

anticrime effort goes to law enforcement alone. Consistent with this initiative, the Judiciary Committee reauthorized title V in the juvenile crime bill reported out of committee last week.

While this is a large step in the right direction, some small but effective crime prevention efforts that were funded in last year's bill have, unfortunately, been eliminated this year—including the President's Crime Prevention Council. I look forward to working with Senator GREGG and Senator HOLLINGS to address these problems as we move forward with this bill.

In closing, I would like to reiterate my thanks to Senator GREGG and Senator HOLLINGS for their support of significant crime prevention funding. In communities across the Nation, their efforts will make a difference in the lives of millions of young people.

#### FOREIGN AFFAIRS REFORM AND RESTRUCTURING ACT OF 1997

Mr. GREGG. Mr. President, I ask that the Chair lay before the Senate a message from the House on H.R. 1757.

The PRESIDING OFFICER laid before the Senate a message from the House of Representatives announcing its disagreement to the amendment of the Senate to the bill (H.R. 1757) entitled "An Act to consolidate international affairs agencies, to authorize appropriations for the Department of State and related agencies for fiscal years 1998 and 1999, and to ensure that the enlargement of the North Atlantic Treaty Organizations (NATO) proceeds in a manner consistent with United States interests, to strengthen relations between the United States and Russia, to preserve the prerogatives of the Congress with respect to certain arms control agreements, and for other purposes.", and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. GREGG. Mr. President, I ask unanimous consent that the Senate insist on its amendments, agree to the request of the House for a conference, and further the Chair be authorized to appoint conferees on the part of the Senate.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

The PRESIDING OFFICER. (Mr. THOMAS) appointed Mr. HELMS, Mr. COVERDELL, Mr. HAGEL, Mr. GRAMS, Mr. BIDEN, Mr. SARBANES, and Mr. DODD conferees on the part of the Senate.

Mr. GREGG. Mr. President, I make a point of order a quorum is not present.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. HOLLINGS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### ORDER OF PROCEDURE

Mr. HOLLINGS. As I understand from my distinguished chairman, we

are awaiting the leader's approval of resuming proceedings as if in morning business because on our particular bill, State, Justice, Commerce, there has been an agreement that we vote at 3:30. There could be a couple of amendments that have a couple minutes a side to explain prior to the vote. So pending the approval there, I would ask unanimous consent for just a couple of minutes for comments to be connected with the earlier comments I made on the budget. Is that all right?

The PRESIDING OFFICER. Without objection, it is so ordered.

#### SMOKE AND MIRRORS OF THE BUDGET

Mr. HOLLINGS. I wanted to comment with respect to the usual smoke and mirrors of this year's budget. I wish, of course, our distinguished chairman of the Appropriations Committee, the distinguished Senator from Alaska [Mr. STEVENS], was still in the Chamber because he initiated the actual spectrum auctions discussion for the simple reason that we have pretty well drained the pot there.

On our last auctions, billions were expected, but we only received millions. Some of those bidding have now been put into receivership and have not responded to their particular bid. So we know now that under this particular agreement, when it calls for some \$26.3 billion to come from spectrum actions, we will be lucky to get half of that amount. There again is more smoke and another mirror.

Specifically, they who designed it agreed that it was smoke and it was a mirror in that they then backed it up with the universal service fund provision. This, of course, is a private fund, gotten together by the particular entities in communications where they measure each month the amount of traffic that they have had and the amount necessary to go into the universal service fund. It is a private fund, and there is a question legally whether you can even account for it. I don't know how CBO would score it, but we know that the agreement between the President and the leadership last evening leaves this space blank. Because, whatever is needed and is not allowed by the Congressional Budget Office in its measurement with respect to spectrum auctions, they then put into that particular blank space, whether it is \$3 billion, \$4 billion, \$5 billion or otherwise.

The entitlement cuts, of course, are back loaded with 75 percent of the entitlement cuts to occur the last 2 years. And, of course, the most smoke and the biggest mirror of all is using, if you please, pension funds to make the budget appear balanced. Actually, we spend the money out of the pension funds. We spend the money out of Social Security; we spend the money out of the military retirees' fund; we spend the money out of the civil service retirees' fund; we spend money out of the airport and airways trust fund; we spend money out of the highway trust

fund, and allocate that in the accounting to what they call a unified budget to make it look or appear balanced.

