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tion Year as an historic opportunity for all nations to study their own and world patterns of population growth and distribution.

Now, therefore, I, Richard Nixon, President of the United States of America, do hereby designate and proclaim the year 1974 as World Population Year in the United States. I call upon the Congress and officials of our Federal, State and local governments, educational institutions, religious bodies, private organizations, the information media, and the people of the United States generally to join this year in promoting a better understanding of the magnitude and consequences of world population growth and its relation to the quality of human life and in renewing our commitment to human dignity and social justice.

In witness whereof, I have hereunto set my hand this ninth day of July, in the year of our Lord nineteen hundred seventy-four, and of the Independence of the United States of America the one hundred ninety-ninth.

RICHARD NIXON.

Mr. PERCY. On July 11, the President announced the appointment of 20 persons as members of the National Commission for the Observance of World Population Year, 1974, whose responsibility it will be to promote the appropriate observance in the United States of 1974 as World Population Year. The appointed members are:

Clifford M. Hardin, of St. Louis, Missouri; Vice-Chairman, Ralston-Purina Company, St. Louis.

Mrs. Norman C. Armitage, of Alexandria, Virginia; President, National Federation of Republican Women.

Sprague H. Gardiner, of Indianapolis, Indiana; Professor of Obstetrics/Gynecology, Indiana School of Medicine, Indianapolis.

Edward N. Cole, of Bloomfield Hills, Michigan; President and Chief Operating Officer, General Motors Corporation, Detroit, Michigan.

Charles H. Crutchfield, of Charlotte, North Carolina; President, Jefferson-Pilot Broadcasting Company, Charlotte.

Lev E. Dobriansky, of Alexandria, Virginia; Professor of Economics, Georgetown University, Washington, D.C.

Mrs. Cecil G. Grant, of the District of Columbia; Public Schools Coordinator of Youth Serving Youth tutoring program; and partner, Colour Graphic Inc., Washington, D.C.

Rev. Dexter L. Hanley, of Scranton, Pennsylvania; President, University of Scranton.

Mrs. Jack A. Drown, of Rolling Hills, California; civic leader.

Mildred F. Jefferson, of Boston, Massachusetts; Assistant Clinical Professor of Surgery, Boston University School of Medicine; Active General Surgery, University Hospital, Boston University Medical Center.

Joseph M. Segel, of Yeadon, Pennsylvania; President of the Franklin Mint, Inc., Yeadon, Pennsylvania.

Frank W. Notestein, of Princeton, New Jersey; Visiting Senior Research Demographer, Office of Population Research, Princeton University, and President Emeritus, The Population Council of New York.

Aida Casanas O'Connor, of Orangeburg, New York; Attorney, New York State Division of Housing and Community Renewal, New York, New York.

Leahseneth O'Neal, of the District of Columbia; professional track star and Director of Tenant Relations, Savage-Fogarty Companies Inc., Washington, D.C.

Frank A. Palumbo, of Vienna, Virginia; Secretary-Treasurer, International Association of Fire Fighters, Washington, D.C.

Edward J. Piszek, of Fort Washington, Pennsylvania; President and Owner, Mrs. Paul's Kitchen, Philadelphia, Pennsylvania.

Jody Elmer Smith, of Ayrshire, Iowa; Mayor of Ayrshire.

Elvis J. Stahr, Jr., of Greenwich, Connecticut; President, National Audubon Society, Audubon House, New York, New York.

Arthur R. Taylor, of Summit, New Jersey; President, CBS, New York, New York.

Nicolas Palen Thimmesch, of Chevy Chase, Maryland; Syndicated Columnist, Los Angeles Times Syndicate, Washington, D.C.

The President also announced the designation of Clifford M. Hardin to serve as Chairman and the designations of Mrs. Norman C. Armitage and Sprague H. Gardiner to serve as Vice-Chairmen of the Commission.

