



United States  
of America

# Congressional Record

PROCEEDINGS AND DEBATES OF THE 105<sup>th</sup> CONGRESS, FIRST SESSION

Vol. 143

WASHINGTON, MONDAY, DECEMBER 15, 1997

No. 161

## Senate

### REPORT OF THE CANCELLATION OF DISCRETIONARY BUDGET AUTHORITY (97-75)—MESSAGE FROM THE PRESIDENT RECEIVED DURING THE ADJOURNMENT OF THE SENATE—PM 82

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate on November 20, 1997, received a message from the President of the United States, together with an accompanying report; referred jointly, pursuant to section 1022 of the Congressional Budget and Impoundment Control Act of 1974, to the Committee on Appropriations, and to the Committee on the Budget.

THE WHITE HOUSE,  
Washington, DC, November 20, 1997.

Hon. ALBERT GORE, Jr.,  
President of the Senate,  
Washington, DC.

DEAR MR. PRESIDENT: In accordance with the Line Item Veto Act, I hereby cancel the dollar amounts of discretionary budget authority, as specified in the attached reports, contained in the "Department of the Interior and Related Agencies Appropriations Act, 1998" (H.R. 2107). I have determined that the cancellation of these amounts will reduce the Federal budget deficit, will not impair any essential Government functions, and will not harm the national interest. This letter, together with its attachments, constitutes a special message under section 1022 of the Congressional Budget and Impoundment Control Act of 1974, as amended.

Sincerely,

WILLIAM J. CLINTON.

### REPORT OF THE CANCELLATION OF DISCRETIONARY BUDGET AUTHORITY (97-78)—MESSAGE FROM THE PRESIDENT RECEIVED DURING THE ADJOURNMENT OF THE SENATE—PM 83

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate on November 20, 1997, received a message from the President of the United States, together with an accompanying report; referred jointly, pursuant to section

1022 of the Congressional Budget and Impoundment Control Act of 1974, to the Committee on Appropriations, and to the Committee on the Budget.

THE WHITE HOUSE,  
Washington, DC, November 20, 1997.

Hon. ALBERT GORE, Jr.,  
President of the Senate,  
Washington, DC.

DEAR MR. PRESIDENT: In accordance with the Line Item Veto Act, I hereby cancel the dollar amounts of discretionary budget authority, as specified in the attached reports, contained in the "Agriculture, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act, 1998" (H.R. 2160). I have determined that the cancellation of these amounts will reduce the Federal Budget deficit, will not impair any essential Government functions, and will not harm the national interest. This letter, together with its attachments, constitutes a special message under section 1022 of the Congressional Budget and Impoundment Control Act of 1974, as amended.

Sincerely,

WILLIAM J. CLINTON.

### REPORT OF THE CANCELLATION OF DISCRETIONARY BUDGET AUTHORITY (97-82)—MESSAGE FROM THE PRESIDENT RECEIVED DURING THE ADJOURNMENT OF THE SENATE—PM 81

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate on December 2, 1997, received a message from the President of the United States, together with an accompanying report; referred jointly, pursuant to section 1025 of the Congressional Budget and Impoundment Control Act of 1974, to the Committee on Appropriations, and to the Committee on the Budget.

THE WHITE HOUSE,  
Washington, DC, November 20, 1997.

Hon. ALBERT GORE, Jr.,  
President of the Senate,  
Washington, DC.

DEAR MR. PRESIDENT: In accordance with the Line Item Veto Act, I hereby cancel the dollar amounts of discretionary budget authority, as specified in the attached report,

contained in the "Department of Commerce, Justice, and State, and Related Agencies Appropriations Act, 1998" (H.R. 2267). I have determined that the cancellation of these amounts will reduce the Federal Budget deficit, will not impair any essential Government functions, and will not harm the national interest. This letter, together with its attachment, constitutes a special message under section 1022 of the Congressional Budget and Impoundment Control Act of 1974, as amended.

Sincerely,

WILLIAM J. CLINTON.

### MESSAGES FROM THE HOUSE RECEIVED DURING ADJOURNMENT

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate, on October 14, 1997, during the adjournment of the Senate, received a message from the House of Representatives announcing that the House has passed the following bills and joint resolution, each without amendment:

S. 156. An act to provide certain benefits of the Pick-Sloan Missouri River Basin program to the Lower Brule Sioux Tribe, and for other purposes.

S. 819. An act to designate the United States courthouse at 200 South Washington Street in Alexandria, Virginia, as the "Martin V.B. Bostetter, Jr. United States Courthouse."

S. 833. An act to designate the Federal building courthouse at Public Square and Superior Avenue in Cleveland, Ohio, as the "Howard M. Metzenbaum United States Courthouse."

S. 1161. An act to amend the Immigration and Nationality Act to authorize appropriations for refugees and entrant assistance for fiscal years 1998 and 1999.

S. 1193. An act to amend chapter 443 of title 49, United States Code, to extend the authorization of the aviation insurance program, and for other purposes.

S. 1559. An act to provide for the design, construction, furnishing, and equipping of a Center for Historically Black Heritage within Florida A&M University.

S. 1565. An act to make technical corrections to the Nicaraguan Adjustment and Central American Relief Act.

• This "bullet" symbol identifies statements or insertions which are not spoken by a Member of the Senate on the floor.



Printed on recycled paper containing 100% post consumer waste

S12715

S.J. Res. 39. Joint resolution to provide for the convening of the Second Session of the One Hundred Fifth Congress.

The message also announced that the House has agreed to the following concurrent resolutions, each without amendment:

S. Con. Res. 68. Concurrent resolution to adjourn sine die the First Session of the One Hundred Fifth Congress.

S. Con. Res. 70. Concurrent resolution to correct a technical error in the enrollment of the bill S. 1026.

The message further announced that the House has passed the following joint resolution, in which it requests the concurrence of the Senate:

H.J. Res. 106. Joint resolution making further continuing appropriations for the fiscal year 1998, and for other purposes.

The message also announced that the House agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 2267) making appropriations for the Department of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1998, and for other purposes.

The message further announced that the Speaker has signed the following enrolled joint resolutions:

H.J. Res. 103. Joint resolution waiving certain enrollment requirements with respect to certain specified bills of the One Hundred Fifth Congress.

H.J. Res. 106. Joint resolution making further continuing appropriations for the fiscal year 1998, and for other purposes.

Under the authority of the order of the Senate of January 7, 1997, the enrolled joint resolutions were signed on November 14, during the adjournment of the Senate by the President pro tempore [Mr. THURMOND].

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate, on October 18, 1997, during the adjournment of the Senate, received a message from the House of Representatives announcing that the Speaker pro tempore [Mrs. MORELLA] has signed the following enrolled bills and joint resolution:

S. 156. An act to provide certain benefits of the Pick-Sloan Missouri River Basin program to the Lower Brule Sioux Tribe, and for other purposes.

S. 476. An act to provide for the establishment of not less than 2,500 Boys and Girls Clubs of America facilities by the year 2000.

S. 738. An act to reform the statutes relating to Amtrak, to authorize appropriations for Amtrak, and for other purposes.

S. 819. An act to designate the United States courthouse at 200 South Washington Street in Alexandria, Virginia, as the Martin V.B. Bostetter, Jr. United States Courthouse.

S. 833. An act to designate the Federal building courthouse at Public Square and Superior Avenue in Cleveland, Ohio, as the Howard M. Metzenbaum United States Courthouse.

S. 1161. An act to amend the Immigration and Nationality Act to authorize appropriations for refugee and entrant assistance for fiscal years 1998 and 1999.

S. 1193. An act to amend chapter 443 of title 49, United States Code, to extend the author-

ization of the aviation insurance program, and for other purposes.

S. 1559. An act to provide for the design, construction, furnishing, and equipping of a Center for Historically Black Heritage within Florida A&M University.

S. 1565. An act to make technical corrections to the Nicaraguan Adjustment and Central American Relief Act.

S.J. Res. 39. Joint resolution to provide for the convening of the second session of the One Hundred Fifth Congress.

Under the authority of the order of the Senate of January 7, 1997, the enrolled bills and joint resolutions were signed on November 18, during the adjournment of the Senate by the President pro tempore [Mr. THURMOND].

