

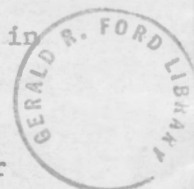
The original documents are located in Box 27, folder “Youth Camp Safety Act” of the Loen and Leppert Files at the Gerald R. Ford Presidential Library.

Copyright Notice

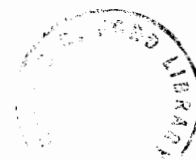
The copyright law of the United States (Title 17, United States Code) governs the making of photocopies or other reproductions of copyrighted material. Gerald Ford donated to the United States of America his copyrights in all of his unpublished writings in National Archives collections. Works prepared by U.S. Government employees as part of their official duties are in the public domain. The copyrights to materials written by other individuals or organizations are presumed to remain with them. If you think any of the information displayed in the PDF is subject to a valid copyright claim, please contact the Gerald R. Ford Presidential Library.

PROPOSED QUESTIONS ON THE YOUTH CAMP SAFETY ACT (H.R. 46):

1. Under what constitutional authority can the Congress legislate the Federal regulation of every youth camp in the country?
2. How many new Members are on your committee this year⁽¹⁴⁾ and how many days of hearings were held in subcommittee on this legislation in this Congress?
3. Section 2 of the bill, on page 22, states that it is the purpose of the Act "to provide Federal financial and technical assistance to the States in order to encourage them to develop programs and plans for implementing safety standards for youth camps." While section 6(f) on the bottom of page 29 authorizes the Secretary, at the request of the Director, to make HEW personnel available to States to assist in developing their plans, I can find no authority for financial assistance prior to the approval of the State plan. Is it not true that the grant program provided in Section 7 on page 30 only applies to "States which have in effect plans approved under section 6 to assist them in carrying out such plans?" Isn't this a financial disincentive for attempting to develop a plan in the first place, thus insuring Federal regulation of camp safety?
4. This bill authorizes \$7.5 million per year for an indefinite period. How much of that would be grant money and how much would be money for HEW administrative personnel and camp safety inspectors? How much is it estimated it would cost a State to implement its own plan -- setting up a state agency and advisory committee and providing for annual inspections of every camp in the State? What is the estimated share of the cost of a State plan which would be contributed by the Federal government? Why does the National Governors Conference oppose this bill which supposedly is a great financial incentive to States to develop their own programs?
5. If this bill does not result in a significant number of States developing their own programs, how many Federal inspectors will be needed if the Federal government is to do an adequate job at insuring compliance with the standards, and at what cost?
6. On page 5 of the committee report, at the bottom of that page, it is noted that the seven states which have drafted exemplary youth camp safety laws and are enforcing them "would be disadvantaged and not in a competitive economic position with States which choose not to conform" if there is not a Federal enforcement role. Does this mean that there is a substantial increase in camp operating costs in such states due to the safety regulations? Does this in turn mean that such regulations have a major inflationary impact in terms of what parents must pay to send their kids to these camps?
7. On page 12 of the committee report it is stated that, "It is the Committee's belief that H.R. 46 will have a minimal~~xxxx~~ economic impact upon the Federal Budget." Wouldn't this report be subject to a point of order on the grounds that House Rule XI, clause 2(L)(4) requires that the report must contain "a detailed analytical statement as to whether the enactment of such bill or joint resolution into law may have an inflationary impact on prices and costs in the operation of the national economy." Not only



- i is your statement not detailed and analytical, but it addresses itself only to the impact on the Federal Budget, and not on prices and costs in the operation of the national economy. Have you made any assessment as to what additional costs this will impose on State governments, and, more importantly, what additional costs this will impose on camp operators. Won't this place a greater burden on your small mom and pop camps and force some out of business because they will not be able to conform to the same standards which apply to the larger and more well-financed camps? What additional costs will be shouldered by parents sending their children to such camps?
8. Section 9 of the bill, on page 32, states that, "In order to carry out his duties under this Act, the Director may enter and inspect any youth camp and its records, may question employees, and may investigate facts, conditions, practices or matters to the extent he deems necessary and appropriate." One of the duties of the Director under the Act in section 6(d)(1) on page 28 is to annually review approved plans and the enforcement of them in order to certify whether the plan is being administered in compliance with the plan. Does section 9 thus give the Director authority to make inspections and investigations at camps in order to determine whether the State plan is being properly administered and enforced? Nowhere in section 9 does it make clear that such inspections and investigations by the Director are limited to camps in States which do not have approved plans.
9. Under the "General Duty" section, section 3 on page 23, camp operators are to provide each camper "safe and healthful conditions, facilities and equipment which are free from recognized hazards which cause, or are likely to cause, death, serious illness, or serious physical harm." In view of a recent court order to the Consumer Product Safety Commission that it inquire into whether handgun ammunition should be banned as a hazardous substance, is it not conceivable that for a camp operator to provide equipment free from recognized hazards which cause, or are likely to cause death. . . or serious physical harm," that he may be forced to shut down the riflery and archery ranges and prohibit campers from using axes and hunting knives?
10. The definitions of the types of camps covered under the Act in Section 18 on page 39 of the bill seems rather broad and all-inclusive. Under the term "day camp", for instance would vacation Bible schools be included? YWCA summer "stay at home camps" in the Y building? Community summer recreation programs at schools and playgrounds?
11. Under the term "trip camp" on page 40, would youth hiking, cycling, sailing and ski clubs fall under the regulations?
12. In my own district, it is not unusual for a farmer to permit a scout troop to use a wooded tract on his farm as a troop campground. Would this fall under the regulations under either the "troop camp", "primitive or outpost camp" or "residential camp" definitions of the bill? Would all of the camps I have mentioned be required to file annual reports with the State or Federal Director? And if so, even if there were no serious injuries or illnesses?



Questions /3

13. To what extent would all of these various camps be required by regulations to have trained adult supervision at all times, a set camper/staff ratio, and comply with various health, sanitation, safety, vehicle, building and site design, and equipment standards?
14. It is not clear from Section 11 on page 35 whether the Director would have authority to petition a U.S. district court on an imminent danger situation in those States which have approved plans. What is the intention of the committee here.
15. In section 8, on page 30, the "Director shall provide" consultative services upon the request of any youth camp operator, director, or staff" in those States which do not have approved plans. Why has staff been included when this is presumably the responsibility of the camp operator or director? Isn't this a sneaky way of bringing the Director onto a site by a disgruntled staffer, especially when the Director may issue a notice of violation while conducting such a consultative visit?
16. The bill requires that the State plans must be as effective as the Federal standards. Yet, while the States are required to conduct an annual inspection of all camps, the Federal government is not required to conduct annual inspections in those States without approved plans. Is it the expectation of the committee that the Federal government could or should conduct such annual inspections of all camps? And if not, isn't the Federal enforcement more lax than that expected of the States?



YOUTH CAMP SAFETY ACT

MARCH 20, 1975.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor,
submitted the following

REPORT

[To accompany H.R. 46]

The Committee on Education and Labor, to whom was referred the bill (H.R. 46) to provide for the development and implementation of programs for youth camp safety, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

The amendment strikes out all after the enacting clause and inserts in lieu thereof a substitute text which appears in italic type in the reported bill.

PURPOSE

It is the belief of the Committee that it is the duty and function of each of the States to provide adequate inspection and suitable health and safety for children attending the Nation's youth camps, and this bill will therefore provide financial and technical assistance in order that the States may draft and implement their own youth camp safety standards. The Committee feels, however, that it cannot ignore children and youth in those States which choose not to enact and enforce such laws, and has thus provided a mechanism to provide federal enforcement of national minimum standards in such States. State regulations must be at least as effective as the national minimum standards.

