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Department's surplus property donation program.

3. *Policy*.—It is the policy of HEW that the use of excess personal property by grantees not be authorized. Section 103—43.320 of the HEW Materiel Management Manual is in the process of being revised to reflect this policy.

4. *Accountability*.—Federally-owned personal property presently in the possession of grantees will continue to be accounted for in accordance with current regulations.

5. *Effective Date*.—This circular is effective immediately.

On July 28, I and 22 other Senators signed and sent a letter to M. S. Meeker, Commissioner of the Federal Supply Service, expressing our concern about GSA's intention to terminate the excess property and supply source programs without providing adequate documentation of the reason for the decision and without providing a hearing to those who would be affected by the change. A copy of the letter follows:

JULY 28, 1972.

Hon. M. S. MEEKER,
Commissioner, Federal Supply Service, General Services Administration, Washington, D.C.

DEAR MR. MEEKER: Please consider this letter a formal response to GSA's solicitation of comments on the proposed "adoption of revised rules prohibiting the use of GSA and other Government sources of supply by recipients of Federal grants", which appeared in the Federal Register on June 1, 1972.

We are deeply concerned to learn that GSA is considering terminating the excess property and GSA supply source programs for grantees. We believe that these programs are of considerable importance in keeping down the cost of government-supported projects to the taxpayers; and in maintaining the quality of service offered by many of these programs.

We have further been concerned to observe that GSA has not provided the Congress with a comprehensive analysis of the pros and cons of these programs as they exist; and of the specific reasons for the proposal to terminate them.

Any decision on the future of the grantee programs should be made only after complete information on its implications has been developed and provided to Congress and to affected parties. Further, we believe that GSA should make a decision only after calling a public hearing and receiving testimony from those affected parties who wish to testify.

In addition, we believe that GSA should notify HEW—which has unilaterally terminated its own program even before the period for comments has expired—and other executive agencies that they should continue to operate their programs until a general policy decision has been made.

We thank you for your serious consideration of these points and urge that you immediately announce a date for a hearing and provide the Congress with the documentation required to fully understand the implications of the proposed rule change.

Sincerely,

Walter F. Mondale, George McGovern, Vance Hartke, Fred Harris, Phillip A. Hart, Claiborne Pell, Thomas Eagleton, Clifford P. Case, Edward W. Brooke, Robert Stafford, William Proxmire, Mike Gravel, Harold E. Hughes, Daniel Inouye, Harrison Williams, Hubert H. Humphrey, Frank Church, Gaylord Nelson, John Tunney, Robert Taft, Jr., Nelson, John Tunney, Robert Taft, Jr., and Jacob Javits.

Mr. MONDALE. Mr. President, I ask unanimous consent that a copy of the bill I am introducing be printed in the RECORD.

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

S. 948

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 202 of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 483), is amended by adding at the end thereof the following new subsection:

"(1) Each executive agency shall furnish excess property to any grantee under a program established by law and for which funds are appropriated by the Congress if the head of that executive agency determines that the use of excess property by that grantee will (1) expand the ability of that grantee to carry out the purpose for which the grant was made, (2) result in a reduction in the cost to the Government of the grant, or (3) result in an enhancement in the product or benefit from the grant. Any determination under the preceding sentence shall be reduced to writing and furnished to the grantee involved. The Administrator shall prescribe regulations governing the use, maintenance, consumption, and redelivery to Government custody of excess property furnished to grantees under this subsection."

By Mr. MONDALE (for himself,
Mr. PELL, Mr. RANDOLPH, Mr.
HATHAWAY, and Mr. TAFT):

S. 949. A bill to provide youth services grants, and for other purposes. Referred to the Committee on Labor and Public Welfare.

YOUTH PROGRAMS ACT

Mr. MONDALE. Mr. President, last year the Subcommittee on Children and Youth, of which I am chairman, held a hearing on youth crisis services. The witnesses who testified, and the many young people who wrote to me after the hearing, eloquently described the important services being offered by young people to young people in need.

Since the subcommittee began its study of youth services, we have learned that hundreds of hotlines, medical services, and other informal institutions are providing sorely needed assistance to young people with medical, legal, and family problems. Some of the indices of these problems are the 200-fold increase in the suicide rate for American females between ages 10 and 19 in the last 5 years; and the tripling of the suicide rate for young men in the last 10 years; and the increase in the number of young runaways to an estimated 1 million per year.

We have also learned that many youth crisis services have existed on a shoestring and that they can no longer secure the limited funds needed to operate from private, local sources.

A related concern of the subcommittee has been the role of young people in determining government policy on matters which affect them. In August 1971, the subcommittee held a hearing on the recommendations of the White House Conference on Youth. From this hearing and subsequent correspondence with Federal officials, I concluded that the Federal Government provides almost no opportunities for young people to contribute to policymaking.

In August 1972, I introduced S. 2909, the Youth Programs Act.

