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accomplish the objective called for by the report of HEW.

By Mr. SCHWEIKER (for himself and Mr. HUGH SCOTT):

S. 2249. A bill to authorize and direct the Secretary of Transportation to carry out a demonstration project for construction of a highway between Buffalo, N.Y., and Princeton, W. Va. Referred to the Committee on Public Works.

Mr. SCHWEIKER, Mr. President, on behalf of myself and my distinguished senior colleague from Pennsylvania, Senator SCOTT, I send to the desk legislation to make Pennsylvania Route 219 a 100 percent federally financed demonstration project.

This is a companion bill to legislation which is being introduced by our distinguished colleague in the other body, Mr. MURTHA, together with several co-sponsors. I commend Mr. MURTHA for his initiative on this issue, and I hope this measure will be promptly enacted.

Mr. President, everyone in Pennsylvania knows that improvement of route 219 is a critically needed priority project. The 219 corridor extends 522 miles, and is the only major north-south route in western central Pennsylvania. Unfortunately, this highway desperately needs improvement—and until it is improved, Pennsylvanians and citizens in the surrounding States will be forced to continue paying a high price in highway fatalities, in economic decline, and in public inconvenience.

This legislation will mandate that improvement, Mr. President, by designating route 219 as a Federal demonstration project. Let me emphasize, though, that this legislation does not dictate the location of an improved route 219, and it does not limit the freedom of local citizens and their representatives to choose between competing proposals. In short, this bill does not permit the Federal Government to supersede the local decision-making process—but it does insure strong Federal support for this vitally needed action.

I ask unanimous consent that the text of this bill be printed in full following my remarks.

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

S. 2249

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of Transportation shall carry out a demonstration project for construction of a highway, approximately 522 miles in length between Buffalo, New York, and Princeton, West Virginia, along the corridor of U.S. Route 219. The Federal share of such project shall be 100 per centum of the cost thereof. There is authorized to be appropriated, out of the Highway Trust Fund, not to exceed \$90,000,000 for each of the fiscal years 1976 through 1986 to carry out this Act.

By Mr. MONDALE (for himself, Mr. STAFFORD, Mr. BUMPERS, Mr. HATFIELD, Mr. INOUE, Mr. KENNEDY, Mr. LEAHY, Mr. METCALF, and Mr. YOUNG):

S. 2250. A bill to provide for a program of research to help better understand, identify, and to the extent possi-

ble, prevent or relieve pressures on families. Referred to the Committee on Labor and Public Welfare.

FAMILY RESEARCH BILL

Mr. MONDALE, Mr. President, today I am privileged to introduce along with Senator STAFFORD and Senators BUMPERS, HATFIELD, INOUE, KENNEDY, LEAHY, METCALF, and YOUNG, the family research bill of 1975.

Our bill is designed to increase our knowledge of the economic, sociological, and environmental pressures facing families today. Toward this end, it seeks to support a program of research to be carried out through the already established Federal relationship with land-grant colleges first formed under the Hatch Act of 1887, State agricultural experiment stations, and other qualified public or private nonprofit institutions, under the supervision and direction of the Secretary of Agriculture.

PURPOSE

Our bill provides financial support for a program of research to identify, understand, measure, and, to the extent practicable, develop knowledge essential to preventing and relieving pressures that families are experiencing in an increasingly complex and technological society.

THE NEED

Mr. President, in September 1973, the Senate Subcommittee on Children and Youth, which I am privileged to chair, held hearings on the trends and pressures affecting American families. Those hearings reinforced and confirmed our belief that the family unit is the fundamental and most important unit of society. As Dr. Robert Coles testified at our hearings:

If the family is anything, it is the medium through which one generation teaches an ethical system of values to another generation. That is what the family is about. It is concerned with the ethical rearing of children.

This sentiment is echoed by experts such as Dr. Margaret Mead, curator emeritus, American Museum of Natural History, when she concluded, "as the family goes, so goes the nation." Dr. Urie Bronfenbrenner, professor of human development and family study at Cornell University, emphasized the importance and basic nature of the family when he testified:

It is no accident that in a million years of evolution we have emerged with a particular form for the raising of children . . . and it is the family. We should be very careful in fiddling with something that has managed to do well for us long before we had Ph. D.'s, like myself, in child development.