BACKGROUND

The Subcommittee on Manpower, Compensation, and Health and Safety (formerly the Select Subcommittee on Labor), held hearings on youth camp safety in the 90th, 91st, 92nd and 93rd Congresses. In 1972, Congress charged the Department of Health, Education and Welfare with the responsibility of conducting a survey of youth camps to determine whether State laws were adequate and were being enforced, as well as whether the need existed for federal law in the field. The HEW report itself corroborated findings that State laws were "grossly inadequate," for only seven States have laws with adequate



enforcement. There are estimated to be from 10,000 to 15,000 youth camps in the United States, with 7.5 million to 10 million youngsters participating.

In the 93rd Congress, the Subcommittee held four hearings in Washington and one field hearing in New York State. As a result of these hearings, and particularly because of the weight of the testimony of experts in the organized camping field, the American Camping Association, the Boy Scouts of America, the Girl Scouts of America, the National Safety Council, the Parent Teacher Association, the National Recreation and Park Association, and others, endorsed H.R. 46. On March 4, 1975, this legislation was reported from the Subcommittee by a unanimous vote.

There was strong bipartisan cooperative effort within the Subcommittee in shaping the language of H.R. 46. This bill, which is now co-sponsored by 120 Members of Congress, was originally introduced by Chairman Dominick V. Daniels (D-N.J.), together with Rep. Marvin L. Esch (R-Mich.), Rep. Peter A. Peyser (R-N.Y.) and other Subcommittee Members.

H.R. 46, represents the best efforts of the Majority and Minority Members to frame legislation which is compatible with most all points of view. Rep. Esch, ranking Republican on the Subcommittee, contributed several amendments which further strengthened the bipartisan bill.

On March 11, 1975, the full Committee on Education and Labor voted 37 to 0 to report the bill for House consideration.

SHORT SUMMARY

State Jurisdiction and State Plans

The bill provides incentives, including financial and technical assistance, for States to set up their own youth camp safety standards and provisions for submitting a State plan for such development and enforcement. Such plans must be submitted to the Director of Youth Camp Safety, Department of Health, Education and Welfare, one year after the date of promulgation of minimum standards by HEW. State regulations must be at least as effective as the national minimum standards.

Technical Assistance

HEW, at the request of the Director of Youth Camp Safety is authorized to make personnel who have the necessary expertise available to the States to assist in developing State plans and in training State inspectors and other personnel associated with youth camps. State plans must also provide consultative services for youth camp operators to help them with compliance.

General Duty

The bill requires that each youth camp operator provide safe and healthful conditions, facilities and equipment which are free from recognized hazards and which are likely to cause death, serious illness or serious physical harm, as well as adequate and qualified instruction and supervision of youth camp activities. This general duty clause is required in submission of State plans and will be required of camps in States having no State plan.

It is the Committee's intention that the general duty clause only apply in those situations where there has been no standard promulgated to cover health or safety hazards.

Grants to the States

The bill provides that the Secretary of HEW shall establish objective criteria for making grants to the States. These grants will be made by the Director, and there is no dollar limitation on what a State may receive under full funding, but there must be equitable distribution in making nationwide allocations.

Consultative Services, Enforcement and Penalties

The Director is authorized to provide consultative services and technical assistance to youth camps in States which do not have a State plan. No citations shall be issued nor any civil penalties shall be proposed on such consultative visits. However, a notice of violation may be issued and reasonable period for abatement may be given.

Where youth camp operators fail to comply within the time period, a citation may be issued or a civil penalty may be assessed. A civil penalty of not more than \$500 for each day on which a violation occurs may be assessed; and any youth camp operator who willfully or repeatedly violates the citation requirements may be assessed a civil penalty of up to \$1,000 for each day during which the violation continues.

The legislation does not require that States employ a civil penalty system, but provides that States can regulate camping through a method of certification. The purpose of this is to give the States greater flexibility in administering their programs.

Opportunity for Hearing and Appeal

The Director of Youth Camp Safety shall afford an opportunity for a hearing in accordance with section 554 of title 5, United States Code, to any youth camp director issued a citation. Any youth camp director adversely affected by the decision of the Director after such hearing may obtain a review of the decision in the United States Court of Appeals for the circuit in which the youth camp is located.

Advisory Council

The Director of Youth Camp Safety shall establish an Advisory Council, which shall include eight members from appropriate associations representing organized camping, as well as representatives from the Departments of Interior, Agriculture and Labor. There shall be 15 members, and the persons chosen must be specially qualified by experience and competence to render such advisory service to the Director. States are also required to provide for such advisory councils in their State plans.

Definitions

The Committee intends that the definitions in Section 18 of the legislation serve to define as carefully as possible the various kinds of camping normally engaged in by the Nation's youth.

It is the Committee's intent, under the definition of day camps, that the Committee means to include those organized activities which take place apart from the home, and are scheduled on an organized and regular basis. Included would be such activities as sailing camps, ath-

letic clinics, in addition to the normally recognized children and youth day camp activities. The Committee does not intend to include spontaneous and informal activities which occur from time to time, such as hikes, neighborhood outings and the like; neither does it intend to include after school recreation, which is the responsibility of local school authorities.

LEGISLATIVE HISTORY

This legislation has been drafted primarily as a means of providing federal incentives to the States to develop and implement their own youth camp safety standards. The first emphasis is on the States' action in drafting plans for State laws to provide youth camp safety standards. We believe that the States will be motivated by the offer of federal financial and technical assistance to take the necessary action. Dr. Theodore Cooper, former Deputy Assistant Secretary of Health, testified that the Department of Health, Education, and Welfare would provide technical and consultative services to the States, and that there was already established within the Department a base to extend such services. This is the Center for Disease Control, Office of Environmental Health Services, in Atlanta, Georgia.

It is, however, the intent of the Committee to provide federal protection to children in those *States which choose not to set up their own standards*. Accordingly, the Director of Youth Camp Safety, who will be appointed by the Secretary of the Department of HEW, will, in concert with the organized camping experts, draft federal minimum regulations. Six months are allowed for such drafting and promulgation. The Committee feels that six months is a reasonable time inasmuch as the Department is already in the process of drafting these regulations. Such standards will take effect one year from date of promulgation.

The law then calls for the States to draft their own plans or to modify State laws so that their youth camp safety standards are at least as effective as the federal minimum standards. It is not the intention of the Committee that a large federal force of inspectors be set in motion to interfere with State inspection and to harass the profit and nonprofit camping groups. There is, in fact, a strong move away from the punitive atmosphere because, first, consultative services are provided which will help bring the camps into compliance and, secondly, a camp is only penalized if, after serious violation is found and reasonable time given for correction, there is failure to correct the hazardous condition. Thirdly, the civil penalties are not mandatory and may be appealed.

The Committee included a General Duty provision in the legislation which requires that the camp operator shall provide to each camper:

- (1) safe and healthful conditions, facilities, and equipment which are free from recognized hazards which cause, or are likely to cause, death, serious illness, or serious physical harm, and
- (2) adequate and qualified instruction and supervision of youth camp activities at all times, wherever or however such youth camp activities are conducted and with due consideration of conditions existing in nature.

Under principles of common law, individuals are obligated to refrain from action which cause harm to others. Courts often refer to

this as a general duty to others. Statutes usually increase but sometimes modify this duty.

