

take action separately, and a bill was reported. H.R. 6860, to grant tax credit incentives for many energy conservation measures, but the bill never reached the floor.

We must move quickly on this issue again this year. Senator GRIFFIN has introduced a bill (S. 198) that not only provides these incentives to homeowners but also provides additional incentives to utilities to market insulation materials to their customers. I believe the entire residential conservation effort depends on the active involvement of the utilities and the fuel oil marketers, and until they are given reason to sell conservation materials, we may be doomed to failure.

I believe that the assurances provided to utilities in S. 198 will spur their involvement in conservation and save us millions of cubic feet of natural gas and many thousands of barrels of oil. Each is precious and we should do all that is feasible to preserve and conserve them.

#### GAO REPORTS ON COST OVERRUNS FOR CIVILIAN AND MILITARY PROJECTS

Mr. PROXMIRE. Mr. President, the General Accounting Office has concluded an audit of 753 major civilian and military projects which shows an almost unbelievable cost overrun of \$176 billion—64 percent more than original estimates.

The GAO figures show that these 753 projects were expected to cost \$276 billion but have ended up with a price tag of \$452 billion. The difference is enough to fund the entire Agriculture budget for over 13 years.

A total of 148 civilian projects had cost overruns of over 100 percent. The agency with the highest total of 100 percent overrun projects was the Army Corps of Engineers with 83. The corps received my "Golden Fleece of the Year" award last December for just that reason.

Of the \$176 billion in cost overruns, the Defense Department represents \$74 billion, followed closely by the Federal Highway Administration at \$60.6 billion and then the Army Corps of Engineers at \$14 billion.

One thing about cost overruns—they are common to just about every Government agency. The new figures show the Washington Metropolitan Area Transit Authority with an overrun of \$3 billion. The Tennessee Valley Authority has a \$2.9 billion cost growth problem on its hands. The Energy Research and Development Administration has \$3 billion in cost overruns, and the Bureau of Reclamation of the Department of the Interior comes in with \$5.5 billion. The extension of the Dirksen Office Building is up 78 percent to \$85 million.

In fairness to all these agencies, inflation has played a role in the increased costs. But inflation is by no means the only culprit. When the GAO examined the reasons behind the projects averaging over 100 percent increases, they found inflation accounted for 47 percent. This left plenty of room for unanticipated development difficulties, faulty planning, poor management and underestimating.

The message of the GAO report is that

cost overruns have become a way of life for the Federal Government.

These figures show just how badly the Congress and the taxpayer have been taken in by low estimates and promises of efficient operations. If we started saying no to projects with dramatic cost overruns, we would not only save money but also encourage proper management.

#### DR. MARTIN LUTHER KING, JR.

Mr. BROOKE. Mr. President, I am pleased to enter in the RECORD the remarks delivered by Senator EDWARD KENNEDY during ecumenical services in the Ebenezer Baptist Church of Atlanta, Ga., on January 15, 1977.

Senator KENNEDY's remarks fully describe the magnificence of Dr. King by explaining how this extraordinary man contributed so very much to this country.

As a cosponsor of Senate Joint Resolution 9, Senator Kennedy is one of over 50 Senators who support the effort to establish January 15, Dr. King's birthday, as a national day of commemoration in honor of this great American.

I ask unanimous consent that Senator KENNEDY's remarks be printed in the RECORD.

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

#### STATEMENT BY SENATOR EDWARD M. KENNEDY

It is a distinguished honor for me to stand in the pulpit of the Ebenezer Baptist Church on the 48th anniversary of the birth of Dr. Martin Luther King, Jr. It is with a feeling of humility that I take part in this ecumenical service. For we worship in the House of the Lord and we commemorate the extraordinary life of the man who believed that the crises that divide Americans are not nearly as important as the qualities that unite us.

This day recalls the ancient verse from the book of Psalms: "They shall abundantly utter the memory of thy great goodness and shall sing of thy righteousness." He was a righteous man and a good man who refused to "accept the view that mankind is so tragically bound to the starless midnight of racism and war that the bright daybreak of peace and brotherhood can never become a reality."

This year, we must pledge to rekindle the spirit of peace and justice that is the enduring legacy of Dr. Martin Luther King, Jr.

For Dr. King awakened America. He was the heart of a mighty engine that moved this country toward a new revival of spirit and hope. He was the center of a stirring panorama that included names and symbols of a remarkable movement.

Brown v. Board of Education and Little Rock; Rosa Parks, Charlayne Hunter, Autherine Lucy; the Freedom Rides; Albany, Georgia; Orangeburg State College; John and Robert Kennedy and John Doar; Frank Johnson and Medgar Evers; the Edmund Pettus Bridge at Selma; Schwerner, Goodman and Cheney; Earl Warren, Whitney Young and Philip Hart; the Lincoln Memorial in 1963; Adam Clayton Powell and Andy Young; James Meredith, Watts and Resurrection City; CORE and SNCC; the NAACP and the leadership conference on Civil Rights.

