

Visits to the region by top U.S. officials are a good start. Party leaders have already denounced extremists in their parties.

These efforts at strengthening reconciliation will help focus the peoples' attention on the national debate set to take place in June or July. The debate is an open forum to address the complex issues of promoting and sustaining Burundi's democratic process and government. The National Debate has already begun with the establishment of its Technical Committee. Our strong, visible support for this forum will help discourage and deter the extremists and their hate press from inciting violence and gaining credibility.

We must continue to support the creation of a judicial commission to prosecute human rights violators. We need to help ensure that the army and others are accountable for their actions. We must strongly condemn all violence and assassinations.

We must also support the private voluntary organizations that are doing the lion's share of delivering relief aid. These groups need sufficient personnel, funding and political support to continue their work. Groups such as Parliamentarians for Global Action have helped to facilitate dialogue and begun the reconciliation process. Refugees International has done a tremendous job in focusing public attention on the crisis in Central Africa.

Mr. President, ever since former President Bush spoke of a new world order, the world has been anything but orderly. The threat of Communism has been replaced by shockingly brutal, ethnic conflicts that threaten to spread in the Balkans, the Middle East, Central Africa and elsewhere. In every case, innocent civilians bear the brunt of the violence.

The international community faces a profound, moral choice, in a world in which future man-made catastrophes are inevitable. Preventive measures are always preferable. But if they fail, and the violence in Burundi takes on the character and magnitude of what we witnessed in Rwanda, what will our answer be? Will we stand by in the face of genocide, or will we act to try to stop it? Will we watch passively and cast blame after the blood stops flowing, or will we and others intervene to save innocent lives?

After Somalia, there is no enthusiasm in the Congress for sending large numbers of American troops into the midst of a bloody conflict in Africa or anywhere else, where U.S. national security interests are not obviously threatened. On the other hand, to do nothing is to invite genocide. That is also unacceptable. Our security is our interest. But genocide is everybody's interest, wherever it occurs.

Mr. President, I believe the Rwanda experience compels us to respond differently to future crises of this sort, whether in Burundi or elsewhere. In Rwanda, 5 months after receiving a mandate to act, the U.N. still had no

budget, no equipment, no humanitarian coordinator, no political strategy, and no logistical capability to rapidly deploy and sustain a peacekeeping force. As in past peacekeeping operations, the U.N. started from scratch. An estimated \$200 million was needed, but only a fraction of that was raised. In the meantime, hundreds of thousands of people were slaughtered, and the international community is now spending hundreds of millions if not billions of dollars to feed and care for refugees, and to deal with the myriad of difficult problems Rwanda faces in the wake of the genocide. Not until the arrival of a small contingent of well-armed French troops, did the mayhem wane.

Peacekeeping, or some combination of peacekeeping and peacemaking, which in Rwanda-like situations I would prefer to call peacekeeping with muscle, could not only have saved thousands of innocent Rwandan lives, it could also have saved money. These should be our goals in the future.

To that end, the United States should vigorously seek international support for establishing a properly trained, fully equipped, U.N. force that can be deployed quickly to provide protection to civilians in Rwanda-like crises. The U.N. is the only overtly neutral organization that can fulfill this responsibility. I am not talking about a standing army, but rather small contingents of troops from a wide range of U.N. member states, specially trained, coordinated and equipped and ready to assemble quickly to respond with overwhelming force in humanitarian emergencies.

The role of such a force would not be nation-building. That is not the work of armies. Its mission would be humanitarian and deterrence. By preventing those who would slaughter thousands of innocent people from access to the targets of their hatred, and by offering those who might be coerced into taking part in genocide a safe haven if they refuse, tensions can be defused and crises averted.

The U.N. Secretary General should have sufficient funds at his disposal to support the early deployment of such a force. It should be further buttressed with a U.N. media capability to publicize its activities, and to counter the kinds of inflammatory radio broadcasts that incited Hutus to commit genocide in Rwanda.

The United States should be prepared to contribute its equipment, and even its troops to participate in such a force, although I believe it is preferable if the troops of the major powers are used in these situations only as a last resort. Nevertheless, there are financial costs and human risks involved, and the United States has an obligation, as the most powerful country, to do its part. That is the price of world leadership.