The Committee believes that youth camp operators are equally bound by this general and common duty to see that there are no conditions which would cause serious adverse effects on the life and health of youngsters attending youth camps. Operators have primary control of the camp environment and should insure that it is safe and healthful.

We have made provision in the law, however, that nothing in the Act shall be construed to supersede or to enlarge or diminish or affect in any other manner the common law or statutory rights, duties, or liabilities of youth camp operators and campers under any law with respect to injuries, diseases, or death of campers arising out of, or in the course of, participation in youth camp activities covered by this Act.

The Committee has also included a section in the bill which calls for court orders to restrain any conditions or practices in a youth camp which could be expected to cause death or serious physical harm. We have also made provision that if a camp owner can show extraordinary circumstances or undue hardship, the camp may be exempted from the standards if it can prove that the camp conditions are as safe and healthful as it would be if the owner could comply with the standard.

We have included language, and call attention again to the intent of the Committee, that there is nothing in this Act or do we wish anything in the regulations issued which shall authorize the Director, a State agency or any official acting under this Act to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

Also, nothing in the Act authorizes or requires medical treatment for those who object on religious grounds, nor shall examination or immunization of such persons be authorized or required except during an epidemic or threat of an epidemic of a contagious disease.

It is the intention of this Committee that the Director of Youth Camp Safety, in appointing the National Advisory Committee, and in drafting the model regulations, work closely with the nationally recognized camping organizations and with knowledgeable experts in the field, such as the National Safety Council, the National Recreation and Park Association, in developing and promulgating the youth camp safety standards. The Advisory Committee, as well, should consult with members of the general public, consumers, campers with experience, State officials, and from departments involved, particularly from the Forest Service in the Department of Agriculture and the National Park Service in the Department of the Interior.

The 1974 hearings brought unanimity from the major organized camping groups and testimony that the Youth Camp Safety Act was vitally needed in order to safeguard the health and safety of the young people in this country. Only seven States have strict laws and only 28 have any regulations which partially cover youth camps.

Dr. Oscar Sussman, Director of the New Jersey Youth Camp Safety program, testified that his own State had a new and strong youth camp safety law, and that he favored federal enforcement if States choose not to draft State plans of their own.

He pointed out that by not having a federal role in enforcement, States such as New Jersey, Michigan, Texas, Connecticut, Colorado, New York and California, which have drafted exemplary laws and are

enforcing them, would be disadvantaged and not in a competitive economic position with States which choose not to conform.

Mr. James Feehery, Director of Camping Services for Michigan called for a strong federal law. Michigan was a pioneer in developing the first youth camp safety law in 1939, and over the years regulations which have evolved have become more comprehensive and fatalities decreased.

Dr. John J. Kirk, who drafted the 1960 Michigan law, testified that from 1944 until 1959 Michigan averaged two to four, and in 1959, six drownings a year in summer camps. Michigan's comprehensive regulations cut the number of drownings to one in 1963. Feehery testified that in 1973 there were no deaths in the State.

Mr. L. S. Christoforo, who testified for the Boy Scouts of America in support of the bill said that "if we are going to have regulations that create a safety situation and health situation for our young people, it has to be the ultimate responsibility of the Federal Government to see that it happens throughout the country. . . ."

He said that he preferred the Subcommittee bill to any bill which did not allow for federal enforcement if the States decline to draft safety laws and enforce them, because, he said, "... (it puts) pressure on the States to have some regulations in respect to their camps." He also thought civil penalties were necessary to achieve compliance.

Mr. Vincent L. Tofany, President, National Safety Council, testified in favor of the legislation and made several suggestions for changes. The NSF is a nongovernmental, privately supported, public service organization chartered by Congress to promote methods and procedures leading to increased safety, protection and health.

The Council was in early support of a survey of health and safety of youth camps, and Mr. Tofany testified that "since that time there has been considerable national attention directed to almost every area of accident prevention. Unfortunately, little governmental progress can be reported for organized youth camps."

He also said that it was "incongruous" that the employees of a private camp are currently protected by federal legislation, but the youngsters attending the camp are not.

Alan Stolz, Legislation Chairman of the American Camping Association, endorsed the bill. His organization accredits 4,000 of an estimated 10,500 youth camps in the Nation, serving about four million children. He said that the other camps are not accredited (estimate six million children) and that parents generally have no way of knowing which are the accredited youth camps. The ACA made several recommendations which the Subcommittee accepted, as it did from representatives of other organized camping groups. Stolz said he was authorized to speak in favor of the bill for the Campfire Girls, USA; the National YMCA; the Methodist Church Camps and the Association of Private Camps. The ACA has 8,000 members. The organization is composed of leaders and directors of camps for youth and organized groups such as the Girl Scouts, Boy Scouts, Y Camps and Campfire Girls.

Dr. Peter Verhoven, representing the National Recreation and Park Association, a private organization of 18,000 members, made up of State parks personnel and others, gave a strong endorsement to the

bill. His organization was given the responsibility by HEW of making an analysis of the effectiveness of State laws and regulations on youth camp safety. He is a professional park and recreation educator. The report for which his organization was responsible called the States' laws "grossly inadequate."

His testimony is quoted below in some detail:

In essence, youth camp safety, we feel, is a form of consumer protection in that many parents of children are unable to visit a camp site and truly inspect it themselves and it is fairly well known that certain brochures of camps are rather misleading and obviously try to portray themselves in the best, if not the truest, light and in that instance, we feel that voluntary programs are not the answer, the consequences are too critical.

We believe there are several distinct advantages of Federal regulations for camp safety. First, the Federal Government can provide a degree of uniformity in the basic standards of safety.

Second, Federal legislation will have universal applicability and has a better chance for good enforcement.

Third, the Federal Government is in the best position to draw on a wide range of expertise and other resources.

Fourth, Congress can identify this as a priority and assist the States which already have many financial burdens.

HEW REPORT

The Committee's action in writing legislation to establish not only national youth camp safety standards, but also a means for enforcement in those States which do not choose to draft their own State laws, has been questioned by those who fear the growth of federal regulatory power. The Department of Health, Education and Welfare opposes the bill, preferring that the national minimum standards be promulgated only, and that no federal enforcement be permitted. Technical assistance would be given by HEW, instead, and national minimum standards drafted and promulgated.

The survey which HEW undertook, however, pointed up the need for federal enforcement. In the camps studied, 44% of the camps inspected did not require state drivers' licenses; 53% did not require flotation devices in boating areas; 45% have no requirements as to the age of counselors; and 57% had inadequate records of chlorination. The report also revealed that:

45 States have no regulations applicable to camping personnel.

17 States have no regulations pertaining to program safety.

24 States have no regulations concerning personal health, medical aid and medical services.

45 States have no regulations applicable to out-of-camp trips and primitive outpost camps.

35 States do not regulate day camps.

The \$300,000 survey (authorized by Congress June 21, 1972) conducted by HEW subcontractors took over two years in the preparation and was a year late in submission to Congress. Their sample survey

was only 212 camps, in addition to a mailing survey. And even in the "best" camps surveyed by HEW, 80% of which were accredited by the ACA, camps were lax in areas which are important to the safety of children in camping, such as lack of fire fighting equipment, water safety materials and proper age of counselors.

Dr. Peter Verhoven, whose organization (the National Recreation and Park Association) had a contract under the survey to determine the contributions to youth camp safety being made by public and private agencies and to make an evaluation and ascertain the adequacy of existing laws and their enforcement, has been quoted as finding these laws "grossly inadequate." A partial quote follows:

The HEW study found that the percentage of children hurt in camping was low compared to the population at large. We have heard about the limitations in making those findings and, therefore, they are questionable, but we feel the most important thing is NOT the percentages but the question. How many injuries and illnesses or deaths could have been prevented with safe regulations, inspection, and enforcement? And we feel that this question was not satisfactorily answered in the study.

