money" forces has brought forth from him many statements such as this:

"If we allow the bankers, who profit from high interest, to continue to fix the interest rates, they will soon have a high interest mortgage on all the usable property in the country. They do not want to own it, as that would require them to pay taxes on it. They much prefer to have a tax-exempt lien on it."

Consistent and persistent are two words which describe Wright Patman. He makes decisions only after considerable study and documentation, then firmly adheres to them.

The thread that runs through the entire fabric of his legislative career is his determination to work in behalf of the "little people." Fortune magazine once referred to him as the "Warrior From Patman Switch." (He was born at Patman Switch, in Morris County, named for his family and a Katy Railroad switch.)

Patman has become a folk hero to a tremendous majority of the people in his 17-county district, and also to many people throughout the country.

He has been a consistent champion of rural electrification, legislation in behalf of the family farmer, soil conservation and water resource measures, of rural area development and legislation providing aid to the development of small towns and small business. He has opposed concentration of economic power, monopoly and corporate mergers which, in his opinion, diminish effective competition. He has conducted major investigations into tax-exempt private foundations looking for abuses of the tax laws.

Most of his mail from home relates to personal or community problems, not matters of national or international significance. The biggest volume of letters concerning his legislative activities is written by non-Texans. They run to comments something like this, from a Spokane, Wash., locomotive engineer:

"Just a line to let you know that way out here in Washington there is support for you. Keep slugging away. How I wish I could vote for you."

Patman holds to his convictions—stubbornly, some say—no matter the opposition he meets, and, in the terms of the locomotive engineer, keeps slugging away. His first major congressional fight was for the World War I veterans bonus payment. Five vetoes by four Presidents, beginning in 1922, failed to deter him. The measure was passed over Roosevelt's veto in 1936. It was the start of his fight with bankers and the Federal Reserve, which sharply tightened the availability of money when the bill was passed.

He says he will never introduce a bill solely for political advantage, but he does not object to introducing a bill that he expects to fall if he thinks it will serve as a gathering point for a cause he favors.

Big banking, big business and the interest of the "little fella" are his recurring themes. He has not been able to alter the structure of affect the action of the Federal Reserve, but the vice chairman J. L. Robertson, com-

March 28, 1968

## CONGRESSIONAL RECORD — HOUSE

H 2355

which began in 1945 when we permitted the French to go back into Indochina, thus reversing the view held by President Roosevelt, which continued through years of increased American involvement, particularly after 1954, and which culminated with the decisions of 1965 when the United States started sending its own forces into combat both in South Vietnam and in bombing and shelling attacks on North Vietnam. These last decisions, for which the Tonkin Gulf resolution was taken to be congressional authorization, made the conflict an American war with South Vietnamese support, instead of a South Vietnamese war with American support.

In the present mood of the Congress, I am under no illusion that the concurrent resolution introduced today may be adopted. Its introduction, therefore, is more in the nature of a protest against the present policies which have led us deeper and deeper into the morass of an unwinnable war.

If circumstances were to change so that serious consideration might be given to the concurrent resolution, its present abbreviated form would no doubt have to be substantially amended and amplified. As a practical matter, the simple repeal of the Tonkin Gulf resolution, without additional statements of policy as to the course which should be taken, would produce confusion. Many questions would remain unanswered as to the intent of the Congress with regard to the disposition and future role of the American forces now deployed in the area.

I venture to say that many more Members would have joined in cosponsoring this resolution if it were not for this practical problem of how we go about undoing what has long since been done. It is safe to say, I believe, that the vote on the original Tonkin Gulf resolution would have been a very different one if the then membership of the House had been able to foresee the situation we would be in today, 3 years later.

The resolution offered by our colleagues Messrs. UDALL and FINDLEY a few weeks ago drew wide support because it sought to open the policy questions regarding Southeast Asia. I view Mr. WOLFF's resolution as another method of achieving the goal of securing a reevaluation of our policy.

#### INTRODUCTION OF LEGISLATION TO IMPROVE CIVIL SERVICE RETIREMENT PROGRAM

(Mr. DULSKI asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. DULSKI. Mr. Speaker, I have introduced today a comprehensive bill designed to modernize the civil service retirement system.

The bill brings together in one measure an array of changes and improvements in benefits which previously have been proposed individually and already are before our Retirement Subcommittee in various forms.

There is support for updating our civil service retirement system so as to bring it closer to a par with retirement programs in progressive private industry.

My bill deals with the shortcomings and inequities which have been of the most concern to postal and other rank-and-file Federal employees. There also is provision for financing the benefits.

Any changes in the retirement system, however, must be studied carefully and it is my feeling that if we are going to make any changes at all we should look at the overall picture and act accordingly, rather than proceeding piecemeal.

