

bill today. We ask that any Senator who intends to offer an amendment to let us know by noon today.

There may be one amendment which we cannot complete today. That involves the limitation of funding on testing proposed by the administration. As I had said earlier, Congressman GOODLING has stated publicly his intention to offer such an amendment on the House appropriations bill. It had been suggested that a similar amendment be offered on this bill.

Secretary of Education Riley contacted Senator HARKIN and I, and others, yesterday on this subject. Senator HARKIN and I, in collaboration with our committee chairman, Senator STEVENS, have scheduled a hearing tomorrow morning at 9 o'clock. So if that vote is to occur on the bill, it would occur after we have been informed on some of the specifics of the administration's proposal.

So we are now looking for amendments.

In the absence of any Senator seeking recognition, Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER (Mr. ROBERTS). The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. THOMAS. 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 President, I ask unanimous consent that the order for the quorum call be rescinded.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. THOMAS. I will talk for just a few minutes on the bill before the Senate. Of course, we are talking about the Labor, HHS, Education bill, one of the largest bills before the Senate. As a matter of fact, a total of about \$270 billion of expenditure. Only about \$80 billion of that are we really discussing because that is discretionary. The rest are entitlements.

However, I do think it is illustrative of one of the things I feel very strongly about, and that is the opportunity to have oversight on the expenditure of large amounts of tax money, or small amounts for that matter.

I want to make it clear that I will support this bill. I think the appropriations folks have worked hard on it. I have no particular quarrel with what they have done, but I want to make a point that it seems to me this system needs to be reviewed. The system needs to be changed. I cannot think of another institution in the civilized world that spends \$270 billion annually and has no more oversight than we do in the U.S. Congress. We have a remedy for that. We think we ought to go to a biannual budget so that we would do this on a 2-year basis, which has some advantages. It allows the agencies to know what their funds will be for a longer period of time. But more importantly, in this instance it allows the Congress to have some oversight of the efficiency of the spending of these dollars.

For example, Mr. President, we are talking here about drug abuse preven-

tion and treatment programs, \$2.8 billion. I am for that. We certainly need drug abuse prevention and treatment programs. But how are they working? Is the \$2.7 billion giving us the kind of results we hoped it would? I do not think we know that. Now, certainly there is some oversight.

We are also talking about Head Start, \$4.3 billion for Head Start. I am a fan of Head Start. I think it is a program that brings young people, in their early formative ages, into a position of having some hope, to help form their lives. Is it doing the job? Are we spending the money as efficiently as we might? Are the dollars going to the people that really need the help? I do not know that. I do not know that.

Job Corps; I am not a particular fan of Job Corps. Nevertheless, we are spending \$1.3 billion on Job Corps. What are the results? What are we doing? Who is being helped? Is the help getting there? What is the administrative cost and the overhead?

It seems to me those are things that we ought to be as interested in as we are in providing funding for the programs, and I think taxpayers are entitled to have that kind of oversight.

Individuals for Disabilities Education, IDEA. I am very, very impressed with that. My wife is a special ed teacher. I was chairman of the Disabilities Council in Wyoming. There is nothing more important. But the question is, are we spending the money as well as we might? I find some administrators in schools who say, "Look, we have to change this or we will never be able to afford the kinds of services for the handicapped because we are always in court," and we do everything to avoid courts.

If that is the case, it seems to me we ought to take a long look at what is happening to the bucks. Who are they going to? Are they as efficient as they possibly could be? Are the regulatory constraints something that disallow the efficient spending of this money?

With respect to the Government Performance and Results Act, which I also support and think may have some merit, this is to improve the management of Federal agencies, to require emphasis on planning, hopefully on results. Planning, I hope has in it measurable activities so we can see if we are making progress. Here is what the committee says: "We were encouraged the Federal agencies are making an effort to fulfill their requirements." Frankly, Mr. President, that is not good enough—we are hopeful they are making an effort to fulfill the requirements. Give me a break. We are spending \$280 billion, \$70 billion on the things we are talking about here in discretionary spending.

Let me make it clear one more time that I am not opposed to these ideas. These are programs we need to have but we also need to have oversight. We need to make as sure as we can, as the U.S. Congress, that those dollars are producing the best results that we possibly can.

I hope we will take a long look—I think we should—at the idea of biannual budgeting, and give us an opportunity to have oversight. The authorizing committee should, in fact, have the opportunity to do that.

