

and that it is up to us to find our particular chore and become personally involved in pursuing it—voluntarily, relentlessly, and if necessary, sacrificially—else it may never get done, and delay the coming of the spirit of His Kingdom, so badly needed on the earth today.

This crime fighting drive falls into that category with me. It has become an obsession which almost by Divine inspiration haunts me night and day. I cannot quit—I cannot rest—I feel I must keep going until many embrace the right thinking—psychological approach.

I realize, of course, that one man alone, or any small group like Help Your Police Fight Crime, can do little—but in the words of Cannon Farrar, each of us must say to himself, "What I can do I ought—and what I ought to do—by the grace of God—I will do!" In this spirit I invite your participation.

HOUSE OF REPRESENTATIVES—Monday, March 10, 1969

The House met at 12 o'clock noon.

The Chaplain, Rev. Edward G. Latch, D.D., offered the following prayer:

Let us hear the conclusion of the whole matter: fear God and keep his commandments: for this is the whole duty of man.—Ecclesiastes 12:13.

O Thou who hast made us and dost keep us day by day, we bow in Thy presence at the beginning of another week to offer unto Thee the devotion of our hearts. Grant unto each one of us inner resources of spiritual power that we may not be overcome by troubles, but rising above them make each day a pageant of triumph. Make us such radiant personalities and so filled with good will that we may commend to the world the faith we profess.

We pray for our Nation, our President, our Speaker, Members of our Congress, those who work with them, and all our people. Following the leading of Thy spirit and walking in the way of Thy commandments, may we here in America find a new unity in a common faith and a common endeavor, and living close to Thee find ourselves closer to each other; through Jesus Christ our Lord. Amen.

THE JOURNAL

The Journal of the proceedings of Thursday, March 6, 1969, was read and approved.

MESSAGE FROM THE SENATE

A message from the Senate by Mr. Arrington, one of its clerks, announced that the Senate had passed without amendment a bill of the House of the following title:

H.R. 497. An act to amend section 301 of the Manpower Development and Training Act of 1962, as amended.

The message also announced that the Vice President, pursuant to Public Law 84-1028, appointed Mr. HOLLAND, Mr. CANNON, Mr. HART, and Mr. GOODELL to be members of the Board of Visitors to the U.S. Military Academy.

The message also announced that the Vice President, pursuant to Public Law 80-816, appointed Mr. MAGNUSON, Mr. TYDINGS, Mr. SCHWEIKER, and Mr. GURNEY to be members of the Board of Visitors to the U.S. Naval Academy.

The message also announced that the Vice President, pursuant to Public Law 84-1028, appointed Mr. ELLENDER, Mr. BURDICK, Mr. DOMINICK, and Mr. FANNIN to be members of the Board of Visitors to the U.S. Air Force Academy.

The message also announced that the Vice President, pursuant to Public Law 78-301, appointed Mr. BYRD of Virginia to be a member of the Board of Visitors to the U.S. Merchant Marine Academy.

The message also announced that the Vice President, pursuant to Public Law 81-207, appointed Mr. MONTORA to be a member of the Board of Visitors to the U.S. Coast Guard Academy.

THE PROPOSED INCREASE IN THE DEBT CEILING AND ITS RELATION TO THE SURCHARGE TAX

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

Mr. VANIK. Mr. Speaker, today, as a member of the Ways and Means Committee, I will support the proposals for a new debt ceiling allowing the administration a reasonable degree of flexibility in handling its fiscal affairs. The proposed ceiling meets every explained contingent need of the Government.

However, my support for the proposed debt ceiling does not commit me to continue the 10-percent tax surcharge beyond June 30.

It is my judgment that the revenue loss occasioned by a termination of the surtax could be made up by the adoption of legislation already before the Congress to close up the obvious loopholes which demoralize the integrity of our tax structure. Congress is more likely to adopt corrective legislation to close loopholes if there is a fiscal urgency to replace revenues lost by the termination of the surtax. A minimum tax reform program should produce sufficient revenue to make up the revenues previously produced by the surtax.

Otherwise, the tax reform discussions may well continue for the remainder of the century, producing nothing more than extended talk.

Congress must be urged to act with vigor on tax reform. Necessity will be the incentive for proper action if we terminate the tax surcharge.

THE EVER-ESCALATING FOOD PRICES

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

Mr. CARTER. Mr. Speaker, as it happens, I frequently visit the supermarkets in this area, both to assist my wife in purchasing and to check on the ever-escalating food prices, and on the different ways in which meat, food, fish, and fowl are priced and packaged.

Mr. Speaker, with interest rates jumping to 7¾ percent, with housing prices soaring, and with the cost of all the necessities of life increasing, a great hardship is being placed upon our working people, upon the great middle class, and upon our senior citizens living on fixed incomes.

These are the people who have no tax loopholes. These are the good Americans whose sons are fighting the war in Vietnam, while the sons of the wealthy and the well-to-do are in college, the National Guard, or the Reserves.

Since all the revenue bills, by the Constitution, must originate in the House of Representatives, it is the opinion of many that our recent salary increase was unconstitutional, and I agree.

The inflationary spiral must be stopped. Those of us who have preached economy should now practice it. Today, with all sincerity, I am introducing a bill to return the salaries of the Members of Congress to their former levels. The financial "buck" stops here. If you are willing to sacrifice private pelf for public good, I ask that you cosponsor this bill.

EISENHOWER INTERSTATE HIGHWAY SYSTEM

(Mr. MIZE asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. MIZE. Mr. Speaker, on March 4, 1969, our distinguished colleague from California, Congressman Bob WILSON, introduced legislation to designate the Interstate Highway System of the United States as the Eisenhower Interstate Highway System."

I wish to commend Mr. WILSON for his most appropriate suggestion, and announce that I subscribe completely with his recommendation. I am today introducing identical legislation which, hopefully, will soon result in proper tribute to a great American soldier and statesman.

General Eisenhower, as he gallantly recuperates from his latest illness, knows the fond affection the Congress and the people hold for him. Millions throughout the world are free today; but for the foresight and skill of General Eisenhower, those same millions could well be suffering the bondage of totalitarianism. His grateful public surely includes not only his countrymen, whom he served so long and so well, but also all the peoples of the free world, whom he defended in war and protected in peace.

During his Presidency, General Eisenhower's vision and determination brought many lasting programs of merit. In foreign affairs, enactment of food for peace has resulted in distribution of over \$17 billion in surplus agricultural commodities to the hungry abroad. Food for peace in nation after nation has evolved into increased cash markets for U.S. produce.

At home, President Eisenhower inaugurated the Federal Aid Highway Act of 1956. Creation of the Federal highway trust fund and the Interstate System has averted a complete catastrophe in trans-

portation. Without this legislation and the resulting system of well-planned highways, the Nation would have long since overwhelmed its roadsteads. As my colleague has pointed out, America is a Nation on wheels and General Eisenhower had the foresight to anticipate our need for a truly national highway system.

Mr. Speaker, it is only fitting that that system should bear his honored name. We, as individual Members of Congress, can use this vehicle to convey our thanks to Dwight David Eisenhower for a lifetime of unparalleled public service.

Not far from the Eisenhower boyhood home at Abilene, Kans., which I am honored to include in my congressional district, is a broad, clean, well-built ribbon of highway. This highway, Interstate 70, one of the east-west arteries in the system, goes on to Denver and will eventually link the two coasts.

As mobile America uses this great Interstate System to travel across the length and breadth of the land, it is fitting, I feel, that one of the arteries leads to Abilene, Kans. Thousands of travelers plan their trips each so that they can visit the boyhood home of Dwight David Eisenhower and see the library and museum which have been built in his honor at the Eisenhower Center in Abilene.

These visitors travel on from this stop, ennobled by the experience, and with a deeper appreciation of the greatness of the 34th President of the United States. They know why Mr. Eisenhower holds such a high place in the hearts and minds of Kansans and why any further recognition paid to him by his countrymen is well deserved.

Again, I salute the gentleman from California (Mr. WILSON) for making this proposal. I am honored to join him and I urge other colleagues to lend their support.

URBAN DIFFICULTIES CALL FOR RURAL JOB DEVELOPMENT

(Mr. MIZE asked and was given permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. MIZE. Mr. Speaker, the increased congestion of our Nation's cities concerns every thinking American. Public services, such as sanitation, police protection, fire protection, and an adequate water supply, are provided only at prohibitive cost in the glutted center cities. This problem is compounded, of course, by inadequate job opportunities and underemployment in these areas.

Scholars and public administrators agree that redistribution of the population, with increased industrial and commercial activity in rural areas, would materially improve opportunity and conditions of life—both in the cities and in the open countryside.

Ours is a free society. There can be no forced migrations in America, such as the Khrushchev Siberian development project. Americans must be attracted to jobs in the towns and villages of New England, the Northwest, the South, and the Midwest. Industries must be freely attracted to those regions for expanded opportunity.

Mr. Speaker, for these reasons I have sponsored the Rural Job Development

Act of 1969. This legislation is sponsored in the other body by the distinguished senior Senator from Kansas, Senator PEARSON. Through a system of tax incentives, this act would encourage industrial development in rural America. County seat towns, which have been slowly dying from the effects of an eroding tax base and loss of population, would be given a new lease on life. Local residents would be taught skills for local employment. City dwellers, attracted by community stability, the lower cost of living, good schools, clean air, and better jobs, would contribute the skills they know to an environment which they had never hoped to enjoy.

Mr. Speaker, in the January 1969 issue of the Kansas Business Review, Mr. Robert L. Swinth, associate professor of the University of Kansas School of Business, has contributed a scholarly article which documents the case for rural job development.

Because of the widespread need for understanding in this challenging area of concern, I insert Professor Swinth's paper in the RECORD at this point:

NEEDED: A NATIONAL POLICY ON POPULATION DISTRIBUTION

(By Robert L. Swinth)

Urban problems have become a major issue for public discussion in the last few years. It now appears that over the next 10 to 20 years the federal government will appropriate up to 20 billion dollars for programs designed to improve urban conditions. A large portion of the funds will be used for urban redevelopment, i.e., new housing and improved public services ranging from better garbage collection to better roads. Additional funds will be used to better the lives of city dwellers, especially the poor, by means of job training, medical care, community action groups, and family services. Whitney Young, Jr., for example, has proposed that we undertake a Marshall Plan of aid for our cities and with "massive programs, increase jobs, housing, and education."¹

Given that the need for action is recognized and that we are willing to make significant allocations of our resources to the cities, the question remaining is whether or not our present approach is sufficient for attacking the problem. Is it not conceivable that part of our urban crisis is really the result of overcrowding, and that this in turn contributes to poverty, alienation, and a reduction in the quality of urban life? Seldom do the proposals for alleviating the crisis of the cities mention overcrowding in these terms. The assumption is that people and industry will remain in the cities and ways must be found to accommodate them.

If we are willing to recognize, though, that the problems of the cities are partially the result of overcrowding, it becomes obvious that we not only need to continue and expand our state and federal programs to improve urban conditions, but we also need a federal and state policy to encourage the redistribution of population and industry to less crowded regions. This is not to say that money should not be spent in the cities, but rather, by reducing the demand on the bigger cities to provide facilities and services, the funds spent there will be more effective. Perhaps in this way, the vicious cycle in which each improvement in a city is dissipated by an increase in the city's population can be broken.

Many people who live in cities are sympathetic to reversing the trend toward ever-larger cities. A Gallup Poll conducted in May

1968 reported that one-half the persons living in the larger U.S. cities and their suburbs would leave them if they could. This was true for both blacks and whites, and furthermore, the trend for this preference has increased about seven percent since 1966.²

For the past century there has been a steady migration from the rural areas to the middle-sized cities and metropolitan conglomerates. There are no doubt many reasons for such a shift, but clearly one of the prime causes has been that more and better paying jobs are in the larger cities. Any attempt, therefore, to entice people out of the cities should use the same kind of attraction. That is, some industry would have to relocate in the regions where we want population to relocate.

To a great extent, the present locational pattern of American industry is an accident of history. In a large proportion of the cases, firms are not optimally located from the point of view of efficiency of product manufacture or the ease of distribution to markets. Given the improvement in the past two decades in transportation and communication, it is reasonable to expect that many firms could relocate at relatively little cost.

