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So Cleo was shifted around in special education classes and sent home when teachers ran out of patience. Finally, she was graduated with a useless diploma. Now she cannot find a job that pays enough to enable her to get the thing she wants most: an apartment of her own. So, she says, "I hang out in the street, drinking beer, playing pool. In a way, I feel bad about doing that, but I can't do nothing else. I could rip people off, but I figure they work hard for their money like I do."

As an example of the city's unemployed and underemployed black teenagers, Cleo is far from unique. That becomes clear after three weeks of hanging out with other Cleos on street corners, in chilly, dark housing-project parking lots, and on rocky, red clay clearings that pass for basketball courts and baseball diamonds. There the acrid, depressing stench of cheap marijuana blends with the gloom of corroding lives.

Black teenagers in housing projects like Dalton Village, Earle Village and Boulevard Homes, sitting in groups on cars or concrete apartment steps, are mistrustful of strangers, fearful of police harassment, angry, idle, frustrated, not really sure if they are the criminals, as adults say they are, or the victims.

Like Cleo, they complain that teachers "think we're stupid. They think black people are stupid. Adults in general think we're stupid." One 14-year-old who has been suspended from school three times this academic year said, "My teacher told me it's good to speak my mind, but speak it so that I won't be sent to the office."

Teenagers in Dalton Village, one of the city's largest housing projects, are aware of the Charlotte-Mecklenburg Youth Council. But they say they live too far from it—about 5 miles—to take full advantage of its activities and programs. Bus service during non-rush hours is intermittent at best, and few of the teenagers have access to cars.

"The Village," as residents call the project, got a lot of public attention in the fall of 1975 for its alleged high-crime rate. Police Chief J. C. Goodman asked the city council for revenue-sharing money to place two-man police teams in the project around the clock; two-man teams were necessary, he said, because four policemen had been assaulted in Dalton Village the previous year and now were afraid to work there on single patrol. After the community protested and several of his policemen denied they were afraid to patrol alone in the project, Goodman declared that he "didn't mean to say that." "If they send them [more police] out there," one Dalton Village teenager said, "that's when people are going to start doing something [criminal]."

Johnny Halley, 13, spends afternoons, evenings and weekends with his buddies sprawled on parked cars in one of the project's parking lots, complaining about the boredom. He admits there is crime at the project but justifies at least some of it: "If some scared cracker come out here acting bad but he know he's scared, somebody will ask him, 'Are you lost?', take him in their house and take his money." Dalton Village teenagers say that is a way of putting intruders on notice. "These white people come out here where we pay to stay," a 15-year-old declared. "Let them stay in their neighborhood. They're protecting their neighborhood. Why can't we protect ours?"

Some of the black teenager crime, the kids at Dalton Village say, could be prevented with more jobs. Mrs. Carrie Graves, 40, an activist among Village residents, told a newspaper reporter last December that her Christmas wish was jobs for all the project's teenagers who come to her door asking for work. She said jobs would be welcomed by the idle, activity-hungry kids hanging around the project.

The kids agree they could use the money and relief from boredom a job would provide. "We have to pay 25 cents to go to the Housing Authority's dances," 16-year-old Keith Hoke complained. "So we just go down to the bridge and look at the polluted water or sit on somebody's car in the parking lot. We don't have no transportation or money to go to the movies. It's boring around here."

"Yeah, we'd like to have jobs," another Dalton Village youngster said this winter, "but you know, you can't get no job now. I wanted something last summer where I could take care of little kids. Instead, I had to walk around here in the hot sun picking up trash with a stick. That made me even blacker, and girls don't like boys that are too dark."

## BUDGET FUNCTIONS

Mr. BEALL. Mr. President, consideration of the first budget resolution has once again focused attention on the complexities of the Federal budget process, complexities which demand public understanding. The April 26 issue of *Effort* contains an enlightening article by Richard Carrigan of the National Education Association and Roy H. Millenson of the Association of American Publishers explaining budget functions, with especial reference to the 500 series which encompasses education, manpower, and social services. This article is of greater current interest as the House Budget Committee early this month recommended changes in the 500 category to provide for a separate education function.

