

only two things we ought to do from the side of the aisle that I represent. We are interested in paycheck security, health care security, retirement security. Those have a variety of things that go along with them which we think are important for family values, for family safety, and obviously family security.

I think there are two pieces of legislation that ought to be signed into law by the President, ought to be passed out of this body. There is no reason why they cannot be. I stand here this morning as the junior Senator from West Virginia in some sense of frustration and wonderment, really putting myself in the place of American citizens wondering why it is not more certain and why there is not a more clear course.

I think if either of these bills fails to pass this session of Congress, both Houses, and on to the President, then I think the American people have real reason to wonder why they put us here. I speak, of course, of two pieces of legislation which we have already passed. The first one was passed the other day, the minimum wage increase. There was a 74 to 24 vote on that. Some might say, well, that was not as strong as it appeared because minimum wage was encased in a small business package, had that title. But there cannot be any doubt about the fact that the minimum wage increase did pass. It has passed the Senate. So has the Kennedy-Kassebaum health insurance bill, more properly the Kassebaum-Kennedy health insurance bill that passed by 100 to 0.

I really think it is embarrassing to our body, to all 100 of us, that there is a real cloud of uncertainty as to whether or not these are going to become law. They have passed through here. The plot keeps thickening as we hear about efforts to delay, to entangle these pieces of legislation, to complicate them. Each of these pieces, of course, have enormous benefits for millions of hard-working American families. Therefore, it seems to me incontrovertible that the good will on both sides should prevail.

On our side, we talk about putting families first. I think they are three good words, it is a good phrase. It is clear. It is what we mean. It means enacting the minimum wage increase and it means enacting the Kassebaum-Kennedy bill.

In West Virginia tens of thousands of wage earners, in fact, 24 percent of all our wage earners in the State, will benefit from the minimum wage law. I am not necessarily happy to say that that many of them would be affected, but that is what I have to say because that is the fact. Over two-thirds of them are adults, and most of them are women, many of them, most of them, have responsibilities for children.

I had a remarkable conversation, at least to me, last week with one of these people who is a graduate, lives in a small community in West Virginia, who is a graduate of the University of

Indiana, has a B.A. from the University of Indiana, and moved to West Virginia because she liked the lifestyle. She works as a waitress. She has a 10-year-old girl, her husband has left her, and child support is minimal. She can now earn \$2.13 an hour because of the tipping matter under the present law we have passed here in the Senate. So her salary—as she said, tips do make up the difference. If you do allow that to happen, then, in fact, she could go from \$8,500 a year to \$10,700 a year. When you add on top of that the earned income tax credit for which she is eligible, she could make \$3,000 plus from that, which would put her above the poverty level.

Now, that is a momentous fact, taking a program already existing, and the minimum wage which we passed, that we take a woman who lives in poverty, officially, a proud person, well-educated, interested in the arts, with a brilliant 10-year-old daughter, who I had a chance to talk with, who is an exceptional gymnast, for whom she can do nothing because there is no margin whatever in her life financially, being able to help her. She brings to mind, and many others who I have talked to who are working, who are not on welfare, who are working because of their desire to achieve self-esteem through work rather than being on welfare.

I cannot understand why there would be any reason to either block the appointment of conferees, or whatever it would be, to keep the minimum wage bill from passing. It means an enormous amount to people in my State and every single State, most of whom are adult, most of whom are women, most of whom have children.

Then, I think, finally, there is no excuse if the Congress fails to pass the Kassebaum-Kennedy bill. We said from the very beginning, after the failure of the Clinton health care bill, that we should concentrate on what we can agree on. That is what we started out with on Kassebaum-Kennedy, concentrating on what we can agree on. We have to do it incrementally. I understand that and I applaud that. This is a bill on which we so agreed. In fact, the vote was 100 to 0.

Then MSA's, medical savings accounts, was put in in the House and put in over here in a rather odd manner at the last moment. That we did not agree on. Everything else we did agree on. Now that is being, I think, sort of relegated to the possibility of a bill that will not pass this Congress because of the disagreement on that. On the other hand, there was an agreement at the beginning. The whole spirit of everything was that we would agree with what we could agree on, and we did so in such a magnificent form that we passed it 100 to 0 here.

We should do that, putting families first, which means getting back to the basics of the Kassebaum-Kennedy bill and getting this bill into law. If it means we have to take a moratorium on our August recess, I do not care

what it takes, we ought to be able to pass the minimum wage bill and the Kassebaum-Kennedy health insurance bill.

It is a "no brainer," Mr. President. I submit that with all sincerity, two pieces of legislation, and there are many more that I have in mind, but here are two pieces of legislation, both of which have passed by overwhelming margins in this body, both of which can be conferred successfully, if we only have the will to do so, both of which would enormously help put American working families first.