We believe that lives could be saved and injuries avoided if boats are provided with adequate life jackets, if a trained supervisor is at a pool or waterfront at all times to give emergency services, and if staff and campers are fully acquainted with safety precautions used at rifle and archery ranges.

Ms. Charlotte A. Williams, Project Director for the compilation of State and local laws and regulations pertaining to health and safety in youth camps, whose consulting firm, the Cordura Corporation, was contracted for services by HEW, testified, in part:

In summary, we found that only five (seven at present date) States have significant regulations for youth camp safety, and also require inspection of camps. States reported a lack of funds for the development of regulations designed for youth camps and for enough inspectors to inspect youth camps. State health officers in some States reported having no legal authority to inspect youth camps or certain aspects of camp operation because of inadequate State legislation. Federal legislation providing financial assistance as well as education in youth camp safety to States should be of assistance in standardized national youth camp safety standards.

One of the faults of the HEW study was the method of choosing the camps to be surveyed. As Dr. Cooper testified,

... of the 200 originally approached, 128 said "yes" and followed through, and 27 said "no" categorically and the rest of the difference between the original 128 and 200 did not meet the criteria for a variety of purposes. Substitutes had to be secured from another random selection ...

The HEW survey has proved that the only way to provide for adequate safeguards is to provide for States to draft and enforce

their own laws and for the Federal Government to do it if the States refuse to do so. The survey also pointed up the need for the States to provide for camp reporting procedures so that we can begin compiling accurate statistics on the numbers of deaths, serious injuries and illnesses within the camp, which is called for in H.R. 46.

More than six years have passed since the first hearings on Youth Camp Safety legislation, and yet there are still only seven States with their own laws. Also, HEW has hardly begun the job of carrying out the function it says it could handle without Federal law, namely providing the technical assistance and encouragement to the States to draft and implement minimum youth camp safety standards. The Committee therefore believes that it is necessary to provide the federal monetary incentives, as well as the technical help, with federal enforcement for States choosing not to act, in order to provide the necessary protection for the Nation's children and youth.

After authorizing \$300,000 for the survey, the Committee is still left with no real knowledge of the exact number of youth camps in the United States. There is little information on actual numbers of deaths or serious accidents or illnesses. While a camp survey was made by HEW, plus a questionnaire survey, the accuracy of the information is in question, even by the wording of the HEW report.

We believe there is justification for the language in H.R. 46 which requires accurate records to be kept by the States, in order to determine whether the new minimum standards are instrumental in reducing serious accidents, illnesses and fatalities such as occurred in Michigan with the evolution of more stringent laws.

H.R. 46 is a *pro*-camping bill, and its basic purpose is to bring up to standard the submarginal camps so that parents and campers may have more confidence in the safety of youth who participate in summer programs.

AUTHORIZATION

There are authorized to be appropriated \$7,500,000 for the fiscal year ending June 30, 1976, and for each fiscal year thereafter, to carry out the provisions of this Act.

CONCLUSION

There is no way now that a parent can be sure that his child will be attending a camp which is free from most hazards and can be left at camp with the assurance that the personnel is skilled and mature in judgment. Good judgment is a key in camp life. Too many accounts were brought to the Committee which indicated that the fatal accidents were caused by the faulty judgment of counselors—young and old. This law will assure—insofar as is humanly possible—that regulations written will insure to parents that counselors will be well qualified and have the proper skills for the duties they perform. This condition does not now exist, although the Committee believes that the organized camping groups which are in the field now are providing a superior public service. The training programs for the Boy Scouts of America, the Girl Scouts of America, the 4H Clubs, the Y Camps, the American Camping Association, with its extensive training program,

indicate that these groups have for many years done an outstanding job of providing recreation and skills for the Nation's youth.

Their efforts in bringing not only organized camps but also private camps into compliance with very stringent ACA standards should not go unrecognized by this Congress, nor their expertise by the Department of HEW. These groups should receive the gratitude of the American people and the Congress. We hope that these organized groups will not wait, that they will initiate action to offer their services to the Department of HEW upon enactment of this bill into law, so that their expert guidance and experience can be used to the full.

ESTIMATE OF COST AS SUBMITTED BY HEW

[In millions]

	Fiscal year—			
	1976	1977	1978	1979
Grants.....	\$5	\$5	\$5	\$5
Direct operations.....	1	1	1	1
Total.....	6	6	6	6

Prior to the Full Committee mark-up, the Committee received a letter from HEW Secretary Casper Weinberger, outlining the Administration's position on HR 46.

It should be pointed out that the Committee carefully considered the language of the letter, which follows:

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
March 4, 1975.

HON. CARL O. PERKINS,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of February 7, 1975, for a report on H.R. 46, a bill "To provide for the development and implementation of programs for youth camp safety."

The bill would provide for the establishment of an Office of Youth Camp Safety in the Office of the Secretary that would be responsible for a permanent national regulatory program for development and implementation of Federal standards to control specified conditions in youth camps and in Federal Recreational Camps; for review and approval of State plans; and for grants to States having approved plans. The office would be headed by a Director appointed by the Secretary. States would be required to regulate all camps except travel camps and to report to the Director of the Office of Youth Camp Safety each year on instances of deaths, injury, and serious illness. Travel camps would be under Federal regulation. An Advisory Council on Youth Camp Safety, chaired by the Director, would also be established to advise and consult on policy matters relating to youth camp safety. The Director would also be responsible for enforcement of Youth Camp Safety in States without approved plans. Camps would be required to report annually to the Director, or the State Agency, on instances of deaths, injury and serious illness.

In addition, the Secretary at the request of the Director, would be authorized to make personnel from the Department available to States to assist in developing State plans and in training State inspectors and other personnel associated with youth camps. The bill would authorize to be appropriated \$7.5 million for the fiscal year ending June 30, 1975 and for each fiscal year thereafter.

The Administration strongly opposes enactment of this bill for the following reasons:

Youth camp safety has been and should remain a State responsibility. The two areas in which the Federal Government could assume some responsibility are the development of model safety standards and the provision of technical assistance to States requesting such assistance. HEW is already taking action in both of these areas. We are developing model legislation and regulations for States based on existing knowledge with the assistance of camping organizations and other appropriate experts. We are also providing expanded consultative services to Federal and State agencies administering programs concerned with camping and to camping organizations.

Youth camp safety standards should be based on the specific circumstances of camping in the various geographic areas of the country; since characteristics of camps vary considerably from one area of the country to another. The only realistic focus for programs to make camping safer is one in which State governments work closely with county governments, camping organizations, and parent and youth groups at the community level.

Only State enforcement is feasible to deal with the diversity of youth camps that are transitory in both time and geographic location. No centralized program can ever develop or maintain reasonably accurate information on matters as basic as the existence and location of camps.

The magnitude of the problem has been greatly overstated. An HEW study concluded that severe injuries, illnesses and deaths occurred with lower frequency among youngsters while attending the camps studied than occurs among this age group in the national population.

The bill would authorize new unnecessary and inappropriate Federal expenditures at a time when budgetary restraint is urgently needed. In addition, the lack of any mandated significant cost-sharing under the grant program would add a further incentive toward transforming youth camp safety from a traditionally State role to a primarily Federal responsibility.

The establishment in law of yet another Advisory Council, the requirement for HEW to regulate recreation areas of other Federal agencies, and the authority for one House of the Congress to disapprove standards are also objectionable.

