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eral fund of the Treasury to the trust fund on the basis of estimates by the Secretary of the Treasury of the amounts described in paragraphs (1) and (2) of this subsection. Proper adjustments shall be made in the amounts subsequently transferred to the extent prior estimates were in excess of or less than the amounts required to be transferred.

(c) On July 1, 1970, all unexpended funds which have been appropriated for the purpose of carrying out the provisions of the Federal Airport Act and for the purposes of making expenditures under programs authorized by sections 307(b) and 312(c) (as it relates to safety in air navigation) of the Federal Aviation Act of 1958, as amended, shall be transferred to the trust fund.

(d) There are hereby authorized to be appropriated to the trust fund such additional sums as may be required to make the expenditures for the purposes for which funds shall be allocated in subsection (f).

(e) It shall be the duty of the Secretary of the Treasury to hold the trust fund, and (after consultation with the Secretary of Transportation) to report to the Congress not later than the 1st of March of each year on the financial condition and the results of the operations of the trust fund during the preceding fiscal year and on its expected condition and operations during subsequent fiscal years. Such report shall be printed as a House document of the session of the Congress to which the report is made. It shall be the duty of the Secretary of the Treasury to invest such portion of the trust fund as is not, in his judgment, required to meet current withdrawals. Such investments may be made only in interest-bearing obligations of the United States or in obligations guaranteed as to both principal and interest by the United States. The interest on, and proceeds from the sale of, any obligations held in the trust fund shall be credited to and form a part of the trust fund.

(f) On or before July 1, 1970, and on or before July 1 of each fiscal year thereafter, the aggregate amount which will be made available in the trust fund pursuant to subsections (b), (c), and (d) of this section during the then current fiscal year shall be allocated as follows:

(1) \$150,000,000 of the trust fund shall be allocated for expenditure for grants authorized to be made by the provisions of the Federal Airport Act.

(2) \$250,000,000 shall be allocated for expenditure to acquire, establish, and improve air navigation facilities under subsections (1) and (4) of section 307(b) of the Federal Aviation Act of 1958, as amended.

(3) The balance of the moneys available in the trust fund shall be allocated for the necessary administrative expenses incident to the administration of programs for which funds are to be allocated as set forth in paragraphs (1), (2), and (3) of this subsection, and for the maintenance and operation of air navigation facilities and the conduct of other functions under section 307(b) of the Federal Aviation Act of 1958, not otherwise provided for in paragraph (2) of this subsection, and for research and development activities under section 312(c) (as it relates to safety in air navigation) of the Federal Aviation Act of 1958, as amended.

(g) Amounts in the trust fund shall be available as provided by appropriation Acts for making expenditures after June 30, 1970, and before July 1, 1975, to meet the obligations of the United States heretofore and hereafter incurred under the Federal Airport Act approved May 13, 1946, as amended, and under section 307(b) and 312(c) (as it relates to safety in air navigation) of the Federal Aviation Act of 1958, as amended, and administration expenses incidental thereto.

(h) No moneys shall be available for expenditure from the trust fund before July 1, 1970.

GUARANTY OF AIRPORT DEVELOPMENT LOANS

Sec. 5. (a) The Secretary of Transportation is authorized to guarantee as an obligation of the United States, subject to such terms and conditions as he shall prescribe, any lender against loss of principal or interest on any securities, obligations, or loans issued to finance any public airport development as defined in subsection (c) of this section, if he finds that—

(1) There is reasonable assurance of redemption of the securities or obligations or repayment of the loan;

(2) The amount of the financial assistance, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the financial assistance is made available; and

(3) The entity requesting the financial assistance will comply with such standards, terms, and conditions as the Secretary may prescribe concerning the uses, physical characteristics, and features of the airport and related facilities.

(b) The maturity date of any such securities, obligations, or loans, including all extensions and renewals thereof, shall be no later than thirty years after their date of issuance. The Secretary shall prescribe and collect a reasonable annual guarantee fee in connection with any guarantee under this Act. The total amount of loans guaranteed by the Secretary of Transportation may not exceed \$1,000,000,000 at any one time.

(c) For the purposes of this section, the term "airport development" means the construction, alteration, improvement, or repair of airport hangars; airport passenger or freight terminal buildings and other buildings required for the administration and operation of an airport; public parking facilities for passenger automobiles; roads within the airport boundaries; and any acquisition of land adjacent to or in the immediate vicinity of a public airport, including any interest therein, or any easement through or any other interest in airspace, for the purpose of assuring that activities and operations conducted thereon will be compatible with normal airport operations.

