

we have is to try to stop all crime simply by putting people into prison.

People who are violent should be in prison. Others who commit nonviolent crimes probably should have short stays in prison and then be compelled to do some type of work that benefits society, such as working in a home for the homeless.

But for us to have by far the highest ratio of prisoners per 100,000 people of any nation in the world, simply has been a flawed policy, and the statistics show it.

For some reason, it remains politically popular to do so.

Recently, I was pleased to read a column in the National Catholic Reporter by Father Robert F. Drinan, with whom I had the privilege of serving in the House.

He calls for some common sense in our prison policies.

I ask to insert the Drinan column into the RECORD at this point.

The column follows:

IF THE U.S. PUBLIC KNEW ABOUT ITS PRISONS
(By Robert F. Drinan)

Of all the developments in 12 years of Reagan and Bush, one of the least known is the astonishing increase of people in prison. The number of federal prisoners more than tripled, from 24,500 to 80,269. The total number of prisoners grew from 329,821 in 1980 to 893,593 in 1992—an increase of 167.9 percent.

The upward trend has not leveled off despite mounting criticism. In 1992, federal prisoners increased by 8,651, while there were 50,909 additional state prisoners. This translates into a need for 1,143 new prison beds each week. In 1990, more people were admitted to prisons for drug offenses than for property crimes.

All these factors make melancholy reading in a recent study by the U.S. Advisory Commission on Intergovernmental Relations.

Among the reasons for this increase is the abolition of parole by the federal government and several states, and the enactment of more laws requiring a mandatory sentence. There are now almost 100 federal laws whose violation requires a mandatory jail sentence.

Another reason is the increase in the number of federal prosecutors in the Reagan years.

Federal officials, moreover, in the 1980s concentrated on catching street criminals and putting drug users in prison. Although the framers of the Constitution and the conservative tradition in America never contemplated the federal government getting into local and neighborhood crime, the White House in the 1980s introduced that new and dangerous direction in law enforcement.

The United States with a ratio of 455 prisoners per 100,000 inhabitants and almost 1 million persons behind bars, can claim the distinction of being the world leader in both categories. In 40 states and the District of Columbia, courts have ruled that jail conditions violate federal or state constitutions.

Women have a particularly difficult time in prison. The numbers, now 6 percent of the total, have since 1980 been growing at a greater rate than men. New York is the only state that allows women to keep their babies with them in jail.

A 303-page book, *Global Report on Prisons*, recently published by the Human Rights Watch, reveals the grim conditions in prisons around the world. Prisoners are often treated in inhuman and degrading ways. Prisons usually fall below the level of de-

centry required by the U.N. standard minimum rules for the treatment of prisoners. The report also finds that "pretrial inmates are generally confined in far worse conditions than those endured by prisoners convicted of the most heinous crimes."

It is obvious that appropriate treatment for serious crime has never been an easy question. But the simplistic solutions of the past decade have not brought about a decrease in crime nor have they diminished the drug problem on which the federal government alone spends \$11 billion each year.

Attorney General Janet Reno is beginning to urge a substantial change in the nation's programs and priorities on law enforcement. Although she was a prosecutor in Florida for 15 years, she sees the counterproductive effects of the draconian measures adopted in the past dozen years.

The most effective way to punish and deter crime is to educate and motivate those persons convicted of crime so they will abandon their evil ways. A big problem is the number of recidivists. The traditional objectives of imprisonment are deterrence, punishment and rehabilitation. There is little evidence that rehabilitation is being substantially achieved in today's prisons.

It is lamentable that religious groups are seldom involved in helping prisoners. Most jails have a chaplain, but support groups from local communities are discouraged. Indeed, prisons are kept largely invisible. Human Rights Watch makes one of its top recommendations a "general call to open the prisons to the public in every way possible."

If the public knew of the vast billions being spent on prisons and saw the meager results, they would demand a thorough reexamination of imprisonment.

Dostoyevski once wrote that the morality of a civilization can be judged by the way it treats its prisoners. On that basis the United States has a long way to go.

HONORING THREE NEW YORK HIGH SCHOOL STUDENTS, AND THEIR TEACHERS, WHO WERE AMONG 20 NATIONAL WINNERS OF NASA'S 13TH ANNUAL SPACE SCIENCE STUDENT INVOLVEMENT PROGRAM [SSIP] COMPETITION

• Mr. D'AMATO. Mr. President, I rise today to honor three fine young New Yorkers who were among the 20 national winners of NASA's 13th annual Space Science Student Involvement Program [SSIP] competition. The three students, along with their respective teachers, were honored here in Washington at the National Space Science Symposium, October 2-6.

The competition, which is cosponsored by NASA and the National Science Teachers Association, involves thousands of students annually. SSIP engages students with various academic strengths in a broad spectrum of competitions. Elementary, junior high, and high school students compete for all-expense-paid trips to NASA centers, 1-week internships, space camp scholarships, medals, ribbons, certificates, and other forms of national recognition, utilizing an impressive array of skills in mathematics, science, technology, art and creative writing.