This legislation had two main purposes. One was to provide small grants to be used for the operation of youth crisis services. The other was to try to attack the problem of alienation of young people from Government and the political process by offering them a significant role in the administration of this grant program.

I am pleased to announce today I am reintroducing the Youth Programs Act.

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

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

S. 949

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 "Youth Programs Act".

STATEMENT OF FINDINGS

SEC. 2. (a) The Congress hereby finds that—

(1) nearly one million young Americans run away from home each year and often become the victims of an unhealthy and criminal environment;

(2) an increasingly large number of young Americans have experimented with drugs and subsequently suffered damaging physical and psychological effects from the use of such drugs;

(3) within the last ten years the suicide rate for young American males between ten and nineteen years of age has tripled, and within the last five years the suicide rate for young American females between ten and nineteen years of age has increased 200-fold; and

(4) an increasing social and cultural change together with geographical and social mobility has contributed to the alienation of many young Americans from society and established institutions, leading them to create their own institutions.

(b) It is therefore the purpose of this Act to provide youth services grants and to establish in the Department of Health, Education, and Welfare an Office of Youth Programs.

AUTHORIZATION OF APPROPRIATIONS

SEC. 3. In order to carry out the provisions of this Act, there are authorized to be appropriated \$10,000,000 for the fiscal year ending June 30, 1974, and for each of the two succeeding fiscal years.

ESTABLISHMENT OF THE OFFICE OF YOUTH PROGRAMS

SEC. 4. (a) There is established in the Department of Health, Education, and Welfare the Office of Youth Programs. The Office shall be headed by a Director who shall be appointed by the Secretary within ninety days of enactment of this Act; and shall perform such duties as are delegated to him by the Secretary.

(b) To the extent practicable, the Secretary shall employ personnel in the Office so that at least 50 per centum of such personnel are individuals who have not attained twenty-five years of age and at least one-half of such per centum are individuals who have not attained twenty-one years of age.

(c) The Secretary shall carry out the provisions of this Act through the Office of Youth Programs.

GRANTS AUTHORIZED

SEC. 5. (a) The Secretary is authorized to make grants to pay the Federal share of the cost of youth service projects conducted by nonprofit private organizations, particularly organizations engaged in furnishing emergency telephone counseling, general counseling, medical service, and services for runaways.

(b) Grants under this section may be used for—

- (1) training volunteers and for providing compensation for workers in such projects;
- (2) monitoring the effectiveness of the services provided by such organizations;
- (3) compiling, improving, and distributing lists of youth organizations within appropriate geographic areas; and
- (4) operating expenses for such organizations.

(c) (1) No grant may be made under this section except upon application made therefor in accordance with regulations prescribed by the Secretary.

(2) No grant may be made under this section to any individual organization or project in an amount in excess of \$10,000 in any fiscal year.

(d) (1) The Secretary shall pay to each applicant which has an application approved under section 5 an amount equal to the Federal share of the cost of the application. The Federal share for each fiscal year shall not exceed 75 per centum of the cost of such application, except that for applications from organizations located in areas of high concentration of poor people, pursuant to regulations established by the Secretary, the Federal share may be increased to an amount not to exceed 90 per centum of the cost of such application.

(2) Payments under this section to any nonprofit organization may be made in installments, and in advance, or by way of reimbursement, and with necessary adjustments on account of underpayments or overpayments.

(e) The Secretary is authorized to establish whatever procedures he determines necessary to assure that whenever possible, applications under this section will be processed to completion within a period not to exceed ninety days from the date on which any such application is received.

THE NATIONAL CLEARINGHOUSE ON YOUTH SERVICES

SEC. 6. (a) The Secretary is authorized to establish and operate a National Clearinghouse on Youth Services which shall—

- (1) collect, analyze, and disseminate research materials relating to the services assisted under the provisions of this Act with particular emphasis upon such materials as are developed by nonprofit organizations receiving financial assistance under this Act;
- (2) conduct a thorough evaluation of the programs assisted pursuant to section 5 of this Act; and
- (3) develop recommendations for a long-term approach, by the Federal Government, to the problems of young Americans.

(b) The Secretary, through the National Clearinghouse on Youth Services, may carry out the functions under this section directly, or by way of contract, grant, or other arrangement.

YOUTH ADVISORY BOARD

SEC. 7. (a) There shall be established a Youth Advisory Board within ninety days of enactment of this Act. The Board shall consist of fifteen members, at least 50 per centum of whom are individuals who have not attained twenty-five years of age and at least one-half of such per centum who have not attained twenty-one years of age. The Board shall be appointed by the Director of the Office of Youth Programs after consultation with youth who have experience in youth programs, either as providers or as recipients of such services. The Board shall—

- (A) Assist in the establishment of priorities for the award of grants under this Act.
- (B) Recommend general policies for, and review the conduct of, the Office.
- (C) Advise the Director of the Office on development of programs to be carried out by the Office.
- (D) Conduct such studies as may be necessary to fulfill its functions under this section.