(d) Receipts under this section shall be credited to a special account in the United States Treasury, and be available together with such appropriations as may be made from time to time by Congress for expenditure for necessary administrative expenses and other costs incident to the program authorized by this section.

AUTHORIZATION FOR AIRPORT DEVELOPMENT

Sec. 6. Section 5(d) of the Federal Airport Act (49 U.S.C. 1104(d)) is amended by adding at the end thereof the following new paragraphs:

"(10) For the purposes of carrying out this Act in the several States, in addition to other amounts authorized by this Act, appropriations amounting in the aggregate to \$665,000,000 are hereby authorized to the Secretary of Transportation over a period of five fiscal years, beginning with the fiscal year ending June 30, 1971. Of amounts appropriated under this paragraph, \$133,000,000 shall become available for obligations, by the execution of grant agreements pursuant to section 12 beginning July 1 of each of the fiscal years ending June 30, 1971, June 30, 1972, June 30, 1973, June 30, 1974, and June 30, 1975, and shall continue to be so available until expended.

"(11) For the purpose of carrying out this Act in Hawaii, Puerto Rico, and the Virgin Islands, in addition to other amounts authorized by this Act, appropriations amounting in the aggregate of \$15,000,000 are hereby authorized to the Secretary of Transportation over a period of five fiscal years, beginning with the fiscal year ending June 30, 1971. Of amounts appropriated under this paragraph \$3,000,000 shall become available for obligation, by the execution of grant

agreements pursuant to section 12, beginning July 1 of each of the fiscal years ending June 30, 1971, June 30, 1972, June 30, 1973, June 30, 1974, and June 30, 1975, and shall continue to be so available until expended. Of each such amount 40 per centum shall be available for Hawaii, 40 per centum shall be available for Puerto Rico, and 20 per centum shall be available for the Virgin Islands.

"(12) For the purpose of developing, in the several States, airports the primary purpose of which is to serve general aviation and to relieve congestion at airports having high density traffic serving other segments of aviation, in addition to other amounts authorized by this Act for such purpose, appropriations amounting in the aggregate to \$70,000,000 are hereby authorized to the Secretary of Transportation over a period of five fiscal years, beginning with the fiscal year ending June 30, 1971. Of amounts appropriated under this paragraph, \$14,000,000 shall become available for obligations, by the execution of grant agreements pursuant to section 12, beginning July 1 of each of the fiscal years ending June 30, 1971, June 30, 1972, June 30, 1973, June 30, 1974, and June 30, 1975, and shall continue to be so available until expended."

CONFORMING AMENDMENTS

Sec. 7. (a) Section 6(a) of the Federal Airport Act (49 U.S.C. 1105(a)) is amended by striking out "or 5(d)(7)" in the first sentence and inserting in lieu thereof "5(d)(7), or 5(d)(10)".

(b) Section 6(b)(1) of such Act (49 U.S.C. 1105(b)(1)) is amended by striking out "and 5(d)(7)" and inserting in lieu thereof "5(d)(7), and 5(d)(10)" and by striking out "and 5(d)(9)" and inserting in lieu thereof "(5)(d)(9), and 5(d)(12)".

S. 1638 AND S. 1639—INTRODUCTION OF BILLS AMENDING THOSE PARTS OF THE SOCIAL SECURITY ACT AND RAILROAD RETIREMENT ACT WHICH PERMIT BENEFITS TO STUDENTS BEYOND THEIR 18TH BIRTHDAY

Mr. MONDALE. Mr. President, I introduce two bills, with similar amendments to the Social Security Act and the Railroad Retirement Act, for appropriate reference. Amendments to both acts apply to the present programs which permit the administering agencies to pay the child's benefit to a child of deceased or disabled parents after he is 18 if he continues as a full-time student. These bills, first, permit half-time and three-quarter-time students to be eligible for these benefits; second, increase the maximum age at which these benefits may be received from the 22d birthdate to the 26th birthdate—with the benefit terminating in the first month after age 22 that the student becomes eligible for a baccalaureate degree—and, third, permit the Social Security Administration and the Railroad Retirement Board to notify persons who are potentially eligible for those benefits no later than their 14th birthdate.