The PRESIDING OFFICER. The Senator from New York is recognized.

Mr. MOYNIHAN. Would the distinguished Senator from Wyoming have the goodness to remain on the floor for a moment—I know he has a party conference to go to—just to allow me to congratulate him on his remarks.

Two of the programs he mentioned, the Job Corps and Head Start, it happens I was a member of the Kennedy-Johnson administration. I was an Assistant Secretary of Labor and was on the group that put together the Economic Opportunity Act in 1964 which led to Head Start and to the Job Corps. These are not new initiatives. They go back now a third of a century. I didn't mean to think of myself as that ancient already.

It is the case, sir, that we have had very little evaluation, very little longitudinal evaluation, where we follow things over time—persons who entered the Job Corps in the 1960's will now be getting into their own fifties—and what has been the result cumulative, one way or the other. This is not something very attractive to governments that live on 2-year cycles, 4-year cycles and, at most, 6-year cycles, yet if we want to do something about these matters we ought to attend them in exactly the mode the Senator spoke of. This can be done.

The mathematics, if you like, of evaluation have been very much in place since the Civil Rights Act of 1964 authorized the Coleman study. It was called an equality of educational opportunity in which we learned great things which surprised us. We thought we knew all about education in those days and we found out we knew very little. I am not sure we have learned much since.

I take the opportunity to thank the Senator from Wyoming for what he has said, and I hope he will stay with the issue.

Mr. THOMAS. Thank you. I appreciate the comments of the Senator from New York. I suspect there is nobody in this body who has the kind of background institutional knowledge about these programs as the Senator. I appreciate your comments.

I yield the floor.

(The remarks of Mr. MOYNIHAN and Mr. D'AMATO pertaining to the introduction of S. 1144 are located in today's RECORD under "Statements on Introduced Bills and Joint Resolutions.")

RECESS

The PRESIDING OFFICER. Under the previous order, the hour of 12:30 p.m. having long since arrived, the Senate will now stand in recess until the hour of 2:15.

Thereupon, the Senate, at 12:38 p.m., recessed until 2:15 p.m.; whereupon, the

Senate reassembled when called to order by the Presiding Officer [Mr. GREGG].

DEPARTMENTS OF LABOR,
HEALTH AND HUMAN SERVICES,
AND EDUCATION, AND RELATED
AGENCIES APPROPRIATIONS
ACT, 1998

The Senate continued with the consideration of the bill.

The PRESIDING OFFICER. The pending business is amendment 1056, offered by Senator KYL of Arizona.

The Senator from Maine.

AMENDMENT NO. 1056

Ms. SNOWE. Mr. President, I rise today in opposition to the Kyl amendment to the fiscal 1998 Labor, Health and Education appropriations bill, which would devastate an already underfunded Low-Income Home Energy Assistance Program. Although I am a strong supporter of the Pell Grant Program, which provides critical assistance and access for needy students, I cannot support the Kyl amendment, knowing that it will reduce the low-income fuel assistance limited funding.

I regret the Senator from Arizona has offered this amendment to reduce the Low-Income Home Energy Assistance Program in order to provide an increase to the Pell Grant Program. I hope we can follow the House lead in this regard, by providing an increase in the Pell Grant Program but without affecting the Low-Income Home Energy Assistance Program. The bottom line is LIHEAP provides invaluable assistance to low-income and elderly households in America that must not be sacrificed. Make no mistake about it, this means-tested program is specifically targeted to those who already are in desperate need of financial assistance. To be precise, according to the Department of Health and Human Services, more than two-thirds of the households receiving Low-Income Home Energy Assistance Program assistance have annual incomes of less than \$8,000 a year, and more than half have incomes below \$6,000 a year.

While I believe that all programs must be asked to contribute their fair share in our efforts to balance the budget, it is worth noting that the Low-Income Home Energy Assistance Program has already taken more than its fair share of budget cuts in recent years. Overall, the funding for the Low-Income Home Energy Assistance Program has fallen consistently and dramatically since 1985. In fiscal year 1985, the program received \$2.1 billion. This year, it will receive \$1 billion. In real terms, this represents a cut of more than 65 percent. Yet, despite this dramatic cut, the Senator from Arizona is proposing we further reduce this critically important but limited low-income assistance funding by an additional \$528 million, or 53 percent of its already paltry budget.