The bill would create an Office of Youth Camp Safety within the Office of the Secretary, Department of Health, Education, and Welfare. Moreover, the bill vests in the Director of this office, rather than the Secretary, broad and semi-autonomous operating powers. This arrangement undermines the administrative preroga-

tives of the Secretary of HEW and makes it difficult to draw upon existing technical expertise in the agencies to carry out the program. In our opinion, under this Office the statutory responsibilities could easily become the beginning of a large and costly Federal program should a sizeable number of States fail to develop and carry out programs consistent with the legislation.

In summary, the bill calls for inappropriate Federal controls in an area which has traditionally been and should remain a State and local responsibility. As noted above, the Department is developing model safety standards and providing technical assistance under existing statutory authority.

For all these reasons, the Department strongly urges that H.R. 46 not be enacted.

We are advised by the Office of Management and Budget that there is no objection to the presentation of this report and that enactment of H.R. 46 would not be consistent with the Administration's objectives.

Sincerely,

CASPER W. WEINBERGER,
Secretary.

The Committee reported the bill 37-0.

ECONOMIC IMPACT STATEMENT

It is the Committee's belief that H.R. 46 will have a minimal economic impact upon the Federal Budget.

SECTION-BY-SECTION ANALYSIS OF H.R. 46 AS REPORTED

Short title.—The first section provides that the Act may be cited as the "Youth Camp Safety Act."

Section 2. Statement of purpose.—Section 2 states that it is the purpose of the Act to protect and safeguard the health and well-being of youth attending day camps, residential camps, troop camps, travel camps, trip camps, primitive or outpost camps, and Federal recreational youth camps by providing for Federal standards for safe operation of such camps; to provide financial and technical assistance to the States in order to encourage them to implement youth camp safety standards; and to provide for Federal implementation of youth camp safety standards in States which do not implement such standards and in Federal recreational youth camps.

Section 3. General duty.—Section 3 requires each youth camp operator to provide each camper safe and healthful conditions, facilities, and equipment which are free from recognized hazards which cause or are likely to cause death, serious illness, or serious physical harm, and adequate and qualified instruction and supervision of youth camp activities at all times, with due consideration of conditions existing in nature.

Section 4. Director of Youth Camp Safety.—Section 4 establishes in the office of the Secretary of Health, Education, and Welfare an office of youth camp safety to be headed by a Director of Youth Camp Safety, who shall be appointed by the Secretary. Under this section, the Director is required to make an annual report to the President and to the Congress.

Section 5. Promulgation of youth camp safety standards.—Section 5 provides that the Director shall develop, with the approval of the Secretary of Health, Education, and Welfare, and promulgate youth camp safety standards. In so doing, the Director is to consult with the Advisory Council on Youth Camp Safety established under section 13 of the Act, with State officials, and with representatives of appropriate organizations, and is to consider existing State or private regulations and standards applicable to youth camp safety. The youth camp safety standards promulgated under this section shall make suitable distinctions in order to recognize differences in conditions and operations between the various types of camps covered by the Act. The Director must promulgate standards under this section within six months after enactment of the Act. In order to allow States time to develop their own youth camp safety plan, such standards take effect one year after promulgation thereof.

Section 6. State jurisdiction and State plans.—Section 6 provides that any State may at any time assume responsibility for developing and enforcing comprehensive youth camp safety standards by submitting a State plan for such development and enforcement to the Director, who shall approve such plan if it conforms with certain requirements. These requirements are that the State plan designate a State agency to administer the plan, provide that each youth camp operator shall have the same general duty under State law as under section 3 of the Act, provide for the development and enforcement of comprehensive youth camp safety standards at least as effective as the Federal standards, provide that where penalties are not employed as a method of enforcement, there is a system of certification which is as effective as penalties, and provide for the enforcement of the standards in all youth camps operated by the State. These requirements also include requirements that the State plan provide for consultative services to youth camps, provide for inspection of each youth camp at least once a year, provide for an advisory committee which is representative of public and private agencies, organizations, or groups concerned with camping, experienced campers, and members of the public having a special interest in youth camps, provide for right of entry and inspection as effective as that provided in section 9 of the Act, provide for coordination of inspection efforts so as to avoid undue burdens on camp operators, provide that reports be made to the Director, and contain certain assurances related to administration and enforcement of youth camp safety standards and to administration of funds.

Section 6 also provides for a hearing for the State agency before final disapproval of any State plan, or any modification thereof, provides that the Director shall annually review each approved State plan, and provides that where the Director withdraws approval of a State plan and withholds payments to the State under the Act, the State may obtain review of the decision in the United States court of appeals for the circuit in which the State is located.

Under section 6, the Secretary of Health, Education, and Welfare is authorized to make personnel from the Department available to the States to assist in developing State plans and in training State youth camp safety personnel, and the Director is directed to call

upon the expertise of national organized camping groups in order to provide such assistance to Federal and State personnel.

Section 7. Grants to States.—Section 7 provides for grants to States which have approved State plans in effect, which shall be based on objective criteria established under regulations of the Secretary in order to achieve equitable distribution.

Section 8. Consultative services and enforcement.—Subsection (a) of section 8 directs the Director to provide consultative services to youth camps in States which do not have an approved State plan. No citations shall be issued, nor shall any civil penalties (except those for repeated violations) be proposed upon any inspection or visit at which consultative services are rendered. If an apparent serious violation is discovered during such inspection or visit, a notice shall be issued specifying the violation and the action which must be taken within a specified reasonable time in order to abate such violation. If such abatement does not take place, citations may be issued or civil penalties assessed.

Subsection (b) of section 8 provides that the Director shall provide for issuing citations to youth camp operators, in States which do not have an approved plan in effect, for violations of the Act, and provides that notices in lieu of citations may be issued for minor violations having no direct or immediate or serious relationship to safety or health.

Subsection (c) of section 8 provides for a hearing for any youth camp director issued a citation under subsection (b) or subject to penalties under the Act, and for review of the decision of the Director after such hearing in the United States court of appeals for the circuit in which the youth camp is located or in which the youth camp director has his principal office.

Section 9. Inspections, investigations, and records.—Subsection (a) of section 9 gives the Director the right to enter and inspect any youth camp and its records, question employees, and investigate facts, conditions, practices, or matters to the extent he deems necessary or appropriate to carry out his duties under the Act.

Subsection (b) of section 9 gives the Director the power to require the attendance and testimony of witnesses and the production of evidence under oath, and gives any district court of the United States jurisdiction to order, in cases of failure to obey such an order of the Director, such witness to appear to produce evidence and give testimony relating to the matter under investigation. Failure to obey such order of the court may be punished by such court as a contempt of such court.

Subsection (c) of Section 9 requires that camps subject to the provisions of the Act shall report annually all accidents resulting in death injury, and serious illness, except those which result in minor injuries. If a camp operates in a State which has an approved plan in effect, such report shall be filed with that State, which shall forward such reports to the Director. All other such camps shall file their reports to the Director, who shall compile the statistics so reported and include summaries thereof in his annual report to the President and to the Congress.

Section 10. Penalties.—Section 10 provides for civil penalties for violations of the Act, which may be recovered in a civil action in the

name of the United States brought in the United States district court for the district in which the violation is alleged to have occurred or in which the operator has his principal office. The penalty for a violation for which a citation or notice has been issued and which has not been corrected within the period permitted is not more than \$500 for each day during which such failure or violation continues, until the camp closes in the normal course of business. The penalty for willfully or repeatedly violating the Act is up to \$1,000 for each day during which such violation continues, until such closing of the camp.