Since 1965 the Social Security Administration and the Railroad Retirement Board have provided benefits to children of disabled or deceased parents beyond their 18th birthday if they remain full-time students. Much of this aid has gone to college students. At the end of fiscal year 1968, 341,000 undergraduate students were receiving aid from the Social Security Administration. Their av-

erage benefit payment was \$71.97 per month or \$864 per year. The Railroad Retirement Board was also paying benefits to 8,000 undergraduate students. Their average benefit payment was \$95 per month, or \$1,140 per year.

Neither of these agencies knows how many of the students it has aided during the last 4 years would have been able to continue their education if they had not received these benefit payments. Since they are the children of dead or disabled parents, however, it is reasonable to conclude that a sizable number are in college today who, without this aid, would not have continued their education.

I think that a few changes in these programs will make them more flexible and, therefore, more capable of responding to the educational needs of potentially eligible students who cannot or do not presently receive these benefits. The changes do not contemplate costly new practices. But they will make it possible for many to receive benefits who do not now do so.

The purposes of these amendments are outlined as follows:

PERMIT PART-TIME STUDENTS TO RECEIVE
BENEFITS

The present programs of the Social Security Administration and the Railroad Retirement Board permit child's benefits after age 18 only to full-time students. This bill will permit half-time and three-quarter-time students to receive benefits. For students attending school with a three-quarters course load, their full-time benefit equivalent will be reduced by one-fourth. Students attending school who are carrying a half-time load will be eligible to receive a benefit equal to one-half of their full-time benefit. This means that, although students may be eligible to receive benefits over a longer period of time, their total benefit will not be any higher than it would have been had they been full-time students. This provision permits students more flexibility in arranging their schedules in order that they may engage in more part-time work.

This change is based on the assumption that there may be many students potentially eligible for this program who cannot afford to attend school full time. But they could work half time, receive their benefit, and attend college.

Paying benefits to part-time students is not a new concept in direct government aid to college students. The Veterans' Administration GI bill permits reduced payments to half-time and three-quarter-time students. This is what I propose for the social security and railroad retirement programs. A number of the present participants in the GI bill program take advantage of these provisions. According to information supplied to me by the Veterans' Administration only 49.6 percent of the students receiving college aid through its programs are full-time students.

When one considers that the students eligible for social security and railroad retirement child's benefits are the children of deceased or disabled parents it is not difficult to conclude that many are from families with low incomes. Many

must assist their families in meeting living expenses. These are precisely the students who need help the most and who would most benefit from a provision which would permit them to attend school part time and earn additional income in order that they can attend school at all. This country must not deny these students the opportunity of a post-secondary or higher education experience because of a rule which does not take account of their particular circumstances.

INCREASE MAXIMUM AGE

There are two reasons for increasing the maximum age for students to whom benefits under these programs may be paid. First, according to the 1960 census the median high school graduate is 18.1 years of age when he graduates. This means that half of the high school graduates cannot finish college before their 22d birthday even if they attend full time. Indeed, 19 percent of all students who receive social security benefits are still in school at age 22, when they are dropped from the program. Thus, we need to raise the maximum age of the program simply because many of the present eligibles fail to complete their education by age 22.

The second reason for raising the maximum age is that other changes offered by this bill permit part-time students to receive benefits. If we permit this we must also permit students to be eligible for a longer period of time. It would be unjust to the student whose family income was such that he had to work long hours at a part-time job in order to attend college half time to tell him at age 22—when he has completed the equivalent of 2 full years of college work—that he was no longer eligible. It would also be unjust to the high school graduate who works for a year or two and then goes to college to tell him at age 22 that he is no longer eligible. There are many children of hard-working parents who fall into these categories. I think the provisions of these very good programs should recognize this fact.

This bill raises the maximum age at which students can receive benefits under these programs to the 26th birthday. After age 22 any qualified student may participate in any educational program for which he was eligible before age 22, except that his benefit will terminate in the month in which he first becomes eligible for a baccalaureate degree. The reason for permitting benefits until age 26—as compared with age 24, for example—is that if we permit students to attend school half time or three-quarter time—with a reduced benefit—it might take them until this age to graduate from college. There may also be students who decide several years after high school graduation that they would like to begin vocational or college work.