Mr. PERCY. I am pleased that the Commission has been named, and I urge the members to seek all means of making known to all Americans the importance of World Population Year and the necessity for our country to continue and expand its leadership role in providing population assistance to those foreign nations desiring and requesting such aid.

The third event last week was the publication by the Washington Post of an editorial on world population. The editorial accurately points out that world population stabilization is necessary if humankind hopes to maintain the standard of living the developed countries have achieved and to improve that standard in the developing nations. But more importantly, the editorial gives a good idea of just how difficult achieving international cooperation for population stabilization will be. I ask unanimous consent that the Post editorial may be printed in the RECORD.

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

#### THE WORLD POPULATION

The United Nations World Population Conference, which will open in Bucharest August 19, should help to dispel some simplistic notions about the "population problem." The problem, to be sure, is real. The ancient, although cruel balance of nature is upset. Advances in public health and medicine have reduced infant mortality and extended man's life span. More people are born into the world than leave it. The present world population of 3.7 billion could double by the end of this century. The rate of increase is twice as fast in the developing countries, threatening their prospects for economic and social progress by wiping out what improvements in the standard of living there are.

One simple notion has it that poor people have many children because they don't know any better. Give them the pill, the coil or the loop, along with the education to use these devices, and they will happily comply with the kind of "family planning" Westerners think best for them. This condescending attitude has not worked very well. The most important lesson of 10 years of family planning programs in Africa, Asia and Latin America seems to be that poor people are not stupid. They respond quite rationally to their economic circumstances, which dictate that they have many children to help obtain food and provide for them in old age. The birth rate, it has been shown, falls when the standard of living rises—when the struggle for survival becomes less desperate and the fear of dying alone and in abject poverty fades.

Some representatives of developing nations argue, therefore, that family planning pro-

grams are futile and that "economic development is the best pill." But that, too, is simplistic. It is true, you can't have effective birth control without economic development. But neither can you have effective economic development without some birth control.

The Bucharest conference, which is expected to be the largest gathering ever to convene under the auspices of the United Nations, will therefore concern itself with a great deal more than birth control. Rapid population growth is not the only population problem. Some under populated countries, in fact, cling to the dubious belief that they must increase their populations to protect their territory, swell their labor forces and enlarge their domestic market. Others are more concerned about migrant workers (14 million Southern Europeans and North Africans are now working in foreign countries) and rapid urbanization than they are about the baby boom. Population problems and policies have a direct bearing on world resources, the environment and the livability of the world's growing cities.

The conference, directed by Antonio Carrillo-Flores, former finance and foreign minister of Mexico, seems to have been well prepared at numerous international meetings. Experts have drafted a proposed world population "plan of action" which outlines principles, policies and goals and lays the groundwork for increased international cooperation. The deliberations in the capital of the Socialist Republic of Romania promise to be well attended and will be followed around the world. Following the U.N. conference on the Human Environment in Stockholm two years ago and preceding the U.N. conference on Human Settlements in Vancouver two years hence, the conference is part of the U.N.'s global effort to come to terms with the immense and frightening changes on this planet.

Mr. PERCY. Mr. President, the issue of population control is complex and highly sensitive. Yet we dare not shy away from it, for the concentrated efforts of all peoples and all nations are needed if we are to renew, in the words of the President,

Our commitment to human dignity and social justice.

I urge my colleagues in Congress and all Americans to participate in whatever way possible in World Population Year.

#### CHILD AND FAMILY SERVICES ACT OF 1974

Mr. MONDALE, Mr. President, last week I introduced with Senator JAVITS and 22 other Senators S. 3754, The Child and Family Services Act of 1974.

I now have a section-by-section analysis on that legislation which should be helpful to my colleagues and others across this country who are interested in this legislation.

I ask unanimous consent that a copy of this section-by-section analysis be printed in the RECORD as part of my remarks.

