

down in a barrel filled with cold, dirty water and beating under my feet with interwoven electrical wire.

Another survivor, Monica Feria, told me of her torture in Peru. Rather than attempt to speak on her behalf, I will let her words speak for themselves.

We ran for our lives through the ducts that took us to another prison where the male prisoners accused of belonging to the Shining Path were kept. On the way many of us were shot. While crawling I saw bodies that had been blown up, arms, heads, and blood. Everything was covered with that horrible colour of burnt black. As I crawled avoiding the bullets I felt under me dead bodies still warm. The horror . . .

This is only a fraction of the horrific episodes relayed to me by these courageous survivors. Just last week the New York Times quoted the Human Rights Watch organization as being distressed at the continued prevalence of torture worldwide.

In Minnesota, we began to think about the problem of torture and act on it, over ten years ago. The Center for Victims of Torture in Minneapolis is the only fully-staffed torture treatment facility in the country and was one of the first in the world; there are now over 200 centers worldwide. The center offers outpatient services which can include medical treatment, psychotherapy and help gaining economic and legal stability. Its advocacy work also helps to inform people about the problem of torture and the lingering effects it has on victims, and ways to combat torture worldwide. The Center has treated or provided services to hundreds of people over the last ten years.

Some of the often shrill public rhetoric these days seems to argue that we as a nation can no longer afford to remain engaged with the world, or to assist the poor, the elderly, the feeble, refugees, those seeking asylum—those most in need of aid who are right here in our midst. The Center for Victims of Torture stands as a repudiation of that idea. Its mission is to rescue and rehabilitate people who have been crushed by torture, and it has been accomplishing that mission admirably over the last ten years. It is a light of hope in the lives of those who have for so long seen only darkness, a darkness brought on by the brutal hand of the torturer.

I would like to thank the distinguished human rights leaders who have helped me in this fight, including those at the Center for Torture Victims in Minneapolis and others such as Sister Ortiz, the Torture Abolition and Survivors Support Committee (TASSC), the Congressional Human Rights Caucus, and those in the human rights community here in Washington and in Minnesota. Without their energy and skills as advocates for tough U.S. laws which promote respect for internationally-recognized human rights worldwide, the cause of human rights here in the U.S. would be seriously diminished. I salute them today. We recommit ourselves to the aid of torture survivors, and to building a world in which tor-

ture is relegated to the dark past, and in which torture treatment programs are made obsolete.

THE MISSING, EXPLOITED, AND RUNAWAY CHILDREN PROTECTION ACT OF 1999 S. 249

Mr. LEAHY. Mr. President, I had planned to be giving a statement on final passage of the "Missing, Exploited, and Runaway Children Protection Act of 1999." Unfortunately, I cannot do this, because just as there was last year, there continues to be a hold up on passing this important legislation. We could and should have passed this legislation last year. We could and should pass this legislation today.

Last year we missed that opportunity when the Republican majority in both Houses of Congress played partisan games and tried to use this non-controversial authorization bill as a vehicle to insist on conferencing a much-criticized Republican juvenile justice bill. That procedural gimmick cost us valuable time to get this legislation enacted.

The majority was roundly criticized. The Washington Post went so far as to call the Republican Majority's short-circuit conference tactic "faintly absurd." The San Francisco Chronicle used even stronger terms, calling it "sneaky maneuvering and Byzantine procedural moves." The Philadelphia Inquirer's reaction to this tactic was: "Shame on the House. And shame on the Senate if it approves this bill as is, without debate." The New York Times labeled this maneuver a "stealth assault on juvenile justice."

By contrast to last year, at least in the Senate, procedural ambushes on juvenile justice legislation have been eschewed and we were given the opportunity last month to have full and fair debate. After significant improvements through amendments, the Hatch-Leahy juvenile justice bill passed the Senate on May 20, 1999 by a strong bipartisan vote.

Similarly, I am pleased that the Leahy-Hatch substitute to this bill, the Missing, Exploited, and Runaway Children Protection Act of 1999, overwhelmingly passed the Senate on April 19. In late May, the House of Representatives followed suit.