Following is an explanation of the features of my bill:

First, premium pay: Many Federal employees, such as agents in the customs, immigration, narcotics, and alcohol tax services, as well as law enforcement employees, consistently are required to work overtime as part of their jobs. Their premium pay for this overtime work is not now considered in computing their retirement benefits. My bill corrects this situation by providing for calculation of retirement benefits on the basis of both regular and premium pay earned by an employee.

Second, annuity computation formula: Under present law, the formula for computing an employee's earned annuity is his average salary multiplied by 1½ percent for each of his first 5 years of service; by 1¾ percent for each of his next 5 years of service; and by 2 percent for each year of service in excess of 10. Under my bill, once an employee has reached the 10-year mark his computation formula will be changed to 2 percent for each year of his total service. The lower percentages will apply only to annuities based on less than 10 years of service. This change is in keeping with the underlying principle that the civil service retirement plan is a career program.

Third, penalty for survivorship provisions: A retiring employee today must take reductions of 2½ percent on the first \$3,600, and 10 percent on all over \$3,600, of his earned annuity to provide benefits for a surviving spouse. The \$3,600 point, at which the 10 percent charge begins, was set years ago when living costs were far lower than they are today. It works an undue hardship on employees who retire on small annuities. My bill would apply the much fairer 2½ percent reduction to the first \$4,800 of earned annuity, so that the 10 percent would affect only annuities in excess of that amount. The net annuity gain for a lower paid employee would be \$90 a year.

Fourth, surviving children: Survivorship benefits for a child were fixed nearly 12 years ago at \$600 a year if there is one surviving parent and \$720 per year if there is no surviving parent. My bill increases each of those benefits by \$120 a year. Benefits for the child with one surviving parent will be \$720 a year and the child with no surviving parents will receive \$840 a year.

Fifth, surviving spouse benefits: Today, when an employee dies, his surviving spouse, with certain exceptions, receives 55 percent of the employee's earned annuity. This percentage relationship was last adjusted in 1962. My bill would raise the figure to 60 percent. This is justified not only on the basis of increased living costs but in order to maintain near parity with the adjustments made last year in the Social Security Act.

Sixth, automatic cost-of-living adjustment formula: In substance, present law grants automatic annuity adjustments effective on the first day of the third month that begins after the Consumer Price Index has risen at least 3 percent for 3 consecutive months above its level when the last previous annuity increase was effected. This creates a sub-

lapse of time after living costs have increased before the retiree gets any relief. My bill reduces the timelag by approximately two-fifths by making the automatic adjustment effective at the start of the second month after the Price Index has risen by 2 percent for 2 consecutive months.

Seventh, financing: The financial condition of the civil service retirement system is, of course, a matter of first concern to me as chairman of the Committee on Post Office and Civil Service. My bill will cause no increase whatever in the financial obligations of the retirement system. The bill specifically provides for increased contributions by covered employees—7 percent instead of the present 6½; with matching agency contributions and regular appropriation procedures, will guarantee the necessary funding.

The changes in the civil service retirement system which I am proposing will be referred to our Retirement Subcommittee and I am asking the subcommittee to give them thorough consideration.

#### ENVIRONMENTAL EQUALITY

(Mr. DADDARIO asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and to include extraneous material.)

Mr. DADDARIO. Mr. Speaker, environmental quality is an issue which polarizes viewpoints between the extremes of conservationists and recalcitrant vested interests. In the hearings of the Subcommittee on Science, Research, and Development of the Committee on Science and Technology we have been seeking objective testimony to separate out the high priority action programs in pollution abatement. There is much more to be done than annual budgets and manpower limitations will afford. Thus, a strategy of waste management is necessary which will concentrate action on well defined problems where feasible solutions exist.

A recent editorial by Mr. Melvin J. Josephs in Environmental Science and Technology states:

The pressures for environmental improvement are mounting rapidly. Thus, reasonable men must accelerate their participation in reasonable and coordinated action to improve the environment if we are to avoid the wastefulness of over-reaction.

Under unanimous consent, I insert the editorial referred to, as follows:

#### EXISTING TECHNOLOGY CAN ALLEVIATE POLLUTION IN UNITED STATES

Like projects anywhere, projects in the Federal Government relating to environmental management have proliferated. So, to keep track of what its various agencies are up to, the Federal Council for Science and Technology's Committee on Environmental Quality established, about six months ago, a Subcommittee on Research, Development, and Demonstration. This subcommittee has already come up with what may be the best estimate of the Federal Government's spending for pollution research, development, and demonstration—\$251 million in fiscal year 1968 (see page 90).

The estimate is derived largely from a survey of about 30 departments and agencies that at least in some measure have been funded—internal, or extramural pro-