

that bill. Let me say that I first took up the unfair tax situation faced by my New Hampshire constituents at the Portsmouth Naval Shipyard nearly 10 years ago, and introduced legislation in the years that followed which, unfortunately, never came to pass. However, my colleagues have told me a congressional hearing might be the best way to make our case. That is why I look forward to Senate consideration of this amendment in committee. When the facts are carefully reviewed, I think my colleagues will realize that my constituents have waited too long already for resolution of the unfair tax burden they face by virtue of their employment at this particular Federal facility. My amendment with Senator GREGG to H.R. 1953 gives the Congress another opportunity to address this situation, so it is my hope we can now rectify this situation without further delay.

#### THE BIPARTISAN CAMPAIGN REFORM ACT OF 1997

#### BURNS AMENDMENTS NOS. 1301- 1303

(Ordered to lie on the table.)

Mr. BURNS submitted three amendments intended to be proposed by him to the bill, S. 25, supra; as follows:

##### AMENDMENT No. 1301

At the end of title I, add the following:

Title II of the Federal Election Campaign Act of 1971 (2 U.S.C. 431 et seq) (as amended by section 101) is amended by adding at the end the following:

#### **"325. PARTICIPATION BY NATIONAL ORGANIZATIONS IN ELECTIONS FOR THE SENATE OR HOUSE OF REPRESENTATIVES.**

"It shall be unlawful for the national chapter of any organization to conduct, or to use or make available funds of the national chapter to any person for the conduct of, campaign advertisements or any other form of participation in an election for the Senate or the House of Representatives in a State unless the State and local chapters of the organization consent to the participation."

##### AMENDMENT No. 1302

At the end of title I, add the following:

Title III of the Federal Election Campaign Act of 1971 (2 U.S.C. 431 et seq) as amended by section 101) is amended by adding at the end the following:

#### **"325. PENALTIES FOR VIOLATION OF ELECTION LAW.**

"(a) IN GENERAL.—In addition to penalties that may be imposed under any other provision of this Act, section 607 of title 18, United States Code, or any other law requiring or prohibiting any activity relating to a Federal election, and person that violates any such person shall be punished by—

"(1) lifetime disqualification from candidacy for Federal office;

"(2) imposition of a fine of not less than \$50,000;

"(3) in the case of an organization described in paragraph (3) or (4) of section 501(c) of the Internal Revenue Code that is exempt from taxation under section 501(a) of the Code, disentitlement to the exemption for a period of not more than 5 years.

"(b) VIOLATION BY AN ORGANIZATION.—In the case of a violation under subsection (a)

by an organization, each of the officers of the organization that had power to prevent the organization from committing the violation shall be personally liable for the violation."

##### AMENDMENT No. 1303

At the end of title I, add the following:

Title III of the Federal Election Campaign Act of 1971 (2 U.S.C. 431 et seq) (as amended by section 101) is amended by adding at the end the following:

#### **"325. DECLARATIONS OF INTENT TO BECOME A CANDIDATE; DECLARATIONS OF INTENT TO PARTICIPATE IN FEDERAL ELECTIONS.**

"(a) DECLARATIONS OF INTENT TO BECOME A CANDIDATE.—Not later than January 1 of any year in which a general election for Federal office is to be held in a State, each person that intends to become a candidate for Federal office in the election shall file with the Commission and with the chief election official of the State a declaration of intent to become a candidate for the office that the person intends to seek.

"(b) DECLARATIONS OF INTENT TO PARTICIPATE.—Not later than January 1 of any year in which a general election for Federal office is to be held in a State, each individual or organization that intends to participate in the election through an issue advocacy or voter education campaign shall file with the Commission and with the chief election official of the State a declaration stating that intent."

#### ADDITIONAL STATEMENTS

##### BALTIMORE'S 311 INITIATIVE

• Mr. SARBANES. Mr. President, I rise today to bring my colleagues' attention to a crime-fighting initiative implemented by the Baltimore City Police Department, in conjunction with the Federal Community Oriented Policing Services [COPS] Program created by the 1994 Crime Bill, and with American Telephone and Telegraph. This initiative—the 1-year anniversary of which was the first of this month—has contributed greatly to community policing efforts in Baltimore, and I believe holds great promise for the Nation at large.

Like other major cities in America, Baltimore—our 12th largest city—has experienced over the past several decades a rapid rise in crime. One of the effects of this rise has been the increasing burden placed on the 911 emergency telephone system—a system which citizens regularly used to phone in not only emergency calls, but also criminal complaints of a nonemergency nature. In 1995 alone, the Baltimore Police Department fielded 1.7 million 911 calls. Such a volume made it increasingly difficult for the city's police to address in an expeditious manner those complaints that were truly of an emergency nature, and required the redeployment to the phone banks of officers who should have been on the city streets.