I yield the floor.

Mr. COVERDELL. Mr. President, parliamentary inquiry. Is it appropriate for me to begin 20 minutes, which was to be under my control?

The PRESIDING OFFICER. Yes.

PUTTING PEOPLE FIRST

Mr. COVERDELL. Mr. President, I had an interesting presentation here this morning, built around what apparently is going to be a Presidential campaign theme, putting families first. Mr. President, we cannot but be reminded of a book written by President Clinton and Vice President GORE which was a prelude to the 1992 Presidential campaign. The book, Mr. President, was entitled "Putting People First," very, very familiar to this new theme we have heard here this morning, putting families first.

I will read from this publication, "Putting People First," now almost some 4 years old, a very interesting piece on page 15 of "Putting People First." It says, "Middle-class tax fairness." Now, this was the President's "contract with America," putting people first.

He says, "Middle-class tax fairness: We will lower the tax burden on middle-class Americans by asking the very wealthy to pay their fair share." I repeat, "We will lower the tax burden on middle-class Americans * * * Middle-class taxpayers will have a choice between a children's tax credit or a significant reduction in their income tax rate."

It goes on to say, on page 101 "Treat families right," in this book entitled "Put People First." It says, "Grant additional tax relief to families with children."

Mr. President, since the publication of the book and the election of President Clinton, the average American family is paying somewhere around \$2,000 to \$2,600 in additional taxes out of their checking account as a result of the election of President Clinton. Corporate taxes are up 55.4 percent and personal taxes are up 25.3 percent. In other words, the exact opposite has occurred since the publication of the President's book, "Putting People First."

It does begin to raise some pretty serious questions as to what do they mean when they say "Put families first." If they mean the same thing

they meant when they published "Putting People First," every American taxpayer better duck, because the promise to lower taxes became an action of increasing taxes to the highest level in American history.

I read from an editorial published by Bruce Bartlett: "Last week I disclosed that total taxes, Federal, State, and local, as a share of gross domestic product were the highest in U.S. history in 1995 at 31.3 percent. In 1992, total taxes as a share of GDP equaled 30 percent. In other words, it is up 1.3 percent." That is just a huge, huge sum of money.

Mr. President, the Federal tax take is expected to shoot up this year by another 5.4 percent. Mr. President, the book "Putting People First," promised to lower taxes, and resulted with the election. The American people elected President Clinton based on these promises, and what happened to them was that they were confronted with the highest tax increase in American history.

Over a 7-year period, it was almost \$500 billion. That translates to an individual family, since President Clinton has been elected, in having to pay another \$2,000 of Government costs. The cost of Government has been pushed out another 3 days. American families, today, work from January 1 to July 3, giving July 4 in America today an extraordinary meaning.

Mr. President, in 1992, we were promised, in "Putting People First," that taxes would be lowered. As I have said here over and over, as have others, taxes were raised and the effect was to reduce the amount of income in families' checking accounts. Now we come forward this morning with a promise to put families first, and an outline of a series of programs that represent and policy goals that purport to say what putting families first means.

Mr. President, according to the House Budget Committee and the Congressional Budget Office, this new agenda of putting families first could cost another \$500 billion. So if you combine putting people first with Families First, you are going to end up with families finding themselves with less and less resources in their own checking accounts to do the kinds of things they are supposed to do. Putting people first lowered their checking accounts by about \$2,500, and now we are told we will put families first, and we are going to have another \$2,500 out of your checking account.

Mr. President, you know, if you really want to put families first, or people first, it really is not all that complicated. Mr. President, what is a very simple and clean cut goal for everybody in the Congress, whether you are Republican, Democrat, or an Independent, it is pretty simple. We ought to set as a goal trying to leave in the neighborhood of around \$7,000 in the families' checking accounts instead of pulling it and shipping it off to Washington. The Balanced Budget Act,

which was passed by this congressional majority, went a long way toward accomplishing that goal. That act would have put between \$2,000 and \$4,000 into the checking accounts of every family, lower interest rates, lower payments, and tax savings. It would have accomplished about half of a meaningful goal. If we want to put families first, we ought to leave the money with the families who earn it. We ought to leave them the ability to do the kinds of things they want to do to set their own priorities.

Mr. President, let us take a look at this average family. I have a pretty good idea in the State of Georgia, and I think that is probably about the case all across the country. Mr. President, the average family in Georgia makes about \$45,000 a year. Today, by the time they have paid their Federal taxes, by the time they have paid their State and local taxes, by the time they have paid their Social Security and Medicare taxes, by the time they have paid their share of the higher interest rates on the national debt, by the time they have paid their share of the cost of Government regulation, they end up with less than half the total income that they earn to take care of their families.