But let us consider for a moment some of the changes which have occurred in American families over the last decades. Half of all American families are living in a different home than they lived in 5 years ago. The extended family—with a grandparent or other relative in the same household as the parents and children—is nearly extinct. One of every seven American children lives in a single parent home. And television has entered the home with such force that by age 16, the average child is likely to have watched 15,000 hours of television compared to the 10,000 hours he spent in school.

And yet, family life is so commonplace to us, that many of these changes are overlooked. From our work in the Senate, it is becoming increasingly obvious to me that we too often take families for granted, without considering the pressures they are experiencing.

During my decade in the Senate, I have served on as many or more of what might be called human problem committees as any one of my colleagues. I have been on the Subcommittees of Education, Migratory Labor, Indian Education, Health, Housing and Urban Development, Manpower and Poverty, Nutrition; chaired the Select Committee on Equal Educational Opportunity, and am currently serving as chairman of the Subcommittee on Children and Youth. For much of this time we have been dealing with problems that have often been directly related to pressures on families: housing problems, welfare problems, nutritional problems, the health problems, and all the rest.

The more I have focused on these problems, the more I am convinced of the absolute centrality and fundamental importance of healthy families in American life as the key, best, and superior way of raising children. There is really no substitute for a healthy family in developing a secure, physically sound, motivated child who has a sense of worth. And that is the base for a good citizen—a person who can be a participating and contributing member of society.

I want to underscore my belief that most American families are strong and healthy. And I do not wish to be an alarmist, but there are warning signals that cannot be ignored:

Today, teenage alcoholism and drug abuse continue to grow dramatically;

Suicide is the second leading cause of death for young Americans between ages 15 and 24;

Delinquency is so pervasive that experts now predict that 1 out of every 9 youngsters will have been in juvenile court by age 18, and

Child abuse continues to be a widespread and growing problem among all social and economic groups.

It is quickly obvious, as well, that these are not problems that just face poor families. The difficulties weigh more heavily on a poor family, than on a middle or upper income family, but many of these problems run across all social and economic levels.

I think the message is pretty clear. We cannot continue to ignore what is happening to American families.

We must realize that it is getting harder every day to be a good parent. Some of these difficulties arise from the hectic pace of life, and the overwhelming size of so many of the institutions and bureaucracies with which families must deal. In short, families are too often faced with what Dr. Margaret Mead has called, "burdens too great to bear."

THE FAMILY RESEARCH ACT OF 1975

Mr. President, the bill we are introducing today represents a modest effort to help us better understand the pressures on families, and ways in which these pressures can be relieved. This small bill will not solve the problems I have been discussing. It would be a mis-

take to expect that of it. But it does represent a very important first step toward the ultimate solution of many of these problems—a long overdue step that we should take without further delay.

I would now like to summarize how the Family Research Act of 1975 would work.

The legislation will utilize the Federal-State partnership for research established under the Hatch Act of 1887. Under this act, Federal and State governments have cooperatively funded research in agriculture, and in areas designed to improve the life of rural families. While most funding under this act has been concerned with production and marketing aspects of agriculture, some funds have been utilized for interdisciplinary research in areas affecting families, primarily in nutrition, clothing, housing, and home management. The research results have been used by the Cooperative Extension Service as it has worked with families throughout every State and county in the Nation. When enacted, this bill will provide additional resources to be spent solely on developing knowledge that will enable family serving agencies at State and national levels to assist rural and urban families as they cope with technological, economic and social change.

Under the Family Research Act, the Secretary of Agriculture is authorized to approve research programs submitted through State agriculture experiment stations if he finds that:

First, the research program is designed to identify, understand, or measure, and to the extent possible, develop knowledge essential to preventing and relieving pressure on families and improving their conditions.

Second, the research is directed by a unit that has consistently maintained a primary concern about families.

Third, that the program include specific provisions for the application of information on the results of its research with the Secretary of Agriculture, and with other family agencies of the State and Federal governments, especially the Cooperative Extension Service.