The House, however, inserted new language, not included in the Senate-passed bill. This new language includes two studies and language regarding the "consolidated review of applications" for grants under the Runaway and Homeless Youth Act.

The first study mandates the Secretary of HHS to examine the percent of runaways who leave home because of sexual abuse. The study is not funded and sets an unreasonable time frame. The second instructs the Secretary of Education to commission a \$2.1 million study by the National Academy of Sciences on the antecedents of school violence in urban, suburban, and rural schools, including the incidents of

school violence that occurred in Pearl, Mississippi; Paducah, Kentucky; Jonesboro, Arkansas; Springfield, Oregon; Edinboro, Pennsylvania; Fayetteville, Tennessee; Littleton, Colorado; and Conyers, Georgia. The study must include the impact of cultural influences and exposure to the media, video games, and the Internet.

It is my understanding that this school violence study was slipped into the legislation after the House committee reported the bill. In essence this bill seeks to mandate funding from the Department of Education, although this authorizing legislation, and sets an unreasonable time frame for a thoughtful study to be conducted. I do not support such efforts to bypass the consideration of the Appropriations Committees.

The juvenile violence study inserted into S. 249 also duplicates numerous studies in, S. 254, the Senate-passed juvenile justice bill. The studies in S. 254 include:

Study of Marketing Practices of Motion Picture, Recording, and Video/Personal Computer Game Industries. The Federal Trade Commission and the Department of Justice are directed to study the extent of the entertainment industry's marketing of unsuitable materials to minors and the industry's enforcement of the current rating systems.

Study. This section instructs the Comptroller General to conduct a study on (1) the incidents of school-based violence; (2) impediments to combating school-based violence; (3) promising initiatives for addressing school-based violence; and (4) crisis preparedness of school personnel and law enforcement officials.

School Violence Research. This section instructs the Attorney General to establish a research center that will serve as a clearinghouse for school violence research at the National Center for Rural Law Enforcement in Little Rock, Arkansas.

National Commission on Character Development. This section creates a National Commission on Character Development to study and make recommendations with respect to the impact of cultural influences on developing and instilling character in America's youth.

Study of Marketing Practices of the Firearms Industry. This section directs the Federal Trade Commission and the Attorney General to conduct a study of the marketing practices of the firearms industry to determine the extent to which the firearms industry advertises its products to juveniles.

National Media Campaign Against Violence. This section creates a \$25 million national media campaign targeted to parents and youth to reduce and prevent violence by young Americans. The campaign will be operated by the National Crime Prevention Council with the consultation of national, statewide or community-based youth organizations.

Behavioral and Social Science Research on Youth Violence. This section authorizes the National Institutes of Health, acting through the Office of Behavioral and Social Sciences Research, to conduct a comprehensive study on the causes and prevention of youth violence.

National Youth Violence Commission. This subtitle establishes a Commission composed of 16 members to conduct a comprehensive factual study of incidents of youth violence in order to determine the root causes of such violence by studying the involvement of teachers and school administrators, trends in family relationships, alienation of youth from the families and peer groups, availability of firearms to youth, impact of youth violence on youth, effects on youth of depictions of violence in the media, and the availability of information regarding the construction of weapons. The Commission will make recommendations to the President and Congress to address the causes of youth violence and reduce incidents of youth violence in the form of a report which shall be submitted no later than 1 year after the date on which the Commission first meets.

The youth violence study inserted into S. 249 by the House also duplicates ongoing efforts by President Clinton. In August 1998, the Departments of Justice and Education released "Early Warning, Timely Response: A Guide to Safe Schools." This guide provides schools and communities with information on how to identify the early warning signs and take action steps to prevent and respond to school violence. Every school in the nation received a copy of the guide.

