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ing individuals, corporations, businesses and other organizations for the purpose of attracting visitors to the United States, such authority could be used in the following ways:

1. Producing jointly with members of the diversified travel industry (such as the accommodation and restaurant industry) consumer and travel trade oriented sales promotional materials such as visual aids and points of sale materials.

2. Enlisting jointly with the travel trade the services of recognized promotional talent for the purpose of acquainting the foreign seller of travel with the United States as a top, competitive travel offering.

3. Assisting the sponsors and organizers of conventions, exhibitions and similar events in the United States in making them truly international and therefore, attractive to foreign attendance (e.g. purchase or lease of simultaneous translation equipment).

4. Sharing in the cost of recognition trips to the United States for people primarily responsible in the arrangement of group tours to the United States by members of social clubs and other special-interest organizations (e.g. award to executive secretary of Lions Club of France).

The proposed legislation reflects the Department's growing concern over the inadequacy of our present travel program in view of the increased importance of tourism as a force in both our international affairs and the health of our domestic economy. Immediate action by the Federal Government is required if we are to materially reduce the \$2 billion deficit in our balance of payments attributable to the imbalance in the international travel account. The continuation of this imbalance, together with the increased attention being given by foreign governments to travel promotion, calls for a considerably expanded Federal effort to encourage more travel to this country. Our need for such an effort will become even more intense as the jumbo jet and the super-sonic transports open new avenues for low-cost, mass international travel. Already virtually every major firm and trade association in the travel industry has recognized the need, and organizations such as the National Association of Manufacturers, the International Economic Policy Association, and the National Foreign Trade Convention have gone on record in favoring more Federal attention to both the promotional and policy aspects of international travel. The proposed legislation will constitute a major step toward increasing the efforts of the Federal Government in the promotion of travel to the United States as recommended by the President's Industry-Government Special Task Force on Travel.

SECTION-BY-SECTION ANALYSIS

Section 1 of the bill amends section 3 of the Act by adding the following new clauses to subsection (a):

Clause (5) of subsection (a) authorizes the Secretary of Commerce, upon the application of any State or political subdivision or combination thereof, or any private or public nonprofit organization or association, to make grants for projects designed to carry out the purposes of the Act. The Secretary is further authorized to establish such policies, standards, criteria and procedures and to prescribe such rules and regulations as he deems necessary for the administration of the grants program. No grant will be given unless the Secretary determines that matching funds will be available from the State or from other non-Federal sources and in no event will the amount of the grant exceed 50 per centum of the cost of the project.

Clause (6) of subsection (a) authorizes the Secretary to enter into contracts with private profit-making individuals, businesses and organizations for projects that are designed to carry out the purposes of the Act. Prior to entering into such a contract, however, the Secretary must first determine

that the project cannot be accomplished under the authority of clause (5) of subsection (a). It is contemplated that the authority contained in clause (6) will only be used when matching funds for a specific project are unavailable or cannot be obtained.

Clause (7) of subsection (a) authorizes the Secretary to make awards of merchandise manufactured and purchased in the United States for the purpose of awarding such merchandise to foreign travel agents and tour operators as an incentive for their promoting travel to the United States by residents of foreign countries. It is contemplated that such an incentive program will be an effective method of increasing the flow of tourism to the United States. The size of the incentive awards will most likely be in proportion to the degree of the individual sales accomplishment. The Secretary is further authorized to establish such policies, standards, criteria and procedures as he deems necessary for the administration of the program.

Section 2 of the bill amends section 6 of the Act by removing the present limitation of \$4.7 million annually on appropriations under the Act, provides an exemption to the United States Travel Service from the provisions of 44 U.S.C. 501 and 3702 and authorizes Congress to specify in the appropriation acts that amounts for the printing of travel promotion materials may be made available for two full fiscal years.

Exemption from the requirement that Government printing be done at the Government Printing Office (44 U.S.C. 501) is required since the United States Travel Service, in order to compete effectively in the tourism field with other countries, must produce attractive and sophisticated promotional materials, most of which are produced in several colors and in nine foreign languages, and are complex in design, construction and printing requirements. Because of these unique printing requirements and the fact that the Government Printing Office is not suitably equipped to execute them, the Travel Service has been granted waivers over the years allowing it to have its work done elsewhere. Waivers must be requested on an item by item basis and since requested waivers are customarily approved, the Department believes it would be in the best interest of the Government to exempt the Travel Service from the requirements of 44 U.S.C. 501.

