

nearly 40 years, and the significance of the conclusion of negotiations and the signature to date of more than 140 states cannot be overestimated. The Treaty creates an absolute prohibition against the conduct of nuclear weapon test explosions or any other nuclear explosion anywhere. . . . The Comprehensive Nuclear Test-Ban Treaty is of singular significance to the continuing efforts to stem nuclear proliferation and strengthen regional and global stability. Its conclusion marks the achievement of the highest priority item on the international arms control and nonproliferation agenda.

I commend the President for his leadership on this issue. I look forward to working closely and in a bipartisan fashion to secure prompt ratification of the CTBT. I will do absolutely everything I can to support the passage of the Comprehensive Test Ban Treaty. I expect a spirited debate on the CTBT including vigorous opposition from some who continue to believe in nuclear expansion and experimentation.

Several Senate hearings have recently been held and I urge the body to move forward in a timely and deliberative manner early in 1998. As a member of the Appropriations Energy and Water subcommittee with funding responsibility for nuclear weapons activities including stockpile stewardship, I look forward to actively participating in Senate consideration of the Comprehensive Test Ban Treaty.

Mr. President, at this point, I ask that a brief titled, "Ten Reasons for a Comprehensive Test Ban Treaty," be printed in the RECORD. This information was prepared by a nongovernmental organization in support of CTBT ratification.

The material follows:

Ten Reasons for a Comprehensive Test Ban Treaty.

1. THE CTBT WOULD GUARD AGAINST THE RENEWAL OF THE NUCLEAR ARMS RACE

The Comprehensive Test Ban Treaty would limit the ability of nuclear weapons states to build new nuclear weapons by prohibiting "any nuclear weapon test explosions and all other nuclear explosions." The ban on nuclear explosions would severely impede the development of new, sophisticated nuclear weapons by the existing nuclear powers. While countries could build advanced, new types of nuclear weapons designs without nuclear explosive testing, they will lack the high confidence that the weapons will work as designed. Thus, the Treaty can impede a nuclear arms buildup by five declared and three undeclared nuclear weapon states.

2. THE CTBT WOULD CURB NUCLEAR WEAPONS PROLIFERATION

Under the Comprehensive Test Ban Treaty, "threshold" states would be prevented from carrying out the types of tests required to field a modern nuclear arsenal. While a country could develop nuclear weapons for the first time without conducting nuclear explosions, the bomb design would be far from optimal in size and weight and its nuclear explosive power would remain uncertain. The CTBT is therefore vital to preventing the spread of nuclear weapons to additional states, where these weapons could destabilize international security.

3. THE CTBT WOULD STRENGTHEN THE NUCLEAR NON-PROLIFERATION TREATY

The conclusion of the CTBT is a key element in the global bargain that led to the

signing and the extension of the Nuclear Non-Proliferation Treaty. In May 1995, non-nuclear states agreed to extend that Treaty in May 1995 with the understanding that Article VI measures in the original treaty—like the CTBT—would be implemented. At the May 1995 NPT extension conference, all nations agreed to "The completion by the Conference on Disarmament of the negotiations on a universal and internationally and effectively verifiable Comprehensive Nuclear-Test-Ban Treaty no later than 1996." Ratification of the CTBT would further legitimize U.S. non-proliferation efforts and lay the basis for universal enforcement of the CTBT, even against the few nations that may not sign.

4. NUCLEAR TESTING IS NOT NECESSARY TO MAINTAIN THE SAFETY AND RELIABILITY OF THE U.S. ARSENAL

The U.S. has a solid and proven warhead surveillance and maintenance program to preserve the safety and reliability of the U.S. nuclear deterrent without nuclear test explosions and this program is being augmented through the Science-Based Stockpile Stewardship Program (SBSS). Although some of the projects that are part of the SBSS program are not essential to the maintenance of the stockpile, many objective experts—both critics and supporters of the program—agree that the program can ensure the safety and reliability of the U.S. nuclear stockpile without resorting to nuclear explosive testing.

All operational U.S. nuclear weapons are already "one-point safe" against accidental detonation of the warhead's high explosives, making even low-yield nuclear explosions, known as "hydronuclear," tests unnecessary. In addition, the nuclear warhead designs of operational U.S. nuclear weapons incorporate additional modern safety features. Since instituting a new annual warhead safety and reliability certification process in 1995, U.S. nuclear weapons have been twice certified without nuclear test explosions.

5. THE CTBT IS EFFECTIVELY VERIFIABLE

The CTBT would put into place an extensive, global array of 170 seismic monitoring stations, 80 radionuclide monitoring stations, 11 hydroacoustic monitoring stations, and 60 infrasound monitoring stations to detect and deter possible nuclear test explosions. Monitoring capabilities would be especially sensitive at and around the established nuclear test sites. With this monitoring system, the CTBT would—with high confidence—be able to detect nuclear test explosions that are militarily significant. In addition, the CTBT would provide an additional deterrent against potential test ban violations by establishing on-site inspection (OSI) rights that could allow detection of the radioactive gases leaking from an underground nuclear test.

