

UNITED STATES

U.S. Congress.



OF AMERICA

Congressional Record

PROCEEDINGS AND DEBATES OF THE 93^d CONGRESS
FIRST SESSION

VOLUME 119—PART 23

SEPTEMBER 11, 1973 TO SEPTEMBER 19, 1973

(PAGES 29103 TO 30560)

Mississippi from its source at Lake Itasca to the point where it borders the city of Anoka.

From nearly every standpoint in the criteria set forth in the 1968 Wild and Scenic Rivers Act, the Upper Mississippi merits national protection.

Winding from its source at Lake Itasca to the point where it meets the Crow Wing River, much of the Mississippi is forested with jack pine and hardwood forests with excellent stands of white and Norway pine in the heavier soils. Included in this region are three-fourths of the Chippewa National Forest, parts of 12 State forests, and the Leech Lake Indian Reservation. Itasca State Park embraces roughly 50 square miles of scenic wilderness at the source of the Mississippi. Downstream near McGregor, the river passes the Rice Lake Federal Wildlife Refuge. Existing parklands provide opportunities for hiking and camping; and the Chippewa National Forest is one of the finest recreational areas in the country, offering miles of clear northern water, excellent stands of pines, and an abundance of wildlife.

Downstream from Lake Itasca, the Mississippi crosses Winnibigoshish Lake, encompassing an area of 114,800 acres. On the shore are the Turtle and Snake Indian Mounds, the site of ancient battles between the Chippewa and Sioux in 1748.

Southeast of Lake Winnibigoshish, the Mississippi passes Ball Club Lake and then changes in character, becoming exceedingly tortuous. A double stream of water encloses a series of large islands in its sinuous folds.

Below White Oak Point, the Mississippi enters Schoolcraft State Park, named for Henry Schoolcraft, who on July 13, 1832, first discovered the source of the Mississippi at Lake Itasca.

Moving past Lake Pokegama, down Pokegama Falls and through the Kabi-kons Rapids, the Mississippi reaches Grand Rapids, the historic site of Grant's Northwest Company, and the ghost town of La Prairie. It next traverses the ancient bed of glacial Lake Aitken, where the river meanders widely across a broad, alluvial plain. The Aitkin area is famous for the steamboats that provided passenger and freight service from 1870 to 1920.

Near the point where Sandy Lake discharges into the Mississippi, the old Northwest Company trading post and an Indian village were located. This area was a region of utmost importance connecting closely with a branch of the St. Louis River that links the Mississippi with the Lake Superior Basin. This route was used by the early voyagers, and further south remains of ancient settlements can still be found. The area was a point of major commercial and even political importance long before the 1800's—and it was such at the pivotal date, 1763, in the history of the French-English occupancy of the Upper Mississippi.

Below Aitkin, the river channel is straight and the valley deeper, running parallel to the Cuyvna Iron Range. Just south of the Mississippi's confluence with the Crow Wing River is the old site of the town of Crow Wing, one of Minnesota's oldest ghost towns. Here were lo-

cated the crossing of the Red River Ox-cart Trail and a fur trading post, dating back to the 1700's.

Glacial till stretches along the Mississippi from this area south. Downstream the river reaches the site of Fort Ripley, Minnesota's second oldest military post, built in 1848.

At St. Cloud the banks of the river are more developed. The community's rich history provides more evidence of the early commercial importance of the Mississippi. St. Cloud was a crossing where fur traders rested their oxen, built campfires and spent evenings sharing stories of the adventures and perils of pioneer life in America. A stageline first operated in this area in 1851, and by 1859 it was extended west to the Red River country. Furs were loaded on steamboats after supplies had been discharged for the wilderness forts and distant Canadian posts of the Hudson Bay Co.

Downriver, the Mississippi meets the Elk River, named by Zebulon Pike for the herds of elk he sighted there. It passes within view of the Anoka Sand Plain, where fine sand through the years has formed dunes up to 20-feet high and is preserved today in the Sand Dunes State Forest and Game Refuge.

The area around Anoka is interspersed with groves of native timber, and here the Mississippi is crossed by the Rum and Sunrise Rivers. The Rum provided an important water route for Jonathan Carver, Sieur du Luth, and Father Hennepin.

Thus, bound in the grandeur of the Upper Mississippi is the ancient history of Minnesota, its glacial origins, Chippewa and Sioux cultures, early exploration, settlement and burgeoning new industries.

Today, the Mississippi carries canoeists through parts of 10 counties in north central Minnesota, offering opportunities for excellent fishing, swimming, powerboating, and for those who like to hike, camp, or simply enjoy the beauty and serenity of this magnificent river.

Mr. President, to prevent the loss of this remarkable resource, I am hopeful that the Upper Mississippi will be added to the National Wild and Scenic Rivers System, for I believe it is without a doubt one of the most priceless symbols of our Nation's great heritage.

I ask unanimous consent that the bill be printed in the RECORD.

