

for future Presidents and high government officials, and for future impeachment proceedings. If this President is not entitled to be treated fairly, then why should future Presidents expect fairness?

Mr. President, there is a certain mobility that has taken hold of some here in our Nation's capital. And in that atmosphere it may be foolhardy to think that a call for "fairness," for "due process," for the "rights of the accused," will be given much heed.

But just as this President justifiably is going to be judged by the American People and by history for his actions, we in Congress are going to be judged as well. If we deny the President basic fairness, that judgment on this Congress will be harsh, regardless of the final verdict on this President.

Mr. President, I yield the floor and suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

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 President, I ask unanimous consent that the order for the quorum call be rescinded.

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

#### CHILD NUTRITION REAUTHORIZATION ACT

Mr. JOHNSON. Mr. President, I rise today to give my full support for the Child Nutrition Reauthorization Act. This important legislation authorizes and allows for continued funding for important child nutrition programs for the next 5 years, until the year 2003.

I want to commend Agriculture Committee Chairman LUGAR and our ranking member, Senator HARKIN, and my colleagues on the Senate Agriculture Committee for working cooperatively in what I believe is a very excellent bipartisan spirit to unanimously pass this bill out of committee. I also want to thank my Senate colleagues for passing this vital legislation unanimously on the floor this past week. Clearly, this legislation demonstrates our commitment to feeding our Nation's children in an effective and cost-efficient manner.

The Child Nutrition Reauthorization legislation provides funding for the National School Lunch and Breakfast Program, for the Child and Adult Care Food Program, the Summer Food Service Program, the Women, Infant and Children (WIC) Program, along with many other nutrition food programs to feed our Nation's young people.

One of the provisions in this legislation that I worked on with a particularly focused effort during this debate was a provision that provides for a detailed research and pilot project on how school breakfast programs impact a child's academic success and behavioral attitudes.

This research provision is a modified version of S. 1396, the Meals for Achievement Act, which I introduced

this last November. The research provision provides for the mandatory funding for a school breakfast research project to further test the impacts of school breakfast on children's academic and behavioral patterns.

This provision will require the Secretary of Agriculture to conduct a 5-year school breakfast study in six different school districts throughout the United States, involving approximately 15,000 schoolchildren.

As I have stated before, the research on the impact of children eating school breakfast, so far, points overwhelmingly to a positive result. Not only do our research studies so far indicate that the academic scores in reading, writing, and math improve, but levels of hyperactivity and tardiness are greatly reduced.

The purpose of the study contained in this legislation is to further analyze the existing data and to provide the additional research and data at a national level and to provide the positive impacts—to show what the positive impacts are, in general, of eating a school breakfast.

It is important to note that the funding for the research provision will require no new additional expenses and maintains our balanced budget discipline. It is not my intention that this research project create any new Federal bureaucracy. However, once the researchers have completed a 5-year study and find, as I believe they will, that breakfast does indeed improve a child's academic success, we as Federal lawmakers can work with local and State officials to create guidelines of how school breakfasts can improve success in all of the schools throughout our Nation.

The rationale for this provision is very simple: In order for the United States to compete effectively in the world, we must have an educated and productive workforce. We have far too many children who are simply not prepared at the beginning of each school day to succeed with their schoolwork.

In 1994, the Minnesota Legislature directed the Minnesota Department of Children, Families and Learning to implement a universal breakfast pilot program integrating breakfast into the education schedule for all students. The evaluation of the pilot project, performed by the Center for Applied Research and Educational Improvement at the University of Minnesota, showed that when all students are involved in school breakfast, there is a general increase in learning and achievement.

Again, researchers at Harvard and Massachusetts General Hospital recently completed a study on the results of a universal free breakfast at one public school in Philadelphia and two in Baltimore. The study, published this week in the Archives of Adolescent and Pediatric Medicine, which is a journal of the American Medical Association, found that students who ate breakfast showed great improvement in math

grades, in particular, but also in attendance and punctuality. The researchers also observed that students displayed fewer signs of depression, anxiety, hyperactivity, and other behavioral problems.