That is the most smoke, that is the biggest mirror, that is the biggest shibboleth that is accepted by the free press. I don't know whether those in journalism ever had an arithmetic course, but the question is whether are you spending more than you are getting in each year in Government. At the State level, we measured it more specifically. We had to not only to balance the budget but also have reserves before Moody's and Standard & Poor's and other groups would give us our AAA credit rating. We have that in my particular State, but no such approach is used here at the Federal level. They use, continually, the smoke, the mirrors, and the biggest one of all which is to include, by the year 2000, over \$100 in trust fund surpluses to make the budget appear balanced.

So I think this completes my comments on the reality of this particular budget agreement that is called balanced when the very authors themselves know there is no chance of it being balanced.

I yield the floor.

The PRESIDING OFFICER. The Senator from New Hampshire.

#### MORNING BUSINESS

Mr. GREGG. Mr. President, I ask unanimous consent there now be a period for the transaction of morning business with Senators permitted to speak for up to 5 minutes each.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### THE VERY BAD DEBT BOXSCORE

Mr. HELMS. Mr. President, at the close of business yesterday, Monday, July 28, 1997, the federal debt stood at \$5,369,966,109,620.66. (Five trillion, three hundred sixty-nine billion, nine hundred sixty-six million, one hundred nine thousand, six hundred twenty dollars and sixty-six cents)

Five years ago, July 28, 1992, the federal debt stood at \$3,993,518,000,000. (Three trillion, nine hundred ninety-three billion, five hundred eighteen million)

Ten years ago, July 28, 1987, the federal debt stood at \$2,299,649,000,000. (Two trillion, two hundred ninety-nine billion, six hundred forty-nine million)

Fifteen years ago, July 28, 1982, the federal debt stood at \$1,088,071,000,000. (One trillion, eighty-eight billion, seventy-one million)

Twenty-five years ago, July 28, 1972, the federal debt stood at \$435,641,000,000. (Four hundred thirty-five billion, six hundred forty-one million) which reflects a debt increase of nearly \$5 trillion—\$4,934,325,109,620.66 (Four trillion, nine hundred thirty-four billion, three hundred twenty-five million, one hundred nine thousand, six hundred twenty

dollars and sixty-six cents) during the past 25 years.

Mr. HOLLINGS. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

The PRESIDING OFFICER. The Chair, in his capacity as Senator from Wyoming, asks that the quorum call be rescinded.

Without objection, it is so ordered.

#### RECESS

The PRESIDING OFFICER. Under the previous order, the Senate will stand in recess until 2:15 p.m.

Thereupon, at 12:29 p.m., the Senate recessed until 2:15 p.m.; whereupon, the Senate reassembled when called to order by the Presiding Officer (Mr. COATS).

#### DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATIONS ACT, 1998

The PRESIDING OFFICER. The Senate will resume consideration of S. 1048, the Department of Transportation appropriations bill, which the clerk will report.

The legislative clerk read as follows:

A bill (S. 1048) making appropriations for the Department of Transportation and related agencies for the fiscal year ending September 30, 1998, and for other purposes.

The Senate resumed consideration of the bill.

Pending:

Shelby (for D'Amato-Moynihan) amendment No. 1022, to direct a transit fare study in the New York City metropolitan area.

#### AMENDMENT NO. 1022

The PRESIDING OFFICER. Pending is amendment No. 1022 to the bill offered by Senator SHELBY on behalf of Senator D'AMATO.

Mr. HUTCHINSON. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. SHELBY. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. SHELBY. Mr. President, what is the pending business?

The PRESIDING OFFICER. The pending business is amendment No. 1022, offered by the Senator from Alabama on behalf of the Senator from New York, Senator D'AMATO, to bill number S. 1048.

Mr. SHELBY. I ask unanimous consent that we temporarily set that amendment aside.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. SHELBY. Mr. President, we are now resuming consideration of the fiscal year 1998 Transportation appropria-

tions bill under a unanimous-consent agreement reached last evening. I believe this is important legislation that will have very significant effects on every State in this Union. It sets a record-high obligation ceiling on Federal highway spending. It provides the resources for the Federal Aviation Administration and the U.S. Coast Guard to operate our Nation's airways and waterways safely and efficiently.