REQUIRE NOTIFICATION

Decisions to continue education after high school are usually made early in the high school years. At that time students must decide what courses to take in order to meet the requirements for further work. If the high school senior finds that he has not chosen the correct courses for college work he may be dis-

couraged from making application and attending because he believes he is inadequately prepared. He may also find that he has not taken courses which permit him to meet the entrance requirements of institutions to which he wants to apply.

The decision to attend college also involves financial calculations. The cost of attending college is rising—and it is expected to increase even faster over the next few years. The Office of Education estimates that the tuition, room, and board cost for attending a 4-year public institution in 1968-69 is \$1,183 per year. For 4-year private institutions the comparable cost is \$2,443. These figures do not include even the costs of books, let alone the many other expenses incurred by the college student. It is not surprising that the decision to attend college often hinges on the availability of finances. Many students who have the ability and desire to do college work do not attend college simply because adequate finances are not available. The Project Talent research project sponsored by the Office of Education, and executed by the University of Pittsburgh, for example, found that 92 percent of the young men in the highest achievement quartile from families in the highest income quartile enter college in the year following graduation. But for young men of equal ability, from families in the lowest income quartile, the figure is only 61 percent.

The dropoff is even more dramatic for young women—from 87 percent to 42 percent. For men and women together, these percentages mean that high ability students—as measured by achievement—from families with the lowest incomes are only about half as likely to enter college as students of equal ability from families with the highest incomes.

For all of these reasons, it is not surprising that numerous authorities believe that the early high school years are the critical years when decisions to attend college are made. The recent Department of Health, Education, and Welfare report to the President, entitled "Toward a Long-Range Plan for Federal Financial Support for Higher Education," says:

There is some evidence that changes in the cost of college have a greater impact upon college attendance if these changes are made known to students early in their high school careers. If there were a fundamental improvement in the method of financing student's education, it is likely that the long range impact of this change would be to remove some of the barriers to college attendance which we identify as "motivational" in the short-run.

The Veterans' Administration which administers a program which aids the sons and daughters of deceased and disabled veterans notifies potential eligibles at age 13. The agency does this on the advice of its psychological consultants who say that this information is critical in the early high school years in order that students may make the financial calculations and course decisions that are crucial for college attendance.

At the present time the Railroad Retirement Board notifies those who will be eligible for a child's benefit beyond age 12, if they are full-time students, 90

days before their 18th birthday. The Social Security Administration makes its notification 5 months before the 18th birthday. By this time many students have already graduated from high school. They may have already begun work or made other commitments which prevent them from attending college. They may not have taken the proper courses to prepare them for college work or to meet the requirements of the institution they wish to attend. And they may have believed that the cost of college was beyond their means. The additional money available from these programs might have made the difference between their attending and not attending college. Their decision not to attend is an incalculable loss of resources to this country. And it will likely have a profound influence on the life of the individual who has made the decision.

The purpose of the amendment requiring the Social Security Administration and the Railroad Retirement Board to notify potential eligibles at age 14 that they may be able to continue receiving a child's benefit after age 18, if they continue to remain eligible, is to make certain that this information is known when they make the decisions related to attending or not attending college. We all make our decisions on the best information that is available. There is no reason why this Government cannot make certain that the best possible information related to college attendance decisions is available.

I have recently corresponded with the Social Security Administration and the Railroad Retirement Board concerning the need for an earlier notification date in their programs. I am pleased that the Railroad Retirement Board has agreed to begin a notification practice similar to that of the Veterans' Administration. I am nevertheless including this amendment. I do this because I want to underscore legislative intent in this area. I also want to make certain that succeeding administrators continue the enlightened practices that will soon be implemented.

Mr. President, these amendments will improve the capacity of these programs to cope with the educational needs of the students which the present programs are designed to serve. I think these changes should be made now. These bills deserve the attention of both Congress and the executive branch.

I ask unanimous consent that the text of these measures be printed in the RECORD at this point.

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

The bills (S. 1638) to amend title II of the Social Security Act to extend from 22 to 26 the age limit for the receipt of child's insurance benefits thereunder by individuals attending school, and to permit reduced child's benefits to be paid to individuals attending school on a part-time basis, and (S. 1639) to amend the Railroad Retirement Act of 1937 to extend from 22 to 26 the age limit for the receipt of a child's insurance annuity thereunder by individuals attending

school, and to permit a reduced child's insurance annuity to be paid to individuals attending school on a part-time basis, introduced by Mr. MONDALE, were received, read twice by their titles, referred to the Committee on Finance (S. 1638) and the Committee on Labor and Public Welfare (S. 1639), and ordered to be printed in the RECORD, as follows:

S. 1638

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) (1) section 202(d) (1) (B) (1) of the Social Security Act is amended by striking out "full-time student and had not attained the age of 22" and inserting in lieu thereof "qualified student and had not attained the age of 26".

