

S. RES. 266

At the request of Mr. ROBERTS, the names of the Senator from New Mexico (Mr. BINGAMAN) and the Senator from North Carolina (Mr. HELMS) were added as cosponsors of S. Res. 266, a resolution designating October 10, 2002, as "Put the Brakes on Fatalities Day."

S. RES. 270

At the request of Mr. CAMPBELL, the name of the Senator from Kentucky (Mr. BUNNING) was added as a cosponsor of S. Res. 270, a resolution designating the week of October 13, 2002, through October 19, 2002, as "National Cystic Fibrosis Awareness Week."

S. CON. RES. 11

At the request of Mrs. FEINSTEIN, the names of the Senator from South Carolina (Mr. HOLLINGS) and the Senator from Kansas (Mr. ROBERTS) were added as cosponsors of S. Con. Res. 11, a concurrent resolution expressing the sense of Congress to fully use the powers of the Federal Government to enhance the science base required to more fully develop the field of health promotion and disease prevention, and to explore how strategies can be developed to integrate lifestyle improvement programs into national policy, our health care system, schools, workplaces, families and communities.

STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS

By Mr. BUNNING:

S. 2643. A bill to repeal the sunset of the Economic Growth and Tax Relief Reconciliation Act of 2001 with respect to the expansion of the adoption credit and adoption assistance programs; to the Committee on Finance.

Mr. BUNNING. Mr. President, today I am introducing legislation to make the adoption tax credit permanent. Last year, Congress passed and President Bush signed into law the Economic Growth and Tax Relief Reconciliation Act. This act contains many and much needed tax relief provisions for the American people. However, because of procedural rules in the Senate, this new law sunsets and expires after December 31, 2010.

The legislation I introduce today makes permanent a tax provision in that law, that being the adoption tax credit. If we do not pass this extension, and the adoption tax credit sunsets, then this tax credit will be cut overnight from a maximum of \$10,000 to \$5,000. Families who adopt special needs children will no longer receive a flat \$10,000 credit, and instead, they will be limited to a maximum of \$6,000. As well, families claiming the credit may be pushed into the AMT, Alternative Minimum Tax. And the income caps will fall from \$150,000 to \$75,000 so that fewer families will be eligible for the credit.

There are over 500,000 kids in publicly funded foster care right now waiting to be adopted. And there are even more in the private system. Let's help them

find loving homes. Let's make it easier for families to adopt, not throw up barriers. If the adoption tax credit is cut to the prior law level of \$5,000, many families will not be able to afford adoptions. And therefore less children will be welcomed into what they want the most, a real family. And adoptions are not cheap. Some licensed private adoption agencies charge fees ranging anywhere from \$4,000 to \$30,000.

Earlier this month, on June 4, the House of Representatives passed this permanent extension of the adoption tax credit by a vote of 391 yeas to 1 nay. I am hopeful that my colleagues in the Senate recognize the importance of moving on any legislation to permanently extend this tax credit, whether it be the House's bill we consider or this bill I am introducing today. Those kids without parents, and those parents without kids deserve to see this adoption tax credit set into law for good. We owe it to them all.

By Mr. FITZGERALD:

S. 2644. A bill to amend chapter 35 of title 31, United States Code, to expand the types of Federal agencies that are required to prepare audited financial statements; to the Committee on Governmental Affairs.

Mr. FITZGERALD. Mr. President, I ask unanimous consent that the text of the bill be printed in the RECORD.

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

S. 2644

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Accountability of Tax Dollars Act of 2002".

SEC. 2. AMENDMENTS RELATING TO AUDITING REQUIREMENT FOR FEDERAL AGENCY FINANCIAL STATEMENTS.

(a) IN GENERAL.—Section 3515 of title 31, United States Code, is amended—

(1) in subsection (a)—
(A) by striking "(Not later)" and inserting "(1) Except as provided in paragraph (2), not later";

(B) by striking "each executive agency identified in section 901(b) of this title" and inserting "each covered executive agency";

(C) by striking "1997" and inserting "2003"; and

(D) by adding at the end the following:
"(2) A covered executive agency is not required to prepare an audited financial statement under this section for any fiscal year for which the total amount of budget authority available to the agency is less than \$25,000,000.";

(2) in subsection (b) by striking "an executive agency" and inserting "a covered executive agency";

(3) in subsection (c) and (d) by striking "executive agencies" each place it appears and inserting "covered executive agencies"; and

(4) by adding at the end the following:
"(e) The term 'covered executive agency'—

"(1) means an executive agency that is not required by another provision of Federal law to prepare and submit to the Congress and the Director of the Office of Management and Budget an audited financial statement for each fiscal year, covering all accounts

and associated activities of each office, bureau, and activity of the agency; and

"(2) does not include a corporation, agency, or instrumentality subject to chapter 91 of this title.";

(b) WAIVER AUTHORITY.—

(1) IN GENERAL.—The Director of the Office of Management and Budget may waive the application of all or part of section 3515(a) of title 31, United States Code, as amended by this section, for financial statements required for the first 2 fiscal years beginning after the date of the enactment of this Act for an agency described in paragraph (2) of this subsection.

(2) AGENCIES DESCRIBED.—An agency referred to in paragraph (1) is any covered executive agency (as that term is defined by section 3515(e) of title 31, United States Code, as amended by subsection (a) of this section) that is not an executive agency identified in section 901(b) of title 31, United States Code.

By Mrs. FEINSTEIN:

S. 2645. A bill to establish the Director of National Intelligence as head of the intelligence community, to modify and enhance authorities and responsibilities relating to the administration of intelligence and the intelligence community, and for other purposes; to the Select Committee on Intelligence.

