

media of \$70 in the other OECD countries. According to the Clinton administration's own budget forecasts, the FY 2001 aid figure of \$10.4 billion will drop even further in FY 2005, to \$9.7 billion. Congress' low target for total international spending that year will almost certainly cut the FY 2005 aid figure even more.

Considering current economic and social trends in the world's poor countries, these low and declining aid levels are unjustifiable. World Bank President James Wolfensohn is right: the global struggle to reduce poverty and save the environment is being lost. Although hundreds of millions of people in the developing world escaped from poverty in recent years, half of the six billion people on Earth still live on less than \$2 a day. Two billion are not connected to any energy system. One and a half billion lack clean water. More than a billion lack basic education, health care, or modern birth control methods.

The world's population, which grows by about 75 million a year, will probably reach about 9 billion by 2050; most will live in the world's poorest countries. If present trends continue, we can expect more abject poverty, environmental damage, epidemics, political instability, drug trafficking, ethnic violence, religious fundamentalism, and terrorism. This is not the kind of world Americans want their children to inherit. The Declaration of Independence speaks of "a decent respect for the opinion of mankind." Today's political leaders need a decent respect for future generations.

To be sure, the principal responsibility for progress in the developing countries rests with those countries themselves. But their commitments to pursue sound economic policies and humane social policies will fall short without more and better-designed development aid—as well as more generous trade concessions—from the United States and its wealthy partners. At the main industrialized nations' summit last year in Birmingham, U.K. the G-8 (the G-7 group of highly industrialized countries plus Russia) endorsed such U.N.-backed goals as halving the number of people suffering from illiteracy, malnutrition, and extreme poverty by 2015.

Beyond these broad goals, America's next president should earmark proposed increases in U.S. development aid for specific programs that promote fundamental American interests and values and that powerful domestic constituencies could be mobilized to support. These would include programs that promote clean energy technologies to help fight global warming; combat the spread of diseases such as AIDS, which is ravaging Africa; assure primary education for all children, without the present widespread discrimination against girls; bridge the "digital divide" and stimulate development by bringing information technology and the Internet to schools, libraries, and hospitals; provide universal maternal and child care, as well as family planning for all those who wish to use it, thus reducing unwanted pregnancies and unsafe abortions; support democracy and the rule of law; establish better corporate governance, banking regulations, and accounting standards; and protect basic worker rights.

What would the G-8 and U.N. targets and these specific programs mean for the U.S. foreign operations budget? Answering this question is much harder than estimating an adequate State Department budget. Doing so requires more information on total requirements, appropriate burden-sharing between

developed and developing countries, the share that can be assumed by business and NGOs, the absorptive capacity of countries, and aid agencies' ability to handle more assistance effectively.

Still, there are fairly reliable estimates of total aid needs in many areas. For example, the 1994 Cairo Conference on Population and Development endorsed an expert estimate that \$17 billion per year is now required to provide universal access to voluntary family planning in the developing world, with \$5.7 billion of it to be supplied by developed countries. Were the United States to contribute based on its share of donor-country GDP, U.S. aid in this sector would rise to about \$1.9 billion annually. By contrast, U.S. foreign family-planning funding in FY 2000 was only \$372 million; the Clinton administration has requested \$541 million for FY 2001.

We already know enough about aid requirements in other sectors to suggest that doing Washington's fair share in sustainable-development programs would require about \$10 billion more per year by FY 2005, which would bring its total aid spending up to some \$20 billion annually. This would raise U.S. aid levels from their present 0.11 percent of GDP to about 0.20 percent, the level of U.S. aid 20 years ago. That total could be reached by annual increases of \$2 billion per year, starting with a \$1.6 billion foreign-aid supplement for FY 2001 and conditioning each annual increase on appropriate management reforms and appropriate increases in aid from other donors.

An FY 2005 target of \$20 billion for development and humanitarian aid would mean a foreign operations budget that year of about \$25 billion; total foreign affairs spending that year would be about \$33 billion. This sounds like a lot of money, but it would be less than the United States spent on foreign affairs in real terms in 1985. As a percentage of the FY 2005 federal budget, it would still be less than average annual U.S. foreign affairs spending in the late 1970s and 1980s.

STICKER SHOCK

For a newly elected George W. Bush or Al Gore, asking for \$2.6 billion in additional supplemental funds for FY 2001 on top of reversing this year's budget cuts—thus adding \$1 billion for the State Department and \$1.6 billion more for foreign operations—would produce serious "sticker shock" in the congressional budget and appropriations committees. So would seeking \$27 billion for the 150 Account for FY 2002 and additional annual increases of \$2 billion per year in order to reach a total of \$33 billion in FY 2005. How could Congress be persuaded?