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

#### SECTION-BY-SECTION ANALYSIS OF S. 3754, THE CHILD AND FAMILY SERVICES ACT OF 1974

(Introduced on June 11, 1974 by Senators Mondale, Javits and Senators Abourezk, Clark, Brooke, Case, Cranston, Hatfield, Hathaway, Hart, Hollings, Hughes, Hum-

phrey, Kennedy, McGee, Metzenbaum, Nelson, Pell, Percy, Randolph, Ribicoff, Stafford, Stevenson and Williams.)

Section 1. *Title*—"Child and Family Services Act of 1974."

Section 2. *Statement of Findings and Purpose*—Finds that the family is the primary and most fundamental influence on children; that child and family services must build upon and strengthen the role of the family; that such services must be provided on a voluntary basis to children whose parents request them with priority for preschool children with the greatest economic and human need; that there is a lack of adequate child and family services; and that there is a necessity for planning and operation of programs as partnership of parents, community, state and local governments, with appropriate federal supportive assistance.

Purpose is to establish and expand child and family service programs, build upon the experience of Headstart, give special emphasis to preschool children and families with the greatest needs, provide decision making with direct parent participation through a partnership of parents, State, local and Federal government.

Section 3. *Authorization of Appropriations*—Authorizes \$150 million for fiscal 1975 and \$200 million for FY 1976 for training, planning, and technical assistance and \$500 million in FY 1976 and \$1 billion in FY 1977 for program operation. Headstart would be funded under separate authority, and its funding protected by a requirement that no operational funds could be appropriated for this new program unless and until Headstart is funded at the level it received in FY 1974 or 1975, whichever is higher.

Forward funding is authorized.

#### TITLE I—CHILD AND FAMILY SERVICES PROGRAMS

Section 101. Establishes Office of Child and Family Services in HEW to assume the responsibilities of the Office of Child Development and serve as principal agency for administration of this Act; and Child and Family Services Coordinating Council with representatives from various federal agencies to assure coordination of federal programs in the field.

Section 102. *Financial Assistance*—Defines purposes for which federal funds can be used: (1) planning and developing programs, including part-day or full-day child care in the home, in group homes, or in other child care facilities; other specially designed programs such as after-school programs; family services, including in-home and in-school services; information and referral services to aid families in selecting child and family services; prenatal care; programs to meet special needs of minorities, Indians, migrants and bilingual children; food and nutrition services; diagnosis of handicaps or barriers to full participation in child and family services programs; special activities for handicapped children within regular programs; programs to extend child and family service gains, including parent participation, into the elementary schools; (3) rental, renovation, acquisition or construction of facilities, including mobile facilities; (4) preservice and inservice training; (5) staff and administrative expenses of councils and committees required by the Act; and (6) dissemination of information to families.

Section 103. *Allocation of Funds*—Reserves funds proportionately for migrant and Indian children, not less than 10% for services to handicapped children, and not less than 5% for monitoring and enforcement of standards.

Allocates the remainder among the states and within the states, 50% according to relative number of economically disadvantaged children, 25% according to relative number of children through age five, and

25% according to relative number of children of working mothers and single parents.

Allows use of up to 5% of a state's allocation for special state programs under Section 108.

Section 104. *Prime Sponsors*—States, localities, combinations of localities or public and non-profit organizations are eligible to serve as prime sponsors.

The bills current provisions establish performance criteria for prime sponsor: demonstrated interest in and capability of running comprehensive programs, including coordination of all services for children within the prime sponsorship area; assurances of non-federal share; establishment of a Child and Family Services Council (CFSC) to administer and coordinate programs.

Public or private non profit organizations can serve as prime sponsors with priority on governmental units. Any locality or combination of localities which submits an application meeting the performance criteria may be designated prime sponsor if the Secretary determines it has the capacity to carry out comprehensive and effective programs. The state may be designated prime sponsor for all areas where local prime sponsors do not apply or cannot meet the performance criteria, provided that the state meets the performance criteria and divides its area of jurisdiction into local service areas with local child and family services councils which approve the relevant portions of the state's plan and contracts for operation of programs within the local service areas.