Mr. President, I am not the first to suggest the establishment of such a U.N. capability. It is not peacekeeping.

It is not peacemaking. It is life saving. And it is urgently needed in today's violent, post cold war world.●

#### NATIONAL MISSING CHILDREN'S DAY

● Mr. D'AMATO. Mr. President, I rise today to speak about National Missing Children's Day. This day focuses on what must be one of the most horrifying events in a parent's life: the abduction of their child. Nothing I say could ever ease their pain, but I would like to let them know that my thoughts are with them.

I want to take this opportunity to applaud the efforts of programs that assist families in these situations. The National Center for Missing and Exploited Children (NCMEC) is a remarkable organization. NCMEC handles over 850,000 calls on its hotline, worked on 43,000 cases and, amazingly, played a role in the recovery of 28,000 children. Using advanced technology, this vital center disseminates information with the ultimate goal of rescuing as many children as possible.

After personally viewing the need for these efforts, I helped to establish Project ALERT, which is housed within NCMEC. Hoping to tap into an extremely valuable resource, Project ALERT recruits retired law enforcement officers, provides training to them and then dispatches these officers to local police agencies. The officers are volunteers and are assigned to cases involving missing and exploited children. They have the experience, expertise, will and dedication to investigate cases and can readily available to provide these services free to local law enforcement agencies.

In order to draw attention to the gravity of this National Missing Children's Day, some very dedicated New Yorkers have taken to their bicycles to ride from Herkimer County in New York to Washington, DC. Herkimer County has special significance. Sara Anne Wood, 12 years old at the time, was abducted from there on August 18, 1993. Her father, Reverend Robert Wood is one of the seven making the arduous trip to Washington, DC which will benefit the Sara Anne Wood Rescue Center. I would like to take a moment to congratulate them on completing their journey and bring national attention to their efforts.

I also would like to speak briefly on the Morgan P. Hardiman Task Force on Missing and Exploited Children. The Task Force creates a team of active Federal agents who would work with the National Center for Missing and Exploited Children in assisting State and local law enforcement agents in their most difficult. By supplementing our Nation's police departments with Task Force members and resources, we can effectively fight child victimization, a truly reprehensible crime, and help to reunite families disrupted by an abduction.

I only hope that one day, there will be no need for a National Missing Children's Day or a center to locate missing and exploited children. Until that day comes, I will continue to do whatever I can as a United States Senator to assist in the efforts to bring these children home and to impart the most severe punishment for any depraved person who harms a child. This issue is dear to my heart and I will remain close to the efforts to help children and their families. We will not stop until the problem has ceased.●

**"I TOLD YOU SO"—WHITE HOUSE  
MEMO LAYS GROUNDWORK FOR  
COERCION**

● Mr. ROTH. Mr. President, today the Associated Press broke a story that should take no one by surprise. The concern expressed on this floor as we debated reforming the Hatch Act was that without protection for Federal employees, a sitting President could coerce his appointees to contribute to his campaign.

Today, we see from a wire story that the White House has laid the groundwork for the kind of coercion we predicted.

A memo dated May 2 from White House Counsel Abner Mikva and addressed to "Heads of all All Agencies and Departments"—a memo written on official White House stationery, states that the Hatch Act Reform of 1993 "provided that civilian executive branch employees are no longer prohibited from making a political contribution to the reelection campaign committee of an incumbent President."

The memo then asks the agency heads to share the information with employees inside their agencies. Frankly, Mr. President, I find this absolutely outrageous, and believe that this memo could be seen as setting up a coercive situation for executive branch civilian employees—something I warned against when we considered the so-called reform of the Hatch Act.

The purpose of the Hatch Act was straightforward—to protect Federal employees from just this type of pressure. I fought tooth and nail against the repeal of provisions in the Hatch Act for just this reason. I find it interesting that of all of the changes made to the Hatch Act, contributing to the reelection campaign committee of an incumbent President is the change they chose to highlight. This memo is a glaring example of the abuses that can occur without the protection of the Hatch Act.

When the White House asks agency and department heads to tell their employees that they may contribute to their boss' reelection, that clearly can be seen as coercion. Those employees may feel that their continued employment depends on contributing. Furthermore, that this was sent out on official White House stationery makes things even worse.