Section 11. Procedures to counteract imminent dangers.—Section 11 gives United States district courts jurisdiction, on petition of the Director, to restrain conditions or practices in youth camps or in places where youth camp activities are conducted which are such that a danger exists which could reasonably be expected to cause death or serious physical harm immediately or before the imminence of such danger can be eliminated through the enforcement procedures otherwise provided by the Act. If an inspector concludes that such conditions or practices exist, he shall inform the affected camp owners, campers, parents or guardians, and camp supervisory personnel of the danger, and that he is recommending to the Director that relief be sought.

Section 12. Variations.—Section 12 provides that the Director may, upon application showing extraordinary circumstances or undue hardship, and if inspection shows that the conditions, practices, or activities proposed to be used are as healthful and safe as those which would prevail if the standard were complied with, exempt a camp or activity from a specific requirement of the Act. If such an exemption is made, appropriate notice of such exemption shall be given to parents or other relatives of affected campers, at least annually.

Section 13. Advisory Council on Youth Camp Safety.—Section 13 directs that the Director shall establish an Advisory Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety. Such Council shall consist of the Director, and 15 members appointed by him from specially qualified persons, who shall include one representative from each of the Departments of the Interior, Health, Education, and Welfare, Agriculture, and Labor, respectively, and who shall include at least 8, but no more than 8, members from appropriate associations representing organized camping.

Section 14. Administration.—Section 14 authorizes the Director to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics to assist him in carrying out his functions under the Act, and authorizes such department or agency to furnish such assistance directly to the Director.

Section 15. Noninterference.—Section 15 provides that nothing in the Act or regulations under the Act authorizes the Director, a State agency, or any official acting under the Act to restrict, determine, or influence the curriculum, program, or ministry of any youth camp, and provides that nothing in the Act authorizes or requires medical treatment for those who object on religious grounds, and that examination or immunization of such persons shall not be authorized or

required except during an epidemic or threat of an epidemic of a contagious disease.

Section 16. Effect on existing laws.—This section provides that nothing in the Act shall be construed to supersede, enlarge, diminish, or affect the common law or statutory rights, duties, or liabilities of youth camp operators and campers under any law with respect to injuries, diseases, or death of campers arising out of, or in the course of, participation in youth camp activities covered by the Act.

Section 17. Authorization.—This section authorizes appropriations to carry out the Act of \$7,500,000 for fiscal year 1976 and for each of the fiscal years thereafter.

Section 18. Definitions.—This section contains definitions for certain terms used for purposes of the Act.

the definition of Rule XI of the House. The Committee, however, directed specific attention in these hearings to the Study of Youth Camp Safety conducted by the Department of Health, Education and Welfare pursuant to Title VI of the Education Amendments of 1972 (Public Law 92-318) "Investigation of Youth Camp Safety". Hearings on this subject matter were held in previous Congresses, specifically the 2nd Session, 90th Congress, on the Youth Camp Safety Standards Act; and the 1st Session, 92nd Congress, on the Youth Camp Safety Standards Act.

YOUTH CAMP SAFETY ACT

APRIL 8, 1975.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. PERKINS, from the Committee on Education and Labor,
submitted the following

SUPPLEMENTAL REPORT

[To accompany H.R. 46]

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4), Rule XI, of the Rules of the House of Representatives, the Committee estimates that enactment of H.R. 46 will have little inflationary impact on prices and costs in the operation of the national economy. Although the authorizations contained in H.R. 46 are modest, the Committee believes that the expenditure of funds under this bill will have a stimulative effect on the state level encouraging states to take an active and effective role in training personnel and providing technical assistance to youth camps. Thus, it is the judgment of the Committee that the inflationary impact of this legislation as a component of the total Federal budget is substantially outweighed by its positive impact upon employment as well as its primary impact in preventing the needless and costly waste of young lives.

OVERSIGHT STATEMENT

No summary of oversight findings and recommendations made by the Committee on Government Operations under Clause 2(b)(2) of Rule X of the Rules of the House of Representatives was available to the Committee with reference to the subject matter specifically addressed by H.R. 46.

No specific oversight activities, other than the hearings accompanying the Committee's consideration of the Youth Camp Safety Act in the 93rd Congress, 2nd Session, were made by the Committee, within



the definition of Rule XI of the House. The Committee, however, directed specific attention in these hearings to the Study of Youth Camp Safety conducted by the Department of Health, Education and Welfare pursuant to Title VI of the Education Amendments of 1972 (Public Law 92-318) "Investigation of Youth Camp Safety."

Hearings on other bills dealing with the same subject matter were held in previous Congresses, specifically the 2nd Session, 90th Congress, on the Youth Camp Safety Standards Act; and the 1st Session, 92nd Congress, on the Youth Camp Safety Standards Act.



Sib

THE WHITE HOUSE
WASHINGTON

July 8, 1975

MEMORANDUM FOR: MAX FRIEDERSDORF
THROUGH: VERN LOEN *VL*
FROM: TOM LOEFFLER *T.L.*
SUBJECT: July 8th Telephone conversation
with Jerry McKiernan, News
Secretary to Congressman Stewart
McKinney (R. -Conn.)

Jerry McKiernan called to direct White House attention to the following potential problem.

Mr. Mitch Kurman, a constituent of Congressman McKinney, is a traveling furniture salesman who throughout the years has developed many influential contacts throughout the country, including leading figures in the news media.

Several years ago Mr. Kurman's son was drowned while attempting to shoot dangerous water rapids in a canoe and without a life jacket. As a result, Mr. Kurman, while being basically conservative, mounted a fairly effective campaign in support of legislation which would establish Federal Youth Camp Safety Regulations. Basically this legislation would provide minimum Federal safety guidelines which must be adopted and implemented by states upon campground facilities.

While the President was serving as Minority Leader of the House, Congressman McKinney arranged for a meeting between Mr. Ford and Mr. Kurman. At this meeting, I am told, Mr. Ford endorsed the Federal Youth Camp Safety legislation and,



subsequently sent Mr. Kurman a letter restating his support and then later voted for passage of such legislation.

Recently Mr. Kurman sent a letter to the President, soliciting the President's continued support of the Federal Youth Camp Safety proposal. I am informed that in a letter dated July 2nd Sarah Massengale on the Domestic Council responded pursuant to the request of the President, stating that Youth Camp Safety is a matter which should be addressed by and be the sole responsibility of each particular state.

Mr. Kurman believes that the July 2nd letter is a strong indication that the President would veto any Federal Youth Camp Safety legislation if it were passed by Congress and sent to the President for his signature. In light of what Mr. Kurman believes to be a 180 degree change in the President's earlier position, he is scheduled to appear on AM American Thursday morning and has indicated that he will criticize the President for initially endorsing and supporting such legislation and now rejecting the matter as being the responsibility of the state.

Jerry McKiernan feels that Mr. Kurman is an effective public figure and that his statements may be damaging to the President.

STATUS OF FEDERAL YOUTH CAMP SAFETY LEGISLATION 94th CONGRESS *

HR-46, the Youth Camp Safety Act, passed the House on April 17, 1975, by a record vote of 197 to 174.

It is anticipated that S. 422, Senate version of Youth Camp Safety legislation, will be marked up by the Senate Labor and Public Welfare Committee in the next few weeks.



The House voted on November 4, 1971 on Title 19 of HR -7248 (Higher Education Act) which is the Youth Camp Safety Act. This would set up Federal standards that had to be met by summer camps.