The new president—Democrat or Republican—would have to pave the way in meetings with congressional leaders between election day and his inauguration, justifying the additional expenditures in national security terms. He would need to make the case with opinion leaders and the public, explaining in a series of speeches and press conferences that America is entering not just a new century but also a new era of global interaction. He would need to energize the business community, unions, and the religious and civic groups who are the main constituencies for a more adequate foreign affairs budget. Last but not least, he would need to emphasize reforms in the State Department, in foreign-aid programs, and in international agencies to provide confidence that the additional money would be spent wisely.

Starting off a presidency this way would be a gamble, of course. But most presidents get the benefit of the doubt immediately after

their first election. Anyway, without this kind of risk-taking, the new commander in chief would be condemning his administration to playing the old one percent solution game, almost certainly crippling U.S. foreign policy for the remainder of his term. The one percent solution is no solution at all.

SAMHSA AUTHORIZATION CONFERENCE REPORT

Mr. LEAHY. Mr. President, I want to speak today about the provisions in H.R. 4365—which passed the Senate on Friday, that address our Nation's growing problems with methamphetamines and ecstasy and other club drugs. I am happy to have worked with Senator HARKIN and Senator BIDEN to ensure that these provisions could be included in the conference report. Indeed, Senator HARKIN has worked tirelessly to address this issue, and I commend him for his efforts; without his involvement, this legislation would not have passed.

I believe that the methamphetamine provisions in this report embody the best elements of S. 486, which the Senate passed last year, while casting aside the more ill-advised ideas in that legislation. The manufacture and distribution of methamphetamines and amphetamines is an increasingly serious problem, and the provisions we have retained in this legislation will provide significant additional resources for both law enforcement and treatment. In addition to creating tougher penalties for those who manufacture and distribute illicit drugs, this bill allocates additional funding to assist local law enforcement, allows for the hiring of new DEA agents, and increases research, training and prevention efforts. This is a good and comprehensive approach to deal with methamphetamines in our local communities.

Meanwhile, we have not included in this legislation the provision in S. 486 that would have allowed law enforcement to conduct physical searches and seizures without the existing notice requirement, a serious curtailment of the civil liberties that Americans have come to expect. It would have also amended the Federal Rules of Civil Procedure so that Rule 41(d)'s requirements concerning the notice, inventory, and return of seized property would only apply to tangible property, thus exempting the contents of individuals' computers from the property protections provided to American citizens under current law. I worked hard to make sure that that provision did not become law, and I had effective and dedicated allies on both sides of the aisle in the House of Representatives. Indeed, the methamphetamine legislation approved by the House Judiciary Committee did not include this provision.

We have also not included those provisions from S. 486 that concerned advertising and the distribution of information about methamphetamines. Both of those provisions raised First Amendment concerns, and I believe the legislation is stronger without them. Once again, the House Judiciary Committee acted wisely, leaving those provisions out of its meth legislation.

The meth bill has taken a lengthy path from introduction to passage, and I believe it has been improved at each step. For example, we significantly improved this bill during committee considerations. As the comprehensive substitute for the original bill was being drafted, I had three primary reservations: First, earlier versions of the bill imposed numerous mandatory minimums. I continue to believe that mandatory minimums are generally an inappropriate tool in our critically important national fight against drugs. Simply imposing or increasing mandatory minimums subverts the more considered process Congress set up in the Sentencing Commission. The Federal Sentencing Guidelines already provide a comprehensive mechanism to equalize sentences among persons convicted of the same or similar crime, while allowing judges the discretion they need to give appropriate weight to individual circumstances.

The Sentencing Commission goes through an extraordinary process to set sentence levels. For example, pursuant to our 1996 anti-methamphetamine law, the Sentencing Commission increased meth penalties after careful analysis of recent sentencing data, a study of the offenses, and information from the DEA on trafficking levels, dosage unit size, price and drug quantity. Increasing mandatory minimums takes sentencing discretion away from judges. We closely examine judges' backgrounds before they are confirmed and should let them do their jobs.