6. THE CTBT WOULD SUBSTANTIALLY ENHANCE CURRENT U.S. MONITORING CAPABILITIES

Whether or not the CTBT is ratified, U.S. intelligence agencies will be tasked with monitoring nuclear weapons programs of the nuclear powers and the efforts of non-nuclear states and groups to attain nuclear weapons. The Treaty will make that task easier by establishing a far-reaching international monitoring system across the globe that would augment existing national intelligence tools. Clearly, U.S. intelligence capabilities to detect nuclear tests and nuclear weapons development programs would be far better with the CTBT.

7. THE CTBT WOULD ENHANCE THE INTERNATIONAL NORM AGAINST NUCLEAR TESTING

If the five declared nuclear weapon states ratify the Comprehensive Test Ban Treaty, it will strengthen the global norm against

testing and weapons development that helps make the nuclear "have-not" nations far less inclined to develop nuclear weapons. The U.S. has not tested a nuclear weapon since 1992 when Congress passed and President Bush signed the Hatfield-Exon-Mitchell legislation establishing a moratorium on nuclear testing. This law, which remains in effect, says that the U.S. may not conduct a nuclear test explosion unless another nation conducts a test. CTBT ratification would help bring other nations in line with U.S. policy.

8. THE CTBT IS SUPPORTED BY A LARGE MAJORITY OF THE AMERICAN PEOPLE

The Comprehensive Test Ban Treaty is supported by a large majority of the American people. U.S. public support for a nuclear weapons test ban has remained consistently high since the early days of the Cold War. The most recent poll, conducted in September 1997 by the Mellman Group, revealed that 70 percent of Americans support United States ratification of a nuclear test ban treaty.

9. THE CTBT IS THE LONGEST-SOUGHT INITIATIVE TO HELP REDUCE NUCLEAR WEAPONS DANGERS

The Comprehensive Test Ban Treaty marks an historic achievement pursued by Presidents since Dwight D. Eisenhower. For forty years, Presidents and activists have worked for an end to nuclear testing. Previous negotiations have been hindered by international incidents, the failure to compromise at key times, and most importantly, the political dynamics of the Cold War nuclear arms race itself. Ratification of the CTBT would mark an important milestone in the effort to end the nuclear arms race.

10. THE CTBT WOULD PROTECT HUMAN HEALTH AND THE ENVIRONMENT

Since 1945, six nations have conducted 2,046 nuclear test explosions—an average of one test every nine days. These tests spread dangerous levels of radioactive fallout downwind and into the global atmosphere. A 1997 National Cancer Institute Study estimates that fallout from only 90 U.S. nuclear test will likely cause 10,000–75,000 additional thyroid cancers in the U.S. Underground testing also poses environmental hazards: each blast spreads highly radioactive material underground; many underground nuclear explosions have vented radioactive gases. The Energy Department reports that 114 of the 723 U.S. nuclear tests since 1963 released radioactive material into the atmosphere.●

INTERNAL REVENUE SERVICE IMPROVEMENT

● Mr. HOLLINGS. Mr. President, I come to the Senate floor today to bring to my colleagues' attention the games being played by the majority regarding needed reforms at the IRS.

On one hand, the people want IRS reform, and only the Senate stands in the way. The House overwhelmingly passed an IRS reform bill, 426 to 4, and the President is waiting to sign it into law. But the Senate leadership says "no way, we can't begin fixing the IRS we have to get home for the holidays." So the taxpayer will have to wait for needed reforms making the IRS more user friendly. This means changes aimed at helping the American taxpayer deal with the IRS will be unnecessarily delayed and taxpayers will see little change in the IRS. Instead of a new IRS oversight board bringing new and more taxpayer friendly services, Americans who are dutifully paying their

taxes will see the same old IRS—business as usual. Instead of permitting taxpayers to recover up to \$100,000 for negligent collection actions, the taxpayers will continue to fight an uphill and seemingly impossible battle when challenging an IRS ruling.

We all were appalled by some of the IRS practices recently highlighted in Congressional hearings and we all agree there is no place in government for these abuses, yet when given the chance to begin to remedy them, the Senate Leadership refuses to act.

As a cosponsor and supporter of the Taxpayer Bill of Rights and the Taxpayer Bill of Rights II that provided for increased taxpayer protection, I urge the Senate to take the next much needed step and pass the Internal Revenue Service Improvement Act.

In my mind it is outrageous that at the same time we have the Senate refusing to act on the IRS Improvement Act, the majority is attempting to spend \$100 million of taxpayer's money to conduct a poll to find if U.S. taxpayers like the IRS. I can't imagine what new information this will provide. We all know that most Americans don't like the IRS. We all know it is government's most disliked agency. Spending \$100 million to determine whether people like it seems a huge waste of money. This is nothing more than the Republican Majority using hard earned taxpayer dollars for their self-serving political theatrics. Why not make taxpayers give the Majority \$100 million dollars worth of stamps and copying machines to run their 1998 election campaign. Does the Leadership really need to spend an extra \$100 million to find out that most Americans don't like paying taxes.