Each land grant college submitting a research program which is approved by the Secretary shall be entitled to an initial grant of \$100,000 and an identical sum for each of the three succeeding years. \$7.1 million is authorized for this purpose for each of the four fiscal years. In addition, supplemental grants are to be made available to these, and to other institutions, over this 4-year period. Authorizations are: Fiscal year 1977, \$10,000,000; fiscal year 1978, \$12,000,000; fiscal year 1979, \$14,000,000; and fiscal year 1980, \$16,000,000.

Research conducted under this act must be designed to build upon and strengthen the role of the family as the primary and fundamental influence on the development of the child, must be completely voluntary, and must insure the privacy of any families who choose to participate.

The Secretary of Agriculture is directed to consult with individuals repre-

senting organizations, institutions, or agencies that provide social services, institutions of higher education, governmental and private agencies, organizations, foundations, and consumers for the purpose of developing a plan for the implementation and coordination of research programs provided for under this act.

It is important to note that 1 year, the first year of the bill's enactment, has been purposely designed for planning and coordinating the research effort. This should help guard against duplication of efforts and help insure that attention will be given to the priority needs.

Mr. President, I would also like to take this opportunity to thank the American Home Economics Association for its help in developing this act. The AHEA has been a continued supporter of legislation that will improve the quality of families in the United States.

I ask unanimous consent that a copy of the bill itself, and a copy of the press release describing the bill be printed at this point in my remarks.

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

S. 2250

*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 "Family Research Act of 1975".*

#### STATEMENT OF FINDINGS AND PURPOSE

SEC. 2. (a) The Congress finds that—

(1) families are the most vital and fundamental institutions of this Nation; and

(2) it is essential that reasonable efforts be made to identify, understand, measure, and, to the extent practicable, develop knowledge essential to preventing and relieving pressures that families are experiencing in an increasingly complex and technological society.

(b) It is the purpose of this Act to increase knowledge of the economic, sociological, and other pressures under which families live today by authorizing a program of research to be carried out, under the supervision and direction of the Secretary of Agriculture, through State agricultural experiment stations and land grant colleges of the United States and by other qualified public and non-profit agencies and organizations.

#### DEFINITIONS

SEC. 3. As used in this Act—

(1) the term "Secretary" means the Secretary of Agriculture.

(2) The term "State agricultural experiment station" shall have the same meaning as provided in section 1 of the Hatch Act of March 2, 1887 (7 U.S.C. 361a).

(3) The term "land grant college" means any college established in accordance with the provisions of the Act of July 2, 1862, as amended (12 Stat. 503; 7 U.S.C. 301-305, 307, 308).

(4) The term "family" means a group of two or more persons related by blood, marriage, or adoption and residing together in a household.

#### INITIAL RESEARCH GRANTS

SEC. 4. (a) Each land grant college in the United States shall be eligible, as provided in this section, to receive funds for the purpose of carrying out programs of research on families in the United States.

(b) In order to be eligible for funds under this section any land grant college shall submit through its State agricultural experiment station a proposed research project to

the Secretary. The Secretary shall approve any such research project if he finds that it (1) is designed to identify, understand, measure, and to the extent practicable, develop knowledge essential to preventing and relieving pressures on families in the United States; (2) is designed to evaluate various existing and proposed programs for meeting the needs of families in the United States; (3) is directed by a multi-disciplinary unit that will involve institutions, agencies, and professional groups that have consistently maintained a primary concern about families in the United States and the environment in which they function; (4) has been developed in consultation with the appropriate administrator of home economics, as designated by the president or the land grant college concerned; and (5) includes specific provisions for the exchange of information on the results of its research with the Secretary and other family service agencies of the State and the Federal government, including the Cooperative Extension Service of the Department of Agriculture.

(c) Each land grant college submitting a research project approved by the Secretary under this section shall be entitled to an initial grant of \$100,000. No land grant college shall receive more than one initial grant.

(b) For the purpose of making initial grants under this section, there is authorized to be appropriated the sum of \$7,100,000 for the fiscal year beginning October 1, 1976, and a like sum for each of the three succeeding fiscal years.