Many would argue that the region in which a firm locates is determined by economic considerations: convenience to raw materials, to markets for products, to labor supply, and to service facilities. In fact, this is only partly true. While it is beyond the scope of this article to demonstrate the actual magnitude of the economic factors, they are of much less importance than is commonly claimed. Consider the fact that, in many industries, firms with national markets locate all over the country. Manufacturers of plastic products, as a case in point, can be found in almost every state. The same is true of clothing, electronic products, furniture, and many others. Many firms are finding that today's network of communication and transportation facilities allows them to quickly serve widely scattered markets with fairly simple distribution and supply setups. By having airfreight services, firms in several industries have found that they can cut back on both the number of warehouses and the level of inventory to a small fraction of what was previously thought necessary to serve their customers. Because of the ease of communication, many firms can have the headquarters of their operations in almost any city, not in a single financial center. Therefore, it is not unreasonable to think of a much more widely distributed industrial system. The usual economic argument that it is more costly to locate in certain areas is not necessarily true, or important, especially when one takes into account the social costs to a region that is too densely populated.

The city has always been thought to be attractive because of the vibrant stimulation of the arts, the cuisine, the architecture, and the mere varieties of people who live there. However, it is also true that for many, most of the time, and for the rest, some of the time, the quality of life is reduced by the overcrowding. The effect of overcrowding on the city dweller depends in part on how much he can afford to pay to avoid it. One way to assess the relationship between the quality of life and the population density of a region is to look at a number of demographic variables which might have an impact and see how they vary with density. Although it is not possible to gather such information on many important issues, there are still a number of important variables for which data can be obtained.

Consider first the per capita level of expenditure for various local governmental services such as schools, police, etc. It would seem fair to say that these costs rise with increasing density and still do not relieve the congestion and complications of life in the city. Traditionally, local governments pro-

¹ Whitney Young, Jr., "Marshall Plan for Cities," Saturday Review, March 1968.

² Kansas City Star, May 5, 1968, p. 13A.

vide ten major classes of services: public school education, health services and facilities (hospitals, etc.), police protection, fire protection, sanitation (garbage and sewage), recreation facilities (parks), utilities (water, gas, electricity), streets, public transportation, and cultural facilities (libraries, museums, etc.).

Six of these municipal services were selected for an analysis of the relationship between expenditure and population density. For that purpose, data were gathered on a representative sample of metropolitan areas and counties for 1960, the last year in which complete data were available. For each service, a correlation analysis was used to measure the degree of association between the expenditure on that service and population density. For example, Table 1 shows that for health (with an r of 0.9), expenditures per capita increased almost in linear proportion to increases in population density. It has been assumed that there is no great variation in the quality of service for areas of different density. However, the quality of education in the public schools tends to be worse in the very large cities than in the middle and smaller cities.

For all of these services, except education and possibly recreation, the data suggest that there was indeed a greater per capita expenditure in the more densely populated regions. This was true for health, police, fire, and sanitation. The correlation between the population level of each region and per capita expenditure on education, etc., was also calculated. Note that in many instances there is a significant correlation with population. Perhaps the problems of the cities are in part the social diseconomies of scale. A service like sanitation illustrates why facilities will cost more in a more densely populated area. In a crowded city cheaper techniques for disposal of sewage (like holding ponds) cannot be used because land is too costly and sewage lines, etc., cannot be cheaply installed because these must compete with other service facilities like water, phone, and gas lines under already crowded streets.

The second major area to be considered is that of physical and mental health. Is there, for example, a relationship between the incidence of disease and density? Several categories were selected and sampled. It was found that only the incidence of tuberculosis varied directly with population density. Live birth rate, death rate, the incidence of syphilis, infective diseases, and suicides did not vary with density. It has been known for some time that tuberculosis is more probable in larger cities because of the higher levels of air pollution. The lack of significant relationship with birth rate is at least an argument that the larger city is not providing better service even though it has long been claimed that the opportunity for specialization enabled the larger city to provide better health care. The lack of relationship with suicides is interesting since one would assume a greater tendency for this kind of response to the environment under more crowded conditions. A possible explanation is that an individual's propensity to commit suicide is primarily a function of his heredity and personality rather than his environment.

A third category is in the area of crime rates. It was found that there is no relationship between crimes against property or crimes against persons and population density. In view of the crowded conditions of many poverty ghettos and the assumption that they breed crime, this information seems inconsistent. It should be noted that the per capita crime rate (against property and persons) is higher the larger the total population of the city. This is the only variable for which that fact is the case. In all other cases, the relationship is generally true for both density and population. This result suggests the need to rethink the

causes of crime because the data suggest no simple link with density, contrary to the popular view. On the other hand, for the available health and crime data, the levels of incidence were not broken down by district within each region. It is possible that in aggregating over a region that includes both well-to-do neighborhoods and ghettos, important differences were washed out. In some sections of the country, the density of a region will be understated because the county which defines the region is large and mostly unpopulated except for a central dense core, whereas in other sections the counties are small and only those in the dense core are included.

Suppose that society decides that, in addition to current and proposed programs to help the cities, it is also feasible and worthwhile to encourage a redistribution of population and industry. What should the federal, state, and local governments do to facilitate this process? It would seem reasonable to use the tax system as the carrot and the stick: Firms that settle or expand their operations in areas of the country where growth is desirable could be given rebates on their federal taxes and firms that operate in metropolitan conglomerates could be taxed at an extra high rate. Probably the best way to accomplish this goal is to provide the opportunity for the tax on a firm to be made in proportion to the density of population for the region where its operations are located. The firm that operates in the more lightly populated area does not put as much demand on public services as does the firm that operates in the more densely populated and already burdened area and, therefore, the former could be taxed less than the latter. Furthermore, in the more densely populated area, firms are meeting an obligation to help pay for the additional urban problems arising from their presence. This taxing strategy allows a fundamental economic law to come into play: Those firms which find the less dense area most desirable and the urban location least necessary to continuance will be induced to relocate and those firms which find the large city essential to operate will be willing to pay the price.

To use tax incentives to influence population and industry movement, it is necessary to have a concept of the ideal densities of various regions. Obviously, it is not desirable to disperse people uniformly over the country. It would seem reasonable to promote the growth of many more middle-sized cities, and to hold steady or reduce the populations of our metropolitan conglomerates. There are, of course, many small cities that could very well keep their current size. Either the people in them do not wish to see them grow, or they are limited by their geography.

It is a hard choice for many large cities to turn away industry while facing unemployment problems. Yet it would seem that the need for employment can be better met by attracting people out of these cities to employment opportunities elsewhere. Again, federal, state, and local governments can play an important role. One of the primary deterrents to the mobility of labor is the lack of information channels about opportunities. For example, in one study, it was found that most displaced workers obtained new jobs through informal channels and employment agencies played only a minor role.³ Thus an important function of government and private industry would be to facilitate the dissemination of job information across regions. There are countless feasibility studies aging away in file drawers because no one knows how to get them to the people who will take the initiative to translate them into reality.

³ W. Haber, L. A. Ferman, J. R. Hudson, "The Impact of Technological Change," The Upjohn Institute; Kalamazoo, Michigan, 1963.

Another major function of government is planning. Clearly, it is not necessary to start new towns all over the country. Many existing communities provide an ideal base from which to grow as they are already functioning, with public institutions and services. Growth is never easy without forethought, however, and governmental agencies could be most useful in making expert planning information and guidance available to these communities.

In summary, this article is an attempt to demonstrate the need for developing explicit federal and state policies toward population distribution. While there is a critical need for programs to improve conditions in the cities, some funds and effort could also be expended to move people out of the city. It is not enough to improve already overcrowded environments that become still more crowded the moment conditions improve. There is no question that many people find the quality of life lessened in the large city. They live there primarily because that is where the jobs can be found. For a major segment of industry, however, location is as much an accident of history as a question of efficiency. If industry could be induced to move to less crowded areas through appropriate tax incentives, people would follow. With today's transportation and communication networks, there is little to deter the relocation of some major segments of industry.

ABOUT THE AUTHOR

Robert L. Swinth is an Associate Professor in the School of Business at The University of Kansas. He is a graduate of Stanford University, Palo Alto, California, where he received a B.S. degree in civil engineering and the M.B.A. and Ph.D. degrees in business, completing his graduate work in 1964. Before coming to Kansas in 1967 he was a Professor of Industrial Administration and Psychology at Carnegie Institute of Technology. He is a member of the American Psychological Association, American Sociological Association, The Institute of Management Sciences, and the Society for General Systems Research. Dr. Swinth has published articles in several journals including the *Industrial Management Review*, the *Journal of Applied Psychology*, and *Management Science*.

TABLE 1

	SMSA's ¹		Counties ¹	
	Correlation	F ratio	Correlation	F ratio
ON DENSITY				
Education.....	0.147	0.199	-0.154	0.485
Health ².....	.895	36.300	.600	11.265
Police ².....	.888	33.706	.677	16.927
Fire ².....	.532	3.544	.414	4.149
Sanitation ².....	.907	41.712	.723	21.875
Parks.....	.446	2.241	.365	3.141
Birth.....	-.386	1.577	-.338	.386
Death.....	.475	2.629	.272	1.596
Tuberculosis ².....	.553	3.974	.417	4.220
Syphilis.....	-.066	.039	.026	.014
Infective.....	-.003	.124	.007	0
Suicide.....	-.076	.052	.032	.020
Crime (personal) ².....	.283	.595		
Crime (property) ².....	.186	.322		
ON POPULATION (in thousands)				
Education.....	0.353	1.277	0.119	0.286
Health ².....	.872	28.692	.575	9.885
Police ².....	.957	98.348	.893	78.886
Fire.....	.231	.506	.590	10.695
Sanitation ².....	.868	27.450	.784	31.993
Parks ².....	.777	13.732	.727	22.445
Birth ²	-.507	3.113	-.102	.212
Death.....	.172	.274	.168	.582
Tuberculosis.....	.465	2.483	.367	3.110
Syphilis.....	-.038	.013	-.003	0
Infective.....	-.228	.492	-.010	0
Suicide.....	.158	.232	.228	1.098
Crime (personal) ².....	.682	7.832		
Crime (property) ².....	.536	3.635		

¹ The analyses are used to determine where possible relationships might be found and are based on samples of 20 or less.

² Denotes indexes for which the correlation levels and F ratios suggest the existence of a significant relationship.

Source: See appendix.

APPENDIX
POPULATION AND DENSITY FIGURES USED FOR TABLE I

County and State	City	1960 Density		1960 Population	
		County	SMSA	County	SMSA
Roger Mills, Okla.		4.5	158	5,090	
Park, Mont.		5.0		13,168	
Montrose, Colo.	Montrose	8.2		18,286	
Washington, Maine		12.9		32,908	
Ward, N. Dak.	Minot	23.0		47,042	
Jasper, Ind.		33.6		18,842	
Duplin, N.C.		49.0		40,270	
Cape Girardeau, Mo.	Cape Girardeau	73.0		42,020	
Douglas, Kans.	Lawrence	93.4		43,720	
Marion, Ohio	Marion	148.7		60,221	
Spokane, Wash. ¹	Spokane	157.9	158	278,333	278,333
Washington, Tenn.	Johnson City	198.3		64,832	
Kalamazoo, Mich. ¹	Kalamazoo	299.3	299	169,712	169,712
Pulaski, Ark. ¹	Little Rock	316.8	317	242,980	242,980
Salt Lake, Utah ¹	Salt Lake City	501.4	501	383,035	383,035
Hampden, Mass.	Springfield	691.4	1,116	429,353	478,592
Los Angeles, Calif.	Los Angeles	1,487.4	1,393	6,038,771	6,742,696
Middlesex, Mass.	Cambridge	1,494.3	2,672	1,238,742	2,589,301
Orleans, La.	New Orleans	3,153.4	777	627,525	868,480
Cook, Ill.	Chicago	5,377.1	1,675	5,129,725	6,220,913
Philadelphia, Pa.	Philadelphia	15,767.8	1,224	2,002,512	4,342,897
New York, N.Y.	New York	77,194.6	4,977	7,781,984	10,694,633

¹ Indicates that the standard metropolitan statistical area (SMSA) is the same as the county area.