(2) Section 202(d) (1) (E) of such Act is amended by striking out "full-time student" and inserting in lieu thereof "qualified student".

(3) (A) Section 202(d) (1) (F) (1) of such Act is amended by striking out "full-time student" and inserting in lieu thereof "qualified student".

(B) Section 202(d) (1) (F) (II) of such Act is amended by striking out "22" and inserting in lieu thereof "26".

(4) (A) Section 202(d) (1) (G) (1) of such Act is amended by striking out "full-time student" and inserting in lieu thereof "qualified student".

(B) Section 202(d) (1) (G) (II) of such Act is amended by striking out "22" and inserting in lieu thereof "26".

(b) Section 202(d) (6) of such Act is amended (1) by striking out "22" each place it appears therein and inserting in lieu thereof "26", and (2) by striking out "full-time student" each place it appears therein and by inserting in lieu thereof "qualified student".

(c) (A) (1) The first sentence of section 202(d) (7) (B) of such Act is amended (I) by striking out "full-time student" and inserting in lieu thereof "full-time student, or part-time student, as the case may be," and (II) by striking out "full-time attendance" each place it appears therein and inserting in lieu thereof "full-time or part-time attendance, as the case may be,".

(II) The second sentence of section 202(d) (7) (B) of such Act is amended by striking out "full-time attendance" and inserting in lieu thereof "full-time or part-time attendance, as the case may be,".

(B) Section 202(d) (7) of such Act is further amended by adding after subparagraph (C) thereof the following new subparagraphs:

"(D) A 'qualified student' is an individual who—

"(1) is a full-time student or a part-time student, and

"(II) is determined by the Secretary (in accordance with regulations prescribed by him) to be making satisfactory progress in the courses of study pursued by him in the educational institution in which he is enrolled;

except that no individual who has attained age 22 shall be a qualified student after the date he first becomes eligible for a baccalaureate degree from an educational institution in which he is or has been enrolled.

"(E) A 'part-time student' is an individual who is in attendance at an educational institution (as defined in subparagraph (C)) and is carrying a course load as determined by the Secretary (in accordance with regulations prescribed by him) which, in light of the standards and practices of the institution involved, is not less than one-half the course load which would be carried by a full-time student in such institution, except that no individual be considered as a 'part-time

student' if he is paid by his employer while attending an educational institution at the request, or pursuant to a requirement, of his employer."

Sec. 2. Section 203 of the Social Security Act is amended by adding at the end thereof the following new subsection:

"Deductions from Child's Benefits of Part-Time Students

"(m) (1) Deductions, at such time or times as the Secretary shall determine, shall be made from any child's insurance benefit (under section 202 (d)) to which an individual is entitled for any month in which such individual is a part-time student (as defined in section 202(d) (7) (E)), if such individual would not have been entitled, under section 202(d), to such a benefit for such month except for the fact that he was a qualified student (as defined in section 202 (d) (7) (D)) during such month. For any month in which such individual is a part-time student carrying a course load in the educational institution in which he is enrolled of not less than three-fourths of a full course load (as determined by the Secretary under regulations prescribed by him), the deduction from the child's benefit of such individual shall be equal to one-fourth of the amount of such child's benefit, and, for any other month, the deduction from the child's benefit of such individual shall be equal to one-half of the amount of such child's benefit.

"(2) An individual referred to in paragraph (1) shall report to the Secretary such information as the Secretary shall by regulations prescribe to enable the Secretary to make deductions from such individual's benefits in accordance with such paragraph.

"(3) Whenever any individual, without good cause, fails or refuses to make any report required pursuant to paragraph (2), the Secretary may (in accordance with regulations prescribed by him for such purpose) make penalty deductions from the child's insurance benefits to which such individual is entitled. Any such penalty deduction shall not exceed the amount of the child's insurance benefit to which such individual is entitled for one month, and not more than one such penalty deduction shall be made for any one such failure or refusal."

Sec. 3. Section 222(b) of the Social Security Act is amended (1) by striking out "22" and inserting in lieu thereof "26", and (2) by striking out "full-time student" and inserting in lieu thereof "qualified student".