Exemption from the requirement that executive agencies issue written authority for the procurement and payment of newspaper advertising (44 U.S.C. 3702) is also required. This written authority is obtained through the use of an Advertising Order Form SF-1143, which is a cumbersome procedure for the Travel Service to follow since most Travel Service advertising is done by its contractors. The use of this form requires contractors to obtain special authority to place advertising after they have been granted general authority to perform advertising services under the contract.

In addition to that portion of the form filled out by the Government, the publisher of the advertisement is also required to complete certain parts of the form and is also required to attach a copy of the advertisement to the form. These requirements tend to inhibit foreign publishers from accepting advertisements from the Travel Service or its contractors.

Current procedures are far too cumbersome for use in the procurement and payment of international advertising. It is no longer customary in the trade to furnish such detailed invoice information since many firms use automated billing procedures which are not programmed to record the type of information required by form SF-1143. Moreover, it would appear that the regular billing procedure of publishers is adequate for payment and audit purposes

regarding the procurement of newspaper advertising.

It is required to have amounts appropriated for printing of travel promotional material available for two full fiscal years in connection with contracts which require the contractor to develop, design, and furnish such material. Because of the nature of the creative work involved and the need to perfect the final product to be used in promoting VISIT USA, the material is not, in every instance, ready for contracting by the close of the fiscal year. Therefore, the cost of printing cannot be obligated against the fiscal year funds used to develop the material, but must be charged against the funds made available in the subsequent fiscal year. Section 2 of the bill would authorize Congress to rectify this situation.

Section 3 of the bill renumbers section 7 of the Act as "Sec. 8." and inserts a new section 7 which includes in the definition of the terms "United States" and "State", as used in the Act, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam and American Samoa. From a balance of payments standpoint, there appears to be no reason why tourism to the territories and possessions of the United States should not also be facilitated and encouraged under the several provisions of the Act.

S. 1291—INTRODUCTION OF LEGAL SERVICES PROGRAM AMENDMENTS TO THE ECONOMIC OPPORTUNITY ACT

Mr. MONDALE. Mr. President, I introduce, for appropriate reference, S. 1291, the Legal Services for the Poor Act, 1969. This act would establish the legal services program as a separate title under the Economic Opportunity Act, double its funds over the next 2 years, and require that it be administered by the Office of Economic Opportunity.

Mr. President, I introduce this measure today in an effort to raise important issues, understanding that it may need to be perfected before it is enacted. The issues addressed are the unique nature of the legal services program among OEO endeavors, and the implications of this special nature for the organization and financing of the legal services effort in the coming years.

The legal services program—LSP—means many things to many people.

To the poor, it means a chance to enjoy equal justice under law, so often denied them because of their inability to pay for services, or because law school training leaves lawyers ill-equipped to deal with the issues that plague their lives. The work of LSP lawyers in forestalling eviction, dealing with consumer frauds, seeing to it that welfare payments are received, not only helps the poor avert tragedies that otherwise might overcome them, but also helps poor people meet some of their most critical needs—for housing, for income, for nutrition, for personal security, and for social justice.

To lawyers, legal services offers a chance to respond to that ancient biblical injunction, "Open thy mouth, judge righteously, and plead the cause of the poor and needy"—Proverbs 31:9. LSP lawyers are the shock troops of the war on poverty, fighting at the cutting edge of social change. LSP lawyers have an opportunity unique among their colleagues to help the poor escape the treadmill of poverty. At the same time, they

can enrich and influence the rule of law through development of new principles and practices reflecting the special needs of the poor.

The legal services program addresses some of the most important social issues of our time.

First. Legal services promote social justice: The projects help unify the system of justice in this land, closing the gap between rich and poor in the eyes of the law. About 80 percent of the LSP lawyers' time now is spent providing concrete high quality services poor people need, where they need them, when they need them.

The law reform efforts of LSP lawyers have secured important court decisions and new legislation related to the special needs of the poor. For example, the U.S. Supreme Court decision negating "man in the house rules" recognized the arbitrary nature of this welfare restriction. LSP lawyers were instrumental in removing this plague that so often had forced the poor to barter family life for their welfare checks. An Ohio law relating to consumer protection in housing, and a Michigan law relating to garnishment are other monuments to the effectiveness of LSP lawyers in securing the "equal protection under law" the poor so desperately need.