Sources: U.S. Bureau of the Census, Census of Governments 1962, vol. IV, No. 3, "Finances of Municipalities and Township Governments," table 21; vol. IV, No. 4, "Compendium of Government Finances," table 53; vol. V, "Local Government in Metropolitan Areas," tables 8, 12. U.S. National Office of Vital Statistics, Vital Statistics of the United States 1962, vol. 1, "Nativity, Washington 1964," table 2-1; vol. 2, "Mortality," pt. B, table 7-8.

WORLD WAR I VETERANS' LIFE INSURANCE

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

Mr. SAYLOR. Mr. Speaker, I am concerned over the exorbitant premiums being paid by many World War I veterans in order to maintain their policies of U.S. Government life insurance in force.

Most of these men purchased this insurance during World War I when they were young men. The premiums were, of course, very reasonable. For example, an 18-year-old soldier in 1917 could purchase a \$10,000 life insurance policy at a premium of \$76.80 per year. Today, that same soldier is 70 years of age. He is now paying \$620.40 per year to keep that same insurance policy in force. In just 2 more years, he will have paid \$10,698 in premiums for a life insurance policy that will pay \$10,000 to his beneficiaries.

Mr. Speaker, these World War I veterans hold insurance policies that are called "5-year level premium term" policies. This means that every 5 years the policy is renewed at the premium for the veteran's then attained age.

Of course, as his age increases, so does his mortality risk. As a result, the 70-year-old veteran is paying an exorbitant premium at the time in life when his income is at its minimum and he can least afford to pay his insurance premiums.

The most recent annual report of Government life insurance programs for veterans and servicemen reveals that the U.S. Government life insurance trust fund contains unassigned surplus moneys. I believe these surplus funds should be used to alleviate the plight of our aging veteran population. They cannot afford to pay for the insurance and they cannot afford to drop it.

I am, therefore, introducing a bill to provide that any 5-year level premium term policy of U.S. Government life in-

surance shall be deemed paid when premiums paid in, less dividends, equal the face amount of the policy. I hope this bill will receive early and favorable consideration.

LAWSON KNOTT, DISTINGUISHED PUBLIC SERVANT, RETIRES

(Mr. MAHON asked and was given permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. MAHON. Mr. Speaker, one of the most efficient and distinguished public servants of our time has been Lawson B. Knott, Jr., who has recently retired as Administrator of the General Services Administration. For more than 30 years he performed service of the highest type to the American people and our Government.

Nothing can now be added to his distinguished accomplishments. "The moving finger has writ," but it seemed appropriate to me to salute this man who has done a superior job through the years for our country.

PERMISSION FOR COMMITTEE ON WAYS AND MEANS TO FILE A REPORT ON H.R. 8508, PUBLIC DEBT LIMIT

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that the Committee on Ways and Means may have until midnight tonight, March 10, 1969, to file a report on the bill (H.R. 8508) to increase the public debt limit set forth in section 21 of the Second Liberty Bond Act, along with separate views, if any.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

PUBLIC EMPLOYEE UNIONS

(Mr. CLAY asked and was given permission to address the House for 1 min-

ute and to revise and extend his remarks and include extraneous matter.)

Mr. CLAY. Mr. Speaker, the matter of strikes by public employees has often been discussed and debated. The views of Jerry Wurf, president of the American Federation of State, County, and Municipal Employees, AFL-CIO, on this issue are of special importance.

In a recent interview on the Mutual Radio Network, Mr. Wurf urged public officials to look harder for the root causes of public employee strikes, and to work harder to correct those causes.

Public employment is the fastest growing sector of the work force and of union organization. Mr. Wurf's experience and understanding of labor-management relations in the public employment sector, and how they might be strengthened and improved, merit the consideration of every Member of the House. For that reason, I now insert the text of the Labor News Conference broadcast last December 24, in the RECORD, as follows:

LABOR NEWS CONFERENCE, DECEMBER 24, 1968

Subject: Public employees unions.

Guest: Jerry Wurf, president of the American Federation of State, County, and Municipal Employees.

Reporters: Stanley Levey, labor correspondent for the Scripps-Howard Newspapers; Frank Swoboda, labor correspondent for United Press International.

Moderator: Frank Harden.

HARDEN. Welcome to another edition of Labor News Conference, a public affairs program brought to you by the AFL-CIO. Labor News Conference brings together leading AFL-CIO representatives and ranking members of the press. Today's guest is Jerry Wurf, president of the American Federation of State, County and Municipal Employees, AFL-CIO.

Public employment is today the fastest growing segment of the nation's total employment picture, and the fastest growing area of union organization. Here to question Mr. Wurf about the trends of collective bargaining for public employees, as well as the special problems and challenges it involves, are Frank Swoboda, labor correspondent for United Press International, and Stanley Levey, labor correspondent for the Scripps-Howard Newspapers. Your moderator, Frank Harden.

And now, Mr. Levey, I believe you have the first question?

LEVEY. Mr. Wurf, the other day, the new Labor Secretary-designate, George P. Shultz, was asked how he felt about strikes by public employees. He said he deplored them. How do you feel about such strikes?

WURF. Well, I understand that George Meany, the President of the AFL-CIO, when asked to comment on Mr. Shultz' statement, commented that he too, deplored all strikes, and I agree with Mr. Meany.

I think the problem of strikes of public employees is totally unreal.

For example, there was discussion recently, of a possible strike of bus drivers in Washington, D.C. Such a strike is not a public employee strike, because the bus drivers in Washington, D.C., are employed by a private traction company. But a strike of bus drivers in New York City, where the bus company is owned by the city, is illegal, and the leaders of the union would probably go to jail and the union heavily fined if a strike took place.

It is illegal for public employees who pick up the garbage in New York City to go out on strike, but it is perfectly legal for those who work for the private contractor who

picks up the garbage for the citizens of San Francisco to go out on strike.

It is perfectly legal for the employees of the Consolidated Edison Company—the largest public utility in the country, if not in the world—to go out on strike, which affects all the light and power in the New York City and suburban area. But, it is illegal, for example, for the light and power employees in Memphis to go out on strike, because in that instance, the light and power company is owned by the city.

Until we get rid of this kind of unreasonableness and lack of equal treatment, I think that when employees have exhausted all remedies, when they find no other way to solve their grievances, when public officials hide behind the strike bans that always affect public employees, instead of dealing with the equities that the employees deserve, I think that until that utopian day comes, you are going to have strikes of public employees.

SWOBODA. Mr. Wurf, do you see any trend in various state laws that will bring us to that point?

WURF. Well, let me point out that in this country, unlike most of the countries in the free world, public employee strikes are illegal.

In several of the states, there are laws which specifically make them illegal. In other states, where there are no laws, the courts have held that such strikes are illegal, because they attack what lawyers call the "sovereign"—you know, the king-suppliant relationship that public employees suffer from in their employment relationships.

I think the important thing is that laws are coming. In some instances, they are good laws; in some instances, they are less than good laws. Laws are coming, because in recent years, public employees, who are not covered by the National Labor Relations Act and who have been excluded from the coverage of labor laws, have been organizing into unions. These unions, including the teachers, the federal employees, and our own union, have been pushing, and shoving, and demanding decent treatment by their employers.

As a result, laws are being passed that recognize rights that already exist on a de facto basis and otherwise, to give recognition to the demands of the employees. In many instances, these laws are a step forward. But others, as in the case, for example, of the law in New York—the so-called Taylor Law—are a step backward, because the repression that is inherent in the law—the attempt to control the employees—does more harm than good to sensible labor-management relations.

SWOBODA. Could you give us an example of what you consider a good law in this instance?

WURF. All of these laws have a strike ban, but there is a fairly good law affecting employees in the state of Connecticut. There is a fairly good law in the state of Michigan. In Wisconsin, we have interestingly, a fairly good law affecting county and municipal employees, but a very bad law affecting state employees.

We have a very bad law in New York. New Jersey just passed a dreadful law. Pennsylvania is now contemplating the report of a commission, and the Governor has said he will drastically change the recommendations of this commission. A bad law is contemplated there. There is a report pending for a law that will be emanating from a committee appointed by Governor Spiro T. Agnew of Maryland. There are mixed reports as to what kind of law they will have.

One of the real difficulties in the laws that are being contemplated thus far, is this almost paranoid concern over strikes and the attempts to eliminate strikes. There has never been successful elimination of strikes in any of these laws.

As a matter of fact, anti-strike laws generally bring on strikes, because the union has

to prove its militancy and loyalty to the members. This anti-strike syndrome distorts the whole mechanism of the law and makes the problems of collective relationships more difficult, rather than easing them.

LEVEY. Mr. Wurf, I think that most fair-minded people would agree that if public employees are denied the right to strike, they ought to be given other things which will make labor relations more equitable and more possible. But that still doesn't duck the basic issue, that there is a law which prohibits strikes. What does the fact that public employees do strike in violation of the law do to the kind of public morality that we are all talking about? Doesn't that weaken respect for law, and for government, and for order, in a period when we are all very much worried about such things?

WURF. First of all, I want to say this, Mr. Levey: you glibly said that public employees ought to be satisfied with some alternative for the strike weapon. I am in total agreement with you. But one day, I want you to tell me what that alternative is, and when that happens, the rest of your question becomes much simpler.

Now, let's take the second part of your question, about respecting the law.

Public employees are generally conservative people—generally people who are very law-abiding. But, we are up against the same problems that people were up against in the fights for civil liberties in this country. If there are indecent laws that defend indecent practices, you have no choice but to involve yourself in civil disobedience. I regret this, but I know, and you know, that if the Negro people of this nation had not taken the position that laws that barred them from access to the ballot box, laws that barred them from access to school systems, laws that barred them from access to jobs, had to be fought and if they hadn't fought these laws, not only in terms of lobbying for better conditions, but by using civil disobedience as a weapon—the kind of conditions that such laws imposed upon people would still be rampant.

And, I would point out to you, that as a result of the efforts of Negro people in the South, to get some decency into the voting system, almost 400 Negro officials were elected in the last elections in the South, in contrast with the 10 or 15 before this kind of militancy took place.

We don't want to strike. We don't want to break the law.

All we say is that public officials have to understand one thing: instead of standing on a soapbox and sanctimoniously and piously crying out against strikes, they have to face the basic problem that from the time of the passage of the National Labor Relations Act in the 1930's, public employees have been mistreated by public officials.

Their wages are lower, their working conditions are bad, their retirement system lags behind those in private industry. And generally speaking, they are frequently misused, by virtue of the fact that they don't have the same prerogatives and the same standards of conduct applied to them as workers in private industry.

LEVEY. Is that why so many thousands of public employees are joining unions today?

WURF. Right. They are demanding decency of treatment by their employers, and they find that the only mechanism they have for achieving decency is the collective effort that comes about by being a member of the union.

SWOBODA. Mr. Wurf, the headlines today, I think, are preoccupied with the strikes, because they are relatively new. But, going beyond the strike, what positive accomplishments have been made? Have there been gains in any specific areas with any city, state or governing body, that you think could be an example for other governments?

WURF. Well, for example, one of the real problems in America is that every once in a

while, the news media goes out and discovers that public institutions are lacking in decent standards. By public institutions, I mean hospitals, old age homes, mental institutions and so on.

One of the things you find is that wage rates in these institutions are incredible. Frequently, they are under the minimum required by the federal law. If you pay people \$2,000 or \$3,000 a year to work in an institution you find it very hard to recruit workers.

Secondly, you find it hard to retain these people after as they acquire some skills.

As a result, the kind of conditions that exist in institutions that affect millions of Americans are incredible.

Our union has taken the position that there should be a minimum wage of \$3.00 an hour. The workers in institutions are the lowest paid in our society, with the possible exception of agricultural employees. In Detroit, we have just signed a contract with a guaranteed \$3 minimum wage, and I think as a result, they will be able to recruit excellent people. In addition, the people who are there now will stay and make use of their skills. I feel that people who are in Detroit hospitals in the future will be getting far better treatment, by virtue of a stable, trained, professional labor force, than they will in many places where there is a kind of revolving-door effort to take care of the patients.

The union's entrance into the situation has done something else.