In October 1998 at the White House Conference the President released the first Annual Report on School Safety. The report includes an analysis of all existing national school crime data and an overview of state and local crime reporting; examples of schools and strategies that are successfully reducing school violence, drug use and class disruption; actions that parents can take locally to combat school crime; and resources available to schools and communities to help create safe, disciplined and drug-free schools.

On April 1, 1999, a new Safe Schools/Healthy Students Initiative was announced by Attorney General Janet Reno, Secretary of Education Richard Riley and Surgeon General David Satcher, M.D., to provide 50 communities with up to \$3 million per year for three years to link existing and new services and activities into a comprehensive community-wide approach to violence prevention and healthy child development. It is based on evidence that a comprehensive, integrated community-wide approach is an effective way to promote healthy childhood development and address the problems of school violence and drug abuse.

On June 1, 1999 the President directed the Federal Trade Commission and the Department of Justice to conduct a

joint study of the marketing practices of entertainment industries to determine whether these industries are marketing to children violent and other material that is rated for adults.

There are many more studies and activities I could list, but I think my point has been made.

I regret that the House has again, as in the last Congress, has taken a clean bill and chosen to add extraneous matters. Rather than allow this tactic to delay passage of this already long-delayed and much-needed authorization for a number of worthwhile programs, I will not insist that the House amendment be stricken at this time. I will look to reconsider it in the course of the conference on the S. 254, the Hatch-Leahy juvenile crime legislation.

The other language inserted by the House that causes me concern is the "consolidated review of grant application." In the Leahy-Hatch Senate bill we were careful to make clear the continuation of current law governing the minimum grants available for small States under Basic Center grants program.

My concern about the consolidation language, however, has been abated after I received assurances from Secretary Shalala that small States will in no way be disadvantaged from receiving funding at current levels or above. If small States, like Vermont, effectively compete for national competitive grants programs, that is to their additional benefit and will not reduce the small State minimums in important programs like the Basic Center grants program.

In order to address my concern, on May 26, I sent a letter to Secretary Shalala asking that the Department guarantee that the House bill, like the Senate bill, preserves the current funding mechanism under the Runaway and Homeless Youth Act. On June 7, through Secretary Shalala's Assistant Secretary for Legislation, Rich Tarplin, I received such assurance and with that, I am pleased to be working to expedite the enactment of this legislation.

I thank Secretary Shalala and Assistant Secretary Rich Tarplin for making explicit that small States like Vermont will not be disadvantaged by the language added by the House. In addition, I thank Barbara Clark, of the Office of the Assistant Secretary for Legislation, for her tireless work over too many years to see through the reauthorization of these programs. I hope all of our efforts are rewarded with passage of S. 249 as soon as possible.

I ask unanimous consent that copies of my letter to Secretary Shalala and the response that I received be included in the RECORD following my remarks.

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

(See exhibit 1.)

Mr. LEAHY. Mr. President, I am also disappointed that the House chose to scale back the authorization of these program from five years as passed by the Senate to four years.

The bottom line, however, is that the Runaway and Homeless Youth Act and the National Center for Missing and Exploited Children have gone without authorization for too long. We should pass this legislation without further delay.

I have been able to clear this bill on my side of the aisle. Unfortunately, the Republicans have not been able to do the same and are, once again, holding up enactment of this legislation. The holdup on passage of this already long-delayed and much needed authorization for a number of worthwhile programs to provide assistance to at risk children and their families must be put to an end.

The Missing, Exploited, and Runaway Children Protection Act of 1999 authorizes a variety of critical programs for our nation's most at risk children and youth—those who are missing or have been exploited and those who have run away or been forced from home or are homeless. The National Center for Missing and Exploited Children provides extremely worthwhile and effective assistance to children and families facing crises across the U.S. and around the world. In 1998, the National Center helped law enforcement officers locate over 5,000 missing children. They also handled 132,357 telephone calls to their hotline, which included calls to report a missing child, to request information or assistance and to provide leads on missing or potentially exploited children. This figure includes 10,904 reported leads or sightings of missing children, an increase of 25 percent over such leads in 1997.