Mrs. FEINSTEIN. Mr. President, I rise today to offer the Intelligence Community Leadership Act of 2002. This legislation creates the position of Director of National Intelligence to lead a true intelligence community and to coordinate our intelligence and anti-terrorism efforts and help assure that the sort of communication problems that prevented the various elements of our intelligence community from working together effectively before September 11 never happen again.

While this bill will certainly not solve every problem within the intelligence community, I believe it to be a necessary first step towards getting our intelligence house in order.

The National Security Act of 1947, which created the bulk of our cold war era national security apparatus, created both the Director of the Central Intelligence Agency and the Director of Central Intelligence, of which the CIA is but one component, as two positions occupied by one person.

As Director of the Central Intelligence Agency, the person in this position is the CEO of the Agency charged with collecting human intelligence, centrally analyzing all intelligence collected by the U.S. government, and conducting covert action.

As head of the intelligence community, which also includes the Defense Intelligence Agency, the National Security Agency, the National Reconnaissance Office, National Imagery and Mapping Agency, and the intelligence-gathering elements of the FBI, as well as others, this person is responsible for coordinating a multitude of agencies and harnessing their efforts to secure the overall needs of U.S. national security.

Although this structure served as well enough in the cold war, it is, in my view, far from perfect, and, put

bluntly, I do not believe that giving both jobs to one person makes sense.

Moreover, just as the particular needs of the superpower rivalry of the cold war drove the national security structure and apparatus put into place by the National Security Act of 1947, so, too, should the intelligence and anti-terrorism challenges that our country now faces in the post-9-11 world drive the creation of new national security structures adequate to the new challenge.

The President, in proposing the creation of the Department of Homeland Security has addressed part of this challenge. But the administration's plan does not do enough to address the need to better coordinate our intelligence and anti-terrorism efforts.

To start to address these problems the Intelligence Community Leadership Act of 2002 splits the current position of Director of Central Intelligence, currently held by one individual, who is tasked with running the CIA and the intelligence community as a whole, into two positions: a Director of National Intelligence, DNI, to lead the Intelligence Community and a Director of the Central Intelligence Agency to run the CIA.

It may appear somewhat paradoxical to argue that in order to assure closer and better coordination within and across our intelligence community the current position of the Director of Central Intelligence should be split, but this is, in fact, the case.

As a practical matter, the demands of these two full time jobs on the time and attention of any person, no matter how skilled in management, are overwhelming.

Indeed, running the intelligence community and running the CIA are both important enough to be full time jobs.

That was true before September 11, and it is especially true after September 11.

Even if one person could handle both jobs and reconcile the inherent conflicts, there would remain the perception that he or she is favoring either the community or the Agency.

That is not a formula which is well-suited to lead to a seamless and fully integrated intelligence community providing optimum analytic product to national decision makers or assuring that critical intelligence missions are properly allocated and resourced.

Specifically, then, this legislation would create the new position of Director of National Intelligence, DNI, a new independent head of the intelligence community with the proper and necessary authority to coordinate activities, direct priorities, and create the budget for our nation's national intelligence community.

The DNI would be responsible for all of the functions now performed by the Director of Central Intelligence in his role as head of the intelligence community, a separate individual would be Director of the CIA.

Nominated by the President, confirmed by the Senate, and serving a

ten-year term, the DNI would be insulated from the vagaries of politics and specifically empowered to create the national intelligence budget in conjunction with the various intelligence agencies within our government.

The DNI would be able to transfer personnel and funds between intelligence agencies as necessary to carry out the core functions of the intelligence community, without the need to seek permission from individual agency heads.

The Director of the Central Intelligence Agency, DCIA, freed from the double burden as head of the intelligence community, would then be able to concentrate on the critical missions of the CIA alone: Assure the collection of intelligence from human sources, and that intelligence is properly correlated, evaluated, and disseminated throughout the intelligence community and to decision makers.

The critical policy and resource decisions of the President's proposed Department of Homeland Defense will only be as good as the intelligence which informs those decisions.

Whatever the other preliminary lessons we may draw from the ongoing inquiry into the September 11 attacks, one thing is perfectly clear: we need to better coordinate our intelligence and anti-terrorism efforts.

If the new Department, and the President and Members of Congress, are going to be able to get the sort of intelligence we need to both safeguard our citizens and protect American national security interests, we need to address the structural problems that exist today with our intelligence community.

I believe a first step in finding a solution to this problem is relatively simple, enact legislation that would require the head of the intelligence community and the head of the CIA to be two different people.

That is what this legislation would do, and I urge my colleagues to join me both on this legislation, and in considering other reforms which may also be necessary to reformulate of intelligence community to meet the challenges of the new era.

By Mr. BINGAMAN:

S. 2646. A bill to authorize the Secretary of Transportation to establish the National Transportation Modeling and Analysis Program to complete an advanced transportation simulation model, and for other purposes; to the Committee on Environment and Public Works.

Mr. BINGAMAN. Mr. President, I rise today to introduce legislation that I believe will go a long way in helping to reduce congestion and improve safety and security throughout the Nation's transportation network. Today I am introducing the National Transportation Modeling and Analysis Program Establishment Act, or NATMAP for short.

The purpose of this bill is to authorize the Secretary of Transportation to

complete an advanced computer model that will simulate, in a single integrated system, traffic flows over every major transportation mode, including highways, air traffic, railways, inland waterways, seaports, pipelines and other intermodal connections. The advanced model will simulate flows of both passenger and freight traffic.

Our transportation network is a central component of our economy and fundamental to our freedom and quality of life. America's mobility is the engine of our free market system. The food we eat, the clothes we wear, the materials for our homes and offices, and the energy to heat our homes and power our businesses all come to us over the nation's vast transportation network. Originating with a producer in one region, materials and products may travel via any number of combinations of truck, rail, airplane and barge before reaching their final destinations.