In recent years, it has been discovered that there is a very serious employment problem in this country that can't be cured, even in a flourishing economy. Public institutions have people coming out of the ghetto seeking jobs. Well, what our union has been able to do in a number of places—we have done it very successfully in New York—we are now doing it in places like Cleveland, Baltimore and Milwaukee—is take ghetto people, and working with the employer with the assistance of federal programs, up-grade people. Getting back to institutions that suffer from lack of professional personnel, such as graduate nurses and so forth, this will help them have people who are competent. At the same time, this takes people who could only hope for the most elementary jobs—elevator operators, floor moppers and so on—and trains them to do useful important work, and gets them a decent wage.

It seems to me that is the real way to deal with the problems of America.

In other words, deal with the needs of the service industries that are developing, train people on the job, pay decent wages to retrain these people—not make the jobs the bottom rung—the last hope of people before they go on the relief rolls—give these jobs real dignity and real economic and social status.

LEVEY. Mr. Wurf, with so many of your members being marginal people—economically—and marginal in terms of training and preparation for skilled jobs, what happens to your union in the event of a depression in this country?

WURF. In the event of a depression in the country? First of all, let me say this: we are very interested in marginal people, and we got a lot of publicity from such strikes as the Memphis garbage collectors strike, the Atlanta strike, the mental institution strike in New York, and so on.

But, I would point out, very large numbers of our members are professional employees. For example, Mr. Levey, you will recall that all the engineers and architects in New York City are members of our union. So are all the engineers in the state of Pennsylvania and all the social workers in many states, and so on.

But, essentially, public employment is an interesting thing. I hope we never have a depression again in this country, but, if we do, because of the growth of services in public employment, our members become the

aristocrats of the economy. They are the only people who have steady and stable work.

Our union would be enhanced. But, no thank you. We prefer a flourishing economy. We prefer to struggle for fair treatment for our members within that flourishing economy.

LEVEY. What is the future of your union, within the context of the labor movement itself? You are in a period of enormous growth. Where do you stand within the hierarchy of organized labor?

WURF. We have a very large union and I believe we have some influence within the hierarchy of organized labor. I think that the public employee unions are growing, and they will play an increasing role within the ranks of labor, by virtue of their size, and their influence, and their effectiveness.

I think it is good for labor, and I think it is good for public employees.

SWOBODA. Mr. Wurf, a little while ago, you mentioned a Wisconsin county law.

WURF. It is a state law that covers counties. SWOBODA. A state law. You said it differed from the law covering state employees. Could you explain what that law does?

WURF. The Wisconsin county municipal is a good law. In effect, it has certification and collective bargaining rights for public employees.

In the case of the law affecting state employees in Wisconsin, there is such preoccupation with preserving the old civil service system, that collective bargaining becomes a farce, in terms of the equities of the employees, and in terms of what we understand to be real collective bargaining. The employees are very frustrated, because on one hand, they have a mechanism that leads them to believe they have collective bargaining, but when we get to the bargaining table and down to the nitty-gritty, a civil service commission can overrule all of the economic matters discussed.

LEVEY. Mr. Wurf, we have just had a major election in this country, with some interesting results. What effects will that election have upon the growth of your union and upon the work it is trying to do in organizing public employees?

WURF. I don't think it will have any effect upon growth or organization.

I think the effect of the election will probably be in the area of legislation at the national level. At this time, I don't know—aside from Mr. Schultz' remark you referred to earlier, and remarks made by President-elect Nixon during the campaign—I don't know what will be sent to the Congress, and I have no idea what the Congress will do.

Essentially, our concern is not in the area of organization and growth, but in the area of attitude and concern—how sympathetic and how concerned the Nixon Administration will be toward the plight of public employees.

SWOBODA. Mr. Wurf, carrying this on—the possibility of some sort of federal legislation—do you think the states will stand still for this, or, is this something you think they would like?

WURF. I think the states are schizophrenic on this. On one hand, they are learning that passing laws and setting up phony mechanisms don't work. The employees see through this and pay no attention to it. Public employee unionism goes on, not only in terms of increased members, but increased relationships—even in the big states, like Ohio. We can't get a law, but we have thousands and thousands of employees in unions, who have literally hundreds of collective bargaining agreements with cities and counties across the state of Ohio. The same is true of a number of other states.

The real situation that we are faced with today is that the states, on one hand, are scared of federal legislation that will take the authority from their hands, and on the other hand, have been unable, in many in-

stances, to come forward with workable mechanisms.

My theory is, and I may be wrong, if they really get it into their heads that the federal government will move—and I assure you, at that moment, the states will start screaming states' rights—we will begin getting some more meaningful legislation or some more meaningful executive orders from the various governors, and so on.

The thing that is making the change is not the sympathy or the good faith of the public employer. This is unlike the passage of the National Labor Relations Act, when, in the midst of depression, it was national policy to strengthen the hands of unions. This is not the case today.

The motivating force behind legislation now—the motivating force behind the new relationships—is the aggressive and militant organization of these workers. They are using their organizations to pressure the public officials, and, in some instances, to pressure the public. This is having an effect and getting things done.

So, this is different from what happened 30 years ago. More and more, public officials, academicians, just sensible people in our society, are taking the position that millions of public employees have to compete with the rest of the population in purchasing housing, in purchasing food, in sending their kids to college. We have to give them fair treatment.

We have to work out the machinery for that fair treatment.

LEVEY. Mr. Wurf, there seems to be a growing emphasis in some segments of our society to get private industry to do many of the things that government has long regarded within its sphere of influence. For instance, taking care of the jobless and retraining them, taking over such functions as the federal Post Office, and that sort of thing. Do you foresee any general move in that direction, which might move many of the areas that you are in over into the private sector?

WURF. We have two trends. This is not new. Every once in a while, somebody figures, "public officials are in that, so why don't we give it to private enterprise?" Then somebody makes the amazing discovery that private enterprise is frequently inept particularly when it is dealing with government functions on a cost-plus basis and the cry goes in the other directions.

Our union newspaper this month, Mr. Levey, will have a story about the fact that some small towns in Ohio are seeking to get private garbage collection, and a story about another state, where private garbage collection existed for a few years, that is moving toward public garbage collections again, because it is far more efficient to have public garbage service.

That sort of thing goes on constantly among the utility companies—those that are privately owned and those that are publicly owned and those that are cooperatively owned.

The real important litmus test is the fact that the public sector, as was said at the beginning of this program, is the fastest growing—local and state government sector, not the federal sector—the local and state government sector of the work-force is the fastest growing section of the work-force in America.

As a matter of fact, it is making up for the effect of automation in private industry. Many functions cannot be sensibly administered by private industry, but every once in a while, you get a cry for it.

It makes good political speeches, but it is meaningless.

HARDEN. Thank you, gentlemen. Today's guest on Labor News Conference was Jerry Wurf, president of the American Federation of State, County and Municipal Employees, AFL-CIO. Representing the press were Stanley Levey, labor correspondent for the

Scripps-Howard Newspapers, and Frank Swoboda, labor correspondent for United Press International. This is your moderator, Frank Harden, inviting you to listen again next week. Labor News Conference is a public affairs production of the AFL-CIO, produced in cooperation with the Mutual Radio Network.

CONGRESS MUST SUPPORT THE DRIVE AGAINST ORGANIZED CRIME

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

Mr. FASCELL. Mr. Speaker, the back of organized crime can be broken if only Congress provides sufficient funds and if there is persistent local support and determined efforts by the Department of Justice.

The budget for fiscal year 1970 contains a request for \$36 million to the Department of Justice to combat organized crime. I fervently hope that this request will be granted in its entirety, because it is needed to fund the concerted drive that the Federal Government is making to eradicate the menace of organized crime from our society.

For too many decades syndicated crime operations have been permitted to exist in every form of illegality, and more lately to intrude into the ownership and direction of legitimate businesses of all kinds. It is no good, at this late date, to try to fix the blame for the growth of organized crime on any persons, political parties, or administrations. The important thing is that the Government has a drive going against that enemy, that the drive is producing results, and that it holds great promise for the future.

In 1968 the Federal drive netted more than 520 organized crime convictions, up 30 percent from 1967, and way over the records of previous years. If the executive branch will give the drive the constancy of effort that is needed, and the Congress will give the drive the support that is needed I can foresee that within the next decade we can expect that enemy to be very much under control.

The Congress has taken very important steps to aid the fight. For example, to arm Federal law enforcement with a new weapon, it passed the anti-loan-sharking provisions of the Truth in Lending Act. It also provided in the Safe Streets and Crime Control Act for grants to be made to States—which after all, have the primary burden of defeating organized crime—to devise means of carrying on that battle. In that act, the Congress also established the Law Enforcement Assistance Administration to administer the grants and to plan for new and effective means of coping with the organized crime problem. The Congress, however, can do much more, by providing the funds that are needed in the coordinated overall effort against organized crime. In that connection, now that the States are taking definitive action to rid themselves of crime syndicates, the appropriations contemplated by that act should be granted.

The President's Crime Commission's 1967 report, "The Challenge of Crime

in a Free Society," shows that organized crime operates in 17 of our States scattered throughout the country, with many operations flowing into other States. While organized crime groups operate principally in our major cities, their operations stretch into too many of our smaller communities. It seems safe to say that the lives of all of our citizens are touched, in one way or another, by the operations of these hoodlums.

Despite these threats to the general well-being of our people, and although the Federal Government must play a vital role if that menace is to be eliminated from our society, the Federal effort against organized crime, for one thing, has not been as adequately equipped as it should be in the fight. The Legal and Monetary Affairs Subcommittee of the House Committee on Government Operations, of which I am chairman, is conducting a thorough study of the Federal Government's resources that can be used against organized crime, and the effectiveness with which they are being used. In the report we issued last year, entitled "Federal Effort Against Organized Crime: Report of Agency Operations," House Report No. 1574, 90th Congress, second session, we pointed to some of the inadequacies that we found.

As an example of inefficiency, the Department of Justice's Organized Crime and Racketeering Section still collects and correlates its criminal intelligence input on index cards, which must, laboriously be searched through. The handicaps of that antiquated system easily could be obviated by a relatively simple ADP system, which could pay for itself in a very short time. That is just one of the inefficiencies to which our report refers.

The most effective means that the Federal Government has yet developed for coping with organized crime is the "strike force" technique, in which teams of attorneys from the Organized Crime and Racketeering Section and the U.S. attorney's offices work with teams of investigators from key Federal agencies in geographical areas of serious organized crime problems. The initial strike force was developed only some 2 years ago, in Buffalo, and within a relatively short time resulted in indictments against 21 organized crime figures. Since then, strike forces have been sent into Detroit, Brooklyn, Philadelphia, Chicago, Miami, and Newark. Additional strike forces are planned for two other cities in 1969, and a total of 13 cities are planned to be covered by such units in 1970. The only thing that would prevent such expansion would be that the funds therefor were not provided by the Congress—a result that the country just cannot afford.

The Organized Crime and Racketeering Section has only 77 attorneys assigned to it—66 are its authorized staff, and 11 others have been specially added by the Attorney General. The handling of organized crime cases calls for special training and techniques that are additional to the experience of most attorneys. An average of five to six attorneys must accompany each strike force if it is to be at its maximum planned effective-

ness. At that rate the 13 planned strike forces would absorb the entire complement of the attorneys assigned to the organized crime section.

Within the Organized Crime and Racketeering Section is a labor-gambling unit of particularly qualified attorneys, who chiefly assist U.S. attorneys in handling difficult legal and practical problems in those fields. OCRS has been able to assign only nine attorneys to that unit, but the unit's work is such that more are needed, at least some of whom should be free to leave Washington to help in prosecutions throughout the United States where needed.

An additional number of attorneys is required to be maintained in the Washington headquarters of the Organized Crime and Racketeering Section to service the strike forces, to handle criminal intelligence matters, and to handle the various administrative details and legal problems that arise.

The 1970 budget requests funds for the additional attorneys that the Organized Crime and Racketeering Section feels it needs. Now that the Federal drive against organized crime has gotten up steam, I urge my colleagues to see to it that the appropriations it needs are made available to keep the drive rolling. My experience from the study and hearings of the Legal and Monetary Affairs Subcommittee convinces me that this is one of the most important things we can do in the Congress at this stage of our Nation's attempts to cut down on crime.