Philip Chang, a resident of Brooklyn, and a junior at the Bronx High School of Science, was a national winner for

his work entitled, "The Application of Neural Networks to Radiation Problems." Philip was accompanied by his teacher, Mitchell Fox.

Jeffrey D. Stanaway, a resident of Yorktown, and a junior at Lakeland High School in Shrub Oak, was a national winner for his project, which tested a wing design with enhanced maneuverability as a result of its being able to alter its profile during flight. Jeffrey was accompanied by his teacher, George Naumann.

Ryan E. Sours, a resident of Manlius, and a junior at Fayetteville-Manlius High School in Manlius, was a national semifinalist for his project entitled, "The Search for Gravity Waves." Ryan was accompanied by his teacher, Martin Alderman.

I would like to offer the highest commendation to these three fine young men. Their valuable work, and the recognition they have received, should serve as an inspiration to all of us. I am sure all New Yorkers join me in tipping our hats to these three winners.

HURDLE TO PEACE: PARTING THE MIDEAST'S WATERS

• Mr. SIMON. Mr. President, recently, the New York Times had a front-page story about water being an important factor for the future of the Middle East, and a few weeks prior to that, they had an interview with King Hussein, who said that if Israel and Jordan ended up in conflict, it would likely be over water.

Recently, the Jerusalem Report, a weekly magazine out of Israel, had a full-page ad titled, "Needed: Water on the Border."

The reality is that we have to move soon to escalate our research so that we find less expensive ways of converting salt water to fresh water. That is vital in the Middle East, it is vital in parts of Africa and South America.

It is important to the future of California, Florida, and other States.

The reality is the world population is growing and our water supply is not growing.

And yet, we find that except for drinking water, the two-thirds of the world surface covered by water is unusable.

We simply have to make a breakthrough.

I am pleased to have legislation pending that is cosponsored by Senators MOYNIHAN, BRADLEY, JEFFORDS, BRYAN, REID, SHELBY, LIEBERMAN, and ROBB.

I hope we can move soon on this and creatively use the brains of this country and of other countries to solve an extremely significant problem.

I ask to insert into the RECORD the New York Times story titled, "Hurdle to Peace: Parting the Mideast's Waters" written by Alan Cowell and the advertisement that appeared in the Jerusalem Report.

The articles follow:

PLANS, PAST AND PRESENT: PROPOSED QUOTAS;
WINNERS AND LOSERS

A tentative plan for sharing water was first negotiated by the parties in 1963, when Eric Johnston, an envoy of President Eisenhower, visited the Middle East to broker an accord on the division of the Yarmuk and Jordan Rivers. The plan never went into effect because, the Jordanians said, the Arab League rejected it after a technical committee from the region's riparian countries accepted it.

The quotas proposed in the plan, however, serve as a yardstick for what has happened over the last four decades. According to the Jordanian study, both Syria and Israel have vastly increased the amount of water they take from rivers to which they have access.

According to a study published recently by Jordan's Royal Society for the Conservation of Nature, the Johnston plan allocated Israel 375 million cubic meters of water per year from the Jordan River and 25 million cubic meters from the Yarmuk. Israel now takes 650 million from the Jordan and 100 million from the Yarmuk, the study says.

The Jordanians were allotted 100 million cubic meters from the Jordan River and access to a flow of 377 million cubic meters from the Yarmuk.

Today, the study said, Jordan takes only about 100 to 110 million cubic meters from the Yarmuk and none from the Jordan River. Jordanian specialists attribute that limit primarily to the water's being contaminated by saline spring water pumped downstream from the Sea of Galilee by the Israelis.

Syria was allotted 42 million cubic meters from the upper Jordan River and 90 million from the Yarmuk. Today it takes twice its proposed share from the Yarmuk but none from the upper Jordan because of Israel's annexation of the Golan Heights. The Jordan rises in three main springs in the Golan, Lebanon and Israel.

"Jordan is the major loser and Israel is the major winner," the Jordanian report concludes.

There has been much talk in recent years of ambitious projects to pump water into the area from Turkey or Iraq. And Israel, which has access to the Mediterranean and is expanding its use of desalting, has suggested joint investment in desalting projects with Jordan to meet both countries' needs.

Wealthy gulf nations like Kuwait and Saudi Arabia already rely heavily on oil-powered desalting plants, which use a complex distillation process to turn seawater into drinking water.

Many experts say the desalting technology is still too expensive for countries like Jordan. A domestic consumer in Jordan would have to pay \$3 to \$5 for every cubic meter (about 264 gallons) of drinking water that is desalted, specialists there estimate.

Some experts argue that water supplies in the region could simply be used more efficiently. Jordan, for instance, could use its Yarmuk supply first for drinking water rather than for irrigation, and then recycle urban wastewater to keep the crops growing, as Israel does.

Israeli representatives assert meanwhile that the debate over water has been skewed by the Arabs' emphasis on disparities in consumption.

A person living in a high-rise apartment building in Tel Aviv with a sink, dishwasher, washing machine and toilet is likely to use a lot more water than someone in a Palestinian refugee camp where such amenities are minimal.

"I'm not saying that's good," said Mr. Katz-Os, the Israeli negotiator. But that disparity, he said, is "a socioeconomic problem—it's not a water problem."