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate, on October 18, 1997, during the adjournment of the Senate, received a message from the House of Representatives announcing that the Speaker pro tempore [Mrs. MORELLA] has signed the following enrolled bills:

S. 1026. An act to reauthorize the Export-Import Bank of the United States.

S. 1139. An act to reauthorize the programs of the Small Business Administration, and for other purposes.

S. 1228. An act to provide for a 10-year circulating commemorative coin program to commemorate each of the 50 States, and for other purposes.

S. 1354. An act to amend the Communications Act of 1934 to provide for the designation of common carriers not subject to the jurisdiction of a State commission as eligible telecommunications carriers.

S. 1378. An act to extend the authorization of use of official mail in the location and recovery of missing children, and for other purposes.

S. 1417. An act to provide for the design, construction, furnishing and equipping of a Center for Performing Arts within the complex known as the New Mexico Hispanic Cultural Center and for other purposes.

S. 1505. An act to make technical and conforming amendments to the Museum and Library Services Act, and for other purposes.

S. 1507. An act to amend the National Defense Authorization Act for Fiscal Year 1998 to make certain technical corrections.

S. 1519. An act to provide a 6-month extension of highway, highway safety, and transit programs pending enactment of a law reauthorizing the Intermodal Surface Transportation Efficiency Act of 1991.

Under the authority of the order of the Senate of January 7, 1997, the enrolled bills were signed on November 18, during the adjournment of the Senate by the President pro tempore [Mr. THURMOND].

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate, on October 14, 1997, during the adjournment of the Senate, received a message from the House of Representatives announcing that the Speaker pro tempore [Mrs. MORELLA] has signed the following enrolled bills:

S. 830. An act to amend the Federal Food, Drug, and Cosmetic Act and the Public Health Service Act to improve the regulations of food, drugs, devices, and biological products, and for other purposes.

H.R. 2159. An act making appropriations for foreign operations, export financing, and

related programs for the fiscal year ending September 30, 1998, and for other purposes.

Under the authority of the order of the Senate of January 7, 1997, the enrolled bills were signed on November 19, 1997 during the adjournment of the Senate by the President pro tempore [Mr. THURMOND].

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate, on November 24, 1997, during the adjournment of the Senate, received a message from the House of Representatives announcing that the Speaker has signed the following enrolled bill:

H.R. 2267. An act making appropriations for the Departments of Commerce, Justice and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1998, and for other purposes.

Under the authority of the order of the Senate of January 7, 1997, the enrolled bill was signed on November 24, 1997 during the adjournment of the Senate by the President pro tempore [Mr. THURMOND].

Under the authority of the order of the Senate of January 7, 1997, the Secretary of the Senate, on November 25, 1997, during the adjournment of the Senate, received a message from the House of Representatives announcing that the Speaker has signed the following enrolled bills:

H.R. 1254. An act to designate the United States Post Office building located at 1919 West Bennett Street in Springfield, Missouri, as the "John N. Griesemer Post Office Building."

H.R. 1493. An act to require the Attorney General to establish a program in local prisons to identify, prior to arraignment, criminal aliens and aliens who are unlawfully present in the United States, and for other purposes.

H.R. 2626. An act to make clarifications to the Pilot Records Improvement Act of 1996, and for other purposes.

Under the authority of the order of the Senate of January 7, 1997, the enrolled bills were signed on November 25, 1997 during the adjournment of the Senate by the President pro tempore [Mr. THURMOND].

#### ENROLLED BILLS AND JOINT RESOLUTION PRESENTED

The Secretary of the Senate reported that he had presented to the President of the United States, the following enrolled bills and joint resolution:

On November 17, 1997:

S. 156. An act to provide certain benefits of the Pick-Sloan Missouri River Basin program to the Lower Brule Sioux Tribe, and for other purposes.

S. 476. An act to provide for the establishment of not less than 2,500 Boys and Girls Clubs of America facilities by the year 2000.

S. 738. An act to reform the statutes relating to Amtrak, to authorize appropriations for Amtrak, and for other purposes.

S. 819. An act to designate the United States courthouse at 200 South Washington Street in Alexandria, Virginia, as the Martin V.B. Bostetter, Jr. United States Courthouse.

S. 833. An act to designate the Federal building courthouse at Public Square and Superior Avenue in Cleveland, Ohio, as the

Howard M. Metzenbaum United States Courthouse.

S. 1161. An act to amend the Immigration and Nationality Act to authorize appropriations for refugee and entrant assistance for fiscal years 1998 and 1999.

S. 1193. An act to amend chapter 443 of title 49, United States Code, to extend the authorization of the aviation insurance program, and for other purposes.

S. 1559. An act to provide for the design, construction, furnishing, and equipping of a Center for Historically Black Heritage with-in Florida A&M University.

S. 1565. an act to make technical corrections to the Nicaraguan Adjustment and Central American Relief Act.

S.J. Res. 39. Joint resolution to provide for the convening of the second session of the One Hundred Fifth Congress.

On November 19, 1997:

S. 830. An act to amend the Federal Food, Drug, and Cosmetic Act and the Public Health Service Act to improve the regulation of food, drugs, devices, and biological products, and for other purposes.

S. 1026. An act to reauthorize the Export-Import Bank of the United States.

S. 1228. An act to provide for the 10-year circulating commemorative coin program to commemorate each of the 50 States, and for other purposes.

S. 1354. An act to amend the Communications Act of 1934 to provide for the designation of common carriers not subject to the jurisdiction of a State commission as eligible telecommunications carriers.

S. 1378. An act to extend the authorization of use of official mail in the location and recovery of missing children, and for other purposes.

S. 1417. An act to provide for the design, construction, furnishing, and equipping of a Center for Performing Arts within the complex known as the New Mexico Hispanic Cultural Center and for other purposes.

S. 1505. An act to make technical and conforming amendments to the Museum and Library Services Act, and for other purposes.

S. S. 1507. An act to amend the National Defense Authorization Act for Fiscal Year 1998 to make certain technical corrections.

S. 1519. An act to provide a 6-month extension of highway, highway safety, and transit programs pending enactment of a law reauthorizing the Intermodal Surface Transportation Efficiency Act of 1991.

On November 21, 1997:

S. 1139. An act to reauthorize the programs of the Small Business Administration, and for other purposes.

## ADDITIONAL STATEMENTS

### ASIAN ELEPHANT CONSERVATION ACT OF 1997

• Mr. CHAFEE. Mr. President, on November 7, 1997, the Committee on Environment and Public Works filed a report (S. Rept. 105-142) to accompany S. 1287, a bill to assist in the conservation of Asian elephants by supporting and providing financial resources for the conservation programs of nations within the range of Asian elephants and projects of persons with demonstrated expertise in the conservation of Asian elephants. The bill is known as the Asian Elephant Conservation Act of 1997. The bill was placed on the Senate Calendar.

An identical companion bill, H.R. 1787, subsequently was passed by the Senate on November 8, 1997.

Under the Senate rules, a cost estimate prepared by the Congressional Budget Office must be submitted with the filed report. Because the cost estimate was not available when the report was filed I ask that the letter from the Director of the Congressional Budget Office, received on November 21, 1997, be printed in the RECORD.

The letter follows:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
Washington, DC, November 21, 1997.

Hon. JOHN H. CHAFEE,  
Chairman, Committee on Environment and Public Works, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 1287, the Asian Elephant Conservation Act of 1997.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Reis.

Sincerely,

JUNE E. O'NEILL, Director.

Enclosure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE  
S. 1287.—Asian Elephant Conservation Act of 1997

Summary: S. 1287 would establish a new fund to support the conservation of Asian elephants. The bill would direct the Secretary of the Interior to use amounts in the new fund to finance eligible conservation efforts, which may include specific projects such as research and education as well as ongoing activities such as law enforcement. For this purpose, S. 1287 would authorize appropriations to the fund of \$5 million for each of fiscal years 1998 through 2002. Also, the Secretary would be authorized to accept and use donated funds without further appropriation.

Assuming appropriation of the authorized amounts, CBO estimates that implementing S. 1287 would result in additional discretionary spending of about \$10 million over the 1998-2002 period (with the remainder of the authorized \$25 million estimated to be spent after 2002). The legislation would affect direct spending and receipts by allowing the Secretary to accept and spend donations; therefore, pay-as-you-go procedures would apply. Any such transactions, however, would involve minor, offsetting amounts. S. 1287 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act of 1995 (UMRA) and would have no impact on the budgets of state, local, or tribal governments.