But legal services does more than provide lawyers for poor people. It helps old institutions of government adapt to the needs of the poor, and create new agencies of justice. The program fosters neighborhood courts, antipoverty investigations by city councils and State legislatures, small claims courts, municipal commissions to regulate predatory business practices, ombudsman offices, and systems for mediation and arbitration of disputes as well.

Second. Legal services promote law and order: The legal services program offers a concrete and peaceful alternative to violence and civil disobedience. Its lawyers are some of the few federally funded personnel in close and regular contact with the most volatile segment of the poverty population, the young men under 25 whose confrontations with the police have been the greatest source of civil violence in the last 3 years. More than one legal service project director, as lawyer and community leader, having gained the respect of the community, has been involved in "cooling it" during potentially explosive situations. LSP lawyers serve an essential function in making the democratic process responsive to the needs of the poor, turning militant demands into phrases effective in communicating with Government officials. In turn, they relate the opinions of Government officials to the poor in language they can understand.

Third. Legal services promote economic development and adequate income maintenance: LSP lawyers are the only large group of OEO-funded personnel with the ability to make significant, skilled contributions to the promotion of economic development through community capitalism.

LSP lawyers provide the legal counseling and drafting necessary to organize these efforts and develop new and imaginative business structures. They pro-

vide the management consulting-type services usually performed by the private corporate lawyer for his client. They help residents obtain loans and grants to build, own, and operate housing projects, shopping facilities, factories, and community services not only through OEO, but in model cities and Small Business Administration programs as well. Beyond this, LSP lawyers have direct impact in helping increase the income of individual poor people through their work in obtaining deserved increases in welfare payments, unemployment compensation, and pension benefit programs. They also work to remove job impediments unrelated to the potential productivity of the employee, including racial discrimination, criminal records, or uneven educational background.

Mr. President, the legal services program is critical to democracy in this country.

As former Attorney General Katzenbach observed:

The poor man is cut off from this society—and from the protection of its laws. We make him, thus, a functional outlaw.

As Clinton Bamberger, Jr., the first national director of the legal services program stated:

The search for truth and justice which depends upon an adversary system gropes half-blind when there is no advocate for one side of the proposition.

Such a situation cannot be permitted to persist in a democratic society, as these men, among others, have stressed. And it is in part because of the widespread realization of this fact that the legal services program has received such widespread support from poor and rich, professional and nonprofessional alike.

Few, if any of the OEO programs have been more popular. The Harvard Law Review has called neighborhood law offices "the new wave" in legal aid for the poor. Justice Brennan has called legal services "an historic transformation in the role of the lawyer in our society." Edward Kuhn, former president of the American Bar Association, has called it the "greatest project ever undertaken by government and the bar." He also said:

The Legal Services Program of the Office of Economic Opportunity offers the legal profession its most exciting challenge and greatest opportunity to realize its ancient and honored goal; equal justice for the poor.

In a resolution adopted in 1965 by its house of delegates, the American Bar Association reaffirmed its deep concern with the problem of providing legal services to all who need them. The association further authorized the officers and appropriate sections and committees of the association in cooperation with others, "to improve existing methods and to develop more effective methods for meeting the public needs for adequate legal services;" and to cooperate with OEO in this effort. Since then, the American Bar Association, the National Bar Association, and the National Legal Aid and Defender Association have not only supported, but have been directly involved in assisting to promote the legal services programs.

Recognizing the essential role of legal services programs in alleviating the ten-

sions of the ghetto, the National Advisory Committee on Civil Disorders commended the LSP for its good beginning in meeting the legal assistance needs of the poor. The report of the Commission stated:

Among the most intense grievances underlying the riots of the summer of 1967 were those which derived from conflicts between ghetto residents and private parties, principally white landlords and merchants. Though the legal obstacles are considerable, resourceful and imaginative use of available legal processes could contribute significantly to the alleviation of resulting tensions.

The report stressed the needs of the poor for litigation, for participation in the grievance procedures and for advocacy of their needs. Calling for an expansion of the program, the report observed that—

Although lawyers function in precisely this fashion for the middle-class clients, they too often are not available to the impoverished ghetto resident.

Lawyers across the country are joining in the effort, as paid staff or in a volunteer capacity. The Washington Post recently reported a large-scale voluntary effort by a group of young lawyers who have urged the administration to endorse a policy encouraging all Government lawyers to volunteer their services to the program.