#### SUPPLEMENTAL GRANTS

SEC. 5. (a) In addition to initial grants made under section 4 of this Act, the Secretary is authorized to make a supplemental grant to any land grant college, State agricultural experiment station or public or private non-profit institution in the United States for the purpose of carrying out a research program on families in the United States. A supplemental grant may be made under this section only if—

(1) the research project for which the grant is made meets the criteria (1), (2), (3), and (5) specified in section 4(b) of this Act;

(2) the applicant for such grant agrees to finance, out of non-Federal funds, at least 20 per centum of the cost of the research program for which the grant is made under this section; and

(3) to comply with such other requirements as the Secretary may prescribe in order to insure that the purposes for which the grant is made are effectively carried out.

(c) In determining the amount of non-Federal funds expended by the recipient of any supplemental grant (as required by subsection (b) (2) of this section), the reasonable value of any services, supplies, facilities, and equipment determined by the Secretary to have been expended in connection with the research program on families approved by the Secretary under this section shall be included.

(d) For the purposes of making supplemental grants under this section, there is authorized to be appropriated the sum of \$10,000,000 for the fiscal year beginning October 1, 1976; the sum of \$12,000,000 for the fiscal year beginning October 1, 1977; the sum of \$14,000,000 for the fiscal year beginning October 1, 1978; and the sum of \$16,000,000 for the fiscal year beginning October 1, 1979.

#### CARRYOVER AUTHORITY FOR FUNDS

SEC. 8. Funds appropriated pursuant to this Act shall remain available for the purpose for which they were appropriated until expended.

#### STAFFING AND PRIVACY PROTECTION

SEC. 9. In carrying out the provisions of this Act, the Secretary shall take such action as he deems appropriate to insure continuity of staffing for the entire term of the

research program and to insure that the privacy of families included in any study is fully and completely protected.

#### COORDINATION AND OTHER REQUIREMENTS

SEC. 10. Any State agricultural experiment station participating in a program of research under this Act must demonstrate to the Secretary that its research efforts are to be directed by a multi-disciplinary coordinating mechanism that involves institutions, agencies, and professional groups that have in the past been concerned about families and the environments within which they function.

#### PROGRAM REVIEW PANELS

SEC. 11. (a) From time to time during the fiscal year beginning July 1, 1975, the Secretary shall convene panels of individuals representing organizations, institutions, or agencies that provide social services, institutions of higher learning, governmental and private agencies, organizations, foundations, and consumers for the purpose of developing a plan for the implementation and coordination of the research programs provided for under this Act. In developing any such plan, the Secretary shall assess the status of current research efforts in order to eliminate unnecessary duplication, avoid methodological weaknesses of previous research efforts, and delineate the full scope of information that may be useful in developing such plan.

#### AUTHORITY TO CONTRACT FOR SPECIAL SERVICES

SEC. 12. The Secretary shall authorize State agricultural experiment stations and land grant colleges in carrying out research programs under this Act to expend funds received under this Act for the purpose of obtaining services and expertise of public and nonprofit institutions and organizations experienced in the field of research being conducted.

#### UTILIZATION OF COOPERATIVE STATE RESEARCH SERVICE

SEC. 13. In carrying out this Act the Secretary shall utilize the personnel, services, and facilities of the Cooperative State Research Service of the Department of Agriculture to the maximum extent practicable.

#### MATCHING REQUIREMENT

SEC. 14. No State agricultural experiment station or land grant college shall be eligible for funds under this Act in any fiscal year unless such station or college, as the case may be, expends in such fiscal year, on the same general type of research for which funds are made available under this Act, an amount of funds excluding funds made available under this Act) at least equal to the amount of funds such station or college averaged spending on such type of research in the three calendar years immediately preceding the calendar year in which this Act was enacted.

#### RULES AND REGULATIONS

SEC. 15. The Secretary is authorized to issue such rules and regulations as he deems appropriate to carry out the provisions of this Act.

#### MONDALE INTRODUCES FAMILY HOUSEHOLD RESEARCH ACT

WASHINGTON, July 31.—Senator Walter F. Mondale (D-Minn.) today introduced the Family Household Research Act of 1975 to provide for the operation of a research program designed to study pressures on American families in order to "assist in understanding, strengthening and improving the quality and status of family life in the United States."

The program would be carried out through land grant universities, State agricultural experiment stations and other public and private non-profit institutions under the supervision of the Secretary of Agriculture.

The bill is the result of hearings held dur-

ing the last Congress by the Senate Subcommittee on Children and Youth. Mondale chairs the Subcommittee.