Estimated Cost to the Federal Government: For purposes of this estimate, CBO assumes that the entire amounts authorized by S. 1287 will be appropriated for each of fiscal years 1998 through 2002. Outlay estimates are based on obligation patterns for similar programs, which indicate that the rate of spending over the first few years of the new program would be slow. The estimated budgetary impact of S. 1287 is shown in the following table.

#### SPENDING SUBJECT TO APPROPRIATION

[By fiscal year, in millions of dollars]

	1998	1999	2000	2001	2002
Authorization level .....	5	5	5	5	5
Estimated outlays .....	(1) <sup>1</sup>	1	2	3	4

<sup>1</sup> Less than \$500,000.

The costs of this legislation fall within budget function 300 (natural resources and environment). Spending for the conservation of Asian elephants would constitute a new program in the federal budget; that is, there

is no spending for this activity under current law.

Enacting S. 1287 also would affect both receipts and direct spending by authorizing the Secretary of the Interior to accept and use donations. CBO estimates that this provision would increase federal receipts by less than \$500,000 annually once the conservation program has been established. Because these receipts would be offset by additional direct spending, the net impact of this provision on the federal budget would be negligible in each year.

Pay-as-You-Go Considerations: The Balanced Budget and Emergency Deficit Control Act of 1985 specifies pay-as-you-go procedures for legislation affecting direct spending or receipts. Although enacting S. 1287 would affect both receipts and direct spending, CBO estimates that the amounts involved would be less than \$500,000 annually.

Intergovernmental and Private-Sector Impact: S. 1287 contains no intergovernmental or private-sector mandates as defined in UMRA and would have no impact on the budgets of state, local, or tribal governments.

Previous CBO Estimate: On September 17, 1997, CBO prepared an estimate for H.R. 1787, a similar bill ordered reported by the House Committee on Resources on September 10, 1997. The two estimates are identical.

Estimate Prepared by: Deborah Reis.

Estimate Approved by: James R. Horney for Paul N. Van de Water, Assistant Director for Budget Analysis.●

### INAUGURAL ADDRESS OF PRESIDENT MARY McALEESE OF IRELAND

• Mr. KENNEDY. Mr. President, on November 11, Mary McAleese was inaugurated as President of Ireland.

President McAleese was elected by the largest majority ever in an Irish Presidential election, and she is also the first President of Ireland who is from Northern Ireland.

Having suffered personally from the troubles in Northern Ireland, President McAleese said in her inaugural address that the theme of her Presidency would be building bridges—between nationalists and unionists in Northern Ireland, and between the North and the South of Ireland.

President McAleese will find many friends in the United States who share her vision of cooperation. We look forward to working with her in the years to come. I believe that all Members of the Congress concerned about these issues will be interested in reading her eloquent inaugural address, and I ask that it be printed in the RECORD.

The address follows:

INAUGURATION SPEECH BY PRESIDENT MARY McALEESE DUBLIN CASTLE, NOVEMBER 11TH, 1997, DUBLIN, IRELAND

This is a historic day in my life, in the life of my family and in the life of the country. It is a wonderful privilege for me to be chosen as Uachtarán na hÉireann, to be a voice for Ireland at home and abroad.

I am honoured and humbled to be successor to seven exemplary Presidents. Their differing religious, political, geographical and social origins speak loudly of a Presidency which has always been wide open and all embracing. Among them were Presidents from Connaught, Leinster and Munster to say nothing of America and London. It is my special privilege and delight to be the first President from Ulster.

The span of almost sixty years since the first Presidential inauguration has seen a nation transformed. This Ireland which stands so confidently on the brink of the 21st century and the third millennium is one our forbears dreamed of and yearned for, a prospering Ireland, accomplished, educated, dynamic, innovative, compassionate, proud of its people, its language, and of its vast heritage; an Ireland, at the heart of the European Union, respected by nations and cultures across the world.

The scale of what we have already accomplished in such a short time allows us to embrace the future with well-based confidence and hope.

It is the people of Ireland who, in a million big and small ways, in quiet acts of hard work, heroism and generosity have built up the fabric of home, community and country on which the remarkable success story of today's Ireland is built.

Over many generations there have been very special sources of inspiration who have nurtured our talent and instilled determination into this country. Many outstanding politicians, public servants, voluntary workers, clergy of all denominations and religious, teachers and particularly parents have through hard and difficult times worked and sacrificed so that our children could blossom to their fullest potential.

They are entitled to look with satisfaction at what they have achieved. May we never become so cynical that we forget to be grateful. I certainly owe them a deep personal debt and as President I hope to find many opportunities both to repay that debt and to assist in the great work of encouraging our children to believe in themselves and in their country.

Among those who are also owed an enormous debt of thanks are the countless emigrants whose letters home with dollars and pound notes, earned in grinding loneliness thousands of miles from home, bridged the gap between the Ireland they left and the Ireland which greets them today when they return as tourists or return to stay. They are a crucial part of our global Irish family. In every continent they have put their ingenuity and hard work at the service of new homelands. They have kept their love of Ireland, its traditions and its culture deep in their hearts so that wherever we travel in the world there is always a part of Ireland of which we can be proud and which in turn takes pride in us. I hope over the next seven years there will be many opportunities for me to celebrate with them.

At our core we are a sharing people. Selfishness has never been our creed. Commitment to the welfare of each other has fired generations of voluntary organizations and a network of everyday neighbourliness which weaves together the caring fabric of our country. It has sent our missionaries, development workers and peacekeepers to the aid of distressed peoples in other parts of the world. It has made us a country of refuge for the hurt and dispossessed of other troubled places. It is the fuel which drives us to tackle the many social problems we face, problems which cynicism and self doubt can never redress but painstaking commitment can. We know our duty is to spread the benefits of our prosperity to those whose lives are still mired in poverty, unemployment, worry and despair. There can be no rest until the harsh gap between the comfortable and the struggling has been bridged.

The late Cearbhall Ó Dálaigh, Ireland's fifth president and, dare I say it, one of three lawyers to grace the office, said at his inauguration in 1974:

"Presidents, under the Irish Constitution don't have policies. But \* \* \* a President can have a theme."

The theme of my Presidency, the Eighth Presidency, is Building Bridges. These bridges require no engineering skills but they will demand patience, imagination and courage for Ireland's pace of change is now bewilderingly fast. We grow more complex by the day. Our dancers, singers, writers, poets, musicians, sportsmen and women, indeed our last President herself, are giants on the world stage. Our technologically skilled young people are in demand everywhere. There is an invigorating sense of purpose about us.

There are those who absorb the rush of newness with delight. There are those who are more cautious, even fearful. Such tensions are part of our creative genius, they form the energy which gives us our unique identity, our particularity.

I want to point the way to a reconciliation of these many tensions and to see Ireland grow ever more comfortable and at ease with the flowering diversity that is now all around us. To quote a Belfast poet Louis MacNeice "a single purpose can be founded on a jumble of opposites."

Yet I know to speak of reconciliation is to raise a nervous query in the hearts of some North of the border, in the place of my birth. There is no more appropriate place to address that query than here in Dublin Castle, a place where the complex history of these two neighbouring and now very neighbourly islands has seen many chapters written. It is fortuitous too that the timing of today's Inauguration coincides with the commemoration of those who died so tragically and heroically in two world wars. I think of nationalist and unionist, who fought and died together in those wars, the differences which separated them at home, fading into insignificance as the bond of their common humanity forged friendships as intense as love can make them.

In Ireland, we know only too well the cruelty and capriciousness of violent conflict. Our own history has been hard on lives young and old. Too hard. Hard on those who died and those left behind with only shattered dreams and poignant memories. We hope and pray, indeed we insist, that we have seen the last of violence. We demand the right to solve our problems by dialogue and the noble pursuit of consensus. We hope to see that consensus pursued without the language of hatred and contempt and we wish all those engaged in that endeavour, well.

That it can be done—we know. We need look no further than our own European continent where once bitter enemies now work conscientiously with each other and for each other as friends and partners. The greatest salute to the memory of all our dead and the living whom they loved, would be the achievement of agreement and peace.