And among these symbols of Civil Rights, there is Martin Luther King, Jr. his name leads all the rest.

His dream guided us when our vision dimmed. His courage inspired us when the sacrifices seemed too great. His ideas guided us when our footsteps faltered. His memory summons us again to action. It sounds the trumpet for new battles, for fresh assaults on the walls of racism and discrimination.

That trumpet reaches through the silence of the past eight years. Those who had shared his dream—and they were black and white, Christian and Jew, Northern and Southerner—they mourned for the man and for themselves. The oppressed throughout this land saw their dream shattered into thousands of tiny, personal nightmares.

And we heard the words of Langston Hughes, "what happens to a dream deferred? Does it dry up like a raisin in the sun? . . . Maybe it just sags like a heavy load. Or does it explode?"

Dr. King believed that the most powerful explosion was the force of nonviolence. That it was not sterile but a powerful force that could transform America.

He believed that "in a dark, confused world the kingdom of God may yet reign in the hearts of men."

But, at his death, official America began with a heavy hand to write an epitaph for black Americans. It was at a time when the words of Dr. King went unheeded.

Dr. King preached that "I have the audacity to believe that peoples everywhere can have three meals a day for their bodies; education and culture for their minds; and dignity, equality and freedom for their spirits."

In a nation where we can explore the frontiers of space, surely, we can bring hope to the inner cities.

In a land that can produce food for millions around the world, surely we can end hunger around the next corner.

In a country that can produce machines to sustain life, surely we can provide basic care to every sick child whether he lives in Georgia or Massachusetts.

Dr. King believed we could do that. He called for an end to racism, for a new commitment in our inner cities, for new jobs for our young people and for new hope for the poor in our midst. But that call remains unanswered.

He wanted the black child to have the same chance to enter the best colleges as the white child, but that cause remains unfulfilled. He asked that a sick child have the same chance for quality care whether he lives in a tenement or in a luxury tower. But that too remains undone.

Even his call against the war remains incomplete. Dr. King sounded America's early warning signal, that the war in Vietnam was unjust, immoral and corrupt. He was in the vanguard for justice at home and peace in Indochina.

We have ended the fighting. We must keep faith with his call and end the divisiveness that lingers, with amnesty and pardon for draft evaders and deserters, with full benefits for the veterans, and compassion for those who received less than honorable discharges and carry a weight on their future. For all of those let us hear the words of reconciliation.

From this pulpit, on this morning, I call out to America to begin a new revival. On this anniversary of Dr. King's birth it is fitting for us to begin again the work that Dr. King initiated.

Just 20 years ago blacks and whites would not have worshipped together in this very church.

Fifteen years ago, blacks in this State could not have gone to the polls to put Andy Young in the Congress or to put Jimmy Carter in the White House.

Even five years ago, the citizens of Boston—black and white—had not yet seen their constitutional rights protected.

As America begins its third century, we have a fresher understanding of the challenges before us. The Bicentennial Year has given all of us a new and deeper awareness of our heritage and history. Our task in the final quarter of this century is to breathe new life into the American Revolution, and breathe new meaning into the timeless principles by which America was born.

Both of these sons of Georgia have felt the greatness that our country can attain.

Both of these sons of the State of Georgia refused to accept things as they were.

When he was inaugurated as governor of this great State—President-elect Carter said, "The time for racial discrimination is over . . . no poor, rural, weak or black person should ever have to bear the additional burden of being deprived of the opportunity of an education, a job or simple justice."

Those are the words to bring to every State in this Nation, not just for the next four years or the next eight years, but for all time.

Frederick Douglas said it well: "If there is no struggle, there is no progress. Those who profess to favor freedom and yet deprecate agitation are men who want crops without plowing up the ground. They want the rain without thunder and lightning. They want the ocean without the awful roar of her mighty waters. Power concedes nothing without a demand. It never has and it never will."

Martin Luther King, Jr., during his lifetime, plowed up the ground of injustice and discrimination. He instilled in his followers a faith that made their voices roar like thunder and lightning in a clamor to be set free.

Despite the gloom of these past years, let our voices sound once more like thunder. Let our hands join to build a new order for a new age, and let us reach once more into the soul of America and find our future together in the words of Martin Luther King, Jr.:

" . . . when the blazing light of truth is focused on this marvelous age in which we live—men and women will know and children will be taught that we have a finer land, a better people, a more noble civilization—because these humble children of God were willing to suffer for righteousness sake."

#### JACK CAVANAUGH EULOGY

Mr. ZORINSKY. Mr. President, at this time I would like the Senate to note the death of Mr. Jack Cavanaugh, father of Representative JOHN CAVANAUGH and a distinguished citizen of the State of Nebraska. Mr. Cavanaugh died of a heart attack Saturday at his home in Omaha. Mr. Cavanaugh made a tremendous contribution to good government in Douglas County, Nebr., as a member of its board of commissioners for 18 years until his retirement in 1974.