Since 1984, the National Center has helped investigate more than 80 cases involving Vermont children who have been reported missing. They have had extraordinary success in resolving these cases, some of which have taken several years and have involved out of state or international negotiations. I want to thank Ernie Allen and all of the dedicated employees and volunteers associated with the National Center for their help in these matters.

The National Center serves a critical role as a clearinghouse of resources and information for both family members and law enforcement officers. They have developed a network of hotels and restaurants which provides free services to parents in search of their children and have also developed extensive training programs. The National Center has trained 728 sheriffs and police chiefs from across the U.S. in recent years, including police chiefs from Dover, Hartford, Brattleboro and Winooski, Vermont, as well as members of the Vermont State Police. They have trained an additional 150,000 other officers in child sexual exploitation and the detection of missing children since 1984.

The National Center is also a leader in reducing the number of infant abductions by educating nurses, security staffs and hospitals. A seminar held in Vermont, trained 250 nurses and security personnel, should provide greater

peace of mind to new parents in my home State.

Most recently, they have expanded their role in combating the sexual exploitation of children by going on-line. Last year, they launched their "CyberTipline" which allows Internet users to report suspicious activities linked to the Internet, including child pornography and the potential enticement of children on-line. In the second half of 1998, they received over 4,000 leads from the CyberTipline which resulted in numerous arrests. I applaud the ongoing work of the Center and hope that we will promptly pass this bill so that they can proceed with their important activities with fewer funding concerns.

The National Center established an international division some time ago and has been working to fulfil the Hague Convention on the Civil Aspects of International Child Abduction. Last year the National Center held a conference on international concerns with child abductions and international custody battles between separated parents from different countries.

The other important piece of this legislation is the reauthorization of the Runaway and Homeless Youth Act which distributes funding to local community programs on the front lines assisting the approximately 1.3 million children and youth each year who are homeless or have left or been forced from their families for a variety of reasons. Those who provide services pursuant to these programs and those who are the beneficiaries of those services are far too important to be left hanging. In a Congress in which the budget and appropriations processes have given way to short-lived spending authority, they all deserve the reassurance of reauthorization and a commitment to funding. Only then will our State youth service bureaus and other shelter and service providers be able plan, design and implement the local programs necessary to make the goals of the Act a reality.

In 1974, Congress passed the Runaway and Homeless Youth Act as Title III of the Juvenile Justice and Delinquency Prevention Act. The inclusion of the Runaway and Homeless Youth Act in this legislation recognized that young people who were effectively homeless were in need of shelter, guidance and supervision, rather than punishment, and should be united with their families wherever possible.

Since 1974, the programs that make up the Runaway and Homeless Youth Act have evolved to meet the complex problems faced by our young people, their families and our communities. Over the last decade, as a nation, we have witnessed an increase in teen pregnancy rates, drug and alcohol abuse beginning as early as grade school, child physical and sexual abuse, and a soaring youth suicide rate.

Since 1989, the transitional living program has been part of the Runaway and Homeless Youth Act. This pro-

gram, which was developed by my former colleague Senator Simon, has filled a gap in the needs of older youth to help them make the transition to independent living situations.

The majority of these program in Vermont are run by the Vermont Coalition of Runaway and Homeless Youth. The Vermont Coalition is a community-based network comprised of member programs that provide crisis response, emergency shelter, counseling, and other services to troubled youth throughout Vermont counties.

The programs we are seeking to reauthorize include those directed at young people who have had some kind of alcohol or other drug problem. The isolation in rural areas can lead to serious substance abuse problems. It is difficult to reach young people in rural areas and it is difficult for them to find the services they need. In Vermont, these drug abuse prevention programs provide essential outreach services.

Service providers are being challenged as never before with an increasingly complex set of problems affecting young people and their families. Now is not the time to abandon them. There is consensus among services providers that young people seeking services and their families are increasingly more troubled—as evidenced by reports of family violence, substance abuse and the effects of an array of economic pressures. These services may well be the key to breaking through the isolation of street youth, their mistrust of adults, and their reluctance to get involved with public or private providers.