U.S.S. "PUEBLO" CREW MADE HONORARY CITIZENS OF PUEBLO, COLO.

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

Mr. EVANS of Colorado. Mr. Speaker, recently, the city council of my hometown, Pueblo, Colo., passed a resolution making honorary citizens out of the entire 82-man crew of the U.S.S. *Pueblo*. The council felt this most fitting since the ship itself had been named after our city.

An interesting side light to this action taken by the council arises out of the fact that it was proposed by Mr. John Rosales, a very close friend of mine, who happens to be the first Spanish-surnamed member of the council in the history of the city, in spite of the fact that over 25 percent of the city's population is Spanish-surnamed American.

Having introduced the resolution and seen its successful passage, it thereafter became even more important to my friend, Mr. Rosales, for it was only after the resolution's passage that he discovered that one of the members of the crew was Storekeeper Third Class Ramon Rosales of El Paso, Tex. He discovered this through a story that was carried in our city paper, the Pueblo Chieftain and Star-Journal, and because of these facts and the story itself, I felt it worthy of inclusion in the RECORD at this point:

BUCHER CRIES AS CREWMAN CITES "FAITH"
CORONADO, CALIF.—For a second time in the Pueblo inquiry the intelligence ship's skipper,

Cmdr. Lloyd Bucher, has been moved to tears.

"He'll be all right," his attorney, E. Miles Harvey, said after helping Bucher from a Navy court of inquiry Friday. "He just needs to be away from here for a while."

Bucher began sobbing uncontrollably after a 20-year-old Mexican-American sailor said "faith in God and my country and the decisions of my commanding officer" brought him through North Korean torture.

The Pueblo was seized off North Korea last year and its crew held prisoner for 11 months. The court is looking into the capture and the conduct of the crew in captivity. The hearing resumes Monday.

Bucher has attended all sessions, closed and public. He first wept early in the hearings when he described mental torture severe enough to wring a spying confession from him and bring him to his knees, saying, "I love you, Rose. I love you, Rose."

His wife, Rose, heard that testimony and cried in court with the 41-year-old skipper. She was not present Friday when Bucher began sobbing as Storekeeper 3.C Ramon Rosales of El Paso, Tex., gave a gently told story of torture.

Rosales said the torture began when the Pueblo was first boarded. The North Koreans eyed his black hair, high cheekbones and oriental cast of his dark eyes and beat him mercilessly. Rosales said, despite his plea: "I am an American." He said they thought he was a South Korean spy.

HALPERN INTRODUCES BILL TO PROTECT PERSONAL PRIVACY OF AMERICAN CITIZENS

The SPEAKER. Under a previous order of the House, the gentleman from New York (Mr. HALPERN) is recognized for 5 minutes.

Mr. HALPERN. Mr. Speaker, a most timely and important bill was initiated in this House by our able and distinguished colleague, the gentleman from Ohio (Mr. BETTS).

The measure calls for a limitation of the categories of questions required to be answered under penalty of law in the decennial censuses of population, unemployment, and housing.

I am delighted to see that so many of our colleagues have joined in cosponsoring this legislation, and I am privileged to be associated with this bill and to be among its staunchest advocates.

I have long believed that it is none of the Government's business who uses the bathroom or the kitchen or what a citizen's personal belongings are.

At present, the Census Bureau has recommended over 100 questions covering 67 major subject items to be included in the 1970 census. Failure to answer all of these questions is punishable by 60 days in jail or a \$100 fine.

Here is a sampling of some of the questions: Do you share your shower? Do you share kitchen facilities with another household? How many babies have you ever had? What is the amount of your rent? Do you have a garbage disposal? Do you have a gas or an electric dryer for your clothes? Is your building connected with a public sewer? These are only a few of the questions. They even get more ridiculous as they go on.

The purpose of the census, as originally set forth in our Constitution, is to provide a statistical basis for the apportionment of membership in the House of Representatives. What on earth

do most of these questions have to do with the constitutional intent?

Through the years, the administrators of the census have gone far afield from the original intent. In fact, they have gone entirely too far.

At a time when renewed emphasis is being placed on Government use of electronic snooping devices and on collection of material for national data banks, we must be very careful to strike a balance between individual privacy and Government recordkeeping.

A great many people will probably have access to the information on the 1970 census forms, and there is no telling how the information can be abused or misused, should it fall into the wrong hands.

The bill that I am today cosponsoring would impose penalties for a failure to answer only those questions which fall into the following categories: Name and address; relationship to head of household; sex; date of birth; race or color; marital status; and visitors in home at time of census.

Responses to the remaining questions in the 20-page census form, which has been said to resemble a tabloid newspaper in size, would be left to the discretion of the individual citizen.

Under the broad mandate given the Census Bureau by the Constitution, a topic need only be deemed "necessary and proper" by the Secretary of Commerce for it to be included in the census.

However, I think it is time for the Congress to impose its own standards of "propriety" on the Secretary of Commerce. It is up to us to make sure that the frightening possibility of "big brother is watching" does not become a reality.

EXPANDED VETERANS' ADMINISTRATION FACILITIES FOR THE TREATMENT OF ALCOHOLISM

The SPEAKER. Under a previous order of the House, the gentleman from Wisconsin (Mr. REUSS) is recognized for 30 minutes.

Mr. REUSS. Mr. Speaker, I am introducing today for myself and for the gentleman from Washington (Mr. ADAMS), the gentleman from New York (Mr. BUTTON), the gentleman from Kentucky (Mr. CARTER), the gentleman from California (Mr. CORMAN), the gentleman from Pennsylvania (Mr. EILBERG), the gentleman from Illinois (Mr. GRAY), the gentleman from New York (Mr. HALPERN), the gentleman from California (Mr. LEGGETT), the gentleman from California (Mr. MOSS), the gentleman from Montana (Mr. OLSEN), the gentleman from Texas (Mr. PICKLE), the gentleman from New York (Mr. ROSENTHAL), the gentleman from Pennsylvania (Mr. SAYLOR), and the gentleman from Georgia (Mr. STEPHENS), H.R. 8532, a bill to provide additional beds and specialized units in Veterans' Administration hospitals for the care and treatment of veterans afflicted with alcoholism.

ALCOHOLISM IS A MAJOR NATIONAL HEALTH PROBLEM

Alcoholism ranks along with heart disease, cancer, and mental illness as a major national health problem. It is esti-

mated that at least 5 million Americans suffer from this disease, and that some 200,000 new cases develop each year. The national toll is enormous: at least 11,000 deaths a year directly attributable to alcoholism; increased rates of mortality and morbidity from other diseases; well over 50 percent of fatal auto accidents every year associated with alcohol, and many involving chronic alcoholics; and costs to industry and our economy ranging toward \$4 billion annually as a result of job absenteeism, reduced productivity, insurance expenses, and other losses.

Statistics alone cannot tell the story. If each alcoholic affects four family members—and those are the estimates—then alcoholism reaches into the lives of some 20 million Americans, bringing the unmeasurable anguish of financial insecurity and family disruption.

For too long, alcoholism has been thought to be chiefly a moral problem, involving some fatal weakness of character. Despite the pioneering work of voluntary organizations such as Alcoholics Anonymous, the chronic alcoholic has been treated more often than not as someone irretrievably lost to society, who must lead a precarious existence for the rest of his life.

Today, alcoholism is gaining recognition for what it is—a complex disease, not yet fully understood, which nevertheless can be effectively treated. In an encouraging number of cases, intensive care by specialized medical personnel yields significant improvement or cure. Changing attitudes toward alcoholism are reflected in recent court decisions which recognize the chronic alcoholic as a sick person rather than a criminal, increased attention by the medical profession, health agencies, and voluntary organizations, intensified research efforts, and the growing concern of health insurance companies.

THERE IS A TRAGIC SHORTAGE OF FACILITIES TO TREAT ALCOHOLICS

But the consequence of our previous neglect of this health problem is a woeful shortage of trained personnel and specialized facilities to treat alcoholics. In virtually all American communities, alcoholics are still likely to receive less adequate care than individuals with other kinds of difficulties. Moreover, the belief persists that alcoholics cannot be helped or that somehow they are not as sick as someone who suffers from another chronic disease, with one result being that preventive programs and treatment facilities are assigned a low priority in many health budgets.

Effective treatment for alcoholism is lengthy and expensive. Many alcoholics are unable to afford private care even if it is available. Yet the pressure on our present very limited public facilities can only increase, especially if a growing number of law enforcement agencies refer chronic alcoholics in their custody to rehabilitation centers rather than to penal institutions.

THE VETERANS' ADMINISTRATION IS NOT DOING ENOUGH TO MEET THE NEEDS OF VETERANS SUFFERING FROM ALCOHOLISM

Today, if we are to make a determined attempt to control and prevent alcohol-

ism, we must have an increased effort from every Federal agency concerned with health and medicine. By any measure, the Veterans' Administration is engaged in a major way in these fields. The VA hospital system provides some 7 percent of the Nation's hospital beds. In fiscal year 1968, VA hospitals treated over 762,000 inpatients and registered over 5.3 million outpatient visits. Moreover, a significant proportion of the Nation's medical personnel is trained in VA facilities, and participates in the VA's extensive program of medical research.

Despite the size of the VA hospital system and the wide range of its medical programs, only a small proportion of VA facilities are available for the treatment of veterans afflicted with alcoholism. At the present time, 25 VA hospitals have alcoholism treatment programs in which some 900 beds are available for inpatient care. But most of these programs are operating without the funds and the staff necessary for the most effective inpatient treatment and followup outpatient care.

Three years ago, VA regulations were amended to specify that requests for hospitalization for treatment of alcoholism be processed in the same manner as requests for treatment for any other disease susceptible to cure or decided improvement. Despite this step forward, eligible veterans suffering from alcoholism have to be turned away at many VA hospitals because no special treatment facilities are available.

Even if the 900 beds presently available were all adequately funded and staffed, they would go only part way toward meeting an enormous need. A recent census of patients in VA hospitals indicated that alcoholism was a factor in some 20 percent of the psychiatric cases, and that of the 105,000 patients in all VA hospitals on that day, some 16 percent had a drinking problem. Our health officials estimate that of the 5 million Americans who suffer from alcoholism, some 1.7 million, or one-third, are veterans.

THE VA'S ALCOHOLISM TREATMENT PROGRAM SHOULD BE EXPANDED AND ACCELERATED

Two years ago, my colleagues and I cosponsored a bill to authorize a 2,000-bed program for the treatment of eligible veterans afflicted with alcoholism. The Veterans' Administration has now accepted in principle the target of 2,000 beds activated in special units. But funding is uncertain. Even if present tentative plans to activate some 300 beds a year can be followed, the last of these units will be established only in fiscal year 1975. We believe that this program should be accelerated and expanded, and that funds should be specifically designated for the accomplishment of these purposes.

The measure we are introducing today authorizes the Administrator of Veterans' Affairs to set aside not less than 4,000 beds for the treatment of alcoholics within the total of 125,000 beds he is currently authorized to establish and operate. It also authorizes the activation of 1,000 of these beds in each of fiscal years 1970 and 1971, and activation of the remaining 2,000 in the following 3 fiscal years. Considering the present un-

met need for alcoholism treatment facilities, the availability of unused beds in some VA hospitals, and the demand on the part of many VA hospitals either to improve their present treatment facilities, or to initiate alcoholism treatment programs, we believe that the target of 4,000 beds over 5 fiscal years is reasonable.

Our measure further provides that these beds be activated in specialized alcoholism care units with appropriate staff. Alcoholics are difficult and demanding patients to treat. Experience has shown that there is most hope for improvement in separate units in which staff and patients can focus on one problem—alcoholism, and in which patients can work as a group to help each other understand and conquer the disease from which they suffer. At the same time, separate treatment units permit a coordinated approach to dietary management, drug treatment, psychiatric and social evaluation, and psychotherapy.

Experience has also shown that inpatient care is most effective when it is followed by sustained outpatient care over a period of 2 to 3 years. The inpatient and outpatient purposes of the bill we introduce today can be accomplished only if funds are made available to recruit and train specialized staff. Our measure authorizes such funds as are necessary to meet increased personnel requirements as beds are activated, as well as to cover other costs incidental to the establishment of separate treatment units.