In October 1996, the Baltimore City Police Department, aided by a \$350,000 award from the COPS office, established a new telephone line for non-emergency calls. This 311 line is staffed

by limited duty officers specifically trained to handle both emergency and nonemergency calls, and citizen understanding of the differences between the 311 and 911 lines has been heightened by an intensive public awareness campaign.

Mr. President, this experiment has proven to be an unmitigated success. As a result of the implementation of the new 311 number, emergency calls to 911 have decreased by 25 percent, leaving Baltimore's police with more time to address in an expeditious manner true emergencies. In fact, statistics show that 911 operators now answer the phone on an average of 2 seconds, as compared to 6.5 seconds before the 311 line was set up, and that 80 percent fewer callers to 911 receive a message asking them not to hang up. In short, because of the 311 number, Baltimore's police can now respond immediately to situations that demand prompt action.

Moreover, the reduction in 911 calls has allowed Baltimore's police to spend more time patrolling their beats, a consequence of which has been a declining crime rate in the city of 15 percent in fiscal year 1997, as opposed to an 11 percent decline in fiscal year 1996.

These and other statistics appear in an October 2 New York Times article entitled "Baltimore Cites Success with Alternative to 911," which I ask to be printed in the RECORD at the conclusion of my statement.

Mr. President, on this 1-year anniversary of the 311 program, I want to applaud the successes of the COPS Program, and the efforts of the Baltimore City Police Department and the Office of Governor Glendening, both of whom have demonstrated the kind of vision and initiative that are essential to a successful Federal-State-local law enforcement partnership. Numerous other localities are in the process of developing their own 311-type programs, and I fully expect that on the second anniversary of the Baltimore initiative, several of my colleagues will be on the Senate floor announcing similar success stories in their own States.

The article follows:

[From the New York Times, Oct. 2, 1997]  
BALTIMORE CITES SUCCESS WITH ALTERNATIVE  
TO 911

(By Michael Janofsky)

BALTIMORE, OCT. 1.—Until a year ago, the owner of a cat stuck in a tree and the spouse of a shooting victim would be likely to call the same number for help: 911.

But under a pilot Federal program that could expand quickly around the country and beyond, Baltimore is using a different telephone number for non-emergencies, 311, a change that has reduced the number of 911 calls to local police by nearly 25 percent, enabling operators to handle life-threatening situations more efficiently and giving officers more time to patrol the streets.

In announcing the results of the program on its first anniversary, local, state and Federal officials said the 311 experiment has been so successful that more than 100 other jurisdictions, including Chicago and Philadelphia, are eager to try it.

"The results here have exceeded my expectations," said Joseph E. Brann, the director

of the Justice Department's Office of Community Oriented Policing. "The importance to the rest of the country is that this was a community willing to use a new strategy to solve an old problem."

Most regions have used 911 as an emergency alternative to a seven-digit number for the local police station since the early 1970's. But here in Baltimore, Thomas C. Frazier, the police commissioner, said the steady increase of calls to 911, an average of 5 percent a year in recent years, was forcing many officers to spend their entire eight-hour shifts responding to calls—many of which were not true emergencies—at the expense of department efforts to increase the time officers patrol neighborhoods.

"We are trying to create more discretionary time for officers," Mr. Frazier said at a news conference, "and this enhances our ability. It has freed up an amount of time for them to be proactive."

As part of the Clinton Administration's comprehensive 1994 crime act, the Justice Department last year had a small grant—\$349,787—available to test a program that would combine new technology and a city's willingness to wean residents from 911 for non-emergency needs. Baltimore jumped at the chance.

After a year, Mr. Frazier pronounced the program "a huge success," with 24.8 percent fewer calls to 911 and better service for those who still needed it. A department analysis of calls made after 311 was implemented showed that 911 operators now answer within an average of two seconds, rather than six seconds; that 78.5 percent fewer callers get a busy signal, and that 82.2 percent asking them to not to hang up.

In addition, a police survey of people who called 311 found that 98.2 percent of them were satisfied with the response even after learning that an officer would not be immediately dispatched. For example, someone returning from vacation to discover a burglary had taken place would probably be told by a 311 operator that the police would respond, but not necessarily right away.

More significant, Mr. Frazier said, the availability of 311 to solve nonemergency problems led to an immediate decrease in the frequency with which the police were dispatched. After 311 was introduced, Mr. Frazier said, the number of times the police were dispatched fell enough to give an officer an additional hour a day for community policing. Mr. Frazier added that the overall crime rate in Baltimore has fallen 15 percent in 1997, compared with an 11 percent drop in 1996.

The success of the 311 option here probably will lead to its implementation in other cities. Lieut. Gov. Kathleen Kennedy Townsend, who helped lobby for the Federal grant, said Maryland's other populous regions, including Montgomery County and Prince George's County, near Washington, would soon get 311 systems. And John F. Reintzell, a spokesman for the Baltimore Police Department, said that the department had received inquiries from 150 police departments in the United States, Britain, Canada and South Korea.