But perhaps it is the voices of the poor that tell us most about the real meaning of the program. Thousands across the country have echoed the sentiments of a Harlem woman, victimized by an unreliable firm, who suddenly found herself overcharged for furniture: "Who else could I turn to after my furniture had been repossessed and the company began garnishing my pay without notifying me?"

From poor people to professionals; from law school professors to members of the private bar, the success story of legal services has spread far and wide, influencing lawyers, clients, law students, Government institutions, and the very nature of the laws that affect us all.

When a program is both successful and relatively noncontroversial, it is sometimes easy to overlook. This is why I wonder at President Nixon's failure to mention the legal services program in his recent message on the antipoverty program. While I am concerned about several of his recommendations concerning the special emphasis programs of OEO, I will welcome the opportunity to consider, with my colleagues on the Labor and Public Welfare Committee, President Nixon's announced intentions with regard to these programs including Headstart, Comprehensive Health Services, and Foster Grandparents.

But I believe we should also discuss the future of the legal services program, for I believe it presents a unique case.

President Nixon has indicated he believes that the Office of Economic Opportunity should not operate large-scale on-going programs. I believe this is a judgment we should discuss at length. For while the principle may apply to some special impact programs, I do not believe it can or should apply to the legal services program of OEO.

Mr. President, I believe the legal services program is unlike other programs in its current status and future financial needs. It is to raise the issues of organizational status, and mandate for funds that I introduce this measure today.

Organization of the program: It seems to me that the legal services program differs from the other special-emphasis programs under section 222 of the amended Economic Opportunity Act in at least two ways: First, unlike the educational and health programs, the legal services program does not in my view lend itself to delegation. Second, it seems to me the program no longer meets the test established by section 222 for inclusion in this special designation, and that therefore it ought to be established as a separate but coordinated part of the OEO effort.

My bill provides that the legal services program shall not be delegated. This provision is meant to raise the question of whether "spin off" of the legal service program would stifle the small but growing voice of the poor, and irretrievably damage a program essential to the rule of law in this land.

One major thrust of the legal services program is its advocacy for the poor in formal and informal proceedings challenging implicit or explicit decisions of governmental agencies. There is already question as to whether the program could properly be transferred to some agencies due to potential or actual conflicts of interest. But even with a change in law, I fear eventual weakening or dissolution of the program if it were transferred to any other agency of Government.

Agencies tend toward equilibrium and the status quo. Regardless of good intentions by agency administrators, I fear the program would drown beneath a flurry of restrictive fiat.

My bill also proposes that the legal services program remain part of the OEO effort, but that it do so as a part of the overall program. This is suggested in order to raise for discussion two issues: First, whether the program now meets the tests established in section 222 for "special programs"; and second, whether the needs both of the community action agencies and of legal service program administrators might not better be served by specific legislative endorsement of the program under a separate but coordinated administrative arrangement.

It seems to me that the legal services program no longer meets two of the three tests established under the act for special-emphasis programs. It no longer "involves significant new combinations of resources or new and innovative approaches."

Second, I do not think the current organizational setting of the program is one that will, within the limits of the type of assistance or activities contemplated, most fully and effectively promote the purposes of this title. The program does, in my view, still involve activities which can be incorporated or be closely coordinated with community action programs, but I believe this objective, as well as others, might best be achieved by authorizing the program un-

der a special title as proposed in this amendment.

The way the program now is financed, legal services and the CAA programs threaten each other's potential effectiveness.

Established in 1964, operating across the country, already serving over 1 million persons and indirectly benefiting countless others, the legal services program has long since moved past the initial demonstration phase. It needs massive expansion. Since the program ought not be transferred to any other agency, the question is not whether the program should remain in OEO, but where in OEO it should be located.

The community action title of the act never has been funded at a level sufficient to support large-scale on-going programs. Perhaps it should never be. But since both CAA local initiative funds, and funds for all the special emphasis programs currently are coming from the same source, both CAA and legal service programs must compete against each other for limited resources and both are restricted by the procedure.

A separate title for the legal services program could serve two important functions. First, it might free up funds for local CAA programs. Second, it might enable the legal services program to expand, without, at the same time, having to undercut the overall community action effort.

The new title I propose incorporates my belief that the legal services effort should continue to be operated primarily in cooperation with local CAA's. My bill would not change the existing national-local funding relationships.

Mandate for funds: I believe the legal services program not only should be preserved, but must be expanded.

For the fact is that the demand far exceeds the supply. Every poor person in the country needs legal services. Yet the legal services offices located across the country and in most of our major cities today serve only about one of the 30 who could potentially use their help.