OUR VETERANS WILL GAIN

An expanded VA alcoholism program will go a long way to meet the needs of our veterans who suffer from this disease. In a number of VA hospitals, pilot projects involving an average of 2 months specialized inpatient care followed by sustained outpatient care have shown rehabilitation to be possible in an encouraging 40 percent of cases treated.

Two years from now, a 2,000-bed program, adequately staffed, will permit the extension of treatment methods developed in these projects to some 12,000 patients a year on an inpatient basis, and to the some 6,000 of this number who might be expected to continue on an outpatient basis. These numbers will be doubled with a 4,000-bed program.

At present, the VA spends almost \$1 million on interdisciplinary research programs in alcoholism, with about 98 projects in 49 hospitals. An expanded treatment program will mean that a larger number of patients will benefit directly from this research, and that coordinated research efforts in drug therapy, for example, can include an increased number of VA hospitals.

OUR NATION WILL GAIN

An expanded VA program will contribute not only to the welfare of our veterans and their families but also in a very substantial way to the welfare of the whole Nation.

First, the VA has increasingly embarked on cooperative programs with State and local agencies to make the most efficient use of health care resources. In many communities, VA hospitals will be able to relieve a critical shortage of hos-

pital beds for alcoholics by making beds available for eligible veterans. At the same time, overlapping efforts can be avoided through collaboration on outpatient care and vocational rehabilitation with State and local clinics, halfway houses and organizations such as Alcoholics Anonymous.

Second, the interest of professional medical personnel in providing treatment for alcoholics has been limited thus far. The Veterans' Administration trains some 12 percent of the Nation's medical residents and a substantial portion of other medical personnel. A specially funded rehabilitation program for alcoholics, tied into an ongoing research program, will help to attract qualified personnel to this vital field.

Third, as in the case of drug addiction, the rehabilitated alcoholic has a key role to play in helping those who still suffer from the disease, whether through group therapy programs or in organizations such as Alcoholics Anonymous. It may be expected that some veterans who have been successfully treated in the VA program can be usefully employed in that program, as subprofessionals. Others may go on to participate in community programs for the control and prevention of alcoholism.

Fourth, the Nation may be expected to gain by the return of many of those successfully treated to steady employment. By and large veterans as a group have attained a higher level of education and skills than nonveterans. Any increment to our pool of skilled and professional manpower helps to curb inflation, and at the same time, helps to increase the number of related jobs for the unskilled.

OTHER PROGRAMS TO PREVENT AND CONTROL ALCOHOLISM SHOULD BE EXPANDED

Obviously, the Veterans' Administration alone cannot attempt to meet the Nation's enormous need for modern treatment facilities for alcoholics. Just last year, amendments to the Public Health Act authorized special incentive grants to community mental health centers and other qualified local organizations for the construction of facilities and hiring of staff for alcoholism treatment units. Funds should be appropriated for this program.

The National Center for the Prevention and Control of Alcoholism, established within the National Institute of Mental Health in 1966, is supporting the development of major university centers for research and training, as well as pilot projects to improve services to alcoholics. It should be encouraged to expand its efforts.

Comprehensive health planning activities, supported by the partnership for health legislation, offer another hopeful route to improved State and local care for alcoholics, and to intensified programs of prevention. These activities also, should receive more Federal support.

THE VA IS IN A UNIQUE POSITION TO MAKE A MAJOR CONTRIBUTION NOW

Even if these programs are expanded and accelerated, however, their full impact lies well in the future. The Veterans' Administration is an organization which through its existing facilities has the

potential to make a substantial contribution to the control of alcoholism beginning this year. That potential should be promptly realized. Major construction will not be required. The benefits of VA alcoholism research and successful pilot treatment programs can be rapidly extended to a large number of patients. Our veterans who stand in need deserve no less. Our Nation can only gain.

The bill follows:

H.R. 8532

A bill to amend title 38 of the United States Code in order to provide additional beds and special units in Veterans' Administration hospitals for the care and treatment of veterans afflicted with alcoholism, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Congress hereby finds that—

(1) alcoholism is a major health and social problem afflicting a significant proportion of the public, and that much more needs to be done by public and private agencies to develop effective programs of prevention and control,

(2) all Federal legislation providing for Federal or federally assisted research, prevention, treatment, or rehabilitation programs in the fields of health should be utilized to help eradicate alcoholism as a major health problem, and

(3) it is, therefore, the purpose of this act to help prevent and control alcoholism by authorizing the Administrator of Veterans' Affairs to set aside additional beds for the care and treatment of eligible veterans who are afflicted with alcoholism, and by authorizing the appropriation of such funds as are necessary to activate these beds in specialized units with appropriate staff.

Sec. 2. (a) Chapter 17 of title 38, United States Code, is amended by adding immediately after section 620 the following new section:

"§ 620a. Treatment of alcoholism

"(a) The Administrator is authorized to set aside, out of the 125,000 beds which he is authorized to establish under section 5001(a) of this title, 4,000 of such beds for the treatment of veterans eligible for hospital or medical care under this chapter who are afflicted with alcoholism. Such beds shall be activated within specialized units of a design which the Administrator considers to be most efficient for providing inpatient and outpatient care with respect to alcoholics. The care given to alcoholic veterans in such units shall be provided by staff personnel with specialized training in the cure and prevention of alcoholism. The Administrator shall activate 1,000 of the beds provided for under this section during each of fiscal years 1970 and 1971, and 2,000 of such beds during the period covered by fiscal years 1972, 1973, and 1974.

"(b) The Administrator is urged where appropriate to develop the Veterans' Administration program for the treatment of veterans afflicted with alcoholism in cooperation with other Federal or federally supported programs, and with private programs, for the prevention and control of alcoholism."

(b) The table of sections at the beginning of chapter 17 of title 38, United States Code, is amended by inserting immediately below

"620. Transfers for nursing home care."

the following:

"620a. Treatment of alcoholism."

Sec. 3. There are hereby authorized to be appropriated such funds as are necessary to carry out the amendment made by section 2(a) of this Act including funds sufficient for the establishment of specialized units and the hiring and training of specialized staffs.

IRISH IMMIGRATION—A FAIR AND REALISTIC APPROACH

The SPEAKER. Under a previous order of the House, the gentleman from New Jersey (Mr. RODINO) is recognized for 10 minutes.

Mr. RODINO. Mr. Speaker, as we know, immigration from Ireland has and is declining. I think that every Member of Congress is cognizant of this distressing fact and equally aware that final implementation of the 1965 Amendments to the Immigration and Nationality Act may have disadvantaged prospective Irish immigrants and denied them entry visas to the United States.

As I have stated on numerous occasions, I want to see the causes for the decline of Irish immigration eliminated and I want to see the changes made as expeditiously as this Congress can move.

I introduced legislation in the last Congress which I thought would solve the problem and reoffer Ireland the opportunity to send to the United States her good sons and daughters who have in the past contributed so greatly to our country's growth and prosperity. Unfortunately, this proposal was discussed but not enacted.

On January 6, I reintroduced the legislation—H.R. 2118 of the 91st Congress—to provide that the President may reserve up to 50 percent of the unused visa numbers for fiscal year 1968 for reallocation to those countries which found their immigration to the United States drastically reduced by the new law. Furthermore, this bill would make unused numbers available for reallocation, notwithstanding the per-country limitation or the overall ceiling, to preference immigrants on oversubscribed preference lists. The bill would therefore resolve the problem without taking any retrogressive action toward the old system.

According to the Department of State, at the end of fiscal year 1968 there were approximately 69,000 visa numbers that were unused. Consequently, any reservation of 50 percent of such numbers would more than adequately meet the demands and needs of Irish immigrants. Similarly, the remainder of the numbers applied to the backlog in the preferences will give Irish immigrants a fairer and more equitable position to compete for preference numbers in the future.

I am aware that this approach is subject to some criticism inasmuch as there is a delegation of authority to the executive branch to reserve visa numbers. Although I am of the opinion that this criticism is not warranted and that the executive branch is in the best position to determine how the curtailment in immigration from any country can be alleviated, I am not wed to such an approach alone.

Nevertheless, I want to do something constructive to give the Irish and people from other countries that were traditional sources of immigration to the United States a fair opportunity to immigrate and overcome the objection of the delegation of authority to the Executive. I have therefore prepared new legislation for introduction to eliminate the delegation of authority and make available to countries disadvantaged by the

operation of the new law visa numbers commensurate with the average immigration from those countries over the 10-year period 1955-65. The visa numbers thus made available are numbers that could have been used during the phaseout period of the national origins system but, because of conditions which the new law created, were lost.

In considering the 1965 amendments to the Immigration and Nationality Act, it was contemplated that all numbers would be utilized during the phaseout period to alleviate whatever hardship was created during the 3-year transition period. Actually, the way such projection worked, hardship was not alleviated, but disadvantages were created. We have an opportunity now and we should seize upon it to correct the mistakes made in 1965 and reestablish immigration from northern Europe at a fair and reasonable level.

H.R. 2118 and the new bill I will introduce are both temporary measures. They are directed to the same objective but take different approaches. I feel that the committee should have an opportunity to evaluate several proposals so that we can facilitate enactment of legislation to correct the existing inequities.

The act of October 3, 1965 was the first major overhaul of our immigration policy since the national origins system was conceived close to threescore years ago. Naturally, not all ramifications of this step forward could be anticipated and we in the Congress realized that correcting, perfecting and interpreting amendments would later be necessary.

I perceive the need for three stages in developing immigration legislation: First immediate action to eliminate existing inequities; second, perfecting legislation to establish more realistic preferences and percentages of numbers within preferences; and third, legislation to finalize an immigration policy which would mean the creation of a workable worldwide ceiling to insure fairness and equality for every intending immigrant.

I receive letters very frequently, from throughout the country, asking me, as a member of the Subcommittee on Immigration and Nationality, to support legislation to correct the inequities in our Immigration and Nationality Act. I intend to do what I can to respond affirmatively to these pleas.

I trust that we will join together in the committee to analyze every possible proposal and to work together in the realm of constructive criticism and objectivity to correct the deficiencies in the Immigration and Nationality Act.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

(The following Members (at the request of Mr. BURKE of Florida) and to revise and extend their remarks and include extraneous matter:)

Mr. HALPERN, for 5 minutes, today.
Mr. HALPERN, for 5 minutes, March 11.
(The following Members (at the request of Mr. CLAY) to address the House

and to revise and extend their remarks and include extraneous matter:)

Mr. REUSS, for 30 minutes, today.
Mr. RODINO, for 10 minutes, today.
Mr. McFALL, for 30 minutes, March 11.

EXTENSIONS OF REMARKS

By unanimous consent, permission to extend remarks was granted to:

(The following Members (at the request of Mr. BURKE of Florida) and to include extraneous matter:)

Mr. CONTE.
Mr. WYATT in five instances.
Mr. ASHBROOK in two instances.
Mr. LIPSCOMB.
Mr. BROWN of Ohio.
Mr. ANDERSON of Illinois in two instances.
Mr. HALPERN in three instances.
Mr. WHALEN.
Mr. KEITH in four instances.
Mr. VANDER JAGT.
Mr. CRAMER.
Mr. UTT in two instances.
Mr. ROBISON in two instances.
Mr. O'KONSKI.
Mr. BUSH.

(The following Members (at the request of Mr. CLAY) and to include extraneous matter:)

Mr. DIGGS.
Mr. DENT in three instances.
Mr. BARRETT.
Mr. WILLIAM D. FORD.
Mr. LONG of Maryland in two instances.
Mr. RYAN in three instances.
Mr. CONYERS in three instances.
Mr. BINGHAM in three instances.
Mr. PODELL in two instances.
Mr. RARICK in three instances.
Mr. DORN.
Mrs. GRIFFITHS.
Mr. ROONEY of Pennsylvania.

ENROLLED BILL SIGNED

Mr. FRIEDEL, from the Committee on House Administration, reported that that committee had examined and found truly enrolled a bill of the House of the following title, which was thereupon signed by the Speaker:

H.R. 497. An act to amend section 301 of the Manpower Development and Training Act of 1962, as amended.