I think of the late Gordon Wilson who faced his unbearable sorrow ten years ago at the horror that was Enniskillen. His words of love and forgiveness shocked us as if we were hearing them for the very first time, as if they had not been uttered first two thousand years ago. His work, and the work of so many peacemakers who have risen above the awesome pain of loss to find a bridge to the other side, is work I want to help in every way I can. No side has a monopoly on pain. Each has suffered intensely.

I know the distrusts go deep and the challenge is awesome. Across this island, North, South, East and West, there are people of such greatness of heart that I know with their help it can be done. I invite them, to work in partnership with me to dedicate ourselves to the task of creating a wonderful millennium gift to the Child of Bethlehem whose 2000th birthday we will soon celebrate—the gift of an island where difference is celebrated with joyful curiosity and gener-

ous respect and where in the words of John Hewitt "each may grasp his neighbor's hand as friend."

There will be those who are wary of such invitations, afraid that they are being invited to the edge of a precipice. To them I have dedicated a poem, written by the English poet, Christopher Logue, himself a veteran of the Second World War.

"Come to the edge.  
We might fall.  
Come to the edge.  
It's too high!  
Come to the edge  
And they came,  
and he pushed  
and they flew."

No one will be pushing, just gently inviting, but I hope that if ever and whenever you decide to walk over that edge, there will be no need to fly, you will find there a firm and steady bridge across which we will walk together both ways.

Ireland sits tantalizingly ready to embrace a golden age of affluence, self-assurance tolerance and peace. It will be my most profound privilege to be President of this beautiful, intriguing country.

May I ask those of faith, whatever that faith may be, to pray for me and for our country that we will use these seven years well, to create a future where in the words of William Butler Yeats.

"Everything we look upon is blest" •

#### RECOGNITION OF WILFRED WOODS

• Mr. GORTON. I would like to call attention to Wilfred Woods, who has recently announced he will step down as the publisher of the Wenatchee World newspaper after 47 years. Wilfred is the son of Rufus Woods, who purchased the Wenatchee Daily World in 1907, and was one of the earliest promoters of the Grand Coulee Dam project. Beginning in 1918, Rufus used the pages of the newspaper to promote the concept of using the Columbia River for hydroelectric power as well as for irrigation of the fertile but arid Columbia Basin. Half a million acres are irrigated by the Columbia Basin project. This valuable irrigation project allowed the central Washington desert to bloom and is responsible for producing the valley known as the Apple Capital of the World.

Wilfred Woods and his late father, Rufus, have played significant roles in the development of central Washington during their 90 years of service. Wilfred succeeded his father as editor and publisher in 1950 and has been an active advocate for resource and economic development in central Washington. He served as a State parks commissioner, a trustee for Central Washington University, and in various capacities in countless civic organizations.

Wilfred's son, Rufus, will now become the editor and publisher of the Wenatchee World and carry on the great traditions of his father and grandfather.

Wilfred has been a great personal friend of mine for more than 30 years, dating back to the time I first ran for Washington State attorney general. I have always valued his wisdom, foresight, and the manner in which he and

his father guided the Wenatchee World to become one of the State's finest daily newspapers. Wilfred and his father were truly part of a legendary experience that has forever changed the political and economic landscape of north-central Washington. While the Woods family will be remembered most for their influence over the management of the Columbia River system, I will remember Wilfred as a true friend. During my years of touring Washington State for various political engagements and meetings, I always looked forward to my stop in Wilfred's newsroom and valued our countless conversations, whether we were in agreement or not. I will miss our exchange of ideas and his insights into the central Washington community. I wish him continued success in future endeavors.●

#### NEW MEXICO HISPANIC CULTURAL CENTER PERFORMING ARTS FACILITY

● Mr. CHAFEE. Mr. President, S. 1417, a bill to authorize the Secretary of the Interior to provide for the design, construction, furnishing, and equipping of

a center for performing arts within the complex known as the New Mexico Hispanic Cultural Center, was introduced and passed the Senate on November 7, 1997.

Because the measure was considered and passed on the same day as its introduction, the Committee on Environment and Public Works was not referred S. 1417, and a report was not filed. Subsequent to the passage of the legislation, however, the Congressional Budget Office issued a cost estimate, as required under the Senate rules. Therefore, I ask that the letter from the Director of the Congressional Budget Office, dated November 17, 1997, be printed in the RECORD.

The letter follows:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
Washington, DC, November 17, 1997.  
Hon. FRANKLIN D. RAINES,  
Director, Office of Management and Budget,  
Washington, DC.

DEAR MR. RAINES: The Congressional Budget Office has prepared the enclosed cost estimate for the pay-as-you-go effects of S. 1417, the Hispanic Cultural Center Act of 1997.

If you wish further details on this estimate, we will be pleased to provide them.

#### SUMMARY OF PAY-AS-YOU-GO EFFECTS

[In millions of dollars]

	By fiscal year									
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Change in outlays .....	0	6	6	1	0	0	0	0	0	0
Change in receipts .....					Not Applicable					

The CBO staff contact for this estimate is Christina Hawley Sadoti. This estimate was approved by Paul N. Van de Water, Assistant Director for Budget Analysis.●

#### RADIO STATION MERGERS

● Mr. McCAIN. Mr. President, during the course of the last several months, the number of broadcast radio station transactions has increased due to the liberalized station ownership provisions contained in the Telecommunications Act of 1996. However, with this increase in transactions has come an increased concern that, in authorizing these assignments, the FCC may try to impose terms and conditions on the assignors or assignees neither contained in, nor intended by, the 1996 act.

Radio mergers must be permitted to go forward when they satisfy the requirements under the plain meaning of the statute. While the Senate is in adjournment, I expect the FCC to follow the law, not rewrite it, when they review radio station mergers.

Given the number of broadcast media outlets available today, traditional concerns about how mergers affect viewpoint diversity are greatly mitigated. This is especially true because, in addition to traditional broadcast media outlets, various multichannel video programming services and online services over the Internet, as well as nonbroadcast media outlets like magazines and newspapers, are available in today's market.

In light of these facts, Mr. President, the FCC should not block sensible radio mergers or approve them only with additional, unwarranted terms and conditions attached.●

#### JUDICIAL CONFIRMATIONS IN THE 105TH CONGRESS

● Mr. SARBANES. Mr. President, now that we have concluded the 1st session of the 105th Congress, I want to again focus the attention of the Senate and the American people on the glacial pace of Federal judicial confirmations during this session.

Mr. President, the reluctance of the Senate to confirm the President's nominees to the Federal bench is a carryover from the 2d session of the 104th Congress, during which the Republican-controlled Senate, in an unprecedented display of election-year inaction, confirmed only 17 district court nominees and no circuit court nominees.

This pattern of inaction has continued into the 105th Congress, during which the Senate has confirmed only 36 of the President's judicial nominees—7 circuit judges and 29 district court judges. Admittedly, there was some effort made in the waning days of the session to confirm judges, but the overall numbers remain highly disturbing and worthy of attention.

In the last 2 years, the Senate has confirmed 53 judicial nominees, while a total of 81 seats on the bench continue

The CBO staff contact is Christina Hawley Sadoti.

Sincerely,

JUNE E. O'NEILL, Director.

CONGRESSIONAL BUDGET OFFICE

PAY-AS-YOU-GO ESTIMATE

#### S. 1417.—Hispanic Cultural Center Act of 1997

S. 1417, the Hispanic Cultural Center Act of 1997, would require the Secretary of the Interior to make a grant to the state of New Mexico to pay for one-half of the costs of the design, construction, furnishing and equipping of a Center for Performing Arts within the New Mexico Hispanic Cultural Center. Based on the amounts S. 1417 would count toward the state share, the federal share of these costs is estimated at about \$18 million. However some funds have been appropriated for this purpose for the 1998 fiscal year: \$2.5 million in the VA, HUD and Independent Agencies Appropriations Act and \$3 million in the Interior Appropriations Act. Because S. 1417 would not restrict this grant to the availability of appropriations, New Mexico would be entitled to receive the remaining costs even if no additional appropriations are made. Enactment of S. 1417 would therefore increase pay-as-you-go spending by about \$13 million between fiscal years 1999–2001, as shown in the following table.

to lie vacant, and 41 nominees await committee or floor consideration.