Lawyers in the program are inundated in their success. Whereas few private lawyers see more than 200 clients per year, and most serve less than 100, legal service lawyers average a caseload eight to 10 times that number, serving from 800 to 1,000 clients per year. I have heard firsthand from two former members of my staff who now are in legal service programs the extent of the demand. And they agree with me and many others that the service potential has only begun to be met.

But the service program is only one of the legal services efforts that need to grow and develop.

A national legal service demonstration program is proving that 300 minority group members can be recruited and prepared for entry into law schools. The potential of Upward Bound-type endeavors of this type has been much too limited so far. One cause of this limitation is the unmet need for financial assistance for these minority group law students. I intend to address this problem in the near future. Furthermore, present projects show that topflight lawyers can be involved in special training and ex-

perience related to legal services for the poor. The Reginald Heber Smith fellowship program, established in 1967, has only begun to realize its potential for mustering the talent of some of the best of the young lawyers of this land. Started with only 50 people trained and sent to work for 1 year in an LSP office, the program this year received 1,200 applications. One-third of these applicants were in the top quarter of their class; about a sixth were in the top 10 percent; and over 15 percent were law review members. Yet current funding levels will permit only a few of these brilliant young men and women to participate in the program.

My bill specifically recognizes the educational potential of the legal services program to acquaint the poor with their rights, to recruit minority group legal students, and to help professionals engage in legal services programs as well.

My bill also clarifies the current provision concerning the abilities of LSP lawyers to defend the poor in criminal cases. Under my bill, LSP lawyers would clearly have the authority to defend persons in juvenile and misdemeanor cases, but would not ordinarily be called upon to defend the poor in what are commonly known as felonies where the States have a constitutional duty to provide representation.

Finally, my bill specifically emphasizes the opportunity for public services inherent in legal service program participation in economic development activities. If we are serious about community self-determination, and if we mean what we say about community capitalism, then I think we must expand the potential for legal service lawyer involvement in these activities. LSP programs must be able to retain young men and women with the sensitivity, ability to communicate, and commitment to the community, and these people must acquire the special skills and knowledge necessary for initiation and development of community business endeavors.

I believe the legal services program deserves expansion, and have amended the act to provide for its growth. An amendment to the authorization language provides for a doubling of the current level of funding over the next 2 years.

As former President Johnson observed in a letter to the National Advisory Committee to the Legal Services Program:

To a great many poor Americans, the law has long been an alien force—the ally of unscrupulous men who prey on their weakness and brutalize their rights as citizens. In many communities, law has lost its stabilizing influence, and instead serves to divide the poor and the better-off, the ordinary citizen and lawful authority. The result is that feeling of helplessness and frustration are increased—leading to unrest and contributing to violence.

The Legal Services Program was created to give the poor the same access to the protection of the law that more fortunate citizens have. It is more than a legal aid program. It is a weapon in our comprehensive attack on the root causes of poverty.

The rights we have secured during two centuries as a democracy must be given meaning for all our citizens—and it is this enormous task that the American bar and the Office of Economic Opportunity have undertaken in the past three years.

Mr. President, this affirmation can and must continue. Legal services must be strengthened and expanded. This measure therefore deserves the attention of both Congress and the executive branch.

I ask unanimous consent to the inclusion in the RECORD of the text of the measure I propose.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 1291) to provide for an expanded legal services program within the Office of Economic Opportunity, introduced by Mr. MONDALE, was received, read twice by its title, referred to the Committee on Labor and Public Welfare, and ordered to be printed in the RECORD, as follows:

S. 1291

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 Legal Services to the Poor Act."

Sec. 2. The Economic Opportunity Act of 1964 is hereby amended by:

- (1) striking out paragraph (3) of section 222(a) and renumbering the subsequent paragraphs in such section accordingly; and
- (2) adding at the end of such Act a new title IX as follows:

"TITLE IX

"THE LEGAL SERVICES PROGRAM

"Sec. 901. It is the purpose of this title to provide a legal services program to further the cause of justice among persons living in poverty by enlisting the support of lawyers and legal institutions and by providing legal advice, legal representation, counseling, education, and other appropriate services to such persons.