Mandatory minimums also impose significant economic and social costs. According to the Congressional Budget Office, the annual cost of housing a federal inmate ranges from \$16,745 per year for minimum security inmates to \$23,286 per year for inmates in high security facilities. It is critical that we take steps that will effectively deter crime, but we should not ignore the costs of the one size fits all approach of mandatory minimums. We also cannot ignore the policy implications of the boom in our prison population. In 1970, the total population in the federal prison system was 20,686 prisoners, of whom 16.3 percent were drug offenders. By 1997, the federal prison population had grown to almost 91,000 sentenced prisoners, approximately 60 percent of whom were sentenced for drug offenses. The cost of supporting this expanded federal criminal justice system is staggering. We ignore at our peril the findings of RAND's comprehensive 1997 re-

port on mandatory minimum drug sentences: "Mandatory minimums are not justifiable on the basis of cost-effectiveness at reducing cocaine consumption, cocaine expenditures, or drug-related crime."

This is why I have repeatedly expressed my concerns about creating new mandatory minimum penalties, including in the last Congress, when another anti-methamphetamine bill was before the Judiciary Committee.

Second, earlier drafts of this bill would have contravened the Supreme Court's 1999 decision in *Richardson versus U.S. I*, along with some other members of the Committee, believed that it would be inappropriate to take such a step without first holding a hearing and giving thorough consideration to such a change in the law. The Chairman of the Committee, Senator HATCH, was sensitive to this concern and he agreed to remove that provision from this legislation.

Third, an earlier version of the bill contained a provision that would have created a rebuttable presumption that may have violated the Constitution's Due Process Clause. Again, I believed that we needed to seriously consider and debate such a provision before voting on it. And again, the Chairman was sensitive to the concerns of some of us on the Committee and agreed to remove that provision.

The SAMHSA authorization bill also dealt with ecstasy and other so-called "club drugs." Ecstasy is steadily growing in popularity, especially among younger Americans. It is perceived by many young people as being harmless, but medical studies are beginning to show that it can have serious long-term effects on users. This bill asks the Sentencing Commission to look at our current sentencing guidelines for those who manufacture, import, export, or traffic ecstasy, and to provide for increased penalties as it finds appropriate. It also authorizes \$10 million for prevention efforts. These efforts are particularly crucial with new drugs like ecstasy, so that our young people can learn the true consequences of use.

This legislation took a tough approach to drugs without taking the easy way out of mandatory minimums, and without undue Congressional interference with the Sentencing Commission. I hope that any future efforts we must take to address our drug problem will use these provisions as a model.

THE NATIONAL RECORDING PRESERVATION ACT

Mr. BREAUX. Mr. President, I rise today to ask my colleagues support the National Recording Preservation Act, legislation that maintains and preserves America's most significant recordings during the first century of recorded sound for future generations to enjoy. This legislation is especially im-

portant to my state of Louisiana, which has its own rich and distinct musical tradition.

Louisiana is known around the world for having a culture all its own. We are best known for our good music, good food and good times. We especially celebrate our cultural heritage through our music.

The Storyville district in New Orleans is said to be the birthplace of jazz—America's only indigenous musical genre. Louis Armstrong, perhaps the most influential jazz artist of all time, grew up orphaned in New Orleans when jazz music was coming of age.

Acadiana is the home of great cajun and zydeco artists like the late Beau Jocque, the late Clifton Chenier, Michael Doucet and Beausoleil, and Zachary Richard, all of whom communicate to the rest of the world what life is like on the bayou.

In the northern part of our state, Shreveport's Municipal Auditorium was the home of the Louisiana Hayride, where Elvis Presley got his first break after being turned down by the Grand Ole Opry in Tennessee. The Louisiana Hayride shaped the country music scene in the 1940's and 50's by showcasing artists like Hank Williams, Johnny Cash and Willie Nelson in its weekly Saturday night radio broadcasts.

Bluesmen like Tabby Thomas and Snooks Eaglin have kept the Delta blues tradition alive and well in Louisiana. The Neville Brothers, Kenny Wayne Shepherd, all the talented members of the Marsalis family, and many others, continue to keep us connected to our culture and help us celebrate it.

According to the Louisiana Music Commission, the overall economic impact of the music industry in Louisiana is about \$2.2 billion as of 1996, up from \$1.4 billion in 1990. So music isn't just important to my state's culture, it is important to its economy. Unfortunately, since many recordings are captured only on perishable materials like tape, we are in danger of losing these priceless artifacts to time and decay.

Recognizing the importance of preserving Louisiana's musical heritage, I have sponsored The National Recording Preservation Act. This legislation, which is modeled after a similar law to preserve America's disappearing film recordings, creates a National Recording Registry within the Library of Congress.

The registry will identify the most historically, aesthetically and culturally significant recordings of the first century of recorded sound and maintains these for future generations to enjoy. The registry will include works as diverse as slave songs, opera, world music and heavy metal. I hope Louisiana's many and varied contributions to the field of music would be well represented in this national registry.