The programs embodied in S. 249, the Missing, Exploited, and Runaway Children Protection Act, are important and should not once again be held hostage to the controversial debate on juvenile crime.

#### EXHIBIT 1

UNITED STATES SENATE,  
COMMITTEE ON THE JUDICIARY,  
Washington, DC, May 26, 1999.

Hon. DONNA SHALALA,  
Secretary of Health and Human Services,  
Washington, DC

DEAR SECRETARY SHALALA: I am pleased that we are close to enactment of S. 249, the Missing, Exploited, and Runaway Children Protection Act of 1999, which will reauthorize programs under the Runaway and Homeless Youth Act (RHYA) and authorize funding for the National Center for Missing and Exploited Children. The Senate passed the Leahy-Hatch substitute to S. 249 on April 19, by unanimous consent. Yesterday, the House passed its version of this legislation.

I am concerned about language inserted into the bill during House consideration upon which the Senate was not consulted. That language provides for a "consolidated review of applications" of RHYA grants. Before agreeing to the new language, I need to be assured that this could in no way be construed as consolidating any of the RHYA programs under a single formula allocation.

As you know, under the RHYA, each year each State is awarded at a minimum \$100,000 for housing and crisis services under the Basic Center grant program. Effective community-based programs around the country can also apply directly for the funding available for the Transitional Living Program

and the Sexual Abuse Prevention/Street Outreach grants.

I hope that you can clarify that the new language inserted by House will do nothing to collapse the distinct programs authorized under the RHYA. These programs are very important and I would like to see the legislation passed without further delay.

I have been working since 1996 to enact this reauthorizing legislation. I worked to have the Senate pass this legislation during the last Congress and again earlier this year. With your assurance that Vermont and other small states will not be disadvantaged by the language inserted by the House in competing for national grant funding, I will seek to expedite enactment.

Sincerely,

PATRICK LEAHY,  
Ranking Member.

DEPARTMENT OF HEALTH &  
HUMAN SERVICES,  
Washington, DC, June 7, 1999.

Hon. PATRICK LEAHY,  
U.S. Senate, Washington, DC

DEAR SENATOR LEAHY: You have asked us to consider the impact of certain language recently inserted into the House version of S. 249, the "Missing, Exploited, and Runaway Children Act of 1999". Specifically, you have asked us to consider whether proposed section 385, Consolidated Review of Applications, will adversely affect the eligibility of small States to receive Runaway and Homeless Youth Act (RHYA) funding above the minimum grant allotment of the RHYA Basic Center Grant program.

I am advised by General Counsel that currently the Secretary has wide statutory discretion to prescribe the procedures which will be used in awarding various grants under the RHYA. The Secretary presently exercises this discretion by choosing to include in a consolidated grant announcement several discrete funding opportunities with distinct application requirements. After studying the pertinent language in S. 249, General Counsel has concluded that the proposed legislation provides for a similar level of discretion with respect to procedures to be used for various grant awards under the RHYA. Therefore, since the proposed legislation does not require the Secretary to change in any way her current procedures for awarding RHYA grants, it will not require the Secretary to commingle the current separate and discrete RHYA funding opportunities so as to adversely affect the eligibility of small States to receive RHYA funding above the minimum grant allotment of the RHYA Basic Center grant program.

I hope this information is helpful to you as you proceed with final consideration of S. 249. The Department deeply appreciates all your efforts to reauthorize the Runaway and Homeless Youth Act.

Sincerely,

RICHARD J. TARPLIN,  
Assistant Secretary for Legislation.

#### AN EFFORT TO RAISE THE CAFE STANDARDS

Mr. ABRAHAM. Mr. President, I rise today to talk about an issue of critical importance to the families in my State. Throughout Michigan, men and women are working hard every day to produce the cars that make our economy and our Nation move. They and their families depend on the jobs produced by our automobile manufacturing industry, just as the rest of us can depend on the cars they produce.