This study is reflected in an article in this week's Economist Magazine, Mr. President. I ask unanimous consent that this article be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Economist, September 19, 1998]

YOUR MOTHER WAS RIGHT (AGAIN)—FREE BREAKFASTS MAY BE A GOOD WAY TO HELP POOR KIDS DO BETTER AT SCHOOL

When it was shown recently that fat people eat more than thin people, some laughed, some jeered and some bawled their indignation that money had been spent on discovering anything so obvious. But if the results had been different, they would have been very interesting: so it is not always wasteful to do research that tells you something you thought you knew all along. In any case, even if the results are expected, it sometimes takes such research to get people to pay attention to a problem.

So it is with a paper published this week in *Archives of Pediatric and Adolescent Medicine*. Michael Murphy, a psychologist at Massachusetts General Hospital, in Boston, and his colleagues have proved that what your mama told you all along is true: breakfast is good for you.

Dr. Murphy and his colleagues looked at a programme of free breakfasts in three inner-city state schools—one in Philadelphia and two in Baltimore. At these schools, 80% of children are so poor that they are eligible for a free school breakfast anyway; yet before the start of Dr. Murphy's programme, only 15% were eating one. Dr. Murphy says that this is because there is a stigma attached to showing that you are so destitute that you have to eat free. Also, because breakfasts are provided before school starts, they may be over by the time the school bus arrives, making it impossible for many pupils to benefit. Unlike free school lunches, which have a higher consumption rate, breakfast is not part of the normal school day.

The programme Dr. Murphy was studying provided breakfast free of charge for everyone regardless of their means, and changed the timing so that the meal was eaten after roll-call. Within four months of these innovations, participation had almost doubled, to 27%.

More significant, however, were the benefits of eating breakfast. Before the programme started, the researchers interviewed a sample of more than 100 school-children (the average age was just over ten) from the three schools, and also their parents and their teachers, to assess each child's sense of well-being, anxiety and depression. They also collected data on school attendance, tardiness, academic grades and breakfast consumption. Four months later, they did it all again (although this time they interviewed only a subset of those previously questioned).

The researchers found that kids who started eating significantly more breakfast (defined as an increase of at least 20% over their previous consumption) were doing better at school, particularly in mathematics. This result confirms earlier studies on the benefits of breakfasting on academic performance. But Dr. Murphy and his colleagues also found that those children who started eating more breakfast were significantly less likely

to feel anxious or depressed or to be described by their teachers as hyperactive or disruptive, than those who continued not to eat breakfast. Both regular and new members of the breakfast club were also less likely to play truant or be late for school. On the strength of these results, 20 schools in Maryland are now introducing free breakfasts for all.

Of course, without depriving some children of the breakfasts they were already eating—an ethically dubious experiment—it is hard to separate cause and effect. It may be that children who are not late are more likely to eat breakfast anyway; skipping school presumably translates into skipping breakfast too. This, more than eating breakfast *per se* could account for the improvements in grades.

But it may not matter whether eating breakfast improves mood and performance directly through its nutritional effect—or indirectly, simply by getting more pupils to arrive at school on time. Breakfast is no panacea, but it may be a cost-effective way to help the children who most need help. In America's inner cities, between one-third and two-thirds of children go hungry at least some of the time. Besides this, they frequently have to cope with difficult family circumstances and other severe problems. Learning is low on their list of priorities. Yet learning is perhaps their only real ticket to a better life.

If by eating breakfast children do better, feel happier and find it easier to learn, then increasing the take-up of school breakfasts by making them free for all is surely a good idea. Bring on the buttered toast.

Mr. JOHNSON. Mr. President, The Economist notes that:

The researchers found that kids who started eating significantly more breakfast . . . were doing better at school, particularly in mathematics. This result confirms earlier studies on the benefits of breakfasting on academic performance. But Dr. Murphy and his colleagues also found that those children who started eating more breakfast were significantly less likely to feel anxious or depressed, or to be described by their teachers as hyperactive or disruptive . . . less likely to play truant or be late for school. . . . Breakfast is no panacea, but it may be a cost-effective way to help children who most need help.

And so the provision of the Johnson school breakfast amendment, in our overall nutrition authorization, will build on already-existing research in individual school districts around the country and create a more comprehensive research strategy. But I believe that the facts that will be found are already apparent to us in the smaller research studies that have already been conducted.