"DEFINITION OF LEGAL SERVICES PROGRAM

"Sec. 902. For purposes of this title, the term 'legal services program' shall include, without being limited to, the following:

- "(1) local legal services projects, staffed by attorneys to provide the full range of legal counseling and representation to eligible clients;
- "(2) projects and activities designed to encourage the entry of minority group members into law schools and the legal profession;
- "(3) projects and activities for recruiting lawyers for service in antipoverty and community development programs;
- "(4) projects and activities to encourage greater voluntary assistance by private attorneys and the mobilization of other community resources in antipoverty and community development programs;
- "(5) developing and coordinating education and information projects and activities to enlist and train professional and non-professional personnel for service in legal services projects;
- "(6) projects and activities designed to encourage State and local governments to adopt programs to make legal services more available to the poor and to adopt changes in State and local laws and judicial systems of States and localities so as to be more responsive to the needs of the poor.

"ADMINISTRATION

"Sec. 903. The Director shall designate one of the Assistant Directors appointed pursuant to section 601(a) of this Act as Assistant Director for Legal Services.

"FINANCIAL ASSISTANCE

"Sec. 904. (a) The Director may provide financial assistance to public or private non-profit agencies to develop or carry out legal services programs. The Director shall prescribe necessary rules and regulations gov-

erning applications for assistance under this section to assure that every reasonable effort is made by each applicant to secure the views of local public officials and agencies in the community having a direct or substantial interest in such an application and to resolve all issues of cooperation and possible duplication prior to its submission.

"(b) The Director shall make arrangements under which the State bar association and the principal local bar associations in the community to be served by any proposed project authorized by this paragraph shall be consulted and afforded an adequate opportunity to submit comments and recommendations on the proposed project before such project is approved or funded, and to submit comments and recommendations on the operation of such project after such project is approved and funded;

"(c) Whenever practicable, the Director shall make arrangements to encourage applicants for assistance under this title to carry out programs and projects assisted under this title in cooperation with the community action agency in the locality to be served by such program or project.

"LIMITATIONS

"Sec. 905. No financial assistance shall be provided under this title—

"(1) for the defense of any person prosecuted upon a charge of crime punishable upon conviction by imprisonment for more than one year, except in extraordinary circumstances where, after consultation with local officials and the court having jurisdiction and pursuant to regulations adopted for this purpose, the Director has determined that adequate legal assistance will not be available for an indigent defendant unless such services are provided under this title;

"(2) unless a plan setting forth the proposed legal services program to be assisted under this title has been submitted to the Governor of the State, and such plan has not been disapproved by the Governor within thirty days of such submission, or, if so disapproved, has been reconsidered by the Director and, pursuant to regulations adopted for this purpose, found by him to be fully consistent with the provisions and in furtherance of the purposes of this title. This subsection shall not, however, apply to assistance provided any institution of higher education in existence on the date of the approval of this Act.

"(3) unless the services to be provided in a community under such program will be in addition to, and not in substitution for, services previously provided in such community without Federal assistance, and funds or other resources devoted to programs designed to meet the needs of the poor within the community are not diminished in order to provide any contribution required under section 906.

"FEDERAL SHARE

"Sec. 906. Federal assistance under the provisions of this title shall not exceed 80 per centum of the cost of such programs, including administrative costs, unless the Director determines, pursuant to regulations establishing objective criteria for such determination, that assistance in excess of such percentage is required in furtherance of the purposes of this title. Non-Federal contributions may be made in cash or in kind, fairly evaluated, including, but not limited to plant, equipment and services. In valuing in-kind contributed services by an attorney, consideration should be given to the minimum fees suggested by the local and State bar association and the normal fees charged by the attorney for the type of service being provided. In determining the non-Federal contribution under this section, all local cash contributed to any agency or corporation rendering legal service to clients who would qualify under the provisions of this title shall be included, whether such program receives funds under this title or not.

"LEGAL SERVICE PROJECT BOARDS

"Sec. 907. (a) Each Legal Services project receiving assistance under this title shall administer its program through a governing board.

"(b) The Director shall issue rules, regulations, and guidelines regarding the composition, powers, and duties of the governing boards and their relationships with the local community action agencies, local government officials, and employees of the project.

"(c) (1) The Director shall promulgate such regulations relating to the scheduling and notice of meetings, quorums (which shall not be less than 50 per centum of the total membership), procedures, establishment of committees, and similar matters, as he may deem necessary to assure that boards established pursuant to subsection (a) provide a continuing and effective mechanism for securing broad community involvement in projects assisted under this title and that all groups or elements represented on those boards have a full and fair opportunity to participate in decisions affecting those projects. Such regulations shall not preclude any such board from appointing an executive committee or similar group, which fairly reflects the composition of the board, or to transact the board business between board meetings. The quorum requirements for any such committee or group, which shall not be less than 50 per centum of the membership, shall be established by the board.