Mr. Brann of the Justice Department said that the Federal Government did not intend to offer further financial support for 311 but that several current studies the Government was monitoring could help localities decide how they might amend the way they handle emergency calls. Dallas is offering a 311 line for access to all city agencies, and Buffalo is beginning a public awareness campaign to familiarize residents with seven-digit police station numbers.

"Agencies all over the country are interested," Mr. Brann said. "But we're not trying to shove anything down anyone's throat. It should be a local agency determination."

#### TRIBUTE TO CONRAD RICHARD GAGNON, JR., AND MAUREEN E. CONNELLY

• Mr. SMITH of New Hampshire. Mr. President, I rise today to honor Conrad Richard Gagnon, Jr., and Maureen E. Connelly who were named finalists in the second annual Samsung American Legion Scholarship Program.

The scholarship program is funded by a \$5 million endowment from the Samsung Group, an international company based in South Korea, and is administered by the American Legion, the world's largest veterans organization. Only direct decedents of U.S. war-time veterans are eligible for the scholarships.

Conrad and Maureen are among many other outstanding young Americans named as finalists to compete for 1 of 10 college scholarships, each worth \$20,000. The students were judged on the basis of their involvement in their school and community, and for their academic achievements.

Conrad is a native of Bedford, NH, and is currently in his senior year of high school. He is the son of Conrad and Gisele Gagnon, and has three brothers: Brian, Tim, and Dan. His grandfather, Richard Adalard Gagnon, is a World War Two veteran.

Conrad has distinguished himself by achieving excellent grades, as well as being involved in numerous and varied activities. He is an associate editor of his school year book, a member of his school's math team, and French club. He has been awarded the Boy Scouts Order of the Arrow, and will travel to California and Japan this summer on the Sony Student Abroad scholarship. Conrad also participates in community service activities such as peer tutoring, food drives, and was involved in organizing an effort to place over 100 of his peers in volunteer positions. He would like to study engineering and law in college.

Maureen is a resident of Greenland, NH. She attends Portsmouth High School. She is the daughter of Mark and Marian Connelly, and she has a sister Carolyn, and a brother Steven. Her grandfather, Quentin Dante Halstead, served on active duty in World War Two, the Korean war, and the Vietnam war.

Maureen has earned outstanding grades in honors and advance placement classes. She is also very active on her school's field hockey team and track team. In addition she is a member of student government, serving in the capacity of treasurer, as well as a member of the school newspaper staff. Maureen volunteers her time to teach young children field hockey and at a local hospital, she also maintains a job as a lifeguard. She is a senior in high school and would like to be a doctor.

Young men and women such as Conrad and Maureen are a valuable asset to New Hampshire and the future of the United States. I congratulate them on all their hard work and wish them success in their future endeavors. ●

#### THE RALLYING CRY OF THE ECONOMIST

• Mr. MOYNIHAN. Mr. President, the most current issue of *The Economist* has a cover story on the Year 2000 Problem. Entitled the "Millennium Bug Muddle," the story and editorial describe the global reaction to the computer glitch. While the editors do believe much of the alarmists hue and cry is overstated, they are careful not to minimize the warnings about the critical steps we must take to solve this problem.

First, even with the lowest estimates of cost at \$52 billion, the millennium bug still counts as a serious computing problem, probably the worst to strike the industry to date. Governments and industries must be prepared to pay the bill. Executives and public officials will have to convince the shareholders and taxpayers that they should foot the bill even though the fix will not increase productivity one lick.

Second, in their research, *The Economist* authors found that "firms that are a year or so into the repair job say they have learned two things. Had they done nothing, the consequences would have been ugly indeed, from complete failure of their accounting and billing systems to, in the case of some retail firms, an inability to do business at all. But solving the problem is proving relatively straightforward, if time consuming and expensive." This reaffirms my belief that this is a management problem, NOT a technological problem.

Third, the article alludes to the impending deluge of litigation. "The results of these unfortunate programming decisions are already appearing. The Produce Palace, a retailer in Michigan, brought the first millennium bug case to court earlier this year, suing the makers of its sales terminals because their terminals cannot handle credit cards that expire after 1999 . . . Meanwhile, Hartford Insurance had to start fixing its systems as far back as 1988, when it realized that its 7-year bonds would crash its software from 1993 onwards." Our society is extremely litigious. Business interruptions and the ensuing blame game of lawsuits could have lasting harm on our economy and our courts.

Lastly, as *The Economist* does so well, the authors see the larger meaning in this problem. They conclude that because we are dependent on technology—and the pragmatic solutions that are devised in technology's evolution—we can be hindered and, in time, stricken, by the unintended consequences of these "innovations." As they point out, "British railwaymen chose Stephenson's standard gauge over Brunel's wider one in the first half of the 19th Century, as they did in America and most European countries. This standard, originally derived from horse-drawn wagons in British mines, has remained even as railway engineering has undergone 150 years of change. Not surprisingly, it is hopelessly inadequate."