The Secretary may fund directly an Indian tribe to carry out programs on a reservation. He may also fund public or private non-profit agencies to operate migrant programs, model programs, or programs where no prime sponsor has been designated or where a designated prime sponsor is not meeting certain needs.

Directs the Secretary to designate an alternative to any prime sponsor discriminating against minority group children or economically disadvantaged children.

Provides opportunity for Governor to comment on prime sponsorship applications and provides appeal procedure for applicants who are disapproved.

The sponsors want to particularly emphasize that as the bill is considered they intend to invite the testimony of representatives of Federal, State, and local government, as well as other experts, with respect to the best allocation of responsibility among various levels of government which will insure parental involvement, local diversity to meet local needs and appropriate State involvement to assure coordination and maximum utilization of available resources.

Section 105. *Child and Family Service Councils*—Sets forth composition, method of selection, and functions of councils. Half of members must be parents, selected by parents of children served by programs under the Act. The remaining members appointed by the prime sponsor in consultation with parent members, to be broadly representative of the general public, including representatives of private agencies in the prime sponsorship area operating programs of child and family services and at least one specialist in child and family services. At least one-third of the total council to be economically disadvantaged. The council selects its own chairperson.

A state prime sponsor must establish councils at the state level and for each local service area. Parent members of the state council to be selected by parent members of local councils.

Council approves goals, policies, action and procedures of prime sponsor, including planning, personnel, budgeting, funding of projects, and monitoring and evaluation.

Section 106. *Child and Family Service Plans*—Requires that prime sponsor submit plan before receiving funds. Plan must: pro-

vide services only for children whose families request them; identify needs and purposes for which funds will be used; give priority to children who have not reached six years of age; reserve 65% of the funds for economically disadvantaged children, and priority thereafter to children of single parents and working mothers; provide free services for children of families below the Bureau of Labor Statistics lower living standard budget and establish a sliding fee schedule based on ability to pay for families above that income level; include to the extent feasible, children from a range of socioeconomic backgrounds; meet the special needs of minority group, migrant, and bilingual children; provide for direct parent participation in programs, including employment of parents and others from the community with opportunity for career advancement; establish procedures for approval of project applications with priority consideration for on-going programs and applications submitted by public and private non-profit organizations; provide for coordination with other prime sponsors and with other child care and related programs in the area; provide for monitoring and evaluation to assume programs meet federal standards; where possible, supplement funds provided by this Act with assistance from other sources.

Requires that the Governor, all local education agencies Headstart and community action agencies have the opportunity to comment on the plan.

Establishes appeal procedures if plans are disapproved.

Section 107. *Project Applications*—Provides for grants from prime sponsor to public or private organizations to carry out programs under the prime sponsor plan, pursuant to a project application approved by the CFSC.

The project applicant must establish a parent policy committee (PPC), composed of at least 10 members with 50% parents of children served by the project, at least one child care specialist, and other representatives of the community approved by the parent members. The PPC must participate in the development of project applications and must approve basic goals, policies, action and procedures of the applicant, including personnel, budgeting, location of center, and evaluation of projects.

The application must: provide for training and administrative expenses of the PPC; guarantee free services for economically disadvantaged children with fees according to the fee schedule for other children; assure direct participation of parents and other family members, including employment opportunities; provide for dissemination of information on the project to parents and the community; and provide opportunities for the participation of children, regardless of participation in nonpublic school programs.

Section 108. *Special Grants to States*—Authorizes special grants to the states, on approval of Secretary, to establish a child and family services information program to assess goals and needs in state; to coordinate all state child care and related services; to develop and enforce state licensing codes for child care facilities; and to assist public and private agencies in acquiring or improving such facilities. A state must establish a Child and Family Services Council to receive a special grant.