Today, the Internet connects the world electronically. But it is our transportation network that provides the vital interconnections for the movement of both people and goods domestically and around the world. According to the latest statistics, today our transportation industry carries over 11 billion tons of freight per year worth about \$7 trillion. Of the 3.7 trillion ton-miles of freight carried in 1998, 1.4 trillion went by rail, 1 trillion by truck, 673 billion by domestic water transportation, 620 billion by pipeline, and 14 billion by air carrier.

Individuals also depend on our transportation system, be it passenger rail, commercial airline, intercity bus, or the family car, for business travel or simply to enjoy a family vacation. Excluding public transit, passengers on our highways traveled a total of 4.2 trillion passenger-miles in 1998. Another 463 billion passenger-miles traveled by air carriers. Transit companies and rail lines carried another 50 billion.

We are also interconnected to the world's transportation system, and, as I am sure every Senator well knows, foreign trade is an increasingly critical component of our economy. Our Nation's seaports, international airports, and border crossing with Canada and Mexico are the gateways through which passengers and cargo flow between America and the rest of the world. The smooth flow of trade, both imports and exports, would not be possible without a robust transportation network and the direct links it provides to our international ports of entry.

It should be clear that one of keys to our continuing economic strength rests on a transportation system that is safe, secure and efficient. Today, we are fortunate to have one of the best transportation networks in the world, and I believe we need to keep it that way. However, we are starting to see signs

that portions of the system are beginning to strain under a dramatic increase in traffic. For example, according to the Department of Transportation, from 1980 to 2000, highway travel alone increased a whopping 80 percent. Between 1993 and 1997, the total tons of freight activity grew by over 14 percent and truck activity grew by 21 percent. In the future, truck travel is expected to grow by more than 3 percent per year, nearly doubling by 2020.

Meanwhile, the strong growth in foreign trade is putting increased pressure on ports, airports, and border crossings, as well as contributing to congestion throughout the transportation network. According to DoT, U.S. international trade more than doubled between 1990 and 2000, rising from \$891 billion to \$2.2 trillion.

Congestion and delay inevitably result when traffic rates approach the capacity of a system to handle that traffic. I do believe increased congestion in our transportation system is a growing threat to the nation's economy. Delays in any part of the vast network lead to economic costs, wasted fuel, increased pollution, and a reduced quality of life. Moreover, in the future new security measures could also cause increased delays and disruptions in the flow of goods through our international gateways.

To deal with the ever-increasing loading of our transportation network we will need to find ways to use the system more efficiently as well as to expand some critical elements of the system. However, in planning for any improvements, it is essential to examine the impact on the whole transportation system that would result from a change in one part of the system. That's exactly the goal of the bill I am introducing today.

By simulating the Nation's entire transportation infrastructure as a single, integrated system, the National Transportation Analysis and Modeling Program will allow policy makers at the state, regional and national levels to evaluate the implications of new transportation policies and actions. To ensure that all of the possible inter-related impacts are included, the model must simulate individual carriers and the transportation infrastructure used by each of the carriers in an interdependent and dynamic system. The advantage of this simulation of individual carriers and shipments is that the nation's transportation system can be examined at any level of detail, from the path of an individual truck to national multi-modal traffic flows.

Some of the transportation issues and questions that could be addressed with NATMAP include: What infrastructure improvements result in the greatest gains to overall system security and efficiency? How would the network respond to shifts in population or trade flows? How would the system respond to major disruptions caused by a natural disaster or another unthinkable terrorist attack? What effect

would delays in the system due to increased security measures have on traffic flow and congestion?

Preliminary work on an advanced transportation model has been underway for several years at Los Alamos National Laboratory. As I'm sure most Senators know, Los Alamos has a long and impressive history in the development of computer simulations of complex systems, including the recent completion of the TRANSIMS model of transportation systems in metropolitan areas. The development of TRANSIMS for FHWA was originally authorized in TEA-21.

The initial work at LANL on NATMAP, funded in part by DoT, DoD, and the lab's own internal research and development program, demonstrated the technical feasibility of building a nation-wide freight transportation model that can simulate the movement of millions of trucks across the nation's highway system. During this initial development phase, the model was called the National Transportation Network and Analysis Capability, or NTNAC for short. In 2001, with funding from the Federal Highway Administration, LANL further developed the model and completed an assessment of cargo flows resulting from trade between the U.S. and Latin America.

These preliminary studies have clearly demonstrated the value to the nation of the NATMAP comprehensive modeling system. I do believe that the computer model represents a leap-ahead in transportation modeling and analysis capability. Indeed, Secretary of Transportation Norm Mineta, in a letter to me dated April 9 of this year, had this to say about the effort: "The DOT agrees that NTNAC shows great promise of producing a tool that would be useful for analyzing the national transportation system as a single, integrated system. We agree that NTNAC would provide DOT with important new capabilities to assess and formulate critical policy and investment options and to help address homeland security and vulnerabilities in the nation's transportation network."

I ask unanimous consent that a copy of Secretary Mineta's letter be printed in the RECORD.

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

THE SECRETARY OF TRANSPORTATION,
Washington, DC, April 9, 2002.
Hon. JEFF BINGAMAN,
U.S. Senate, Washington, DC.

DEAR JEFF: Thank you for your letter of January 30 expressing your strong support to continue the development of the National Transportation Network Analysis Capability (NTNAC). The U.S. Department of Transportation's (DOT) Office of Policy and the Federal Highway Administration (FHWA) have been working closely with Los Alamos National Laboratory to develop this tool.