ADJOURNMENT

Mr. CLAY. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to, accordingly (at 12 o'clock and 10 minutes p.m.), the House adjourned until tomorrow, Tuesday, March 11, 1969, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

566. A letter from the chief Scout executive, Boy Scouts of America, transmitting the 59th Annual Report of the Boy Scouts of America, pursuant to the provisions of its Federal charter (H. Doc. No. 91-87); to the

Committee on Education and Labor and ordered to be printed with illustrations.

567. A letter from the Deputy Secretary of Defense, transmitting a report relative to certain support furnished from military functions appropriations for the second quarter of fiscal year 1969 and cumulative fiscal year 1969 through December 31, 1968, pursuant to the provisions of section 537 of the Defense Appropriation Act, 1969 (Public Law 90-580); to the Committee on Appropriations.

568. A letter from the Secretary of Health, Education, and Welfare, transmitting a report of procurement receipts for medical stockpile of civil defense emergency supplies and equipment purposes for the quarter ending December 31, 1968, pursuant to the provisions of Executive Order 10958; to the Committee on Armed Services.

569. A letter from the Director, Office of Emergency Preparedness, Executive Office of the President, transmitting the statistical supplement to the stockpile report to Congress, for the period ending December 31, 1968, pursuant to the provisions of section 4 of the Strategic and Critical Materials Stock Piling Act; to the Committee on Armed Services.

570. A letter from the Under Secretary of the Interior, transmitting the first annual report on the Federal Metal and Nonmetallic Mine Safety Act (80 Stat. 772) for the period September 16, 1966, through December 31, 1967, pursuant to the provisions of section 20 of the act; to the Committee on Education and Labor.

571. A letter from the Chairman, Advisory Council on Historic Preservation, Department of the Interior, transmitting a copy of a letter to the Secretary of Transportation containing recommendations of the Council concerning a proposed riverfront expressway adjacent to the Vieux Carré historic district of New Orleans, pursuant to the provisions of section 202(b) of Public Law 89-665; to the Committee on Interior and Insular Affairs.

572. A letter from the Commissioner, Immigration and Naturalization Service, U.S. Department of Justice, transmitting copies of orders entered in cases in which the authority contained in section 212(d)(3) of the Immigration and Nationality Act was exercised in behalf of certain aliens, together with a list of the persons involved, pursuant to the provisions of section 212(d)(6) of the act; to the Committee on the Judiciary.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, pursuant to the order of the House of March 5, 1969, the following bill was reported on March 7, 1969:

Mr. PATMAN: Committee on Banking and Currency. H.R. 33. A bill to provide for increased participation by the United States in the International Development Association, and for other purposes (Rept. No. 91-31). Referred to the Committee of the Whole House on the State of the Union.

[Submitted March 10, 1969]

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. MILLS: Committee on Ways and Means. H.R. 8508. A bill to increase the public debt set forth in section 21 of the Second Liberty Bond Act (Rept. No. 91-32). Referred to the Committee of the Whole House on the State of the Union.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. MILLS (for himself and Mr. BYRNES of Wisconsin):

H.R. 8508. A bill to increase the public debt limit set forth in section 21 of the Second Liberty Bond Act; to the Committee on Ways and Means.

By Mr. BOGGS:

H.R. 8509. A bill to amend section 303(b) of the Interstate Commerce Act to modernize certain restrictions upon the application and scope of the exemption provided therein; to the Committee on Interstate and Foreign Commerce.

By Mr. BROOMFIELD:

H.R. 8510. A bill to prevent the importation of endangered species of fish or wildlife into the United States, to prevent the interstate shipment of reptiles, amphibians, and other wildlife taken contrary to State law, and for other purposes; to the Committee on Merchant Marine and Fisheries.

By Mr. BROYHILL of Virginia:

H.R. 8511. A bill to amend the Federal employees and retired Federal employees health benefits programs to insure that retired Federal employees do not have to pay twice for benefits which are provided both under such programs and under the health insurance program for the aged under the Social Security Act; to the Committee on Post Office and Civil Service.

By Mr. BUSH:

H.R. 8512. A bill to suspend for a temporary period the import duty on L-Dopa; to the Committee on Ways and Means.

By Mr. CARTER:

H.R. 8513. A bill to rescind the pay increases for Members of Congress and other Federal officials pursuant to Presidential recommendation to Congress in the budget for the 1970 fiscal year, to abolish the quadrennial Commission on Executive, Legislative, and Judicial Salaries, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. CLAY:

H.R. 8514. A bill relating to withholding, for purposes of the income tax imposed by certain cities, on the compensation of Federal employees; to the Committee on Ways and Means.

By Mr. COHELAN:

H.R. 8515. A bill to authorize the appropriation of additional funds necessary for acquisition of land at the Point Reyes National Seashore in California; to the Committee on Interior and Insular Affairs.

By Mr. CRAMER (for himself, Mr. DON H. CLAUSEN, Mr. DENNEY, Mr. DUNCAN, Mr. GROVER, Mr. HAMMER-SCHMIDT, Mr. HARSHA, Mr. McDONALD of Michigan, Mr. McEWEN, Mr. MILLER of Ohio, Mr. SCHADEBERG, and Mr. SCHWENGLER):

H.R. 8516. A bill to amend the Federal Water Pollution Control Act, as amended, to provide improved operation of the Nation's water quality control facilities; to the Committee on Public Works.

By Mr. DINGELL:

H.R. 8517. A bill to amend the Federal Hazardous Substances Act to protect children from toys and other articles intended for use by children which are hazardous due to the presence of electrical, mechanical, or thermal hazards, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. DULSKI:

H.R. 8518. A bill to provide that appointments and promotions in the Post Office Department and postal field service be made on the basis of merit and fitness; to the Committee on Post Office and Civil Service.

H.R. 8519. A bill to provide for improved employee-management relations in the postal service, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. EVANS of Colorado (for himself, Mr. ASPINALL, and Mr. ROGERS of Colorado):

H.R. 8520. A bill to provide for improved employee-management relations in the postal

service, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. FOREMAN:

H.R. 8521. A bill to amend title II of the Social Security Act to increase from \$1,680 to \$3,000 the amount of outside earnings permitted each year without deductions from benefits thereunder; to the Committee on Ways and Means.

By Mr. FRIEDEL:

H.R. 8522. A bill to provide that the rate of individual income tax on each bracket of taxable income shall be the same for single individuals, heads of household, and married individuals filing joint returns; to the Committee on Ways and Means.

H.R. 8523. A bill to amend title II of the Social Security Act so as to liberalize the conditions governing eligibility of blind persons to receive disability insurance benefits thereunder; to the Committee on Ways and Means.

By Mr. FULTON of Pennsylvania:

H.R. 8524. A bill to amend the Public Health Service Act to provide special assistance for the improvement of laboratory animal research facilities, to establish standards for the humane care, handling, and treatment of laboratory animals in departments, agencies, and instrumentalities of the United States and by recipients of grants, awards, and contracts from the United States, to encourage the study and improvement of the care, handling, and treatment and the development of methods for minimizing pain and discomfort of laboratory animals used in biomedical activities, and to otherwise assure humane care, handling, and treatment of laboratory animals, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. HALPERN:

H.R. 8525. A bill to amend title 13, United States Code, to limit the categories of questions required to be answered under penalty of law in the decennial censuses of population, unemployment, and housing, and for other purposes; to the Committee on Post Office and Civil Service.

H.R. 8526. A bill to authorize withholding, for purposes of the income tax imposed by certain cities, on the compensation of Federal employees; to the Committee on Ways and Means.

By Mr. KEITH:

H.R. 8527. A bill to require a joint study by certain regulatory agencies of the effect of conglomerate activities on certain regulated industries, and to prohibit, for a limited period of time, acquisition of control of certain carriers by a person not engaged primarily in the business of transportation or a related business; to the Committee on Interstate and Foreign Commerce.

By Mr. KYL:

H.R. 8528. A bill to rescind the pay increases for Members of Congress and other Federal officials pursuant to Presidential recommendation to Congress in the budget for the 1970 fiscal year, to abolish the quadrennial Commission on Executive, Legislative, and Judicial Salaries, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. MIZE:

H.R. 8529. A bill to designate the Interstate System as the "Eisenhower Interstate Highway System"; to the Committee on Public Works.

By Mr. MOSS:

H.R. 8530. A bill to amend the Federal Aviation Act of 1958 in order to establish certain requirements with respect to air traffic controllers; to the Committee on Interstate and Foreign Commerce.

By Mr. MURPHY of New York:

H.R. 8531. A bill to authorize the Federal Bureau of Investigation to exchange fingerprint information with registered national security exchanges and related agencies; to the Committee on the Judiciary.

By Mr. REUSS (for himself, Mr. ADAMS, Mr. BUTTON, Mr. CARTER, Mr.

CORMAN, Mr. EILBERG, Mr. GRAY, Mr. HALPERN, Mr. LEGGETT, Mr. MOSS, Mr. OLSEN, Mr. PICKLE, Mr. ROSENTHAL, Mr. SAYLOR, and Mr. STEPHENS):

H.R. 8532. A bill to amend title 38 of the United States Code in order to provide additional beds and special units in Veterans' Administration hospitals for the care and treatment of veterans afflicted with alcoholism, and for other purposes; to the Committee on Veterans' Affairs.

By Mr. RIEGLE (for himself, Mrs. GREEN of Oregon, Mr. HAMMER-SCHMIDT, and Mr. HASTINGS):

H.R. 8533. A bill to amend chapter 55 of title 10 of the United States Code to extend to mentally retarded or physically handicapped dependents of certain members and former members of the uniformed services the special care now provided to similarly afflicted dependents of members on active duty; to the Committee on Armed Services.

By Mr. ST. ONGE:

H.R. 8534. A bill to provide for improved employee-management relations in the postal service, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. SAYLOR:

H.R. 8535. A bill to amend title 38 of the United States Code to provide that any 5-year-level premium term plan policy of U.S. Government life insurance shall be deemed paid when premiums paid in, less dividends, equal the amount of the policy; to the Committee on Veterans' Affairs.

By Mr. SISK:

H.R. 8536. A bill to amend section 602(3) and section 608c(6)(I) of the Agricultural Marketing Agreement Act of 1937, as amended, so as to authorize production research under marketing agreement and order programs; to the Committee on Agriculture.

By Mr. TAYLOR:

H.R. 8537. A bill to reduce the depletion allowance for oil and gas; to the Committee on Ways and Means.

By Mr. WHITE:

H.R. 8538. A bill to establish the U.S. section of the United States-Mexico Commission for Border Development and Friendship, and for other purposes; to the Committee on Foreign Affairs.

H.R. 8539. A bill giving the consent of Congress to the addition of land to the State of Texas, and ceding jurisdiction to the State of Texas over a certain parcel or tract of land heretofore acquired by the United States of America from the United Mexican States; to the Committee on the Judiciary.

By Mr. WILLIAMS:

H.R. 8540. A bill to amend the Fair Labor Standards Act of 1938 to permit the employment of certain unskilled persons at a special minimum wage rate for such period (not exceeding 4 months) as may be necessary to evaluate their ability to qualify for training programs; to the Committee on Education and Labor.

H.R. 8541. A bill to provide for the payment of reasonable costs, expenses, and attorneys' fees to defendants in actions by the United States for the condemnation of real property after determination of the amount of just compensation, or after abandonment of such actions by the United States, and for other purposes; to the Committee on the Judiciary.

H.R. 8542. A bill to amend title II of the Social Security Act to increase the amount of outside earnings permitted each year without any deductions from benefits thereunder; to the Committee on Ways and Means.

By Mr. WYATT:

H.R. 8543. A bill to amend the Internal Revenue Code of 1954 to provide a deduction for amounts expended by firemen for meals which they are required to eat at their post of duty; to the Committee on Ways and Means.

By Mr. EDWARDS of California:

H.J. Res. 531. Joint resolution designating the second Saturday in May of each year as "Fire Service Recognition Day," and for other purposes; to the Committee on the Judiciary.

By Mr. DULSKI:

H. Res. 301. Resolution authorizing expenses for conducting studies and investigations pursuant to House Resolution 268; to the Committee on House Administration.