NEEDED: WATER ON THE BORDER

"In the Middle East, a reservoir is a precious resource," commented Caroline Krume, an American-born member of Kibbutz Neve Ur, located on Israel's border with Jordan. "However, to Israelis who depend on shared water sources with Arab countries, a reservoir also means survival," she asserts.

Ms. Krume is referring to the Neve Ur Reservoir, currently being built by the Jewish National Fund as an alternative water source to the Jordan River. Survival along the border depends on a reliable water supply. So when the region's supply came under constant threat, the Israeli government turned to the JNF.

Availability of water has always been a central problem for Israel, which is subject to seasonal rainfall as well as uneven distribution of that rainwater and periodic droughts. For years, the JNF has been finding solutions to Israel's water availability and conservation problems.

In the North, JNF built the reservoirs to meet the irrigation needs of 15 farming communities. In the South, JNF built storage dams to retain water from the winter rains and prevent them from causing flash floods that erode the soil and lose water to the sea. JNF is also involved in research to develop additional water sources and explore the better utilization of available sources.

JNF's work has become even more urgent in light of the current peace talks. Of all the countries in the Middle East, Israel and Jordan, which both rely on water from the Jordan River, have the most severe water problems. JNF is therefore building dams and reservoirs around the country, enabling Israel to capture and store run-off water and create reliable water sources.

Today, JNF is focusing on the communities along the borders of Israel, which critically need reservoirs. For over 40 years, Kibbutz Neve Ur has lived less than one mile from the border of Jordan, dependent on the water it receives from the Jordan River. Originally founded by a group of Iraqi immigrants, the current population is 420, including 165 children. Neve Ur absorbed nine Russian immigrant families in 1990.

Relying on the water from the Jordan River, the kibbutz has had constant disputes with Jordan over the water supply. In addition, it has had to contend with a decreased water supply from the river in the summer and destructive floods in the winter.

To alleviate this life-threatening situation, the JNF has started the construction of the Neve Ur Reservoir to ensure the water for Kibbutz Neve Ur and the entire Beit She'an Valley, south of the Sea of Galilee. Besides providing an alternative to the water supplied by the Jordan River, the Neve Ur Reservoir will alleviate the strain on Israel's National Water Carrier.

The reservoir will also aid the economy of Kibbutz Neve Ur, which is dependent on water. The fields of the kibbutz produce alfalfa crops, grapefruit, mangoes and dates. Kibbutz members also run a fish farm, raise cattle, and plan to establish recreational facilities around the new reservoir. These activities provide jobs and ensure the stability of communities in the Beit She'an Valley.

The reservoir, including service areas and ponds, will comprise 85 acres. Holding 800,000 cubic meters of water, it will allow 500,000 cubic meters for irrigation and the balance for fish farming. The projected investment in the Neve Ur project is 5 million dollars.

JNF regions around the United States have started campaigns to promote this crucial project. In partnership with its supporters, JNF of America plans to give the people in Kibbutz Neve Ur and the Beit She'an Valley the water they so desperately need. ■

DOMESTIC ASSAULT AWARENESS
MONTH

● Mr. RIEGLE. Mr. President, despite the profound gains American women have made toward equality in our society, violence against women is still a critical problem. Sadly, some Americans still believe that this type of violence is rare, and that when it does occur a woman is asking for it, and can easily leave if she wants to. Unfortunately, statistics show that domestic violence is shockingly common, affecting women in every social and economic strata.

An estimated 3 to 4 million American women are battered each year by their husbands or partners. More than 1 million abused women seek medical help for battery injuries each year.

The FBI estimates that a woman is battered every 15 seconds in the United States.

Battery is the single major cause of women's injuries that require medical treatment—more prevalent than rape, muggings, and auto accidents combined.

Twenty percent of women seen in emergency rooms are victims of battery.

Thirty percent of female homicide victims are killed by their husbands or boyfriends.

Once violence begins in a relationship, it frequently escalates over time—trapping its victims through a pattern of terrorism. Sixty percent of battered women are beaten while pregnant. Many assaults last for hours. Many are planned. Clearly, society has underestimated and ignored this epidemic for too long. A comprehensive approach to dealing with domestic violence is critically needed.

Many people do not understand why it is so difficult for battered women to just pack up and go somewhere else. Every woman considering leaving her abusive partner must face the real possibility of further injury or even death. Oftentimes, the assailants have deliberately isolated their partners, depriving them of careers, educational opportunities, and job skill improvement. This isolation, combined with unequal job opportunities for women and the lack of affordable child care, can make it financially impossible for a battered woman to leave a violent relationship.

While many women do leave their abusers permanently, often it is not without extreme difficulty and danger. According to experts in this field, when a woman tries to leave a violent relationship, the perpetrator dramatically escalates his violence in order to reassert control and ownership. It is at this point that legal protection and institutional support are most ineffective—unfortunately, our communities and legal system are not adequately equipped to assist and protect battered women. In the past, police were reluctant to pursue to domestic assault cases, perceiving these situations as private matters. Even today, they are oftentimes only able to separate the