During 1998, Los Alamos National Laboratory developed a prototype NTNAC with funding provided by the DOT (\$50,000 from the Office of the Secretary's Transportation Policy Development Office), the U.S. Department of Defense (TRANSCOM's Military

Transportation Management Command), and the Laboratory's own internal research and development program. This effort demonstrated the technical feasibility of building a national transportation network that can simulate the movements of individual carriers (trucks, trains, planes, water vessels, and pipelines) and individual freight shippers.

During 1999, FHWA provided \$750,000 to further develop NTNAC and to complete the study "National Transportation Impact of Latin American Trade Flows."

The DOT agrees that NTNAC shows great promise of producing a tool that would be useful for analyzing the national transportation system as a single, integrated system. We agree that NTNAC would provide DOT with important new capabilities to assess and formulate critical policy and investment options and to help address homeland security and vulnerabilities in the Nation's transportation network.

However, the Department's budget is very limited. It would be difficult to find funding to continue the project this year. If funding should become available, we will give priority consideration to continuing the NTNAC development effort.

Again, I very much appreciate your thoughts on the importance of continuing the development of NTNAC. If I can provide further information or assistance, please feel free to call me.

Sincerely yours,

NORMAN Y. MINETA.

Mr. BINGAMAN. The bill I am introducing today establishes a six-year program in the Office of the Secretary of Transportation to complete the development of the advanced transportation simulation model. The program will also support early deployment of computer software and graphics packages to Federal agencies and States for national, regional, or statewide transportation planning. The bill authorizes a total of \$50 million from the Highway Trust Fund for this effort. When completed, NATMAP will provide the nation a tool to help formulate and analyze critical transportation policy and investment options, including major infrastructure requirements and vulnerabilities within that infrastructure.

Next year Congress will take up the reauthorization of TEA-21, the six-year transportation bill. I am introducing this bill today so my proposal can be fully considered by the Senate's Environment and Public Works Committee and by the Administration as the next authorization bill is being developed. I look forward to working with Senator JEFFORDS, the Chairman of EPW, and Senator SMITH, the ranking member, as well as Senator REID, the Chairman of the Transportation, Infrastructure, and Nuclear Safety Subcommittee and Senator INHOFE, the ranking member, to incorporate this bill in the reauthorization of TEA-21.

I ask unanimous consent that the text of the bill be printed in the RECORD.

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

S. 2646

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the “National Transportation Modeling and Analysis Program Establishment Act”.

SEC. 2. DEFINITIONS.

In this Act:

(1) **ADVANCED MODEL.**—The term “advanced model” means the advanced transportation simulation model developed under the National Transportation Network and Analysis Capability Program.

(2) **PROGRAM.**—The term “Program” means the National Transportation Modeling and Analysis Program established under section 3.

(3) **SECRETARY.**—The term “Secretary” means the Secretary of Transportation.

SEC. 3. ESTABLISHMENT OF PROGRAM.

The Secretary of Transportation shall establish a program, to be known as the “National Transportation Modeling and Analysis Program”—

(1) to complete the advanced model; and

(2) to support early deployment of computer software and graphics packages for the advanced model to agencies of the Federal Government and to States for national, regional, or statewide transportation planning.

SEC. 4. SCOPE OF PROGRAM.

The Program shall provide for a simulation of the national transportation infrastructure as a single, integrated system that—

(1) incorporates models of—

(A) each major transportation mode, including—

(i) highways;

(ii) air traffic;

(iii) railways;

(iv) inland waterways;

(v) seaports;

(vi) pipelines; and

(vii) other intermodal connections; and

(B) passenger traffic and freight traffic;

(2) is resolved to the level of individual transportation vehicles, including trucks, trains, vessels, and aircraft;

(3) relates traffic flows to issues of economics, the environment, national security, energy, and safety;

(4) analyzes the effect on the United States transportation system of Mexican and Canadian trucks operating in the United States; and

(5) examines the effects of various security procedures and regulations on cargo flow at ports of entry.

SEC. 5. ELIGIBLE ACTIVITIES.

Under the Program, the Secretary shall—

(1) complete the advanced model;

(2) develop user-friendly advanced transportation modeling computer software and graphics packages;

(3) provide training and technical assistance with respect to the implementation and application of the advanced model to Federal agencies and to States for use in national, regional, or statewide transportation planning; and

(4) allocate funds to not more than 3 entities described in paragraph (3), representing diverse applications and geographic regions, to carry out pilot programs to demonstrate use of the advanced model for national, regional, or statewide transportation planning.

SEC. 6. FUNDING.

(a) **IN GENERAL.**—There are authorized to be appropriated from the Highway Trust Fund (other than the Mass Transit Account) to carry out this Act—

(1) \$6,000,000 for fiscal year 2004;

(2) \$7,000,000 for fiscal year 2005;

(3) \$9,000,000 for fiscal year 2006;

(4) \$10,000,000 for fiscal year 2007;

(5) \$10,000,000 for fiscal year 2008; and

(6) \$8,000,000 for fiscal year 2009.

(b) **ALLOCATION OF FUNDS.**—

(1) **FISCAL YEARS 2004 AND 2005.**—For each of fiscal years 2004 and 2005, 100 percent of the funds made available under subsection (a) shall be used to carry out activities described in paragraphs (1), (2), and (3) of section 5.

(2) **FISCAL YEARS 2006 THROUGH 2009.**—For each of fiscal years 2006 through 2009, not more than 50 percent of the funds made available under subsection (a) may be used to carry out activities described in section 5(4).

(c) **CONTRACT AUTHORITY.**—Funds authorized under this section shall be available for obligation in the same manner as if the funds were apportioned under chapter 1 of title 23, United States Code, except that the Federal share of the cost of—

(1) any activity described in paragraph (1), (2), or (3) of section 5 shall be 100 percent; and

(2) any activity described in section 5(4) shall not exceed 80 percent.