In other words, there are still more nominees pending in the Senate than were confirmed this year, and more than twice the number of nominees confirmed last year.

Compare the number of nominees confirmed thus far this year and in the 104th Congress to the number confirmed in the last two Democratically controlled Congresses, one of which featured a Republican President. In the 102d Congress, the Senate confirmed 124 Federal judges, while in the 103d Congress it confirmed 129 Federal judges. In the 104th Congress, the Republicans confirmed but 75 judges, while this year it confirmed 36. In other words, in the last 3 years, the Republican majority in the Senate has confirmed fewer Federal judges than the Democratically controlled Senate did in either the 102d or the 103d Congress.

I ask my colleagues to further compare the figures of the last 2 years with the number of judicial nominees confirmed by Democratically controlled Senates during years when a Republican White House faced a Democratic challenge—when, as in 1996, the party in control of the Senate had an incentive to delay confirmations, in the hopes that the Presidential election would effect a transfer of the White House to its party.

In 1992, when President Bush stood for reelection and the Democrats controlled the Senate, the Senate confirmed 11 circuit court judges and 55 district court judges. In other words, the Democratically controlled Senate in 1992 confirmed almost four times the number of Republican nominees confirmed by the Republican controlled Senate in 1996, and almost 25 percent more judges than the Republican Senate has confirmed in the last 2 years combined.

Similarly, in 1988, when Vice President Bush stood for election, the Democratically controlled Senate confirmed 7 circuit court judges and 33 district court judges—over twice the number of judges confirmed last year, and more judges than were confirmed in this past nonelection year.

Clearly, in the last couple of years, the politicization of the confirmation process has increased. Today, the Republican majority in the Senate is effectively bottling up nominees in committee and on the floor, in stark contrast to the behavior of Democratically controlled Senates over the last decade.

This politicization, Mr. President, has been extended to include the practice of denying nominees an up or down vote on the Senate floor, or even in the Judiciary Committee. If the majority of the Senate opposes a judicial nominee enough to derail a nomination by an up or down vote, then at least the process has been served. Instead, however, the President's nominees are not even receiving that courtesy from this Senate: Some of the individuals whose nominations are pending before the Judiciary Committee or the full Senate have not been allowed a vote on the floor, much less in committee, for close to 2 years. It is especially troubling that of the 14 nominees who have been held up the longest by the Republican majority in the Senate, 12 are women or minorities.

Let me give one example of this phenomenon—that of James Beaty, the President's nominee to the Fourth Circuit Court of Appeals, which includes my State of Maryland.

Judge Beaty, currently a district court judge in North Carolina, was nominated by the President to the court of appeals in the 104th Congress, during which he did not even receive a vote in committee. He was renominated on January 7 of this year, and has yet to receive even a hearing in the committee, much less an up-or-down vote there, or on the floor.

Some have argued against Judge Beaty's nomination that, in their view, the fourth circuit does not need an additional judge, and that failure to confirm him would amount to a conservation of taxpayer resources. Assuming for the sake of argument that that is the case—and I would disagree that it is the case—Congress should act affirmatively to eliminate the vacant seat on that court before a nominee comes before it, not stall an individ-

ual's nomination into oblivion with arguments created after the fact. When you have a nominee sent to the Senate and then claims are made that the seat is unnecessary, it is simply impossible to divorce the claim that the seat is unnecessary from an ad hominem attack on the candidate himself.

Judge Beaty, if confirmed to the fourth circuit, would be the first African-American to sit on that court. Prior to becoming a district court judge, Judge Beaty maintained a general civil and criminal litigation practice in Winston-Salem, NC, and then served as a State court judge for 13 years. These accomplishments entitle him, at the very least, to an up-or-down vote on the floor of the U.S. Senate. Instead, he has not even received a committee hearing—much less a committee vote, at the hands of the majority.

By any measure, Mr. President, the Congress has become increasingly politicized in the last few years. I submit to my colleagues, however, that if there is one subject that should remain immune from political games and pressure it is our Federal judicial system, which is the envy of the world for its independence and integrity, and which is absolutely fundamental to our system of government.

It is essential for the maintenance of public confidence in this system that the confirmation process be as far removed from politics as possible. Yet we seem to be moving in the exact opposite direction, as we hear Members of the other party calling for impeachment of judges on the basis of decisions with which the Members disagree, and for defeat of judicial nominees deemed to possess liberal or activist tendencies.

This behavior—while perhaps politically advantageous in the short run—betrays a basic and dangerous misunderstanding of the role of the courts in our system of government.

Moreover, on a purely practical level, the Senate's failure to confirm the 42 nominees before it adjourns hamstringing the courts' ability to deal with its ever-increasing caseload—an increase that, I might add, Mr. President, is in large part due to the majority's proclivity for federalizing areas of law that have been historically left to the States.

So we have district judges throughout the country putting aside all civil cases in order to deal with their criminal dockets, because their courts have been left shorthanded by the Senate's inaction. We have courts of appeals canceling oral arguments because of shortages on their courts. We have Chief Justice Rehnquist—hardly the kind of liberal judicial activist that so concerns the majority—calling the problem of judicial vacancies the most pressing problem facing the Federal courts today. And yet we see little in the way of movement by the Senate to alleviate these burdens.

Mr. President, I hope my colleagues—especially my Republican colleagues—

will give serious attention to the problems, both practical and philosophical, that will result if the Senate does not revisit its approach to the judicial confirmation process, and that in this area, the second session of the 105th Congress will proceed in a markedly different manner than the last 2 years.

In closing, I would like to commend the efforts of my colleague from Vermont, Senator LEAHY, the ranking member of the Judiciary Committee, in this area. He has tried to jog the Senate into acting to resolve this problem: I regret that his calls for action have not been heeded thus far, though I hold out hope that common sense and respect for our constitutional system will prevail in the long run. ●

#### TRIBUTE TO DAVID EDELSTEIN AND THE JEWISH COMMUNITY COUNCIL OF PELHAM PARKWAY

● Mr. MOYNIHAN. Mr. President, the members of the Jewish Community Council of Pelham Parkway in the Bronx recently celebrated the 20th anniversary of David Edelstein's tenure as their executive director.

Twenty years ago the Bronx was a virtual, albeit not entirely appropriate, synonym for urban decay and middle-class flight. The Jewish Community Council of Pelham Parkway is one of the dynamic grassroots neighborhood groups that have helped bring about a dramatic change in this proud borough.

Much of the credit for the council's success belongs to its indefatigable executive director. David Edelstein came to the Jewish Community Council of Pelham Parkway on September 7, 1977. He helped establish the council's programs of social service, community development, Jewish cultural enrichment, and civic improvement. He pioneered the creation of programs that led to the reinvestment of over \$17 million in the neighborhood's multifamily housing stock and played a key role in the creation of programs that helped settle over 3,000 Soviet Jewish immigrants in the Pelham Parkway neighborhood. David's leadership has enabled the council to sponsor programs that assure the availability of Jewish education for all neighborhood youngsters.

David established relationships with New York City's major Jewish organizations, helping to assure that needy families in Pelham Parkway could be helped with the resources available from those agencies. The council distributes over \$25,000 in emergency and/or supplemental food to over 500 needy families every year. Hundreds of people have been helped with emergency home care, transportation for the homebound, eviction prevention, and other forms of emergency assistance.

David has helped the Jewish Community Council become the unified voice of the Jewish community in the Pelham Parkway neighborhood. Working with the council's active board of directors and maintaining relationships with the police, medical centers,

elected officials, and others whose decisions impact on the community's quality of life, David has worked to assure cooperation and consensus on issues of community concern.

My childhood friend, the late distinguished New York State Senator Joseph Galiber worked closely with David Edelstein and was fond of noting the Jewish Community Council's many strengths and successes. I know I speak for all of my colleagues in the Senate when I congratulate David Edelstein and the Jewish Community Council of Pelham Parkway on two decades of inspired leadership.●

#### STATEMENT ON CURRENT STATUS OF FISCAL YEAR 1998 APPROPRIATIONS BILLS

● Mr. DOMENICI. With the completion of congressional action on the 13 annual fiscal year 1998 appropriations bills, I submit a table to the Senate showing the current status of the bills compared to the most recently filed Section 302(b) allocations by the Senate Appropriations Committee on November 13, 1997.