This is the most outrageous and hypocritical use of taxpayer funds that I have seen in my forty years in politics. Yes, there have been other abuses and scams defrauding the American taxpayer, but none more blatantly political and painfully obvious.

If we want to add \$100 million in federal spending why use it for partisan political purposes to prove what we all already know. Instead let us use this \$100 million for real government such as constructing 1,325 additional federal prison beds or incarcerating 4000 more federal prisoners. Or maybe we could add 725 new border patrol agents or enroll 20,000 more children in headstart. We could also add 55,300 new summer jobs or train 27,600 low income adults. I am sure most of my colleagues hear a constant cry back home for more spending to improve roads and highways, certainly South Carolina could use \$100 million for roads. As I understand, \$100 million would resurface 670 miles of highway. At a time of mounting transportation needs, spending federal funds for an IRS poll seems ridiculous.

Mr. President, let me conclude by stating the obvious. Spending \$100 million of taxpayer money on an IRS poll does not help a single taxpayer. In

short, it is a huge waste of money. If we want to assist taxpayers, if we want real reform, we should pass the IRS Reform bill now. I urge the Majority Leader to free the IRS Reform bill, let the Senate vote and begin providing relief to the American taxpayer.●

#### SHORT TERM EXTENSION OF ISTEA

● Mr. REID. Mr. President, I served on the Committee on Environment and Public Works when the original ISTEA bill was written. I believe ISTEA has been one of the most important, innovative pieces of legislation ever to pass the United States Congress. Our stated goal was to turn over more spending power and authority to the states and localities while maintaining a strong national transportation system.

In the last 6 years we have made great progress and, when we are finally able to pass a bill, I feel confident that ISTEA II will carry us further in the same direction. Until we get to that point, the Congress must pass a short-term measure that ensures that the state programs remain stable while we are finishing work on the reauthorization.

ISTEA made the states partners with the federal government in building and maintaining a strong transportation system. Leaving them in the lurch now would be no way to treat a partner. I believe the Congress needs to pass a short-term extension to ISTEA to ensure continuity in the state programs and to live up to our obligation to the American people to provide a world-class transportation system.

I am delighted that the Senate passed this short term extension by unanimous consent last night, putting aside regional differences over formula funding. I am hopeful that the House will respond quickly and that we will be able to go home knowing that we have done the right thing for the states and the American people.

Senator BOND, the primary author of this approach, takes care of our short term needs and he deserves our praise for developing it and selling it to all of his colleagues while under tremendous time pressures. State programs will continue, but we keep the pressure on ourselves to get the 6 year reauthorization done.

Several of my colleagues have come to the Floor last night to explain how the bill works and I will not repeat their effort. However, I do want to offer high praise to Senator CHAFEE, Senator BOND, Senator BAUCUS, and Senator WARNER for developing a measure that will work and has the support of the Senate.

Additionally, I would like to offer thanks to key members of their staff for their hard work and late hours, not only this week but throughout the year, Kathy Ruffalo of Senator BAUCUS' staff, Dan Corbett of Mr. CHAFEE's staff, and Ann Loomis of Senator WARNER's staff have put in tremendous

hours of hard work this year developing a 6 year reauthorization of ISTEA, a bill that passed the Committee on Environment and Public Works unanimously.

Additionally, Tracy Henke of Senator BOND's staff did top notch work in putting together the Senate's short term extension bill and I am grateful for her efforts.

In particular I want to thank the Chairman and Ranking Member for accommodating my request to include the Federal Lands Highway Programs in the bill. For states, such as mine, that have vast holdings of public lands, the Federal Lands Highways Programs are a vital part of our transportation network.

There are three programs that make up the Federal Lands Highway Program:

Public Lands Highway Program for roads and maintenance on federal lands. Eighty-seven percent of Nevada is federally-owned;

Indian Reservation Roads Program for roads and maintenance on Indian reservations; and

Parkways and Park Highways Program that funds roads and maintenance within National Parks.

These programs serve as a transportation lifeline for the vast rural, federally-owned areas that blanket the Western United States. The federal government has a duty and obligation to build and maintain roads on federal lands. It would be unreasonable for the federal government to ignore the needs of citizens living in these areas.

If the goal of today's action is to keep the state highway programs running until we complete work on the reauthorization of ISTEA, then it is critical that the Federal Lands Highway Program be included.

Nevada has become the most urbanized state in the Union; a higher percentage of our population lives in urban areas than in any other state. Coupled with the dramatic growth Nevada is experiencing, it is difficult for the rural areas to get the attention they need and deserve without these programs. They are an absolutely essential piece of Nevada's state program.

Again, I thank my colleagues for recognizing the unique needs of Nevada and other vast public lands states and for including funding for the Federal Lands Highway Programs in this bill.

We still have a long ways to go in reaching a short-term compromise with the House, but after the Senate's actions last night, I am confident that we will get there.●

#### THE SURFACE TRANSPORTATION EXTENSION ACT OF 1997

● Mr. LAUTENBERG. Mr. President, I rise to comment on S. 1454, the Surface Transportation Extension Act of 1997, which the Senate adopted last night. This bill allows States to obligate funds for six months, to ensure that