Congressman Ford voted against the Pickle Amendment Substitute which would require a study of the Youth Camp Safety. This was a teller vote which was adopted 184 to 168. Therefore, Ford voted for stronger regulations in the Bill.

Later in the Day Ford voted for final passage of the bill.



YOUTH CAMP SAFETY LEGISLATION

92nd Congress

HR-4407 - nothing done

93rd Congress

S. 1830 - nothing done

HR-1486 - nothing done

HR-1771 - nothing done

HR-4993 - nothing done

94th Congress

HR-46 passed the House on April 17, 1975 by a vote of 197 to 174 and was referred to the Senate Labor & Public Works Committee, Subcommittee on Children and Youth. Hearings were held last year on this legislation and the Bill will be marked up in a couple of weeks..

There was no motion to recommit in the House.



Abzug
Addabbo
Alexander
Ambro
Andrews,
N. Dak.
Annunzio
Aspin
Bedillo
Bafalis
Baldus
Barrett
Bedell
Biaggi
Blester
Bingham
Blanchard
Blouin
Boggs
Boland
Bolling
Brademas
Brinkley
Brothead
Brown, Calif.
Buchanan
Burke, Calif.
Burke, Mass.
Burton, John L.
Burton, Phillip
Carney
Carr
Chisholm
Cleveland
Collins, Ill.
Conable
Conte
Conyers
Corman
Cornell
Cotter
D'Amours
Daniels,
Dominick V.
Danielson
Davis
Delaney
Dellums
Derrick
Derwinski
Dingell
Dodd
Downey
Drinan
Early
Eckhardt
Edgar
Edwards, Calif.
Elberg
Esch
Evins, Tenn.
Fascell
Fisher
Flood
Florio
Ford, Mich.
Ford, Tenn.
Fulton
Caydos
Giulmo
Gillman
Green
Hall
Hanley
Hannaford
Harrington
Harris
Hawkins
Hayes, Ind.
Hays, Ohio
Holtzman
Horton
Howard
Hughes
Jacobs
Jarman
Jeffords
Jenrette
Johnson, Calif.
Johnson, Pa.
Jones, Ala.
Jordan
Karth
Kastenmeier
Keys
Koch
Krebs
LaFalce
Lehman
Lent
Levitaz
McCloskey
McCormack
McDade
McFall
McHugh
McKinney
Macdonald
Madden
Maguire
Matsudaga
Mazzoli
Meeds
Melcher
Meyner
Mezvinsky
Mikva

Miller, Calif.
Minish
Mink
Monkley
Moffett
Mollohan
Moorhead, Pa.
Morgan
Mosher
Moss
Mottl
Murphy, Ill.
Murphy, N.Y.
Murtha
Natcher
Nedzi
Nix
Nolan
Nowak
Oberstar
Obey
O'Hare
Ottinger
Patten
Patterson, Calif.
Perkins
Pressler
Price
Quile

NOES—174

Abdnor
Anderson, Ill.
Andrews, N.C.
Archer
Armstrong
Ashbrook
AuCoin
Baucus
Bauman
Beard, Tenn.
Bennett
Bevill
Bonker
Bowen
Breaux
Breckinridge
Brooks
Broomfield
Brown, Mich.
Broyhill
Burke, Fla.
Burleson, Tex.
Burlison, Mo.
Butler
Byron
Carter
Casey
Cederberg
Clancy
Clawson, Del.
Cochran
Cohen
Collins, Tex.
Conlan
Orane
Daniel, Dan.
Daniel, Robert
W., Jr.
de la Garza
Devine
Dickinson
Downing
Duncan, Oreg.
Duncan, Tenn.
du Pont
Edwards, Ala.
Emery
English
Erlenborn
Eshleman
Evans, Colo.
Evans, Ind.
Fenwick
Flowers
Foley
Forsythe
Fountain
Frenzel
Frey

NOT VOTING—61

Adams
Anderson, Calif.
Ashley
Beard, R.I.
Bell
Bergland
Brown, Ohio
Burgener
Chappell
Clausen
Don H.
Clay
Coughlin

Stanton, James V.
Stark
Steiger, Wis.
Studds
Sullivan
Thompson
Thornton
Traxler
Tsongas
Udall
Ullman
Vander Veen
Vanik
Vigorito
Walsh
Waxman
Whalen
Wilson
Charles H.
Winn
Wolf
Wyder
Yates
Zablocki
Zeferetti

Montgomery
Moore
Moorhead, Calif.
Myers, Ind.
Myers, Pa.
Neal
Nichols
Passman
Patman
Pattison, N.Y.
Pickle
Pike
Preyer
Pritchard
Quillen
Rallsback
Randall
Regula
Rhodes
Roberts
Rose
Rousselot
Runnels
Satterfield
Schneebell
Schroeder
Sebelius
Sharp
Shuster
Sikes
Skubitz
Slack
Smith, Nebr.
Snyder
Spence
Steelman
Steiger, Ariz.
Stratton
Stuckey
Symington
Talcott
Taylor, Mo.
Thone
Van Deerlin
Vander Jagt
Waggonner
Wampler
Weaver
White
Whitehurst
Whittem
Wiggins
Wilson, Bob
Wirth
Wright
Young, Alaska
Young, Fla.
Young, Tex.

Pepper
Peyser
Poage
Robinson
Rosenthal
Ruppe
Ryan
Schulze

Shriver
Stanton, J. William
Steed
Stephens
Stokes
Symms
Taylor, N.C.

Teague
Treen
Wilson
Charles, Tex.
Wyllie
Yatron
Young, Ga.

So the bill was passed.
The Clerk announced the following pairs:

On this vote:
Mr. Dent for, with Mr. Teague against.
Mr. O'Neill for, with Mr. Taylor of North Carolina against.
Mr. Anderson of California for, with Mr. Chappell against.
Mr. Yatron for, with Mr. Flynt against.
Mr. Heinz for, with Mr. Mills against.
Mr. Peyser for, with Mr. Symms against.
Mrs. Heckler of Massachusetts for, with Mr. Treen against.
Mr. Mineta for, with Mr. Robinson against.
Mr. Rosenthal for, with Mr. Steed against.
Mr. Adams for, with Mr. Charles Wilson of Texas against.

Until further notice:
Mr. Fraser with Mr. Ashley.
Mr. Leggett with Mr. Clay.
Mr. Fithian with Mr. Stephens.
Mr. Holland with Mr. Gibbons.
Mr. Mitchell of Maryland with Mr. Beard of Rhode Island.
Mr. Ryan with Mr. Stokes.
Mr. Diggs with Mr. Young of Georgia.
Mr. Fuqua with Mr. Bell.
Mr. Helstoski with Mr. Metcalfe.
Mr. Hightower with Mr. Brown of Ohio.
Mr. Pepper with Mr. Burgener.
Mr. Bergland with Mr. Findley.
Mr. Coughlin with Mr. Hillis.
Mr. Gude with Mr. Kemp.
Mr. McKay with Mr. Don H. Clausen.
Mr. Milford with Mr. O'Brien.
Mr. Ruppe with Mr. Schulze.
Mr. J. William Stanton with Mr. Wyllie.
Mr. Fish with Mr. Shriver.

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

PERSONAL EXPLANATION

Mr. PEPPER. Mr. Speaker, I was detained by constituents in my office and failed to get to the floor before the vote was concluded on the Youth Camp Safety Act. Had I been present and voting, I would have voted "aye."