I note that the Interior and related agencies Appropriations bill under the current 302(b) allocation is over the subcommittee's allocation for both budget authority and outlays. A provi-

sion in the final Interior appropriations bill amends the budget resolution to trigger the allocation of an additional \$700 million in budget authority and \$257 million in outlays to the Appropriations Committee for land acquisition. I have filed that allocation today.

Once the Senate Appropriations Committee revises its 302(b) allocations to reflect the land acquisition funding, the Interior and related agencies appropriations bill will be within the subcommittee's funding allocation.

I ask to have printed in the RECORD the pertinent tables.

The material follows:

#### STATUS OF APPROPRIATION BILLS IN THE SENATE

[Fiscal year 1998, in millions of dollars]

Subcommittee	Current status		302(b) allocation as of Nov. 13, 1997		Difference	
	BA	Outlays	BA	Outlays	BA	Outlays
<b>Agriculture, Rural Development, and Related Agencies:</b>						
Non-Defense .....	13,751	13,997	13,751	13,997		
Mandatory .....	35,048	35,205	35,048	35,205		
Bill total .....	48,799	49,202				
<b>Commerce, Justice, State, and the Judiciary:</b>						
Defense .....	298	340	298	342		-2
Non-Defense .....	25,750	25,211	25,757	25,285	-7	-74
Crime .....	5,225	3,400	5,225	3,401		-1
Total discretionary .....	31,273	28,951	31,280	29,028	-7	-77
Mandatory .....	522	532	522	532		
Bill total .....	31,795	29,483				
<b>Defense:</b>						
Defense .....	247,485	244,167	247,485	244,232		-65
Non-Defense .....	27	31	27	31		
Total discretionary .....	247,512	244,198	247,512	244,263		-65
Mandatory .....	197	197	197	197		
Bill total .....	247,709	244,395				
<b>District of Columbia: Non-Defense</b>						
	855	554	862	561	-7	-7
<b>Energy and Water Development:</b>						
Defense .....	11,540	11,897	11,600	11,897	-60	
Non-Defense .....	9,192	8,983	9,193	8,996	-1	-13
Bill total .....	20,732	20,880	20,793	20,893	-61	-13
<b>Foreign Operations:</b>						
Non-Defense .....	13,147	13,079	13,147	13,083		-4
Mandatory .....	44	44	44	44		
Bill total .....	13,191	13,123				
<b>Interior:<sup>1</sup></b>						
Non-Defense .....	13,799	13,707	13,100	13,472	699	235
Mandatory .....	55	50	55	50		
Bill total .....	13,854	13,757				
<b>Labor—HHS—Education:</b>						
Non-Defense .....	80,259	76,072	80,259	76,072		
Crime .....	144	65	144	65		
Total discretionary .....	80,403	76,137	80,403	76,137		
Mandatory .....	206,611	209,167	206,611	209,167		
Bill total .....	287,014	285,304				
<b>Legislative Branch:</b>						
Non-Defense .....	2,251	2,251	2,251	2,251		
Mandatory .....	92	92	92	92		
Bill total .....	2,343	2,343				
<b>Military Construction: Defense</b>						
	9,183	9,862	9,183	9,920		-58
<b>Transportation:</b>						
Defense .....	300	299	300	299		
Non-Defense .....	12,111	36,905	12,111	36,905		
Total discretionary .....	12,411	37,204	12,411	37,204		
Mandatory .....	698	665	698	665		
Bill total .....	13,109	37,869				
<b>Treasury, Postal Service, and General Government:</b>						
Non-Defense .....	12,604	12,377	12,604	12,377		
Crime .....	131	118	131	126		-8
Total discretionary .....	12,735	12,495	12,735	12,503		-8
Mandatory .....	12,713	12,712	12,713	12,712		
Bill total .....	25,448	25,207				

## STATUS OF APPROPRIATION BILLS IN THE SENATE—Continued

(Fiscal year 1998, in millions of dollars)

Subcommittee	Current status		302(b) allocation as of Nov. 13, 1997		Difference	
	BA	Outlays	BA	Outlays	BA	Outlays
VA, HUD, and Independent Agencies:						
Defense .....	128	128	130	129	-2	-1
Non-Defense .....	68,447	79,833	68,447	79,833		
Total discretionary .....	68,575	79,961	68,577	79,962	-2	-1
Mandatory .....	21,332	20,061	21,332	20,061		
Bill total .....	89,907	100,022				
Reserve—Defense .....			4	4	-4	-4
Reserve—Non-Defense .....			5	173	-5	-173
Total Appropriations:						
Defense .....	268,934	266,693	269,000	266,823	-66	-130
Non-Defense .....	252,193	283,000	251,514	283,036	679	-36
Crime .....	5,500	3,583	5,500	3,592		-9
Mandatory .....	277,312	278,725	277,312	278,725		

<sup>1</sup> Reflects 302(b) allocation prior to enactment of Interior appropriations bill, which amended budget resolution to increase 302(a) allocation by \$700 million in BA and \$257 million in outlays for land acquisition.

Note: CBO/SBC scoring. Details may not add to totals due to rounding.

# SUBMITTING CHANGES TO THE BUDGET RESOLUTION AGGREGATES AND APPROPRIATIONS COMMITTEE ALLOCATION

• Mr. DOMENICI. Mr. President, section 314(b)(3)(B) of the Congressional Budget Act, as amended, requires the chairman of the Senate Budget Committee to adjust the appropriate budgetary aggregates and the allocation for the Appropriations Committee to reflect an amount of budget authority

provided that is the dollar equivalent of the special drawing rights with respect to any increase in the maximum amount available to the Secretary of the Treasury pursuant to section 17 of the Bretton Woods Agreements Act, as amended from time to time (new arrangements to borrow).

Section 500 of Public Law 105-83, an act making appropriations for the Department of the Interior and related agencies, requires the chairman of the

Senate Budget Committee to adjust the allocation for the Appropriations Committee for Federal land acquisitions and to finalize priority land exchanges.

I hereby submit revisions to the budget authority, outlays, and deficit aggregates for fiscal year 1998 contained in sec. 101 of House Concurrent Resolution 84 in the following amounts:

	Deficit	Budget authority	Outlays
Current aggregates .....	173,512,000,000	1,391,098,000,000	1,372,512,000,000
Adjustments .....		-3,521,000,000	
Revised aggregates .....	173,512,000,000	1,387,577,000,000	1,372,512,000,000

I hereby submit revisions to the 1998 Senate Appropriations Committee budget authority and outlay allocations, pursuant to sec. 302 of the Congressional Budget Act, in the following amounts:

	Budget authority	Outlays
Current allocation:		
Defense discretionary .....	269,000,000,000	266,823,000,000
Nondefense discretionary ..	255,035,000,000	283,036,000,000
Violent crime reduction		
fund .....	5,500,000,000	3,592,000,000
Mandatory .....	277,312,000,000	278,725,000,000
Total allocation .....	806,847,000,000	832,036,000,000
Adjustments:		
Defense discretionary .....	-2,821,000,000	257,000,000
Nondefense discretionary ..		
Violent crime reduction		
fund .....		
Mandatory .....		
Total allocation .....	-2,821,000,000	257,000,000
Revised allocation:		
Defense discretionary .....	269,000,000,000	266,823,000,000
Nondefense discretionary ..	252,214,000,000	283,293,000,000
Violent crime reduction		
fund .....	5,500,000,000	3,592,000,000
Mandatory .....	277,312,000,000	278,725,000,000
Total allocation .....	804,026,000,000	832,433,000,000

The conference agreement accompanying the bill provides \$31.7 billion in budget authority and \$21.2 billion in new outlays to operate the programs of the Department of Commerce, the Department of Justice, the Department of State, the Judiciary, and related Federal agencies for fiscal year 1998.

When outlays from prior-year budget authority and other completed actions are taken into account, the bill totals \$31.8 billion in budget authority and \$29.5 billion in outlays for fiscal year 1998.

The final bill is within the revised Senate subcommittee's section 302(b) allocation for both budget authority and outlays.