Section 109. *Additional Conditions for Programs Including Construction or Acquisition*—Allows federal funding for construction or acquisition only where no alternatives are practicable and federal funding for alteration, remodeling, and renovation. Provides that no more than 15% of a prime sponsor's funds may be used for construction; that no more than half of that may be in the form of grants rather than loans, and that construction assistance will be limited to public and private non-profit agencies, organizations, and institutions.

Section 110. *Use of Public Facilities for Child and Family Service Programs*—Requires that federal government and prime sponsors make facilities they own or lease available for child and family service programs, when they are not fully utilized for their usual purposes.

Section 111. *Payments*—Provides 100% federal share for fiscal 1976 and 1977, 90% federal share for fiscal 1976 and 1977, 80% for subsequent fiscal years. Provides 100% federal share for programs for migrants and Indians, and allows waiver of part or all of non-federal share where necessary to meet needs of economically disadvantaged children.

Non-federal share may be in cash or in kind. Revenues generated by fees may not be used as non-federal share but must be used by prime sponsor to expand programs.

#### TITLE II—STANDARDS, ENFORCEMENT, AND EVALUATION

Section 201. *Federal Standards for Child Care*—Authorizes a national committee on federal standards, with one-half parent participation, to establish standards for all child care services programs funded by this or any other federal act. The 1968 Interagency Day Care Requirements would continue to apply until such standards are promulgated, and any new standards must be consistent with the 1968 Requirements.

The Secretary must submit the proposed standards for approval to the Senate Committee on Labor and Public Welfare and the House Committee on Education and Labor. No prime sponsor or project applicant is allowed to reduce services below these standards.

Section 202. *Development of Uniform Code for Facilities*—Requires a committee to develop a uniform minimum code dealing with health and safety of children and applicable to all facilities funded by this Act.

Section 203. *Program Monitoring and Enforcement*—Requires the Secretary through The Office of Child and Family Services, to establish an adequately trained staff to periodically monitor programs to assure compliance with the child care standards and other requirements of the Act.

Section 204. *Withholding of Grants*—Provides procedure for withholding of funds to programs which have failed to comply with standards or requirements of the Act.

Section 205. *Criteria with Respect to Fee Schedule*—Requires Secretary to establish criteria for adoption of the schedules based on family size and ability to pay with considerations for regional differences in the cost of living. The criteria must be submitted for approval by the Senate Committee on Labor and Public Welfare and the House Committee on Education and Labor.

Section 206. *Evaluation*—Requires the Secretary to make annual evaluations and report to Congress on federal child family services activities.

#### TITLE III—RESEARCH AND DEMONSTRATIONS

Section 301. *Research and Demonstration*—Authorizes child and family services research and requires that the Office of Child and Family Services coordinate research by federal agencies.

#### TITLE IV—TRAINING OF PERSONNEL FOR CHILD AND FAMILY SERVICES

Section 401. *Preservice and Inservice Training*—Provides for training of personnel, including volunteers, employed in programs assisted under this Act.

Section 402. *Technical Assistance and Planning*—Provides technical assistance to child and family services programs.

#### TITLE V—GENERAL PROVISIONS

Section 501. *Definitions*—Defines terms used in the Act.

Section 502. *Nutrition Services*—Requires that procedures be established to assure adequate nutrition services in programs under

the Act, including use of Section 13 (special food service programs) of the School Lunch Act and the Child Nutrition Act.

Section 503. *Special Provisions*—Anti-discrimination provisions, including separate provisions on sex discrimination. Requires that programs meet the minimum wage. Prohibits use of funds for constructing, operating, or maintaining facilities for sectarian instruction or religious worship.

Section 504. *Special Prohibitions and Protections*—Provides that no child may be the subject of research or experimentation without parental approval, and that no child may be forced to undergo examination or treatment if parents object. Protects legal rights and responsibilities of parents with respect to the development of their children.

Section 505. *Public Information*—Requires that all applications, plans, and written material pertaining thereto be made available to the public without charge.