Because of their recognized expertise in the education field and the importance of their article, I ask unanimous consent that it be printed in the *RECORD*.

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

### HOW THE FUNCTIONS FUNCTION

(By Richard Carrigan (NEA), Roy H. Millenson (AAP))

Besides offering a limited field for lame puns, what are budget functions? The Federal budget, as presently constituted, consists of 16 "functional categories"—or, as they are sometimes more simply called, "functions"—representative of the broad aspects of national interest.

Under the new budget reform law, the Congressional Budget and Impoundment Control Act of 1974 (PL 93-344), the budget resolutions to be adopted by Congress must designate not only overall spending limits but must also designate spending limitations by function. Hence, the current concern with functional categories and what goes where.

Perhaps the best illustration of this concern is the category in which education is found, the 500 series. The 500 series not only includes education but also manpower and social services. It is broken down into six subfunctions, as follows:

- 501—Elementary, secondary and vocational education;
- 502—Higher education;
- 503—Research and general education aids;
- 504—Manpower training;
- 505—Other manpower services; and
- 506—Social services:

While we are familiar with the education subfunctions, it might be well worth while to glance briefly at the other subfunctions. For example, the FY 1977 budget lists under public assistance a \$2.5+ billion social services (506) item and \$315 million for work incentives (504). Under human development, there is another \$1.09+ billion for social

services (506). In the manpower area, we find some \$2.4 billion for employment and training assistance (504) and \$81.5 million for grants to states for unemployment insurance and employment services (504).

So what? All this is very complicated and why not let the bookkeepers argue about what goes where? What is the concern to educators? Simple. The Congressional budget resolution sets limits for each functional category. Coupled with education, as noted above, are a number of non-education items which are uncontrollable (ie, they rise and fall dependent upon need—Congress under the law cannot control the amount of the appropriation) and items, principally manpower, which expand and contract with the economy. Thus, after a figure is established for the 500 series and it is found that the non-education items—the uncontrollables and those dependent upon the economy—expand, it would be necessary to diminish expenditures for education.

Why the discussion now? Sec. 802 of the budget reform law indicates that the functional category system should be changed after consultation between the Senate and House Budget and Appropriations Committees and the OMB. Already, in a February 10 House address, Budget Committee Chairman Brock Adams indicated that education should be a separate item. Agreement with this approach has been indicated by the Senate Appropriations Committee.

That's not quite all. After all that has been said about the importance of functions because of the significance of the Congressional budget resolution, it would be misleading to omit the following. First, appropriation bills are not separated according to functional categories; the 500 series function, for example, is found in six different appropriations bills. Second, the budget itself is not arrayed according to function; for example, the eleven items on page 237 of the budget are from six different functional categories.

The overriding criterion in developing changes in the budget classifications is that the new classifications must better serve the understanding of Congress and the public as a means for focusing attention on major areas of national priority.

And that's how functions function.

## LOCK AND DAM 26

Mr. MONDALE. Mr. President, the *Daily Journal*, published in International Falls, Minn., last month carried an editorial concerning the controversy over replacement of lock and dam 26 at Alton, Ill. The editorial discusses the importance of this project to the State of Minnesota and the need for a realistic approach to both the economic and environmental aspects of a congressional decision in this matter.

I am pleased that the editorial, as have a number of others in the *Minnesota Press*, endorsed the approach embodied in my proposal for replacement of lock and dam 26.

Mr. President, I ask unanimous consent that the full text of the *Daily Journal's* editorial be printed in the *RECORD*.

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

### MONDALE COURAGEOUS

With the Reserve Mining case nearing the point where a final settlement is likely to be made in the foreseeable future, it's only natural that new environmental battlegrounds will rise to national prominence.