(E) Prepare an annual report to the Secretary on the current status and needs of youth programs in the United States.

(F) Submit an annual report to the Congress on the activities of the Office, and on youth programs in the United States.

(G) Meet at the call of the Chairman, except that it shall meet (i) at least four times during each fiscal year, or (ii) whenever one-third of the members request in writing that a meeting be held.

REPORT

SEC. 8 The Secretary is authorized and directed to prepare and furnish to the President and the Congress not later than July 1, 1975, a report on his activities under this Act, together with an evaluation of financial assistance provided under this Act and recommendations, including legislative recommendations, for long-term solution to the problems of young Americans.

DEFINITIONS

SEC. 9. As used in this Act, the term—

(1) "nonprofit private organization" means and organization, including unincorporated associations of individuals which the Secretary determines is capable of carrying out a program to be assisted under this Act;

(2) "Secretary" means the Secretary of Health, Education, and Welfare; and

(3) "young American" means any individual who has attained ten years of age but not twenty-six years of age.

By Mr. NELSON (for himself, Mr. ABOUREZK, Mr. METCALF, Mr. MCGEE, Mr. MCGOVERN, Mr. HATFIELD, and Mr. BURDICK):

S. 950. A bill to amend the Clayton Act to provide for additional regulation of certain anticompetitive developments in the agricultural industry. Referred to the Committee on the Judiciary.

Mr. NELSON. Mr. President, I wish at this time to introduce on behalf of myself and the junior Senator from South Dakota (Mr. ABOUREZK) the Family Farm Antitrust Act of 1973. Other cosponsors are: Mr. METCALF, Mr. MCGEE, Mr. MCGOVERN, Mr. HATFIELD, and Mr. BURDICK.

A nearly identical bill to this was introduced by myself in the 92d Congress, and by Mr. ABOUREZK, who was then a Member of the House of Representatives. Hearings were not held on this legislation in the Senate but were in the House.

As a result of the House hearings, we have made one substantial change in the proposed act. Under the terms of the bill, with the aim of preserving the family farm and preventing monopoly, this legislation would force corporations and/or conglomerates to divest themselves of their farm holdings. In the House hearings criticisms developed because no mechanism for achieving the required divestiture was included in this legislation.

To meet this criticism we have added this year a section which establishes authority for the Farmers Home Administration to acquire at fair market value any holdings which would be divested because of this act. In turn the Farmers Home Administration would be required to sell such acquisitions as soon as possible, but in no less than 2 years. This would assure due process for those presently holding assets which would be made illegal.

It is with a sense of special urgency that this legislation is introduced. Increasingly for the last 20 years, managers

of large corporations and conglomerates have moved into agriculture. From their carpeted offices far from the land they control, and armed with favorable depreciation rates on machinery and equipment, tax writeoffs and long term capital gains advantages, these managers can manipulate losses on the farm into profits for the absentee investors and still expand land holdings. The Internal Revenue Service tells us that of the 17,578 corporations reporting farming as their principal business in 1965, only 9,244 reported a profit for tax purposes. Of their gross receipts of \$4.3 billion, only \$199 million was considered taxable income—a mere 4.5 percent tax rate. For the family farmer who remains on the land, the losses remain a loss. And with the artificial market created by the corporation, the losses to the resident farmer have become greater and more frequent.

The optimum size family farm is the most efficient farm operation and it affords an opportunity for individual enterprise.

It is in the interest of the country that the family farm be preserved.

Combined with other incentives for bigness, the family farmer has found himself in an unfair competitive position. That there has been a large-scale exodus from the farm to the city has been amply documented, discussed, debated—and grieved. Since 1950, more than 15 million Americans have left the farm in hopes of salvaging a livelihood in the great metropolitan centers.

For many, however, the promise of security in the city proved a delusion. Even those who were successful in the transition only left others without work—overcrowding, unemployment, soaring relief rolls, tension and frustration.

The opening pages of the 1967 President's National Advisory Commission on Rural Poverty reports:

The urban riots during 1967 had their roots in considerable part in rural poverty.

The McCone Commission report on the Watts riot in Los Angeles and the Kerner report on civil disorders reinforced that report.

Rural outmigration is not a problem confined to the rural areas. It is a national problem—and a critical one—that affects every economic and social sector.

The displacement of rural Americans did not manifest itself in sagging economies and poverty in the cities alone. Seven percent of this country's people live on farms, while 16 percent of the poor in America live on farms and 32 percent of the poor in America are rural nonfarmers.

But the economic, social and cultural consequences of the trend to big corporate farms is more insidious than the cold statistics of poverty.

Such businesses as implement dealers, hardware stores, lumberyards, and feedstores must have a good number of prosperous farmer-customers to stay in business. The number of farm families in a trade area also is an important factor because of its direct effect on such businesses as grocery stores, drugstores, newspapers, and filling stations.

It is also easy to see the effect a sharp