Sec. 4. The last sentence of section 225 of the Social Security Act is amended (1) by striking out "22" and inserting in lieu thereof "26", and (2) by striking out "full-time student" and inserting in lieu thereof "qualified student".

Sec. 5. The amendments made by the preceding sections of this Act shall apply with respect to monthly insurance benefits under section 202 of the Social Security Act for months after the month which follows the month in which this Act is enacted; except that, in the case of an individual who was not entitled to a child's insurance benefit under subsection (d) of such section for the month in which this Act is enacted, such amendments shall apply only on the basis of an application filed in or after the month in which this Act is enacted.

Sec. 6. Section 205 of the Social Security Act is amended by adding at the end thereof the following new subsection:

"NOTIFICATION OF RECIPIENTS OF CHILD'S INSURANCE BENEFITS OF PROVISIONS RELATING TO STUDENTS

"(r) The Secretary shall establish and put into effect procedures designed to provide notification to individuals receiving child's insurance benefits under section 202(d) of the provisions of such section relating to eligibility for such benefits in the case of individuals who have attained age 18 and

are qualified students. In the case of individuals who are receiving child's insurance benefits for the month in which they attain the age of 14, such notification shall be provided in such month, or, if that is not feasible, at the earliest time thereafter that is feasible. In the case of individuals who first become entitled to child's insurance benefits for a month after the month in which they attain the age of 14, such notification shall be provided in the month in which they first become entitled to such benefits, or, if that is not feasible, at the earliest time thereafter that is feasible."

S. 1639

Be it enacted by the Senate and House of Representatives of the United States of America assembled, That (a) section 5(1) (1) (i) (B) of the Railroad Retirement Act of 1937 is amended (1) by striking out "twenty-two" and inserting in lieu thereof "twenty-six", and (2) by striking out "full-time student" and inserting in lieu thereof "qualified student".

(b) (1) The ninth sentence of section 5(1) (1) of such Act is amended to read as follows: "The provisions of paragraph (7) of section 202(d) of the Social Security Act (defining the terms 'full-time student', 'educational institution', 'qualified student', and 'part-time student') shall be applied by the Board in the administration of this section as if the references therein to the Secretary were references to the Board."

(2) The tenth sentence of section 5(1) (1) of such Act is amended (A) by striking out "full-time student" each place it appears therein and inserting in lieu thereof "qualified student", and (B) by striking out "22" and inserting in lieu thereof "26".

(3) The eleventh sentence of section 5(1) (1) of such Act is amended (i) by striking out "twenty-two" and inserting in lieu thereof "twenty-six", and (ii) by striking out "full-time student" and inserting in lieu thereof "qualified student".

(c) Section 5(1) (1) of such Act is further amended by adding at the end thereof the following new sentence: "The provisions of section 203(m) of the Social Security Act (relating to deductions from child's benefits of part-time students) shall be applied by the Board in the administration of this Act as if the references therein to the Secretary were references to the Board and as if references to individuals receiving a child's insurance benefit were references to individuals receiving a child's insurance annuity."

SEC. 2. The amendments made by the first section of this Act shall be effective with respect to annuities under section 5(c) of the Railroad Retirement Act for months after the month which follows the month in which this Act is enacted; except that in the case of an individual who was not entitled to an annuity under section 5(c) of such Act for the month in which this Act is enacted, such amendments shall apply only on the basis of an application filed in or after the month in which this act is enacted.

SEC. 3. Section 10(b) of the Railroad Retirement Act of 1937 is amended by adding at the end thereof the following new paragraph:

(7) The Board shall establish and put into effect procedures designed to provide notification to individuals receiving a child's insurance annuity under section 5(c) of the provisions of this Act relating to eligibility for such annuity in the case of individuals who have attained age 18 and are qualified students. In the case of individuals who are receiving a child's insurance annuity for the month in which they attain the age of 14, such notification shall be provided in such month, or, if that is not feasible, at the earliest time thereafter that is feasible. In the case of individuals who first become entitled to a child's insurance annuity for a

month after the month in which they attain the age of 14, such notification shall be provided in the month in which they first become entitled to such annuity, or, if that is not feasible, at the earliest time thereafter that is feasible."