We admire and applaud Sen. Mondale for establishing a position of courage and leadership on one of these new issues.

The controversy involves a federal proposal to reconstruct a set of locks and a dam on the Mississippi River near Alton, Ill.

For the unfamiliar, the Mississippi lock and dam system is as important to river shipping as the St. Lawrence seaway is to the Great Lakes. Barges on the Mississippi move hundreds of thousands of tons of products in and out of Minnesota each year. The favorable water freight rates mean lower prices for consumers and higher prices for Minnesota-produced farm products.

A recent accident-caused shutdown of the critical Alton locks cost Minnesota farmers the equivalent of six cents a bushel for grain. That's the estimate of Agriculture Commissioner John Wefald who said that the incident cost the state \$30 million in lost grain export sales.

The Alton locks are outdated and have deteriorated seriously. Some fear they might collapse and plug the river for a long period of time. The economic consequences of such a collapse would be felt throughout the state.

The U.S. Army Corps of Engineers, which operates the lock and dam system, has had it in mind for some years to replace the Alton locks with new and larger facilities. Simple logic says that the Corps should be encouraged to move ahead. The river shipping system is only as strong as its weakest lock.

But the stumbling block is that the Alton locks have been chosen by the Sierra Club, Izak Walton League and others who allege to be environmentalists as the place for a last-ditch stand. The groups have teamed up with a group of railroads—all of which have selfish reasons for wanting to undercut barge shipping—to force the project to a halt by legal maneuvers.

Public support has been mustered for the anti-barge position through outright distortion. One of the worst is a Readers Digest reprint entitled "Big Dam Decision at Alton." The article is malicious in its use of half-truths.

The biggest lie of all that a new set of locks is part of a secret plot to further deepen the shipping channel upstream from Alton. But the nation's largest inland shipping association has gone on record as being opposed to any such plan. And, further, the needed legislation for the Alton project is being structured to specifically prohibit upstream deepening.

Sen. Mondale has been under heavy pressure from all factions and has decided to come down on the side of building the new locks. He's proposing to submit legislation to allow the corps to proceed with construction while at the same time specifically protecting environmental concerns.

We suspect that the senator will take a shellacking from the environmentalists. One of his frequent allies in environmental affairs, Sen. Gaylord Nelson, D-Wis., is taking the other side of the fence. Nelson is proposing a series of federal studies and surveys that would be both time-consuming and expensive.

In today's political climate, Nelson's position will be the most popular and the one most productive at the polls. But Sen. Mondale's position is the realistic one. It holds that it's possible to gain economic advantage from the river while at the same time providing reasonable environmental protection.

#### VOLUNTARY DISCLOSURE OF INCOME AND ASSETS

Mr. CHURCH. Mr. President, periodically, since 1964, I have voluntarily dis-

closed by income and assets. In this election year, it is appropriate that a current statement be issued.

Beside my Senate salary of \$43,025, my wife Bethine, received \$4,556.81 last year from interest accrued on the sale of Robinson Bar Ranch near Clayton, Idaho, which she inherited from her family. In addition to the interest, a payment of \$5,443.19 was received on the principle, making the total payment \$10,000.

I also received \$14,975 in honoraria for speaking engagements. In addition, Bethine and I also earned \$5,656.32 interest in municipal bonds.

Our personal property includes a split-level, brick-frame house in Bethesda, Md., which was purchased in 1957, shortly after I entered the Senate. The price of the home was \$43,500, of which approximately \$3,400 mortgage remains to be paid. We also own, free and clear, a 1965 Ford Mustang and a 1972 Chevrolet stationwagon. I carry medical, automobile, life, and home insurance, and I contribute to the Senate retirement fund.

In her own name, Bethine holds title to the Clark family residence in Boise, Idaho, which she owns free and clear. We pay property taxes on the house, but receive no income. Other than mortgage payments on the home, we have no other debts.

In addition to disclosing my income and assets, Mr. President, I am also releasing the amount Bethine and I paid in State and Federal income taxes for 1975.