Section 506. *Repeal or Amendment of Existing Authority and Coordination*.

Section 507. *Acceptance of Funds*.

### EARL WARREN: LATE CHIEF JUSTICE OF THE UNITED STATES

Mr. MATHIAS. Mr. President, it was Abraham Lincoln who warned us, "Fellow citizens, we cannot escape history." Certainly Earl Warren did not escape history and it is a measure of his stature that he did not try. He confronted some of the toughest problems of his generation, and he never flinched. It was his nature to meet decisions frontally; he did not allow them to overtake him from the rear as he fled from them. This is not to say that he was always right, but rather that he habitually acted upon what he thought was right.

I recall his description of a visit to Boston where he told the audience that he thought Lincoln had believed what he said about the dignity of the individual and the value of human life. Then Chief Justice Warren added that he agreed with Lincoln and applied the Lincolnian philosophy to some current economic and social issues. The Chief Justice concluded the anecdote by remarking with a chuckle, but no sign of regret, that he had never been invited back.

His measure as a judge is memorialized in the judgments of the Court over which he presided. I think he clearly understood what Sir William Blackstone meant when he said that the law is "the principal and most perfect branch of ethics." Chief Justice Warren tried to keep the law of the land an accurate expression of our national ethics, and in so doing he not only conserved the most ancient traditions of our jurisprudence, but vested in the law the vitality and validity that each generation must impart.

And now, as in his lifetime, Chief Justice Warren cannot escape history. Speeches in the Senate will not alter history's view of him. But we who knew him well and personally can salute him as he passes and say both thanks and farewell.

### THE GENOCIDE CONVENTION

Mr. PROXMIER. Mr. President, the International Convention on the Prevention and Punishment of the Crime of Genocide represents a significant chance for an increase in international

moral cooperation. By ratifying the convention the United States could join with more than 70 other nations in a commitment against this heinous crime. Twentieth-century international relations have often, sadly, been characterized by an avoidance of ethical considerations. The Genocide Convention directs its signers toward a recognition of a fundamental human freedom—the right to life itself—and pledges them to action against those who would systematically abuse this right.

The convention does not, for all its significance, fundamentally alter the conditions of relationships between nations. Contrary to the contentions of some critics of the pact, it does not alter the rules of warfare governing the treatment of either prisoners or civilians. Nor does it apply to such controversial issues as voluntary population control measures or racial discrimination, or to events of actions in any nation's past. It is directed toward systematic exterminations, not domestic conflicts or conditions.

The Genocide Convention is, however, a significant moral opportunity. The ratification of the accord would demonstrate, as the late President Harry Truman said when he first submitted the pact for the approval of the Senate in 1949, "that the United States is prepared to contribute to the establishment of principles of law and justice." Indeed, we can scarcely claim the leadership of the free world if we continue to decline to support this most basic human liberty.

### UNION STRIKE VOTES AND THE SECRET BALLOT

Mr. HANSEN. Mr. President, I listened with great interest to my colleague from Michigan—Senator GRIFFIN—yesterday as he discussed his amendments to S. 1566, one of which would allow for a union strike vote to be by secret ballot. I wish to add my support to his effort.

A labor union members' vote on whether or not to strike seems to me, Mr. President, every bit as important, if not more important, a decision as any vote he or she may cast for any public office. A strike vote immediately and directly affects his family and his livelihood.

It seems to me, therefore, Mr. President, that such an important decision should be made via the sanctity of the secret ballot.

The Congress over the past several years has championed the cause of one man, one vote and civil rights. It appears somewhat hypocritical not to carry this same ideology and protection into the area of strike votes for the working men and women of this country.

It is my understanding, Mr. President, that all too often crucial strike votes are held by voice or show-of-hands after the union leadership has presented its position.

I am not in favor of increasing "secrecy per se" in this country, but I am in favor of guaranteeing every labor member a free choice on his or her desires in strike issues totally devoid of any "pressure."