"(2) The Director shall require, when appropriate, that such governing boards shall establish procedures under which any organization or representative group of the poor which feels inadequately represented on the governing board may petition for adequate representation.

"APPLICABILITY OF OTHER PROVISIONS OF FEDERAL LAW

"Sec. 908. The administrative provisions of title II of this Act, particularly with respect to auditing, reporting, and evaluating procedures, and administrative standards for personnel employed by and the management of projects, shall be applicable to the Legal Services Program authorized by this title to the extent not inconsistent with the provisions of this title. Nothing in this section shall be construed to affect the confidentiality of the attorney-client relationship.

"SUPPLEMENTAL PROGRAMS AND ACTIVITIES

"Sec. 909. The Director may provide, directly or through grants or other arrangements for (1) technical assistance to communities in developing, conducting, and administering programs under this title, (2) technical assistance to state and local government agencies and institutions in developing procedures and analyzing and amending laws so as to be more responsive to the needs of the poor, and (3) training for personnel needed to carry out programs assisted under this title, or which otherwise would serve the purposes of this title. Upon request of an agency receiving financial assistance under this title, the Director may make special assignments of personnel to the agency to assist and advise it in the performance of functions related to the assisted activity; but no such special assignment shall be for a period of more than two years in the case of any agency.

"DEMONSTRATION AND RESEARCH PROJECTS

"Sec. 910. The Director may provide financial assistance for pilot or demonstration projects conducted by public or private agencies which are designed to test or assist in the development of new approaches or techniques that will further the purposes of this title. The Director may also provide financial assistance for research which he determines will contribute to carrying out the purposes of this title.

"PROJECT COMPENSATION AND ALLOWANCES

"Sec. 911. (a) Financial assistance under this title may include funds to provide a rea-

sonable allowance for attendance at meetings of any Legal Services project governing board, neighborhood council, or committee, as appropriate to assure and encourage participation of members of groups and residents of areas served in accordance with the purposes of this title, and to provide reimbursement of actual expenses connected with those meetings; but those funds (or matching non-Federal funds) may not be used to pay allowances in the case of any individual who is a Federal, State, or local government employee, or an employee of any community action agency or Legal Services project, or for payment of an allowance of any individual for attendance at more than two meetings a month.

"(b) The Director shall issue necessary rules or regulations to assure that compensation received by staff attorneys and other professional employees of the local Legal Services project is to assure effectiveness and otherwise be in accordance with the purposes of this title.

"(c) No officer or employee of the Office of Economic Opportunity shall serve as member of a board, council, or committee of any agency conducting a program receiving financial assistance under this title; but this shall not prohibit an officer or employee from serving on a board, council or committee which does not have any authority or powers in connection with a program assisted under this title.

"DURATION OF THE PROGRAM

"Sec. 912. The Director shall carry out the provisions of this title during the fiscal year ending June 30, 1970, and for the four succeeding fiscal years."

LIMITATION OF THE POWER TO DELEGATE CERTAIN FUNCTIONS

SEC. 3. The authority of section 602(d) of the Economic Opportunity Act of 1964 shall not apply to the Legal Services program authorized under title IX of such Act. The Director shall not delegate the program authorized under such title IX to any other Federal agency.

TECHNICAL AMENDMENT

SEC. 4. Section 601(a) of the Economic Opportunity Act of 1964 is amended by striking out "five" in the third sentence of such section and inserting in lieu thereof, the word "six".

AUTHORIZATION OF APPROPRIATIONS

SEC. 5. For the purposes of carrying out programs under title IX of the Economic Opportunity Act of 1964, there is hereby authorized to be appropriated for the fiscal year ending June 30, 1970, the sum of \$80,000,000 and for the fiscal year ending June 30, 1971, the sum of \$100,000,000, and for each of the three succeeding fiscal years, the sum of \$150,000,000.

S. 1297—INTRODUCTION OF BILL REMOVING ALL AGE RESTRICTIONS FROM RETIREMENT AFTER 30 YEARS' SERVICE UNDER CIVIL SERVICE RETIREMENT SYSTEM

Mr. MAGNUSON. Mr. President, I have introduced today a bill (S. 1297) designed to provide an important and desirable improvement to the civil service retirement system by removing all age restrictions from retirement after 30 years.