AUTHORIZING CLERK TO CORRECT SECTION NUMBERS IN ENGROSSMENT OF H.R. 46, YOUTH CAMP SAFETY ACT

Mr. DOMINICK V. DANIELS. Mr. Speaker, I ask unanimous consent that the Clerk be authorized to correct section numbers in the engrossment of H.R. 46, the Youth Camp Safety Act.

The SPEAKER pro tempore (Mr. McFALL). Is there objection to the request of the gentleman from New Jersey?

Mr. ROUSSELOT. Mr. Speaker, reserving the right to object, will the gentleman explain what this will entail?

Mr. DOMINICK V. DANIELS. Mr. Speaker, if the gentleman will yield, in the presentation of some of the amendments today there may have been an error in the reference to a particular section and there may be a question as to where the amendment properly be-

longs, which would necessitate correction of the subsequent numbers as they pertain to sections.

Mr. ROUSSELOT. Mr. Speaker, I assume that none of the numbers for which the gentleman is now asking unanimous consent to change relate to the discussion we just had here concerning this one amendment?

Mr. DOMINICK V. DANIELS. Mr. Speaker, the gentleman is correct. This does not relate to that subject matter at all.

Mr. ROUSSELOT. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from New Jersey?

There was no objection.

GENERAL LEAVE

Mr. DOMINICK V. DANIELS. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks, and include extraneous material, on H.R. 46, Youth Camp Safety Act, the bill just passed.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from New Jersey?

There was no objection.

LEGISLATION TO SHIFT FUNDS TO CONVENTIONAL PUBLIC HOUSING PROGRAM

(Mr. MOORHEAD of Pennsylvania asked and was given permission to address the House for 1 minute, to revise and extend his remarks and include extraneous matter.)

Mr. MOORHEAD of Pennsylvania. Mr. Speaker, last year this chamber approved the Housing and Community Development Act of 1974, which contained some \$1.225 billion for public housing. The lion's share of these funds were for a new public housing program, section 8 leased housing.

While we did not totally discard the conventional public housing program, which today provides shelter for poor and moderate-income families and individuals throughout the Nation, it was clear that HUD wanted to employ the section 8 program wherever possible.

As regulations for the new program trickled out of HUD last fall, most knowledgeable housing people said that the program was not attractive enough to developers to build the 300,000 plus units HUD claimed would be constructed in this fiscal year under section 8.

The jury is still out on the effectiveness of the section 8 program, but early indications are that few developers, including local housing authorities, will build under the new program.

Consequently, 24 of my colleagues have joined me today in introducing legislation that will shift \$300 million in funds authorized for the section 8 program to a category reserved for local housing authorities—and allocate \$150 million of that \$300 million for the conventional public housing program.

This bill calls for new money, merely the transferring from one cat-

tional Association of Area Agencies on Aging; Charles J. Parrish, representing the Association for Gerontology; Janet Sainer, Community Service Society, New York City; and Blue Carstenson, Washington, D.C., on behalf of several Indian groups.

Hearings continue on Wednesday, April 23.

NEW HAMPSHIRE CONTEST

Committee on Rules and Administration: Committee continued to count those ballots in the New Hampshire senatorial election which are considered to be in contest, but did not complete action thereon and will meet again tomorrow.

House of Representatives

Chamber Action

Bills Introduced: 60 public bills, H.R. 6096-6155; 2 private bills, H.R. 6156-6157; and 16 resolutions, H.J. Res. 401-404, H. Con. Res. 231-238, and H. Res. 404-407 were introduced.

Pages H2961-H2963

Bills Reported: One report was filed as follows: H.J. Res. 242, to authorize and request the President to issue a proclamation designating the calendar week beginning May 12, 1975, as "National Historic Preservation Week" (H. Rept. 94-153).

Page H2960

Late Report: Committee on Post Office and Civil Service received permission to file a report by midnight tonight on H.J. Res. 242, to authorize and request the President to issue a proclamation designating the calendar week beginning May 12, 1975, as "National Historic Preservation Week."

Page H2884

Committee To Sit: Committee on International Relations received permission to sit during general debate of the House today.

Page H2885

Securities Reform Act: By voice vote, the House agreed to H. Res. 395, the rule providing for the consideration of and 1 hour of general debate on H.R. 4111, to amend the Securities Exchange Act of 1934 to remove barriers to competition, to foster the development of a national securities market system and a national clearance and settlement system, and to make uniform the Securities and Exchange Commission's authority over securities industry regulatory organizations.

Pages H2890-H2891

Youth Camp Safety Act: By a recorded vote of 197 ayes to 174 noes, the House passed H.R. 46, to provide for the development and implementation of programs for youth camp safety.

Agreed to the committee amendment in the nature of a substitute as amended.

Agreed to:

An amendment that adds language expressing the intent of the Congress that the States assume responsibility for adopting safety standards at least as effective as the Federal standards;

A clarifying amendment;

An amendment that authorizes grants to the States for the development, initiation, and early operation of youth camp safety plans;

An amendment requiring that the Director submit proposed safety standards and regulations to each House of Congress for its review;

An amendment adding a section which prohibits the Director from promulgating regulations or standards affecting the curriculum, admission standards, or religious requirements of youth camps;

An amendment that prohibits the Director from superceding equal or superior State safety standards with Federal regulations; and

A series of amendments en bloc that clarify the section on definitions.

Rejected:

A substitute amendment to the Committee amendment in the nature of a substitute that sought to narrow the definition of youth camps, and provide \$22.5 million in grants to the States as incentive to initiate their own safety standards (rejected by a recorded vote of 188 ayes to 194 noes).

The Clerk was authorized to correct section numbers in the engrossment of the bill.

H. Res. 385, the rule under which the bill was considered, was agreed to earlier by a voice vote.

Pages H2891-2923

Quorum Calls—Votes: Two quorum calls and two recorded votes developed during the proceedings of the House today and appear on pages H2885, H2916, H2922-H2923.

Program for Friday: Met at noon and adjourned at 6 p.m. until noon on Friday, April 18. No legislative business is scheduled.

Committee Meetings

AGRICULTURAL POLICY ADVISORY COMMITTEE

Committee on Agriculture: Subcommittee on Department Operations, Investigations and Oversight, held a hearing on recent establishment of an Agricultural Policy Advisory Committee and eight Agricultural Technical Advisory Committees for Trade Negotia-

The House voted on November 4, 1971 on Title 19 of HR-7248 (Higher Education Act) which is the Youth Camp Safety Act. This would set up Federal standards that had to be met by summer camps.

Congressman Ford voted against the Pickle Amendment Substitute which would require a study of the Youth Camp Safety. This was a teller vote which was adopted 184 to 168. Therefore, Ford voted for stronger regulations in the Bill.

Later in the Day Ford voted for final passage of the bill.

Budd Brown - Amends by FEA -

Time to support Pres. Proposal (Compromise)

Ugh + Up - Need to get going Price -

Look at "Post" Article -

Basic feeling - that Cong. can't handle Foreign Policy on Floor -

Have ~~sent~~ - poor precedent
last one - if handled poorly



YOUTH CAMP SAFETY LEGISLATION

6776

92nd Congress

HR-4407 - nothing done

93rd Congress

S. 1830 - nothing done

HR-1486 - nothing done

HR-1771 - nothing done

HR-4993 - nothing done

94th Congress

HR-46 passed the House on April 17, 1975 by a vote of 197 to 174 and was referred to the Senate Labor & Public Works Committee, Subcommittee on Children and Youth. Hearings were held last year on this legislation and the Bill will be marked up in a couple of weeks.

There was no motion to recommit in the House.