It is my hope that we will be able to build further on this information and this broader research from this larger pilot program contained in this legislation, to what ultimately will be a universal free breakfast program for all schoolchildren throughout the Nation. I think the research already is very apparent that this could be a very cost-effective, efficient way of enhancing academic performance and minimizing behavioral difficulties throughout all the schools in the United States. Obviously, this program would be constructed, as I envisioned, on a voluntary basis, from school district to

school district, so there is no federalization or mandate. Yet, there is an opportunity for a constructive partnership to exist between the Federal Government and its nutrition programs and our individual school districts.

#### THE ADMINISTRATION'S FARM RELIEF PACKAGE

Mr. JOHNSON. Mr. President, I wish to touch on the status of agricultural disaster legislation this morning, which is pending in both the Senate and in the other body.

As many know, for the last several months the northern plains—in particular including my home State of South Dakota—have suffered through an extraordinarily difficult time in the agricultural sector. We face extremely low prices in both the grain and the livestock side of agriculture. Many parts of the northern plains as well have suffered from grain disease, as well as flooding and other natural calamities that have further caused extreme stress on agricultural producers in general. Now we find prices at remarkably low levels.

I received a report just recently from Winner, SD, indicating that corn there was bringing only \$1.10 a bushel, and wheat in Alpena, SD, was bringing in around \$2. Cattle in our State, as they are throughout much of the country, are bringing in the mid-\$50 range. This represents a loss for each animal raised by our producers, and it creates a situation where hedging those losses with profitability in the grain sector is not possible either. It is a double-barreled hit. It is one that is unique—one that is not common. Even though we all understand that there are cycles of price in both the grain and livestock sector, for them to both be at the calamitously low level, complicated by further natural disasters at the same time, is just simply wreaking havoc across much of rural America and the United States.

My farm State colleagues and I have twice brought up our legislative response. We have, frankly, had mixed success on the floor of this body and in Congress in general. The economic relief package that we earlier offered would have provided a lift in the caps on marketing loan rates and an extension of terms of those loans from 9 to 15 months, a strategy that I believe is the most effective strategy that has been debated on this floor relative to addressing the problem of grain prices.

There is much that we can do in terms of disaster relief, and much of that is fine and good. But I think anyone who doesn't understand that the crisis we face both in livestock and grain is reflective of price simply doesn't get it. While disaster relief will tide some people over and address the cash flow problems that they face now over a short term, this body needs to be addressing the long-term problem of price in grain and livestock. And anything that doesn't do that is simply

buying us time for yet another calamity to come down the road sometime soon.

A second provision in our package that provided disaster indemnity to assist producers who suffered from multiyear disasters—natural and otherwise—is a provision to provide market transparency through mandatory price reporting of livestock sales and mandatory labeling of beef and lamb products for their country of origin. We were successful in incorporating several of these provisions into the agricultural appropriations bill when it was considered on the floor of the Senate. The one measure that we were not successful with, unfortunately, was the lifting of caps and the extension of the marketing loan rates on grain. We have twice now voted on that marketing loan provision, and twice we have been defeated.

The Senate passed a \$500 million indemnity program which, as is now agreed on by everyone essentially, is inadequate given the scope of the losses that have taken place, not just on the northern plains but in Texas, Louisiana, and other parts of the country that have suffered from the dire drought circumstance.

This legislation now is tied up in conference committee. It is my hope that we will see sufficient bipartisanship and statesmanship on the part of the conferees that a final product will return to the House and Senate that will, in fact, be constructive. In the meantime, however, released this weekend and announced this morning is an initiative promoted by the administration that I think this body and the conferees need to look at with the greatest care.

I applaud my colleague, Senator DASCHLE, in particular, for his unstinting work on the agriculture crisis problem and for his work with the administration to promote yet another constructive, positive approach to the kind of prices we face. Senator DASCHLE, who could well have been in our home State campaigning in his own reelection campaign, chose instead to remain here working around the clock and through the weekend with the administration, with our colleagues on the Senate Agriculture Committee, with both political parties, trying to see what we could do to augment the relief that had earlier been discussed and which had partially been passed by the Senate.

I again applaud Senator DASCHLE's extraordinary leadership, his willingness to stick with the real business of getting this legislation into shape, for getting it to the floor of the Senate, and for working with the administration to make sure that it has both congressional and administration support.

This relief package would come to slightly over \$7 billion for 1 year. It would involve, again, uncapping of the