A sound and reasonably liberal retirement system is one of the mainstays of a career civil service.

Just as the adequate salary schedule compensates an employee during his years of duty status, a satisfactory retirement system provides security at the end of his working span. Otherwise, it

would be necessary in many instances for the employee to work until well past the commonly accepted retirement age or to seek employment outside Government service to augment a retirement annuity which is not sufficient for his needs.

Liberalizing the retirement system also provides a sound and humane method of opening avenues to promotion for those who are equipped to assume the responsibilities of employees who are ready and able to retire.

An employee will be ready to retire if he believes that he can afford to take advantage of the opportunity for retirement. It is my belief that if he has already served 30 years, he should be the one to make the decision as to whether he wishes to work any longer.

For this reason, by bill, S. 1297, provides for retirement after 30 years of service regardless of age.

My bill takes advantage of beneficial results we have learned from the military retirement system which is the notable example of retirement after 30 years of service, as well as after the shorter period of 20 years. My bill has the further important objective of encouraging persons who enter the civil service to make it a career.

Some persons might decry removing age restrictions on retiring. Yet the military retirement system is a refutation of their concern over experienced persons leaving the civil service at a relatively early age. Such concern was expressed on behalf of the Civil Service Commission and others who oppose retirement after 30 years' service regardless of age. The military serviceman who may retire at age 38 after 20 or at age 48 after 30 years may represent an even greater investment for the Federal Government. In many instances education and training have been provided at Government expense. This expense is even greater when one considers that the retirement program requires no contribution by the serviceman.

Why should there be greater reluctance to lose the services of a civilian who retires after 30 years of service than there is for the military person? Furthermore, why should this concern be directed only toward persons completing 30 years of service when the same concern is not shown when the civilian's departure is voluntary. The civilian also may be forced to leave the service through a reduction in force and in so doing his period of service still falls short of his potential contribution. Yet it does not seem to cause as much anxiety for opponents of 30-year retirement regardless of age.

It is my considered opinion that apprehension over the Government losing persons by retirement is without sound foundation when there is too little concern over losing thousands of employees each year because the Federal civil service apparently is unable to offer the incentive which would retain these persons on the Government employment roll. I have in mind especially those employees who leave their jobs voluntarily for reasons which are valid to them but which in many instances would not impel them to leave if they were convinced that the Government offers a satisfactory career.

For these reasons, I have introduced my bill to provide for voluntary retirement after 30 years of Federal service and, I wish to emphasize, I shall exert every effort to have it passed in this session.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1297) to amend the Civil Service Retirement Act so as to permit retirement of employees with 30 years of service on full annuities without regard to age, introduced by Mr. MAGNUSON (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Post Office and Civil Service.

S. 1298—INTRODUCTION OF BILL ON CHARGING CUSTOM AND QUARANTINE FEES FOR PRIVATE AIRCRAFT AND MARINE VESSELS

Mr. MAGNUSON. Mr. President, I introduce today, for appropriate reference, a bill which would eliminate the highly discriminatory and unnecessarily confusing method of charging custom and quarantine fees for private aircraft and marine vessels after regular hours.

In essence, the present system places an unfair financial burden on the citizen who wishes to travel across the border by private plane or vessel. Not only must he pay a fee not incurred by the land traveler, but also he must undergo the uncertainties regarding the exact amount of his customs payment. Depending on the number of people journeying between two countries, his fee may vary from \$65 to \$1.

The legislation I introduce today would provide that such inspection fees be eliminated entirely during regularly established hours on Sundays and holidays and that a flat rate be charged for inspection and quarantine services performed during periods other than the regularly established hours of service.

The present regulations were established in 1911—a time when only the wealthy could afford pleasure boats and a period when planes were virtually nonexistent. Today, this has changed. Private planes and vessels used for pleasure and business purposes number in the thousands. The economies of our communities located along national borders depend, to a sizable degree, on this international traffic.

Freedom from these restrictive and confusing charges would increase this traffic. It would provide a reasonable inspection service at the time it is most required—on Sundays, holidays, and during the early evening hours. It would reduce the inordinate amount of paperwork now required under existing law—and at the same time, decrease the expenses incurred in maintaining the present system.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1298) to promote the domestic and foreign commerce of the United States by modernizing practices of the Federal Government relating to the inspection of persons, merchandise, and conveyances moving into, through, and out of the United States, and for other purposes, introduced by Mr. MAG-