There being no objection, the bill was ordered to be printed in the RECORD, as follows:

S. 2443

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 5(a) of the Wild and Scenic Rivers Act (16 U.S.C. 1276(a)) is amended by adding at the end thereof the following:

"(28) Upper Mississippi River, Minnesota: The segment beginning at its source at the outlet of Itasca Lake to the point where it meets the Northern and Western Boundary of the City of Anoka."

By Mr. MONDALE (for himself, Mr. JAVITS, Mr. HUMPHREY, Mr. STAFFORD, and Mr. CRANSTON):

S. 2444. A bill to amend the Social Security Act to provide for prevention, identification, and treatment in cases of

abuse or neglect of children. Referred to the Committee on Finance.

CHILD ABUSE AMENDMENTS

Mr. MONDALE. Mr. President, for several months this year, I have devoted a substantial portion of my time to the study of the horrifying and depressing subject of child abuse.

My Subcommittee on Children and Youth held hearings in Washington and in the field. We heard from doctors and lawyers, social workers and lay therapists, psychologists, and parents and many other concerned citizens. I personally visited victims of child abuse in several hospitals; and I read stories about and looked at pictures of child abuse victims until they made me sick.

The most important message that came through to me in the visits, the testimony, the conversations, was: We must act immediately, and we must do everything within our power to combat the horrors of child abuse.

I am highly gratified that the Senate voted on July 14 to approve the Child Abuse Prevention and Treatment Act, and that Representative JOHN BRADEMAS has indicated an interest in scheduled hearings on companion legislation before his House Select Subcommittee on Education this fall.

But I would also respectfully suggest to my colleagues that it is within our power to take another significant step toward eliminating this terrible problem. For that reason, I am introducing today the Child Abuse and Protective Services Amendments of 1973. The measures contained in this bill consist of amendments to title IV-A and IV-B of the Social Security Act, under which local social service agencies receive funds for a wide variety of human programs.

The purpose of the amendments is to buttress the efforts to combat child abuse already underway in these agencies; and to prod States that have not done all they could to strengthen and expand their programs. In order to support the additional activities which would be required by my amendments, I have personally requested that the Senate Appropriations Committee increase the funding level for protective services under title IV-B by \$10 million—to \$56 million—in 1974. This funding level would remain far below the authorized level of \$211 million.

I would like to stress that the amendments I offer today are a logical complement to the programs authorized by the Child Abuse Prevention and Treatment Act which was approved by the Senate in July.

The purpose of the Child Abuse Prevention and Treatment Act is to provide support for any and all qualified agencies, institutions or individuals who are sincerely dedicated to improving current efforts to prevent, identify and treat child abuse. Under this legislation a school, a welfare department, a hospital, a nonprofit organization or other interested body could apply for funds to support an antichild abuse program. The program receiving the grant could be as broad as the multidisciplinary teams based in some hospitals or welfare departments around the country. Or it could be as narrow as a one-shot train-

ing session for law enforcement personnel or social workers, or the writing and publication of a pamphlet designed to inform the general public about child abuse.

The Child Abuse Prevention and Treatment Act also authorizes creation of a National Center on Child Abuse in the Department of Health, Education, and Welfare, for the purpose of collecting in one place all available research and information about child abuse, making it available to interested parties, and offering technical assistance.

The funding levels authorized in the bill are modest—\$10 million for the current fiscal year and \$20 million each for the next 4 fiscal years. Full funding of the bill would provide us with the beginnings of a significant national attack on child abuse—but it would not guarantee the successful handling or prevention of all child abuse cases all over the country.

But we do have in this country a structure which potentially could provide the kind of comprehensive, effective approach we need. This is our local and State social service agencies—whether they be called the welfare department or human resources department or something else. These agencies all receive some Federal funds through the Social Security Act which can be used for dealing with child abuse and neglect. In a period when funding for all human programs is in short supply, activities related to child abuse have not always received the support they deserve through these programs.

The amendments I introduce today are designed to make the existing mechanism for dealing with child abuse stronger and more effective. Specifically, the amendments would:

First, exempt protective services from the 90-10 matching requirement under title IV-A, the social services program;

Second, require that in addition to reporting child abuse and neglect, State agencies provide such multidisciplinary services as necessary to aid the prevention, identification and treatment of child neglect;

Third, require that in order to continue to receive funding for protective services under title IV-B of the Social Security Act, each State must establish:

Procedures for the discovery and reporting of instances of neglect or abuse of children;

Cooperative arrangements with all community agencies and resources dealing with child abuse;

A systematic method for receiving child abuse reports on a 24-hour basis; and

A central collection point for all data on child abuse and neglect.

Most of these requirements will not be a burden on most States. All States now have laws on the books which specify some sort of reporting procedure. The requirements in my bill follow closely the recommendations of the legislative workshop of the National Conference on Child Abuse sponsored by the District of Columbia Children's Hospital in Washington last June. Specifically, that workshop reported:

It is recommended that each state designate one agency for the receipt of child

protective services funds provided under the Social Security Act, and that agency will be responsible for seeking and encouraging cooperative arrangements with a broad range of public and private agencies. As a condition precedent to receiving federal funds, a state must submit a comprehensive plan incorporating . . . minimum standards in the areas of reporting, investigation, follow-up, judicial process and coordination.