(d) **AVAILABILITY OF FUNDS.**—Funds made available under this section shall be available to the Secretary through the Transportation Planning, Research, and Development Account of the Office of the Secretary of Transportation.

By Ms. SNOWE (for herself and Mr. DURBIN):

S. 2647. A bill to require that activities carried out by the United States in Afghanistan relating to governance, reconstruction and development, and refugee relief and assistance will support the basic human rights of women and women’s participation and leadership in these areas; to the Committee on Foreign Relations.

Ms. SNOWE. Mr. President, I rise today to introduce a bill for myself and Senator DURBIN that would ensure that U.S. funded activities in Afghanistan support the basic human rights of women and women’s participation and leadership in all areas of society, development, and governance. Importantly, it also specifies that direct aid should be targeted to the Ministry of Women’s Affairs, which will play a critical role in the new government.

Women in Afghanistan have made significant progress since the Taliban was removed from power last year, but there is still a long way to go before women are restored to the place they held in society and government before the Taliban took power in 1996.

As I told Chairman Karzai when I visited the country in February, if he is truly to restore the people’s faith and confidence in the Afghan government, women cannot be excluded from the reconstruction process. The recent loya jirga did make some strides in the right direction. Eleven percent of the participants were women, although only 20 of the 180 total women were elected—with the rest being appointed. Also, the Minister of the Women’s Affairs Ministry, Sima Simar, was one of the two Deputy Chairs of the loya jirga. Yet, clearly, much remains to be done before Afghan women will fully rebuild their health, their education, their welfare, their security, and their self-dignity.

Before the Taliban, Afghan women enjoyed both stature and freedom. In

fact, many Americans may be unaware that Afghan women were not only well educated, they constituted 70 percent of the nation’s school teachers, half the government’s civilian workers, and 40 percent of the doctors in the hospital.

We are all now aware that with the rise of the Taliban, the lives of Afghan women dramatically changed. Women were banished from the workforce. They were not allowed to earn an living or to support themselves or their family, even if they were the sole family breadwinner. Tens of thousands of women widowed by decades of war had no option to provide for their families. Many turned to begging and prostitution.

Girls could not attend school and women were expelled from universities. In fact, incredibly, women were prohibited from even leaving their homes at all unless accompanied by a close male relative, even in the event of a medical emergency for themselves or their children. These women were under house arrest, prisoners in their own home.

And, if that wasn’t bad enough, they were prisoners within themselves. The Taliban went to great and inhumane lengths to strip women of their sense of pride and personhood. Afghan women were forced to wear a burqa, a head to toe covering, to make them invisible to the world. And for those who dared tread upon or flout these laws, penalties for violations of Taliban law ranged from beatings to public floggings and executions—all state sanctioned.

Of course, the Taliban is gone now. Women are slowly returning to school and to work. They are beginning to return to their homes from refugee camps. Some are even taking part in the new Afghan government. But problems still exist.

Afghan women still make up 75 percent or more of the refugees and internally displaced in camps, urban areas, and villages. Afghan women still do not have access to sufficient primary health care services, including pre- and postnatal care, leading to one of the highest maternal mortality rates in the world. And it is believed that more than 90 percent of Afghan women are illiterate, which disqualifies them from participation in government.

Every member of society has a role to play in rebuilding, and the role of women is especially important. Throughout Afghanistan’s years of war, it was women who were responsible for food, shelter, and other basic human needs. Now, during Afghanistan’s massive redevelopment, empowering women is critical to improving education, primary health, and overall development. Women must be taught the skills they need and be given access to the necessary resources to take control of their own lives and in turn foster full redevelopment of their country.

The United States has been a leader in assisting Afghanistan, in fact, the

United States is the largest single provider of assistance to the Afghan people, making substantial contributions to emergency relief and humanitarian efforts. While we have done much for Afghanistan, completing our mission there will require more. Strong and continued support from the United States will ensure that the advances made by Afghan women since the fall of the Taliban will continue and grow, rather than recede.

By requiring that United States assistance funds to Afghanistan promote access for Afghan women to health, education, development, governance, and security, this bill will help ensure the prosperity and human rights of all Afghan people. As I've said repeatedly, we are absolutely right to help Afghanistan build for the future, because as we've discovered, we cannot hope for security here until we lay the groundwork for stability there. And we cannot have true stability there if women are left out of the equation.

This bill directs that assistance go to support the Ministry of Women and Children's Affairs, an important new ministry that is essential for reestablishing women's human rights, ensuring that women are included in all development efforts, and delivering critical legal, health, education, and economic services to women throughout Afghanistan.

The bill also calls for a portion of United States development, humanitarian and relief assistance to be channeled to local Afghan organizations so that these organizations, with an already developed expertise, can achieve results quickly as time is of the essence. Local women's organizations are delivering critical services and have the knowledge and experience to assist the United States in delivering effective relief aid. These groups need our support.

The bill also directs financial assistance to build a health infrastructure to deliver high-quality comprehensive health care programs, and an education infrastructure for primary through higher education for Afghan girls and boys, vocational training for women and men, and retraining for former combatants. Education is the heart of progress and nowhere is this more critical than in Afghanistan.

Finally, the bill ensures that all United States training of the new Afghan police and security forces include training on the protection of human rights, especially for women, whose rights have been violated for so long. This must end and training for this will give the new authorities the training and knowledge to help stop it.

The potential for prosperity in Afghanistan will only be realized when, as in the United States, both men and women have an opportunity to participate and contribute. That is what this bill is all about, ensuring that women have the access needed to participate and contribute in all aspects of rebuilding their country.