The bill is \$7 million in budget authority and \$77 million in outlays below the Senate subcommittee's 302(b) allocation.

Mr. President, it was my pleasure to serve on the Appropriations Subcommittee with the distinguished Senator from New Hampshire. I commend Chairman GREGG, for completing the fiscal year 1998 bill. It is not easy to balance the competing program requirements that are funded in this bill.

I thank the chairman for the consideration he gave to issues I brought before the subcommittee, and for his extra effort to address the items in the bipartisan balanced budget agreement.

I ask to have printed in the RECORD a pertinent table.

The material follows:

## H.R. 2267, COMMERCE-JUSTICE APPROPRIATIONS, 1998

(Spending comparisons—Conference Report, fiscal year 1998, in millions of dollars)

	Defense	Non-defense	Crime	Mandatory	Total
Conference report:					
Budget authority .....	298	25,750	5,225	522	31,795
Outlays .....	340	25,211	3,400	532	29,483
Senate 302(b) allocation:					
Budget authority .....	298	25,757	5,225	522	31,802
Outlays .....	342	25,285	3,401	532	29,560
President's request:					
Budget authority .....	257	26,114	5,238	522	32,131
Outlays .....	286	25,907	3,423	532	30,148
House-passed bill:					
Budget authority .....	273	25,687	5,259	522	31,741
Outlays .....	296	25,249	3,434	532	29,511
Senate-passed bill:					
Budget authority .....	275	25,581	5,225	522	31,603
Outlays .....	322	25,156	3,381	532	29,391
Conference Report					
Compared to:					
Senate 302(b) allocation:					
Budget authority .....		-7			-7
Outlays .....	-2	-74	-1		-77
President's request:					
Budget authority .....	41	-364	-13		-336
Outlays .....	54	-696	-23		-665
House-passed bill:					
Budget authority .....	25	63	-34		54
Outlays .....	44	-38	-34		-28
Senate-passed bill:					
Budget authority .....	23	169			192
Outlays .....	18	55	19		92

Note: Details may not add to totals due to rounding. Totals adjusted for consistency with current scorekeeping conventions.

## STATEMENT ON H.R. 2267, THE COMMERCE, JUSTICE, STATE, AND THE JUDICIARY APPROPRIATIONS BILL, 1998

• Mr. DOMENICI. Mr. President, the final appropriations measure that the Congress passed before adjournment was H.R. 2267, the Commerce, Justice, State, and the Judiciary appropriations bill for fiscal year 1998. I today submit a table displaying the Budget Committee scoring of the final bill.

## STATEMENT ON H.R. 2607, THE DISTRICT OF COLUMBIA APPROPRIATIONS BILL, 1998

• Mr. DOMENICI. Mr. President, I submit the Budget Committee scoring of H.R. 2607, the fiscal year 1998 District of Columbia appropriations bill.

The final bill totals \$855 million, including \$835 million for Federal payments to the District of Columbia.



The bill provides \$190 million for the Federal contribution to the District of Columbia, \$169 million to operate the District's correctional facilities for felons, \$302 million to build new correctional facilities to replace the Lorton facility, \$151 million to operate the district court System, \$12 million to the National Park Service to support U.S. Park Police operations in the District, \$8 million to implement management reform initiatives, and \$3 million for a Medicare coordinated-care demonstration project.

The appropriation is in addition to the resources allocated to the District by the Balanced Budget Act and the Taxpayer Relief Act of 1997. Combined, the two laws provide tax breaks and mandatory spending worth \$4.5 billion over 10 years. Because the cost of taking over the District's \$5.8 billion pension liability is largely delayed until after this period, the total bailout is worth substantially more to the District.

The final bill is below the subcommittee's revised 302(b) allocation by \$7 million in both budget authority and outlays.

I ask to have printed in the RECORD a pertinent table.

The material follows:

#### H.R. 2607, DISTRICT OF COLUMBIA APPROPRIATIONS, 1998

[Spending comparisons—Conference Report, fiscal year 1998, in millions of dollars]

	Defense	Non-defense	Crime	Mandatory	Total
Conference Report:					
Budget authority .....		855			855
Outlays .....		554			554
Senate 302(b) allocation:					
Budget authority .....		862			862
Outlays .....		561			561
President's request:					
Budget authority .....		777			777
Outlays .....		479			479
House-passed bill:					
Budget authority .....		828			828
Outlays .....		527			527
Senate-passed bill:					
Budget authority .....		855			855
Outlays .....		555			555
Conference Report compared to:					
Senate 302(b) allocation:					
Budget authority .....	-7				-7
Outlays .....	-7				-7
President's request:					
Budget authority .....		78			78
Outlays .....		75			75
House-passed bill:					
Budget authority .....		27			27
Outlays .....		27			27
Senate-passed bill:					
Budget authority .....					
Outlays .....	-1				-1

Note: Details may not add to totals due to rounding. Totals adjusted for consistency with current scorekeeping conventions.

#### STATEMENT ON H.R. 2159, THE FOREIGN OPERATIONS AND EXPORT FINANCING APPROPRIATIONS BILL, 1998

• Mr. DOMENICI. Mr. President, I submit the following table displaying the Budget Committee scoring of the conference report accompanying the foreign operations and export financing appropriations bill for fiscal year 1998.

The conference report provides \$13.1 billion in budget authority and \$5 billion in new outlays to operate the pro-

grams of the Department of State, export and military assistance, bilateral and multilateral economic assistance, and related agencies for fiscal year 1998.

When outlays from prior-year budget authority and other completed actions are taken into account, the bill totals \$13.1 billion in budget authority and \$13.1 billion in outlays for fiscal year 1998.

The final bill is at the subcommittee's revised section 302(b) allocation for budget authority, and it is \$4 million below the revised allocation in outlays.

Mr. President, I note that the final bill is significantly below the Senate-passed version of the bill due to the deletion of \$3.5 billion for the New Arrangements to Borrow for the International Monetary Fund. These funds were requested by the President in his fiscal year 1998 budget.

I ask to have printed in the RECORD a pertinent table.

The material follows:

#### H.R. 2159, FOREIGN OPERATIONS APPROPRIATIONS, 1998

[Spending comparisons—Conference report, fiscal year 1998, in millions of dollars]

	De-fense	Non-defense	Crime	Man-datory	Total
Conference Report:					
Budget authority .....		13,147		44	13,191
Outlays .....		13,079		44	13,123
Senate 302(b) allocation:					
Budget authority .....		13,147		44	13,191
Outlays .....		13,083		44	13,127
President's request:					
Budget authority .....		16,844		44	16,888
Outlays .....		13,171		44	13,215
House-passed bill:					
Budget authority .....		12,267		44	12,311
Outlays .....		13,013		44	13,057
Senate-passed bill:					
Budget authority .....		16,816		44	16,860
Outlays .....		13,091		44	13,135
Conference Report compared to:					
Senate 302(b) allocation:					
Budget authority .....					
Outlays .....		-4			-4
President's request:					
Budget authority .....		-3,697			-3,697
Outlays .....		-92			-92
House-passed bill:					
Budget authority .....		880			880
Outlays .....		66			66
Senate-passed bill:					
Budget authority .....		-3,669			-3,669
Outlays .....		-12			-12

Note: Details may not add to totals due to rounding. Totals adjusted for consistency with current scorekeeping conventions.

#### STATEMENT ON H.R. 2264, THE LABOR, HEALTH AND HUMAN SERVICES AND EDUCATION APPROPRIATIONS BILL, FISCAL YEAR 1998

• Mr. DOMENICI. Mr. President, I submit the Budget Committee scoring of the conference report to accompany, H.R. 2264, the Labor, Health and Human Services, Education and related agencies appropriations bill for fiscal year 1998.

The conference report provides \$234.5 billion in new budget authority and \$191.1 billion in new outlays for programs of the Departments of Labor, Health and Human Services, and Education and related agencies.

When adjustments are made for prior-year outlays and other completed

actions, the bill totals \$287.0 billion in budget authority and \$285.3 billion in outlays for fiscal year 1998.

The conference report is exactly at the Senate Subcommittee's revised 302(b) allocation for both budget authority and outlays.

I ask to have printed in the RECORD a pertinent table.

The material follows.