The hearings, Mondale said, "reinforced and confirmed our belief that the family unit is the fundamental and most important unit of society. But let us consider some of the changes which have occurred in American families over the last decade. Half of all Americans are living in a different home than they lived in five years ago. The extended family . . . is nearly extinct," he said.

"And yet, family life is so commonplace to us, that many of these changes are overlooked. From our work in the Senate, it is becoming increasingly obvious to me that we often tend to take the families for granted, without considering the pressures they are experiencing."

Mondale, who has served on several so-called "human problem committees," declared that "the more I have focused on the problems of housing, welfare, nutrition and health, the more I am convinced of the fundamental importance of healthy families as the key, best and superior way of raising children.

"There is really no substitute for a healthy family in developing a healthy, secure, physically sound, motivated child who has a sense of worth—a person who can contribute to American society." In order to ensure the research strengthens families, the bill contains provisions protecting the family.

Calling the bill a "modest" one, Mondale termed the bill an "important beginning—a beginning that can provide the foundations for help and support for families in need."

Mr. STAFFORD, Mr. President, the bill which Senator MONDALE and I have introduced today is a small beginning for the Congress and the Government to find out what impact our society is having on the family.

More information on the American family is needed if we in the Congress are to provide any meaningful help.

The structure and function of the family varies from one society to another and from one period in history to another. The changes which society, economics, and government policy thrust upon the family need to be studied because, without more knowledge, Federal, State, and local service programs may fail to assist families in improving their quality of living. Lacking such knowledge, programs with the noblest of intentions may further alienate these families from society and contribute inadvertently to their instability, continuing economic disadvantages, and frustration in life.

Given the dramatic, rapid changes now occurring in family structure and function, research to examine objectively and record this evolution can contribute to our knowledge about American families.

Mr. President, family research is not by any means a new development. For many years, since the Hatch Act of 1887, through the agricultural experiment stations and the system of land-grant colleges, departments of home economics have conducted research into areas that were identified as necessary for improving the life of rural families.

There are five characteristics of the proposed legislation which I would like to bring to the attention of my colleagues when considering this bill:

First, it builds on an existing administrative structure for research through which Federal and State funds flow.

Second, it will help to build institutional support for family and household research which has been too long sorely neglected.

Third, the first year of the bill's enactment has been set aside for planning for a coordinated research effort. This should avoid duplication of effort and assure that attention will be given to priority needs. The agriculture experiment stations, and the land grant universities, have been especially effective in this regard in the coordination of human nutrition research and clothing and textiles, and housing—and especially in the many areas of agricultural research on which American agriculture has been founded. This bill will simply strengthen the capacity of these institutions to give more emphasis to research needs of families.

Fourth, the ability to coordinate research at the State, regional, and National levels will also be utilized in broadening the scope and number of institutions that may participate in this research. The bill calls for research programs from institutions that are not land grant universities, but provides for coordination through the system to make best use of the limited dollars that will be available.

Fifth, this bill also provides for the dissemination of research findings. Through the land grant university system, the knowledge developed through this research can be translated into programs in cooperative extension where some 3,400 home economists are now working at the county level with literally millions of families. In addition, the bill will require that the research be made available to Federal and State agencies which provide services to families.

Mr. President I recommend this bill to my colleagues for their consideration.

#### By Mr. ABOUREZK:

S. 2252. A bill to amend section 402 of title 23, United States Code, relating to highway safety programs. Referred to the Committee on Public Works.

#### MANDATORY HELMET LAWS

Mr. ABOUREZK, Mr. President, I am introducing today for appropriate reference a bill which would repeal the requirement that States have a mandatory motorcycle helmet law in order to take advantage of their full share of Federal highway funds.

Mandatory helmet laws have always been controversial. One reason is that failure to wear a motorcycle helmet is in no way a crime against society or against an innocent bystander. The only "victim" is the rider who has made a conscious decision to wear a helmet or not to wear one.

Laws which have as their only purpose protection of an individual against himself or herself are not well conceived. And the monetary threat which in effect forces States to pass this sort of law puts an especially onerous burden on States to consider not the wisdom of a helmet law, but the financial loss if one is not passed.

I believe the Congress acted constructively in repealing the seatbelt-interlock requirement last year. The helmet law,