I urge my colleagues to support this legislation.

By Mr. HUTCHINSON (for himself, Mr. SESSIONS, Mr. INHOFE, Mr. FRIST, Mr. LOTT, Mr. KYL, Mr. GRAMM, and Mr. THOMAS):

S. 2648. A bill to reauthorize and improve the program of block grants to States for temporary assistance for needy families, improve access to quality child care, and for other purposes; to the Committee on Finance.

Mr. HUTCHINSON. Mr. President, I am pleased to rise today with my colleague from Alabama, Senator SESSIONS, to introduce the Personal Responsibility, Work and Family Promotion Act of 2002.

This legislation is based on President Bush's plan to strengthen welfare reform, and on the bill already passed by the House of Representatives over one month ago.

The 1996 welfare reform law expires this year, and it is important that the Senate work quickly to strengthen one of the most successful reforms we have seen in decades. The results are clear: Welfare reform has been enormously successful. According to the U.S. Census Bureau, from 1996 to 2000, the number of mothers participating in TANF, Temporary Assistance to Needy Families, decreased by about 50 percent; 2.3 million fewer children live in poverty today than in 1996, Heritage Foundation. The poverty rate for African-American children has fallen to the lowest point in U.S. history. Employment of young single mother has nearly doubled, and employment of single mothers who are high-school dropouts has risen by two-thirds. And this, amidst arguments made in 1996 that this law would see millions of people into poverty.

While this is good news, and shows the importance of reforms enacted in 1996, we will have work to do. Significant numbers of welfare recipients are still not employed and on their way to self-sufficiency. That is why I am here today. I join with Senator SESSIONS to introduce the President's welfare reform plan.

This legislation maintains the important features of the 1996 welfare reform law. It emphasizes the themes of work, State flexibility, marriage, and child well-being. Our goal for every family on welfare is to lead them to self-sufficiency.

While States have made great improvements in moving recipients to work, much more needs to be done. This legislation requires that each welfare recipient would have an individual plan devised for them that maps out their plan to self-sufficiency. Recognizing that everyone has different barriers in gaining employment, these individual plans would address the specific needs of each individual and provide opportunities for meaningful activity.

Recipients would be required to participate in activities for 40 hours per

week, simulating the work week of the typical American. This 40 hours is composed of 24 hours of actual work, and 16 hours of work-related activities, such as job search, training, education, drug treatment, marriage and relationship counseling, and parenting education. And states are required to increase their work participation rates with modest increases each year. By 2007, States must have 70 percent of recipients participating in work.

We have added an important provision in this legislation to ensure that the work requirements stay strong. Due to credits that states can receive under current law, many work participation rates are effectively close to 0 percent. This bill requires that by 2007, states have 55 percent of their caseloads working, irrespective of credits that the State receives for moving recipients to work. This is an important provision that ensures that states are actually focusing on work. With the strengthening of these work requirements, we also provide significant new flexibility for states. States may apply for a new State flex program, allowing them to improve service delivery to recipients across various programs.

TANF is not the only program that benefits low-income persons. Food stamps, workforce investment programs, Federal housing programs, and adult education programs all serve similar populations, yet program requirements are often different. The differences in the administration of these programs often deters caseworkers and recipients from knowing about all the programs available to them. This state flex program would allow a state to apply to the appropriate Cabinet secretaries for approval. States must continue to serve the same general population, but they could devise a more cohesive approach to delivery of services and program eligibility. Waivers could only be granted to proposals that are likely to improve the quality of the programs involved, and states must have specific objectives in their proposal. Regular reporting to Congress is included to maintain proper oversight. This new flexibility will provide a real opportunity to serve low-income populations seamlessly and without conflicting and cumbersome program requirements.

This bill also provides a modest new investment in supporting healthy marriage. A child born and raised outside of marriage will spend an average of 51 percent of his childhood in poverty. However, a child born and raised by both parents in an intact marriage will spend only 7 percent of his childhood in poverty.

While one of the goals of welfare reform is to encourage the formation and maintenance of two-parent families, this issue has gone largely unaddressed. This legislation authorizes \$200 million in federal funding to reverse the trend of out-of-wedlock births. States may use funds for various purposes, including marital preparation programs, high school courses

about the benefits of healthy marriage, and relationship counseling. States will have the flexibility to use the program or programs that they determine work best for them.

Children raised by single parents are 5 times more likely to live in poverty, 2–3 times more likely to show behavioral problems, and twice as likely to commit crimes or go to jail. Marriage and family formation programs will not force anyone into marriage, but will provide people with the tools to improve their relationships, both at home, and in the working world.

Finally, important TANF funding would be maintained. Despite an unprecedented decline in the caseload, this legislation maintains TANF funding at \$16.5 billion a year. In addition, the supplemental grants, which are important to my home state of Arkansas, are also reauthorized.

This legislation provides an additional \$1 billion in child care funding. Mandatory funding for the Child Care and Development Block Grant would increase to almost \$3 billion over the next 5 years.

While this bill increases mandatory funding for child care, I am working with my colleagues in the Senate Health, Education, Labor, and Pensions Committee to reauthorize and improve the Child Care and Development Block Grant. That process is moving forward, and I hope that these two both the TANF issues in the Finance Committee, and the child care issues in the HELP Committee, will be merged when they are considered before the full Senate.

I hope that the Finance Committee takes this legislation into consideration as they work to formulate a plan. I believe that the President's plan has strong support, as evidenced by the quick action in the House of Representatives, and I encourage my colleagues to join me in this effort to improve upon the impressive results in welfare reform that we have seen so far. More remains to be done, however, in our quest of working towards independence.