S. 1652—INFORMATION OF THE MONOMOY ISLAND NATIONAL WILDLIFE REFUGE ACT

Mr. KENNEDY. Mr. President, the passage of the Wilderness Act of 1964 brought over 9 million acres of forest lands under wilderness status. In addition, Monomoy Island, a small island located off the coast of Cape Cod, has been found by the Bureau of Sport Fisheries and Wildlife to be highly qualified for wilderness preservation, and was the first such area to be proposed for inclusion by the Bureau in accordance with the Wilderness Act.

Last May, my colleague Senator BROOKE and I introduced legislation to make Monomoy Island a national wilderness area. Hearings were held by the Senate Committee on Interior and Insular Affairs, and the bill was passed by the Senate. Unfortunately, the House Interior Committee did not have an opportunity to act before Congress adjourned.

Monomoy is an uninhabited, unspoiled, sparsely vegetated island where dunes and sand flats, meadows and marshes serve as an ideal refuge for wildlife. Monomoy has been managed as a national wildlife refuge since 1944, and has provided enjoyment to fishermen, sportsmen, naturalists, artists, and other outdoor enthusiasts.

Wilderness area status for this 2,600 acre barrier-beach island will aid in preserving forever its unspoiled nature. It would prevent future generations from encroaching upon and spoiling one of the few natural island areas remaining in our country.

Located within a day's drive from the major centers of population in the Northeast, Monomoy Island would be the only wilderness preservation within 200 miles.

Designating the island as a wilderness area would not infringe upon the rights of anyone who presently enjoys the resources available there. No private roads would be allowed; but there are no such roads there now, and the island is unconnected with the mainland. No private landholdings would be allowed; but, at the present time, only 2 acres of the total land area are privately held.

There could not be a more fitting complement to the Cape Cod National Seashore, which I have long supported, than the preservation of Monomoy Island as a wilderness area. It is with particular pleasure that I introduce this bill with Mr. BROOKE to insure the preservation of Monomoy as it is today. Together we join with the people of Chatham and adjoining towns, the elected officials of Barnstable County, the Cape Cod Planning and Economic Development Commission, and other recreation-conservation interests in seeking speedy enactment of this legislation.

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

The bill (S. 1652) to designate certain lands in the Monomoy National Wild-

life Refuge, Barnstable County, Mass., introduced by Mr. KENNEDY (for himself and Mr. BROOKE), was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

S. 1653—INTRODUCTION OF A BILL TO PROVIDE SHIPPERS WITH THE OPPORTUNITY TO RECOVER REASONABLE ATTORNEY'S FEES

Mr. MAGNUSON. Mr. President, I introduce, for appropriate reference, a bill to amend the Interstate Commerce Act to provide for the recovery of a reasonable attorney's fee in the case of successful maintenance of an action to recover damages sustained in the transportation of property.

The purpose of this bill is to put the shipping public, be he a household moving his personal possessions, or a small grain or vegetable shipper, in a more equal bargaining position with carriers in settlement negotiations for recovery of damages sustained in the transportation of property. This bill would accomplish this purpose by permitting a successful shipper in a court suit to recover his attorney's fees under certain circumstances.

Existing law places the small shipper at a disadvantage because his only recourse when the carrier refuses to settle a claim is to proceed with litigation at a cost which often substantially exceeds the claim. The effect is that the shipper as a practical matter finds himself in a poor bargaining position and has no legal recourse of which he can avail himself.

Small shippers throughout this country, whether they be shippers of grain, fruits and vegetables, or manufactured items, are confronted with severe obstacles in collecting damage claims. While every kind of shipment seems to be involved, the problems experienced by shippers of perishables in the handling of delay claims by the eastern railroads, and the problems experienced by grain shippers in the handling of "clear record" cars by the eastern carriers seems to be the most pressing.

Until a few years ago railroads assured shippers that their products would be carried to their destined markets with reasonable dispatch, which the courts have interpreted as meaning "without unreasonable delay."

In 1964, however, the eastern railroads took the position that they would not guarantee delivery of perishable freight at destinations to meet previously agreed upon "cutoff" times. Subsequently the evidence has mounted that service has deteriorated on western perishables moving to eastern markets.

Undue delays in handling perishables impose a hardship not only on the shipper but also on the consumer who is entitled to receive fruit and vegetables fresh and in good condition.

During the 90th Congress the Commerce Committee heard testimony or received statements in support of this legislation from the United Fresh Fruit and Vegetable Association, the Grain and Feed Dealers National Association, the American Feed Manufacturers As-