#### H.R. 2264, LABOR-HHS APPROPRIATIONS, 1998

[Spending comparisons—Conference Report, fiscal year 1998, in millions of dollars]

	Defense	Non-defense	Crime	Mandatory	Total
Conference Report:					
Budget authority .....		80,259	144	206,611	287,014
Outlays .....		76,072	65	209,167	285,304
Senate 302(b) allocation:					
Budget authority .....		80,259	144	206,611	287,014
Outlays .....		76,072	65	209,167	285,304
President's request:					
Budget authority .....		80,035	60	206,611	286,706
Outlays .....		76,183	48	209,167	285,398
House-passed bill:					
Budget authority .....		79,998	144	206,611	286,753
Outlays .....		76,043	64	209,167	285,274
Senate-passed bill:					
Budget authority .....		79,603	144	206,611	286,358
Outlays .....		75,978	65	209,167	285,210
Conference Report compared to:					
Senate 302(b) allocation:					
Budget authority .....					
Outlays .....					
President's request:					
Budget authority .....		224	84		308
Outlays .....		-111	17		-94
House-passed bill:					
Budget authority .....		261			261
Outlays .....		29	1		30
Senate-passed bill:					
Budget authority .....		656			656
Outlays .....		94			94

Note: Details may not add to totals due to rounding. Totals adjusted for consistency with current scorekeeping conventions.

#### STATEMENT ON THE BALANCED BUDGET AGREEMENT

• Mr. DOMENICI. Mr. President, with the completion of the 13 annual fiscal year 1998 appropriations bills by the Congress, I believe we can say that Congress lived up to its end of the Balanced Budget Agreement.

The Balanced Budget Agreement had two major assumptions for the appropriated programs. The first was the protection of 13 priority domestic discretionary programs that were assumed to be funded at the level of the President's request. For these programs, Congress was on, or close to, the President's requested funding level with few departures.

The second assumption was the protection of funding for five specific budget functions—International Affairs, Natural Resources, Transportation, Education, and the Administration of Justice. Congress came within \$0.3 billion of the overall total of \$126.5 billion for these five budget functions, a shortfall of only 0.2 percent.

The funding departures for the 13 priority domestic discretionary programs were largely for items that Congress had not specifically agreed to—Pell grants—for a new program that was advanced appropriated and made subject to authorization—Opportunities for Out of School Youth—and where anticipated reform was not enacted—Superfund.

Adjusting for these three items, Congress exceeded by \$54 million, the overall \$34 billion assumed in the budget agreement for these 13 protected programs. I will submit a table displaying congressional action on these programs at the end of my statement.

Mr. President, the Congress matched the BBA assumptions for bilingual and immigrant education, for BIA tribal priority allocations, and for the Job Corps.

The Congress exceeded the BBA assumptions for the technology literacy challenge fund, for Head Start, for National Park System operations and land acquisition, and for the violent crime reduction trust fund.

I ask to have printed in the RECORD the pertinent tables.

The material follows:

Partially offsetting these increases, Congress provided slightly less than the BBA assumed for the National Institute of Standards and Technology and the Community Development Institutions Fund.

For Pell grants, the commitment made in the BBA was more complicated than simply a funding level. The BBA assumed the President's funding request for Pell grants, which was more than needed to fund the only policy change promised in the BBA—a \$300 increase in the maximum Pell grant award. The BBA was silent on other policy changes, such as independent students, that were contemplated in the President's request.

While Congress provided \$290 million less than assumed in the BBA for Pell grants, as part of the overall funding increase, the appropriations committees provided an additional \$286 million above the base program level, which can be used to increase the income protection allowance [IPA] for independent and dependent students in the needs analysis formula applied in all need-based financial assistance programs. The final conference report makes clear, however, that the maximum Pell grant of \$3,000 is to be funded first, before IPA's can be increased.

For the protected training and employment services programs at the Department of Labor, the final appropriations bill fell \$307 million short of the BBA. The difference results mainly from Congress delaying \$250 million from 1998 to advance 1999 funding for a new program called opportunities for out of school youth, provided that such

program is authorized as part of job training consolidation legislation enacted by July 1, 1998. The appropriations bill provides \$25 million for pilots and demonstrations for this activity in 1998. The President sought all funds for 1998.

For Superfund, while enacted funding may not be at the President's requested level, Congress abided by the BBA. The BBA incorporated the President's request "if policies can be worked out" to reform the program. The President requested \$2.094 billion in discretionary budget authority for Superfund, and proposed \$200 million in new direct spending, for a total of \$2.294 billion in 1998.

The Congress provided \$2.15 billion for Superfund in the VA-HUD appropriations bill—\$56 million more than the President requested in discretionary funding. Congress approved \$1.5 billion in regular program funds, delays the obligation of \$100 million of this budget authority until October 1, 1998, and provides that \$650 million of the overall appropriation will only be made available if legislation reauthorizing Superfund is enacted by May 15, 1998.

Section 204 of the budget resolution includes a \$200 million allowance for direct spending for the Superfund Program, which will be allocated once reform legislation is reported.

Finally, while Congress reduced EPA operating programs by \$0.1 billion relative to the BBA, Congress also restored funding reductions proposed by the President to the State and tribal assistance grants—which was not a protected program—providing \$3.2 billion compared to the requested \$2.8 billion.

For all the suspense at the end of the session, funding levels for these 13 programs were not the issue. The administration and the Congress came to mutual agreement on these funding levels, and other legislative matters held up the completion of the fiscal year 1998 appropriations bills.

Mr. President, I will also submit at the end of my statement a table displaying final action on funding for the five priority budget functions. It is somewhat remarkable that final appropriations action for these functions fell only \$0.3 billion short of the \$126.5 billion assumed in the BBA, considering that the responsibility for living up to the agreement was dispersed over 11 of

the 13 appropriations subcommittees, which do not appropriate funds by function. Again, the President and the Congress came to agreement to depart somewhat from the request on funding for these functions, but the BBA was largely implemented as envisioned.

I ask to have printed in the RECORD the pertinent tables.

The material follows:

BBA: PROTECTED DOMESTIC DISCRETIONARY PROGRAMS  
(In billions of dollars)

Protected item	BBA	Final action	Final +/- BBA
Dept of Commerce:			
Nat Inst of Standards & Tech .....	0.693	0.678	-0.015
Dept of Education:			
Technology Literacy Fund .....	0.510	0.541	0.031
Pell Grants .....	7.635	7.345	-0.290
Bilingual & Immigrant Ed ...	0.354	0.354	0
Child Literacy Initiatives .....	0.260	0.210	-0.05
Dept of HHS:			
Head Start .....	4.305	4.355	0.05
Dept of Interior:			
National Park System .....	1.220	1.234	0.014
Land Acquisition .....	0.867	0.969	0.102
Everglades Restoration .....	0.140	0.135	-0.005
Tribal Priority Allocations .....	0.757	0.757	0
Dept of Labor:			
Training & Employment Service .....	4.049	3.742	-0.307
Job Corps .....	1.246	1.246	0
Dept of the Treasury:			
Community Development .....	0.125	0.080	-0.045
EPA:			
EPA Operating Program .....	2.739	2.632	-0.107
Superfund .....	2.042	1.453	-0.589
Violent Crime:			
VCRTF .....	5.416	5.500	0.084
COPS .....	1.405	1.400	0.005
Total .....	33.763	32.631	-1.122

COMPARISON OF NON-DEFENSE DISCRETIONARY LEVELS  
IN BALANCED BUDGET AGREEMENT TO ENACTED AP-  
PROPRIATIONS

	BBA	Enacted	Difference
International Affairs:			
Budget authority .....	19.038	19.021	-0.017
Outlays .....	19.179	18.954	-0.225
Natural Resources:			
Budget authority .....	22.807	23.409	0.602
Outlays .....	21.393	21.691	0.298
Transportation:			
Budget authority .....	13.556	13.520	-0.036
Outlays .....	38.267	38.453	0.186
Education:			
Budget authority .....	46.721	45.978	-0.743
Outlays .....	43.185	42.899	-0.286
Justice:			
Budget authority .....	24.405	24.290	-0.115
Outlays .....	22.170	21.711	-0.459
TOTAL:			
Budget authority .....	126.527	126.218	-0.309
Outlays .....	144.194	143.708	-0.486