Mr. SESSIONS. Mr. President. I rise today along with my colleague, Senator HUTCHINSON, to introduce legislation to reauthorize the 1996 welfare reform law. Based on the President's welfare improvement initiatives, including promoting independence through work, State innovation and promoting health marriage and family foundation, this bill builds upon the success of the 1996 welfare reforms. Since Congress passed welfare reform in 1996, welfare rolls have fallen dramatically. Poverty has declined across all categories. Child hunger has declined. More single mothers are employed and their income is still increasing. Out-of-wedlock births have begun to level off. And more children are growing up in married households. By tying welfare to work, the 1996 reforms succeeded in making people self-sufficient and independent. Yet there is still more that needs to be done.

Our bill will continue to promote independence through work by gradually increasing the work participation standards and allowing workers to use up to 16 hours a week for activities to prepare them for the workforce including education and training, substance abuse treatment, and job readiness assistance. These 16 hours will enable welfare recipients to not only find employment, but to open up opportunities to become independent and self-sufficient.

States need the resources and the flexibility that will allow them to continue to help families leave welfare for work. This legislation will implement the President's "state flexibility waivers" which allow states to integrate anti-poverty programs from different federal departments.

Senator HUTCHINSON and I, as members of the Senate Health, Education, Labor, and Pensions Committee will continue to work with our colleagues to develop meaningful and comprehensive child care legislation to complement the welfare reform bill. I believe that we must work hard to create child care programs that focus on school readiness and an end to the welfare cycle.

Part of this legislation includes \$200 million in grants to states for marriage promotion. One of President Bush's top priorities this year has been to remove the financial penalties against marriage within the welfare system and to provide services and supports to couples who choose marriage for themselves. Our bill will assist them in acquiring the knowledge and skills necessary to form and sustain healthy, loving and protective marriages. Study after study has shown the unquestionable benefits marriage has on our society.

I look forward to working with my colleagues to passing meaningful welfare reform legislation that continues to improve upon the welfare reforms of 1996 and gives states the resources and flexibility they need to help families become stronger and more self-sufficient. I thank my colleague from Arkansas, Senator HUTCHINSON for his work and dedication to welfare reform, and I thank President Bush for his vision and his dedication to getting this done.

By Mr. KENNEDY (for himself and Mr. FRIST):

S. 2649. A bill to provide assistance to combat the HIV/AIDS pandemic in developing foreign countries; to the Committee on Health, Education, Labor, and Pensions.

Mr. KENNEDY. Mr. President, I am pleased to join Senator FRIST in introducing this important legislation to help in the international battle against the AIDS pandemic. AIDS is the fourth leading cause of death in the world. This disease ends lives, destroy families, undermines economies, and threatens the stability and progress of entire nations.

We in America know the pain and loss that this disease cruelly inflicts. Millions of our fellow citizens, men, women, and children, are inflected with HIV/AIDS, and far too many have lost their lives.

While we still seek a cure to AIDS, we have learned to help those infected by the virus to lead long and productive lives through the miracle of prescription drugs.

But this disease knows no boundaries. It travels across borders to infect innocent people in every continent across the globe.

We have an obligation to continue the fight against this disease at home. But we should also share what we have learned to help those in other countries in this life-and-death battle. And we must do all we can to provide new resources to help those who cannot afford today's therapies.

We must carry the fight against AIDS to every corner of the globe, and the legislation that I am introducing with Senator FRIST today is a step in that direction.

The International AIDS Treatment and Prevention Act provides new legal authority and funding to our Nation's strongest health care agencies to join the global battle against AIDS. It promotes models of community-based care that reach the real people affected by this disease; better access to the research and therapies needed to prevent transmission of this deadly disease; and most importantly, funds research and treatment models to prevent transmission of HIV/AIDS from mothers to their infants including the family support services necessary to stem the orphan crisis.

Governments can make the difference in battling this epidemic. When governments in poor countries have been provided resources to fight the spread of AIDS, infection rates have dropped 80 percent. With this legislation, the United States will do its part to support countries to turn the corner of AIDS on their own.

I am pleased that the administration is increasing funding for the fight against the global AIDS epidemic, and together with this legislation, we can truly lead the international community in the fight against the greatest public health threat of our times.

Mr. FRIST. Mr. President, I am pleased to join Senator KENNEDY today to introduce the International AIDS Treatment and Prevention Act. This legislation is another important bipartisan step in our global battle against AIDS and other infectious diseases. The international crisis of HIV/AIDS, tuberculosis, and malaria threatens the entire world. We have done much here at home through Ryan White and other programs. We must show we can lead the world against these scourges as well. This morning, President Bush again underscored this administration's commitment, and his personal commitment, to reducing the spread of

HIV/AIDS and demonstrating consistent, compassionate U.S. leadership in this global struggle.

When I first came to the Senate eight years ago, HIV/AIDS was a little understood or recognized problem. In that time I have traveled far from the Senate floor. I have been on seven different medical mission trips to Africa, most recently, in January, to Uganda, Kenya and Tanzania.

The trips have helped reveal to me the impact that one single virus—HIV—is having on the destruction of a continent. Not a family. Not a community. Not a State. Not a country. An entire continent.

The statistics of this plague are shocking. Each year, three million people die of AIDS, one every ten seconds. Twice that many, 5.5 million—or two every ten seconds—become infected. That is 15,000 people a day. Even more tragically, 6,000 of those infected each day are between the ages of 15 and 24. Ninety percent of those infected do not know they have the disease. There is no cure. There is no vaccine. And the number of people infected is growing dramatically.