Mr. Cavanaugh instilled in his family the highest respect for representative government. He ran unsuccessfully for the seat in the House of Representatives that his son now holds. His dream, however, was realized on January 4 when he watched from the House Gallery as his son was sworn in as a Member of the 95th Congress. Jack Cavanaugh was a man, who through a lifetime of hard work, left this world a better place than when he entered it 56 years ago. He will be missed.

#### WHAT THE GENOCIDE TREATY WILL NOT DO

Mr. PROXMIRE. Mr. President, since 1967 I have stood almost daily before this

distinguished body and urged its Members to ratify the Genocide Convention of 1948. During that time I have heard every conceivable argument which could be used against ratification and not one has proved convincing.

The Genocide Convention is purely and simply an initial attempt by the international body of man to outlaw a most heinous crime, that of mass murder of a specific racial, political, or cultural group.

This fact stands in sharp contrast to any of the arguments posed by the opponents of the Genocide Convention.

Contrary to the dissenters' opinions, the Genocide Convention does not hinder the right of free speech in this country. That is a right which can only be affected by our own Nation's courts, as the Supreme Court has shown time and time again.

Contrary to the arguments of the treaty's opponents, the Genocide Convention will not allow individual Americans to be harassed in other countries. Those persons or groups which are motivated to harass Americans in foreign countries will find the means to do so, with or without this body's ratification of the Genocide Convention.

And contrary to the argument made by some of the Convention's foes, ratification of the Genocide Treaty does not violate any of our Nation's constitutional processes. Even the American Bar Association has dropped that argument and its opposition to the treaty's ratification.

In summary, Mr. President, none of these arguments are, by any stretch of the imagination, applicable to the Genocide Convention or its ratification by this body. There is nothing standing in the way of our taking our responsible place among the world's nations by ratifying the Genocide Treaty. I urge that we take action immediately.

#### NATIONAL ORGANIZATIONS CALL FOR 1 MILLION JOBS FOR YOUTHS

Mr. HUMPHREY. Mr. President, early this month a group of prominent, national youth-serving organizations sent President Carter a position paper on youth employment calling for the creation of 1 million service jobs for the Nation's unemployed youths.

The organizations—including the National Child Labor Committee, the National Urban League, the National Boards of the YWCA and the YMCA, the Boys Clubs of America, the Recruitment and Training Program, the National Federation of Settlements and Neighborhood Centers, and the New York Coalition for More Jobs—urged that:

A public service youth employment program of one million jobs, at least three-quarters of which would be for out-of-school, out-of-work youths should be launched immediately, through the Comprehensive Employment and Training Act, other existing mechanisms, new contractual arrangements or a combination of these. Preference in the program should be given to those youth who are members of minority groups, to women, and to those others whose employment problems are manifestly greater.

Such a program should provide socially useful work serving community needs, and

prepare enrollees to move on to jobs in both the private and public sectors of the economy.

On Tuesday, January 11, I introduced a bill (S. 170) which would establish just such a program of community service jobs for up to 1 million youths, as well as establish a wide variety of other programs to assist youths in their preparation for the world of work. This bill, the Comprehensive Youth Employment Act of 1977, was coauthored by my good friend Senator JAVRS, and has been co-sponsored by Senator ABOUREZK, MATSUNAGA, CASE, INOUE, ANDERSON, and MOYNIHAN.

Among the programs that would be created by enactment of the Comprehensive Youth Employment Act are:

First, a youth community service program to create productive jobs for youths on local community projects;

Second, a youth opportunities in private enterprise program to help youths find jobs in private enterprise and to reimburse industry for on-the-job training costs;

Third, a work experience for in-school youths program to provide youths with job experience before secondary school completion;

Fourth, an occupational information and career counseling program to provide youths with the job counseling and information needed to make informed career choices;

Fifth, a national conservation corps to provide jobs for youths on national and local conservation corps projects; and

Sixth, an expansion of the Job Corps for severely disadvantaged youths.

I welcome this group of organizations' call for a significant youth employment program and I welcome their support.

Mr. President, I ask unanimous consent that the position paper be printed in the RECORD at this point.

There being no objection, the position paper ordered to be printed in the RECORD, as follows:

#### POSITION STATEMENT ON YOUTH EMPLOYMENT

We believe that a major assault on the problems of youth employment is essential, and that this effort must begin in the very near future. To begin to meet the immediate needs of today's unemployed youth, a carefully planned, one-million-job public service youth employment program should be implemented as soon as is feasible; and a Presidential Youth Commission with the full backing of the President and with considerable authority should be created within the next six months for the purpose of long-range, comprehensive planning, coordination and youth advocacy.

The millions of young people who are unemployed cannot be adequately absorbed by the private sector, nor can they be reached by the standard remedies for adult unemployment and a flagging economy—increased employment among adults does not benefit young people, and tax cuts do not filter down to them. If we are to reduce the national tragedy of massive, chronic youth unemployment the special needs of youth must be confronted directly.

Furthermore, if young people are to be prepared for productive adulthood we must recognize that youth employment problems encompass many groups: the unemployed, the underemployed, those seeking part-time work, and all younger children who are uninformed about the world of work. If the