Mr. President, it increases, again, our commitment to improving highway safety in this Nation. We want to finish our deliberations on this bill and pass it, if we can, and I ask now for the cooperation of all my colleagues in the Senate who have the option to offer amendments under the consent agreement and have not yet brought them to our attention. I would like for them to come to the floor with their amendments.

Later, I intend to seek a unanimous-consent agreement that all amendments must be offered this evening, that we debate any amendments on which there is disagreement this evening, and that we have a final vote tomorrow. Accordingly, I encourage all Members desiring to speak on the bill on any of the amendments that they propose to come to the floor as soon as possible.

Further, Mr. President, I ask unanimous consent that the following amendments—we have a list of amendments and some of them we have worked out and will be stricken. If I could, I would like to go through the list of the ones that we worked on and we will not have to consider. First is the Hollings amendment on the list; the Graham transit amendment; the Durbin amendment; two amendments by Senator ENZI; the Mack amendment; one of the Abraham amendments; the Bond amendment—two of the Bond amendments. I believe that would take care of a number of them. Some of the other amendments still will be before us, we hope, in some form soon or will be disposed of in some way.

Mr. BYRD addressed the Chair.

The PRESIDING OFFICER. The Senator from West Virginia is recognized.

Mr. BYRD. Mr. President, this has been cleared on this side. Therefore, we have no objection.

The PRESIDING OFFICER. No objection is heard to the agreement.

Mr. BYRD. Mr. President, I rise in strong support of S. 1048, the Transportation appropriations bill for fiscal year 1998.

The Transportation appropriations bill may be the most important of all the appropriations bills. It establishes the Federal investment level in our Nation's highways, airports, passenger, rail, and mass transit systems. I have spoken many times on the Senate floor regarding the importance of maintaining and improving the Nation's physical infrastructure. Our economy is highly dependent on the efficient movement of goods and people. Conges-

tion and capacity constraints on our Nation's highways and delays at our airports cost the U.S. economy billions of dollars each year in lost productivity. But while the estimated costs associated with congestion grow each year, our Federal investment in infrastructure has continued to decline significantly.

Indeed, since 1980, our national investment in infrastructure has declined, both as a percentage of our gross domestic product and as a percentage of our Federal budget. The bill before the Senate today seeks to reverse the destructive trend of Federal disinvestment. Most importantly, as far as this Senator is concerned, the Federal aid highway obligation ceiling will rise to a historic high of \$21.8 billion, an increase of more than \$3 billion, or 17 percent. Our Nation's airports will enjoy a 16-percent increase in Federal funding for critical capital and safety improvement projects, an increase of \$260 million.

Now, Mr. President, these additional highway funds are sorely needed in all States of the Nation. Indeed, the historic \$3 billion increase is still only one-fifth the size of the increase that the Federal Highway Administration estimates would be necessary to cease deterioration in the condition of our National Highway System. Put another way, if we wanted to see a net improvement in the condition of our roads and bridges, we would be required to provide an increase in excess of \$15 billion in the bill, or a total of almost \$37 billion. Unfortunately, the restrictions that have been placed on domestic discretionary spending through the Federal budget process preclude us from providing such an increase through this bill. But I still want to commend the managers for making our Federal investment in highways a priority in the development of this bill.

These highway funds are not the only critical investments in this bill. The Transportation appropriations bill includes our entire annual investment in critical safety programs in all modes of transportation. These include investments to maintain and modernize our air traffic control system, programs for the prevention of drunk driving, funding for rail safety inspectors and motor carrier inspectors, as well as programs of the National Highway Traffic Safety Administration and the National Transportation Safety Board.

Mr. President, when one considers the costs to society in terms of the thousands of lives lost each year through accidents involving our transportation system, the devastation is great. Whether it be highway deaths, or airline disasters, or train accidents, it matters little to those who lose their lives, or to those who are permanently disabled, or to their families, as to which mode of transportation was involved. We simply must do all that we can to reduce the death and the destruction that occurs annually in our various transportation systems.