Furthermore, we should not be proposing a cut to a program that is already woefully underfunded and serves only a minority of its eligible recipi-

ents. Because of past spending cuts, LIHEAP now provides benefits to only 20 percent of all eligible households. This means that 80 percent of America's households meet the income qualifications to receive benefits, but there is simply not enough money to provide assistance to them all. Needless to say, this proposed \$528 million reduction represents a very real risk of keeping many low-income families from being able to heat their homes in the winters ahead, even as it eviscerates a program that has already contributed more than its fair share to deficit reduction.

It is also worth noting that even for those families that do receive Low-Income Home Energy Assistance Program benefits, it is not a very high sum. In my home State of Maine, the average benefit last year was \$308. In the midst of a severely cold winter, that \$308 was the only way that 33,000 low-income and elderly Mainers were able to heat their homes. So, although a \$528 million reduction may seem small in the overall budget of the U.S. Government, and \$308 may not sound like much to many people, it means a great deal to the residents of my State who do not want to be forced this winter into the position of choosing between heat and food.

The Low-Income Home Energy Assistance Program has already taken more than its fair share of reductions since its inception back in 1981, and simply cannot afford any further reductions in this very critical program. Any additional cut in this already underfunded program represents a very serious risk to low-income and elderly households in my State of Maine and all the cold weather regions of this country that rely on this very important, essential program.

Therefore, I urge my colleagues to join me in opposing the Kyl amendment and adopting the approach that has been taken by the House that provides for increased support for the Pell Grant Program but without reducing LIHEAP that is so critical to many people in my State and so many other States who are located in cold weather areas of our country.

I yield the floor.

The PRESIDING OFFICER. The Senator from Ohio.

Mr. DEWINE. Mr. President, I would like to begin by thanking Senator SPECTER and the members of the Labor, Education, HHS appropriations subcommittee for bringing this bill to the floor.

This bill contains a much needed funding increase for the National Institutes of Health. Earlier this year I joined with 97 of my colleagues in this Senate body in voting for a sense-of-the-Senate amendment calling for a doubling of NIH funding over the next 5 years. The bill that we have in front of us today represents a substantial step forward. It increases funding for NIH from \$12.7 to \$13.69 billion. This funding, simply, Mr. President, will save lives.

There are two measures in this bill that I would like to call to the atten-

tion of my colleagues, and that I believe deserve special mention. Earlier this year I introduced, along with Senator KENNEDY and Senator BOND, a bill which would establish a pediatric research initiative within the Office of the Director of NIH. Senator KENNEDY and I and Senator BOND, along with many sponsors of that bill, have worked hard to develop a proposal that we feel helps place appropriate emphasis on pediatric research while at the same time supporting the scientific judgment so important to the success of NIH.

The value of this initiative really is without question. Research breakthroughs to treat pediatric illnesses have been enormously effective both in reducing costs and, more important, in freeing young children from a lifetime of illness and disability. From vaccines to treat polio to surfactant replacement to prevent respiratory distress syndrome, research has saved hundreds of millions of dollars and improved the lives of millions of children.

Recently, the Public Health and Safety Subcommittee of the Labor and Human Resources Committee held a hearing on NIH reauthorization. During the hearing, a distinguished panel of pediatric researchers from NIH and also from the private sector described some of the enormous opportunities that now exist for scientific progress in combating and in preventing diseases affecting children. Their testimony dramatically underscored the critical need for additional emphasis and increased support for pediatric research.

Last year, the Labor, Education, and HHS appropriations subcommittee, chaired by Senator SPECTER, allocated \$5 million as an initial downpayment toward the pediatric research initiative. This year the appropriations subcommittee has allocated \$20 million toward this initiative. I personally thank Chairman SPECTER and the members of his subcommittee for their continued commitment to pediatric research. By recognizing the critical need to encourage and promote pediatric research, the committee has really helped ensure the next generation of Americans grows up to be healthy, productive members of our society.

Mr. President, the second provision I would like to talk about in this bill is the funding for substance abuse and mental health services. Without the provision contained in this bill, some States would have faced massive cuts in the funding for their programs to help people with substance abuse and/or mental health problems. My own State of Ohio would have faced a devastating funding cut of more than 20 percent, our neighboring State to the north, Michigan, would have received a cut of 19 percent, and other States would have also been seriously hurt. Among the important programs threatened by these cuts would have been the