What is an employee to think when he or she receives this information—

this narrow information—concerning the changes to the Hatch Act. All the changes were highlighted by the media when the act was reformed. Certain, Federal employees kept themselves abreast of the news. "So why," one would have to ask, "would the highest levels at the White House use official stationery to direct attention to only one of several changes in the law?"

"Is it because the President wants to remind me that I serve at this leisure—and if I don't contribute, I may not serve?" As Ann McBride, president of Common Cause says, "There's just no way that a message comes from the White House and people don't feel some sense of implicit coercion."

This is unfair to our Federal employees. At a time when the President is seeking to build goodwill and esteem among those who work in the bureaucracy, he shouldn't be strapping them with the bill for his reelection campaign.

**THE AGENCY FOR HEALTH CARE  
POLICY AND RESEARCH**

● Mr. ROCKEFELLER. Mr. President, I would like to submit for the RECORD, a recent Washington Post article on the Agency for Health Care Policy and Research (AHCPR).

Before submitting the article, I would like to say a few words about the AHCPR. The Agency for Health Care Policy and Research (AHCPR) was established as the eighth agency in the Public Health Service by the Omnibus Budget Reconciliation Act of 1989. I was pleased to work on a bi-partisan basis—with Senators Mitchell, HATCH, DURENBERGER and KENNEDY, and Representatives Gradison, STARK, and WAXMAN—to help establish AHCPR.

In creating the agency, Congress gave increased visibility and stature to the only broad-based, general health services research entity in the Federal Government—one of the most important sources of information for policymakers and private sector decision-makers as they seek to resolve the difficult issues facing the Nation's health care system.

Congress gave AHCPR the following mission:

"to enhance the quality, appropriateness, and effectiveness of health care service and access to such services, through a broad base of scientific research and the promotion of improved clinical practice and in the organization, financing and delivery of health services.

The Members of Congress who supported the creation of AHCPR did so because of their concern that while the Nation was spending at that time some \$800 billion on health care, it is now more than a trillion dollars, we had little information on what works in the delivery or financing of care. We wanted to encourage support for research to find the best ways to finance and provide health care at the lowest cost and the highest quality. We believed then that for a relatively low expenditure

we could find ways to save health care money without sacrificing quality. The AHCPR's work has proven us right.

The 1989 Reconciliation Act authorized AHCPR to conduct research in three basic areas: Cost, Quality, and Access (CQA) and medical effectiveness research and outcomes research.

Cost, Quality and Access research funding has provided:

The fundamental research that led to the development of the Diagnosis Related Groups (DRG) system;

The basic research that first documented major variation in physician practice patterns;

A landmark study, called the Medical Outcomes Study (MOS) which will help understand the impact of financial incentives and practice setting (e.g. Health Maintenance Organizations vs. fee-for-service) on practice style and, in turn, on health outcomes;

Research that documented that utilization review can significantly cut utilization costs of health care; and

The most comprehensive survey on the costs and utilization patterns of AIDS patients, which will help target treatment programs, more effectively.

Part of AHCPR's work is in technology assessment and this effort has made a significant contribution to saving federal funds. For example, according to the Institute of Medicine, at least \$200 million a year in medicare expenditures are saved through AHCPR's technology assessment program. Again, AHCPR is helping us as policymakers understand what works.

Congress greatly expanded the federal effort to support research on the outcomes, appropriateness and effectiveness of health care services. The ultimate goal of this program is to provide information to health care providers and patients that will improve the health of the population and optimize the use of scarce health care resources. This program includes research, data development and development of clinical practice guidelines.

It was our hope that the guidelines, which are just that, not requirements, would lead us to find ways to save money without compromising care. It is now apparent that our modest investment in the process has paid off.

For example, AHCPR, research has found that some 90% of low back pain problems—a condition estimated to cost more than \$20 billion a year in health expenditures—disappear on their own in about one month. This finding has enormous cost savings implications.

One hospital in Utah found that after six months of using an AHCPR guideline on prevention of pressure ulcers that it saved close to \$250,000. That hospital is part of the Intermountain Health Care system which has now implemented the guideline in its 23 other hospitals. Use of this guideline has reduced the incidence of bed sores by 50% at savings of \$4,200 per patient.