Last year, we paid \$18,648.40 in taxes, including \$14,932 to the Federal Government and \$3,715.85 to the State of Idaho. This represents 32 percent of our income.

I ask unanimous consent, Mr. President, that copies of our latest Federal and State income tax returns be printed in the RECORD.

There being no objection, the tax returns were ordered to be printed in the RECORD, as follows:

#### FORM 1040—INDIVIDUAL INCOME TAX RETURN

Name: Frank F. & Jean B. Church.  
Address: 245 Russell Senate Office Building, Washington, D.C.  
Married—filing joint return.  
Exemptions—3.  
Presidential campaign contributions—yes.

INCOME	
Wages, salaries, tips and other compensation	\$43,025.00
Interest income	4,556.81
Income other than wages, dividends, and interest	17,980.89
<b>Total</b>	<b>65,562.70</b>

Adjustments (sick pay, moving expenses, etc.)	(6,208.28)
Adjusted gross income	59,354.42

TAX PAYMENTS AND CREDITS	
Tax	13,908.29
Credit for personal exemptions	90.00
Balance	13,818.29
Other taxes	1,113.90
<b>Total</b>	<b>14,932.19</b>

Total Federal income tax withheld	11,755.87
Balance due IRS	3,176.32

#### INCOME OTHER THAN WAGES, DIVIDENDS, AND INTEREST

Business income (or loss)	\$14,975.00
Net gain (or loss) from sale or exchange of capital assets	2,503.59

Pensions, annuities, rents, royalties, partnerships, estates, or trusts, etc.	202.30
Other (honorariums)	300.00

<b>Total</b>	<b>17,980.89</b>
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#### ADJUSTMENTS TO INCOME

Employee business expense	3,962.03
Payments to a Keogh retirement plan	2,246.25

<b>Total</b>	<b>6,208.28</b>
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#### TAX COMPUTATION

Adjusted gross income	59,354.42
Itemized deductions	13,420.48

Difference	45,933.94
Number of exemptions claimed (by \$750)	2,250.00

Taxable income	43,683.94
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#### OTHER TAXES

Total self employment tax	1,113.90
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#### SCHEDULE OF CONGRESSIONAL REIMBURSEMENTS AND EXPENSES

##### Reimbursements

Travel	\$3,059.54
Home State Office	5,754.58
Telephone (outside D.C.)	5,852.98
Other	2,431.38

<b>Total</b>	<b>17,098.48</b>
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##### Expenses

Travel	\$4,021.57
Home State Office	5,754.58
Telephone (outside D.C.)	5,852.98
Other	2,431.38
* Cost of Living (D.C.)	3,000.00

<b>Total</b>	<b>21,060.51</b>
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Expenses in excess of reimbursement. (Form 1040, Line 39)	3,962.03
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\* See Attached Affidavit.

I hereby certify that I was in a travel status in the Washington area, away from home, in the performance of my official duties as a Member of Congress, for 200 days during the taxable year, and my deductible living expenses while in such travel status amounted to \$3,000.00.

FRANK CHURCH, U.S.S.

#### ITEMIZED DEDUCTIONS

##### Medical and dental expenses

Insurance premiums for medical care	\$150.00
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##### Taxes

State and local income	6,071.07
Real estate	2,357.17
State and local gasoline	160.00
General sales tax	322.08
New auto sales tax	131.93

<b>Total</b>	<b>9,042.25</b>
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##### Interest expense

Home mortgage	267.09
Idaho First National	298.45
GMAC	188.58
Department stores	30.69

<b>Total</b>	<b>784.81</b>
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##### Contributions

Cash contributions	260.00
Church	350.00
Other	350.00

<b>Total</b>	<b>960.00</b>
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##### Miscellaneous deductions

Other (schedule attached)	2,483.42
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##### Summary of itemized deductions

Total medical	150.00
Total taxes	9,042.25