The disease toll is incalculable. Thirteen million children have been orphaned by AIDS. Over the next ten years, the orphan population may well grow to 40 million equivalent to the number of American children living east of the Mississippi River. I had the privilege of visiting with Tabu, a 28-year-old prostitute, who was leaving Arusha to return to her village to die. She stayed an extra day to meet with us. I will never forget her cheerful demeanor and mischievous smile as we met in her small stick-framed mud hut, no more than 12 feet by 12 feet. Her two sisters are also infected; a third sister has already died. Tabu will leave behind an eleven-year-old daughter, Adija.

Not only do HIV/AIDS, tuberculosis, and malaria produce over 50 percent of the deaths due to infectious diseases each year, they have complex disease patterns that result in facilitating each other's spread. By weakening the immune system, infection with HIV increases susceptibility to both tuberculosis and malaria. Furthermore, the increasing number of multi-resistant tuberculosis cases is largely attributed to resistance developed in HIV-infected patients. Finally, in treating severe anemia that commonly accompanies illness due to malaria, untested blood transfusions create a method of HIV/AIDS spread.

At home in Tennessee, or even here in Washington, DC, Uganda and Tanzania feel very far away. But the plague of HIV/AIDS and the chaos, despair and civil disorder it perpetrates only undermines the chance for democracy to flourish. Without civil institutions, there is disorder.

Last year in South Africa, one of every 200 teachers died of AIDS. In a recent study in Kenya, 75 percent of deaths on the police force were AIDS-

related. HIV-related deaths among hospital workers in Zambia have increased 13 fold in the last decade. These losses devastate local economies. Botswana's economy will shrink by 30 percent in ten years; Kenya's by 15 percent. Family incomes in the Ivory Coast have declined by 50 percent, while health care expenditures have risen by 400 percent.

Africa has lost an entire generation. In Nairobi, Kenya, I visited the Kibera slum. With a population of over 750,000, one out of five of those who live in Kibera are HIV/AIDS positive. As I walked the crowded pathways sandwiched between hundreds of thousands of aluminum shanties, I was amazed that there were only children or elderly individuals. The disease had wiped out the parents the most productive segment of the population teachers, military personnel, hospital workers, and law enforcement officers. African orphans therefore lack teachers, role models and leaders. This leaves them vulnerable to criminal organizations, revolutionary militias, and terrorists. Terrorism and crime could become a way of life for a young generation.

Africa is not alone. India, with over 4 million cases of HIV/AIDS, is on the edge of explosive growth. China is estimated to have as many as 10 million infected persons. The Caribbean suffers from one of the highest rates of infection of any region in the world. Eastern Europe and Russia report the fastest growth of AIDS cases. These nations are the next generation in the AIDS crisis they present an opportunity for intervention and success if we act quickly and decisively.

Due to the social, economic and political destructive effects of this disease, I'm devoting much of my time to this issue, and in particular, to the impact of HIV/AIDS in Africa. Just as our great nation is the leader in the war on terrorism, we must continue to lead the fight against AIDS in order to build a better, safer world.

There is perhaps no greater global issue than the spread of deadly infectious disease. As President Bush said today, the United States must lead the fight in this international crises. We must now provide the leadership to confront the global HIV/AIDS, malaria, and tuberculosis epidemics. History will record how we respond to the call.

We fight this battle in two ways: by improving primary prevention and expanding access to treatment. Until science produces a vaccine, prevention through behavioral change and awareness is the key. And once again, cultural stigmas must be overcome. Through a combination of comprehensive national plans, donor support and community-based organizations, we can make progress. We know that prevention and treatment go hand and hand, and that the necessary infrastructure must be present in order to deliver care.

I have already introduced legislation with Senator KERRY—the U.S. Leader-

ship Against HIV/AIDS, Tuberculosis, and Malaria Act of 2002. This act would direct the President to work with foreign governments, the United Nations (UN), the World Bank, and the private sector to establish the Global AIDS and Health Fund to fight HIV/AIDS, malaria, and tuberculosis. This fund would provide grants to governments and non-governmental organizations for implementation of effective and affordable HIV/AIDS, malaria, and tuberculosis programs. Additionally, this legislation requires a comprehensive American strategy for combating these infectious diseases, enhances programs targeted toward empowering women, links debt relief to implementation of health programs, extends military to military prevention activities and establishes an incentive program for American clinicians to provide their expertise abroad.

The legislation I am introducing today with Senator KENNEDY and others is a companion to the Foreign Relations bill. This bill codifies and expands current authorities of the Department of Health and Human Services, HHS, to participate in appropriate HIV/AIDS prevention, treatment, care, and support activities in resource poor nations that are experiencing an HIV/AIDS crisis. Coupled with S. 2525, the United States Leadership Against HIV/AIDS, Tuberculosis, and Malaria Act of 2002, this legislation would provide a better coordinated, enhanced U.S. response to the global pandemic of HIV/AIDS.

Under The International AIDS Treatment and Prevention Act of 2002, the Secretary of Health and Human Services is authorized to implement HIV, tuberculosis, and malaria prevention, treatment, care and support services principally through the Centers for Disease Control and Prevention and, where appropriate, with the assistance and technical expertise of the Health Resources and Services Administration, (HRSA) the Food and Drug Administration, and the National Institutes of Health (NIH). The Secretary is also granted the authority to alter or renovate facilities in foreign countries as is necessary to conduct programs for international health activities and to establish family survival partnership grants for the provision of medical care and support to HIV positive parents and their children.

This legislation, coupled with the S. 2525, represents an important step forward in our response to HIV/AIDS, tuberculosis, and malaria. History will judge how we as a nation—how we as a global community—address and respond to this most devastating and destructive public health crisis we have seen since the bubonic plague ravaged Europe over 600 years ago.

The task looms large, but by uniting with leadership and dedication from all—we will succeed in counteracting the devastation of HIV/AIDS and stop its advance.