Among the standards elaborated in the workshop report were establishment of a 24-hour reporting service and both interstate and intrastate coordination and communication on abuse and neglect.

The amendments I am introducing today also have the support of the Child Welfare League, an organization known for its deep commitment to the improvement of the quality of life for all children.

I am hopeful that my colleagues on the Finance Committee will consider and act on these amendments soon. I ask unanimous consent that a copy of the "Child Abuse and Protective Services Amendments of 1973" be printed in the RECORD.

There being no objection, the bill was ordered to be printed in the RECORD, as follows:

S. 2444

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Child Abuse and Protective Services Amendments of 1973".

SEC. 2. Section 402(a)(16) of the Social Security Act is amended to read as follows:

"(16) provide—
 "(A) that where the State agency has reason to believe that the home in which a relative and child receiving aid reside is unsuitable for the child because of the neglect, abuse, or exploitation of such child it shall bring such condition to the attention of the appropriate court or other agency, including law enforcement agencies, in the State providing such data with respect to the situation it may have, and

"(B) that the State agency will provide such multidisciplinary services (including, but not limited to, medical, legal, social, and other services) as necessary to aid the prevention, identification, and treatment of child abuse and neglect;"

SEC. 3. Section 422(a)(1) of such Act is amended—

(1) by striking out "and" at the end of subparagraph (B); and

(2) by adding at the end of subparagraph (C) the following new subparagraph:

"(D) provides for the establishment and implementation of effective procedures for the prevention, identification, and treatment of cases of child abuse or neglect including, but not limited to—

"(i) procedures for the discovery and reporting of instances of neglect or abuse of children,

"(ii) use of the full resources of local communities including public and nonprofit agencies and organizations which provide services and activities that would be beneficial to a child and his parents or guardians,

"(iii) a systematic method for receiving reports of suspected or known instances of child abuse or neglect on a 24 hour a day basis, and

"(iv) a central collection point for all data and information on child abuse and neglect, and"

SEC. 4. Section 1130(a)(2) of the Social Security Act is amended—

(1) by striking out "and" at the end of subparagraph (D);

(2) by adding "and" at the end of subparagraph (E); and

(3) by adding after subparagraph (E) the following new subparagraph:

"(F) multidisciplinary services (including, but not limited to, medical, legal, social, and other services) as necessary to aid the prevention, identification, and treatment of child abuse and neglect."

SEC. 5. The amendments made by this Act shall become effective six months after the date of enactment.

By Mr. MCINTYRE (for himself, Mr. BENTSEN, Mr. BIBLE, Mr. CLARK, Mr. COOK, Mr. MCGEE, Mr. NELSON, Mr. NUNN, Mr. TAFT, Mr. ROTH, Mr. TOWER, and Mr. HUMPHREY):

S. 2445. A bill to amend the provisions of the Social Security Act to consolidate the reporting of wages by employers for income tax withholding and old-age, survivors, and disability insurance purposes, and for other purposes. Referred to the Committee on Finance.

COMBINED OLD-AGE, SURVIVORS, AND DISABILITY INSURANCE INCOME TAX REPORTING AMENDMENTS OF 1973

Mr. MCINTYRE, Mr. President, I introduce for appropriate reference a bill which would amend the provisions of the Social Security Act to consolidate the reporting of wages by employers for income tax withholding and old-age, survivors, and disability insurance purposes, and for other purposes.

My bill would change the present quarterly wage reporting system for social security purposes—IRS Form 941—to an annual system utilizing the existing IRS Form W2. This bill would accomplish this by a series of some 40 amendments to the present Social Security Act and to the Internal Revenue Code of 1954, as amended. Many of the amendments I propose are technical in nature.

The main objective which I seek in this legislation is to reduce part of the most difficult and costly Federal paperwork burden on small business: the internal Revenue Service Form 941. This form, which falls most heavily on small- and medium-sized businesses, costs employers \$235 million per year in clerical and accounting costs, according to the President's Advisory Council on Management Improvement. This particular form has been singled out by the National Federation of Independent Business as one of the most onerous of the paperwork forms imposed by the Federal Government. In an NFIB survey it was estimated by 64.9 percent of the businesses contacted that their overhead costs could be significantly reduced if this form were changed from a quarterly to an annual report.

The Federal Small Business Administration surveyed 1,200 other businesses. The SBA survey determined that 8 out of every 10 respondents favored eliminating Form 941 and using IRS Form W2 to obtain data for social security purposes. The vast majority of the businessmen surveyed said that the changeover of the reporting system from a quarterly to an annual one would significantly reduce their expenses.

Mr. President, the Federal paperwork burden of which form 941 represents a significant part, has been described as