By Mr. ROGERS of Colorado:

H. Res. 302. Resolution to commemorate the 50th anniversary of the American Legion; to the Committee on the Judiciary.

By Mr. ROONEY of Pennsylvania (for himself, Mr. PODELL, Mr. SCHNEEBELI, Mr. BROWN of California, Mr. MIKVA, Mr. SCHEUER, Mr. MOLLOHAN, Mr. JACOBS, Mr. EILBERG, Mr. REES, Mr. CLARK, Mr. THOMPSON of New Jersey, Mr. RONAN, Mr. HOWARD, Mr. BYRNE of Pennsylvania, Mr. CHARLES H. WILSON, Mr. GILBERT, Mr. ADDABBO, Mr. BRASCO, and Mr. DADDARIO):

H. Res. 303. Resolution authorizing and directing the Committee on Interstate and Foreign Commerce to conduct a study and investigation of magazine sales promotion practices; to the Committee on Rules.

By Mr. STAGGERS:

H. Res. 304. Resolution authorizing funds for investigations by the Committee on Interstate and Foreign Commerce, pursuant to House Resolution 116; to the Committee on House Administration.

MEMORIALS

Under clause 4 of rule XXII, memorials were presented and referred as follows:

40. By the SPEAKER: Memorial of the House of Representatives of the State of Massachusetts, relative to Ireland; to the Committee on Foreign Affairs.

41. Also, memorial of the Senate of the State of Oklahoma, relative to the right to keep and bear arms; to the Committee on the Judiciary.

42. Also, memorial of the Legislature of the State of Oklahoma, relative to naming lock and dam No. 18 on the Verdigris River the "Newton R. Graham lock and dam"; to the Committee on Public Works.

43. Also, memorial of the Legislature of the State of Massachusetts, relative to restrictions on the amount of income a person may earn while receiving social security benefits; to the Committee on Ways and Means.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. ADDABBO:

H.R. 8544. A bill for the relief of Louisa DiLeonardo; to the Committee on the Judiciary.

H.R. 8545. A bill for the relief of Lancelot A. Douglas; to the Committee on the Judiciary.

H.R. 8546. A bill for the relief of Marjorie Eileen Skeene; to the Committee on the Judiciary.

By Mr. BIAGGI:

H.R. 8547. A bill for the relief of Carmela Mure; to the Committee on the Judiciary.

H.R. 8548. A bill for the relief of Amelia Retamar; to the Committee on the Judiciary.

H.R. 8549. A bill for the relief of Carmelo Ricotta; to the Committee on the Judiciary.

H.R. 8550. A bill for the relief of Vincenzo Rosamilia; to the Committee on the Judiciary.

H.R. 8551. A bill for the relief of Vincenzo Russo; to the Committee on the Judiciary.

By Mr. BINGHAM:

H.R. 8552. A bill for the relief of Mavis Nelsetta Lindsay; to the Committee on the Judiciary.

By Mr. BRASCO:

H.R. 8553. A bill for the relief of Angelo Grella; to the Committee on the Judiciary.

H.R. 8554. A bill for the relief of Rosaria Iardi; to the Committee on the Judiciary.

H.R. 8555. A bill for the relief of Vito Rallo; to the Committee on the Judiciary.

H.R. 8556. A bill for the relief of Mrs. Clarissa Dorothy Vincent; to the Committee on the Judiciary.

By Mr. BROCK:

H.R. 8557. A bill for the relief of Dr. Dong Kyu Chung and his wife, Young Ja Chung; to the Committee on the Judiciary.

By Mr. BROYHILL of Virginia:

H.R. 8558. A bill for the relief of Mrs. Johanna Fredericka Tjeenk Willink Schulman; to the Committee on the Judiciary.

By Mrs. CHISHOLM:

H.R. 8559. A bill for the relief of Carmen Agnes Gloria Mapp Bishop; to the Committee on the Judiciary.

By Mr. FISHER:

H.R. 8560. A bill for the relief of Mr. Edvard DeNeergaard; to the Committee on the Judiciary.

By Mr. FRELINGHUYSEN:

H.R. 8561. A bill for the relief of Luigi DiLeonardo; to the Committee on the Judiciary.

By Mr. HELSTOSKI:

H.R. 8562. A bill for the relief of Teresa Estrada; to the Committee on the Judiciary.

By Mr. HOWARD:

H.R. 8563. A bill for the relief of Mariel Madamba; to the Committee on the Judiciary.

H.R. 8564. A bill for the relief of Chen Ku Yung; to the Committee on the Judiciary.

By Mr. KYL:

H.R. 8565. A bill for the relief of Dr. Vasu Dev Arora and his wife, Kanchan Bala Arora; to the Committee on the Judiciary.

By Mr. MCKNEALLY:

H.R. 8566. A bill for the relief of Choong W. Rhee; to the Committee on the Judiciary.

By Mr. MICHEL:

H.R. 8567. A bill for the relief of Dr. Bernardo P. Dalan and Mrs. Dalan; to the Committee on the Judiciary.

H.R. 8568. A bill for the relief of Viorica Anna Ghitescu, Alexander Ghitescu, and Serban George Ghitescu; to the Committee on the Judiciary.

H.R. 8569. A bill for the relief of Dr. Bhagawandas P. Lathi; to the Committee on the Judiciary.

H.R. 8570. A bill for the relief of Mrs. Rajani B. Lathi; to the Committee on the Judiciary.

By Mr. MINSHALL:

H.R. 8571. A bill for the relief of Dr. and Mrs. Edward Colgado; to the Committee on the Judiciary.

H.R. 8572. A bill for the relief of Miss Leticia Criman; to the Committee on the Judiciary.

By Mr. MONAGAN:

H.R. 8573. A bill for the relief of Mrs. Margaret M. McNellis; to the Committee on the Judiciary.

By Mr. MURPHY of New York:

H.R. 8574. A bill for the relief of Leonor Muirragui Robalino; to the Committee on the Judiciary.

By Mr. O'NEILL of Massachusetts:

H.R. 8575. A bill for the relief of Pedro Luiz DeMelo; to the Committee on the Judiciary.

H.R. 8576. A bill for the relief of Thomas Dowling; to the Committee on the Judiciary.

H.R. 8577. A bill for the relief of Jean Toyzan; to the Committee on the Judiciary.

By Mr. PATTEN:

H.R. 8578. A bill for the relief of Vukasin Dimic; to the Committee on the Judiciary.

H.R. 8579. A bill for the relief of Arnaldo Garcia, his wife, Sheila Garcia, and their minor children, Roy Garcia and Patrick Garcia; to the Committee on the Judiciary.

By Mr. ROYBAL:

H.R. 8581. A bill for the relief of Salvador A. Cascalang; to the Committee on the Judiciary.

By Mr. ST. ONGE:

H.R. 8582. A bill for the relief of Manuel

Martins Florida; to the Committee on the Judiciary.

By Mr. ULLMAN:

H.R. 8583. A bill for the relief of Minnie McClaskey and Roy and Nina Grant; to the Committee on the Judiciary.

By Mr. HOWARD:

H. Res. 305. Resolution to refer the bill, H.R. 4712, entitled "A bill for the relief of Louise Gorna", to the Chief Commissioner of the Court of Claims in accordance with sections 1492 and 2509 of title 28, United States Code; to the Committee on the Judiciary.

PETITIONS, ETC.

Under Clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

73. By the SPEAKER: Petition of the Congress of Micronesia, relative to including the Trust Territory of the Pacific Islands in the Federal Credit Union Act; to the Committee on Banking and Currency.

74. Also, petition of Mrs. Carrie G. S. Chain, Akron, Ohio, relative to redress of grievances; to the Committee on the Judiciary.

SENATE—Monday, March 10, 1969

(Legislative day of Friday, March 7, 1969)

The Senate met in executive session at 12 o'clock meridian, on the expiration of the recess, and was called to order by the Vice President.

The Chaplain, the Reverend Edward L. R. Elson, D.D., offered the following prayer:

O Thou Infinite Spirit, all the ways of our need lead to Thee and to Thee alone. Thou hast made us for Thyself and our hearts are restless until they rest in Thee. Remove from us every barrier which separates us from Thee and from our fellow man. Draw us together here in a firm spiritual alliance that this forum of free men may see clearly Thy purpose for this Nation. Equip us with clean hands, pure hearts, and clear minds. Enable us to strive for all that is high and holy, peaceable and just, and in all striving to contend without contentiousness, to disagree without being disagreeable, and to serve Thee in the unity of spirit and the bonds of brotherhood. And while we struggle with big problems keep us from forgetting the little needs of the people.

In Thy holy name we pray. Amen.

THE JOURNAL

Mr. KENNEDY. Mr. President, as in legislative session, I ask unanimous consent that the Journal of the proceedings of Friday, March 7, 1969, be approved.

The VICE PRESIDENT. Without objection, it is so ordered.

MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States submitting nominations were communicated to the Senate by Mr. Geisler, one of his secretaries.

EXECUTIVE MESSAGES REFERRED

The VICE PRESIDENT laid before the Senate messages from the President of the United States submitting sundry nominations, which were referred to the appropriate committees.

(For nominations this day received, see the end of Senate proceedings.)

TREATY ON THE NONPROLIFERATION OF NUCLEAR WEAPONS

The VICE PRESIDENT. The Chair lays before the Senate the pending business, which the clerk will state.

The LEGISLATIVE CLERK. Executive H, 90th Congress, second session, the Treaty on the Nonproliferation of Nuclear Weapons.

The Senate resumed the consideration of the treaty.

ORDER FOR RECESS

Mr. KENNEDY. Mr. President, as in legislative session, I ask unanimous consent that at the conclusion of business today, the Senate stand in recess, in executive session, until 12 o'clock noon tomorrow.

The VICE PRESIDENT. Without objection, it is so ordered.

COMMITTEE MEETINGS DURING SENATE SESSION

Mr. KENNEDY. Mr. President, as in legislative session, I ask unanimous consent that the following committee and subcommittees be permitted to meet during the session of the Senate today:

The Committee on the District of Columbia.

The Subcommittee on Intergovernmental Relations of the Committee on Government Operations.

The Subcommittee on Constitutional Amendments of the Committee on the Judiciary.

The VICE PRESIDENT. Without objection, it is so ordered.

NOMINATIONS

Mr. KENNEDY. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of nominations on the Executive Calendar, beginning with "New Reports."

The VICE PRESIDENT. Without objection, it is so ordered.

The nominations on the Executive Calendar, beginning with "New Reports," will be stated.

U.S. MINT AT DENVER

The bill clerk read the nomination of Betty Higby, of Colorado, to be Superintendent of the Mint of the United States at Denver.

The VICE PRESIDENT. Without objection, the nomination is considered and confirmed.

FARM CREDIT ADMINISTRATION

The bill clerk read the nominations of T. Carroll Atkinson, Jr., of South Carolina, and James H. Dean, of Kansas, to be members of the Federal Farm Credit Board, Farm Credit Administration.

The VICE PRESIDENT. Without objection, the nominations are considered and confirmed.

Mr. KENNEDY. Mr. President, I ask unanimous consent that the President be immediately notified of the confirmation of these nominations.

The VICE PRESIDENT. Without objection, it is so ordered.

TRANSACTION OF ROUTINE MORNING BUSINESS AS IN LEGISLATIVE SESSION

Mr. KENNEDY. Mr. President, as in legislative session, I ask unanimous consent that a period of not to exceed 1 hour be set aside at this time for routine business, as in legislative session, with statements therein to be limited to 3 minutes. Immediately following the conclusion of this period, the Senate will proceed to the consideration of Executive H, 90th Congress, second session, the Treaty on Nonproliferation of Nuclear Weapons.

The VICE PRESIDENT. Without objection, it is so ordered.

THE CALENDAR

Mr. KENNEDY. Mr. President, I ask unanimous consent that, as in legislative session, the Senate proceed to the consideration of measures on the legislative calendar.

The VICE PRESIDENT. Without objection, it is so ordered.

MINERAL AND WATER RESOURCES OF UTAH

The resolution (S. Res. 98) authorizing the printing of the report entitled "Mineral and Water Resources of Utah" as a Senate document was considered and agreed to, as follows:

S. RES. 98

Resolved, That the report entitled "Mineral and Water Resources of Utah" be printed as a Senate document and that there be printed two thousand six hundred additional copies of such document for the use of the Committee on Interior and Insular Affairs.