Mr. President, that is inexcusable—the fact that we have come to the point in the United States that the Government takes over half of the hard-earned wages of a working family.

Now, I argue that that policy has had a very negative effect on the American family. I argue that there is no force in America, including Hollywood, that has so affected the average family as their own Government. It is not complicated. If the Government is going to take half of everybody's paycheck and move it to Washington to be wonderwonked by the wizard bureaucrats here to decide what the priorities are, you have pushed the family to the wall. So the suggestion we are hearing from the other side is let us take more out of that paycheck, let us design a group of new programs that we will plan here in Washington to manage your family. I think families first needs a little asterisk that says, "as designed by the Federal Government."

Our argument would be to leave the wages earned by a family in the checking account of that family, and let them decide what the priorities of that family ought to be. A meaningful objective would be, if you really want to put families first, to leave the wages they earn in their checking accounts.

Now, Mr. President, the efforts on the part of the congressional majority, the Republican Congress, were to do just that. We did put families first. We did have tax credits for children. We did remove the tax penalty for being married. We did help people on Social Security. Every action we took was to leave more resources in the checking accounts of the families. That is how you put families first—leave the resources with them so that they can manage their affairs.

We read over and over that the American family is anxious today, that there is a deep anxiety in the families. Even at a time when we have a reasonably decent economy, they are still very worried, nervous, and bothered. Mr. President, it is because we are not leaving enough resources in that family. We are not leaving them the resources to do the things they are supposed to do. America counts on the American family to get the country up in the morning, to house it, to school it, to feed it and shelter it, to take care of its health, to provide for the spiritual growth necessary to take on and lead the country, and we have made it virtually impossible for the family to do the job that America asks of it.

The other side has come forward, as a follow-up of putting people first, which really meant we are going to tax you more. That is what this book ended up doing. It ended up reducing the resources in the average family by about \$2,600. Now we get families first. We are told by the Congressional Budget Office that all that array of Government management of the American family will cost them yet another \$2,500 to \$3,000. That is going in the wrong direction. Every proposal we have had from the other side, whether it is under the label of putting people first, or the label of families first, the bottom line is that Washington is first. Washington is first. We are going to design the way you run your family. We are going to design a program that manages your health care. We are going to design a program that manages the relations between you and your employer. But most of all, we are going to tax you more. So we have come to the point, between putting people first and families first, of the highest tax level in American history, and the highest tax burden on families in American history.

So if you are going to put the family first, it is pretty simple: Lower their taxes, and leave more resources in their checking accounts. Look at the comparison, Mr. President. Just look at the comparison. They come up with putting people first, and every family pays an additional \$2,500 in taxes. The Republican majority came up with the Balanced Budget Act. The Balanced Budget Act would have lowered the pressure on that family between by about \$2,000 and \$4,000, depending on who the family was. Lower interest payments and lower tax levels across the board, more resources in the family. We are coming to a new election. We have a new program entitled "Put Families First," and we look at the tab of what that is going to cost—another \$2,000 to \$3,000 for each American family. I argue, Mr. President, that that has the exact reverse consequences.

Mr. President, how much time is remaining?

The PRESIDING OFFICER. The Senator has 4 minutes remaining.

Mr. COVERDELL. Mr. President, in conclusion, I just wanted to underscore

that the only way we are going to relieve the burden on the American family today is to lower the tax level and allow them to keep the wages they earn, which allows them to fulfill the duties and responsibilities that they have.

I argue that both putting people first, which resulted in the largest tax increase in America history, and now followed by putting families first, which will call for yet another tax increase, is not the prescription for the American family.

If you look at the last 25 years and what has happened to the American family, as its tax level has pushed upward and upward, you have seen increasing behavior and increasing conditions in the American family that are the exact opposite of that which we would like to achieve.

If you really want to say put families first, then lower the economic burden, lower the economic pressure, and let the wage earner keep their wages, and let the wage earner and family do that which they set as their own priorities of the American family.

Mr. President, I yield back any remaining time.

THE VERY BAD DEBT BOXSCORE

Mr. HELMS. Mr. President, at the close of business yesterday, Wednesday, July 10, 1996, the Federal debt stood at \$5,148,771,318,656.40.

On a per capita basis, every man, woman, and child in America owes \$19,409.73 as his or her share of that debt.

NOTICE OF PROPOSED RULEMAKING

Mr. THURMOND. Mr. President, pursuant to section 303 of the Congressional Accountability Act of 1995 (2 U.S.C. sec. 1383), a notice of proposed rulemaking was submitted by the Office of Compliance, U.S. Congress. The notice publishes proposed amendments to the rules governing the procedures for the Office of Compliance under the Congressional Accountability Act.

Section 304(b) requires this notice to be printed in the CONGRESSIONAL RECORD; therefore I ask unanimous consent that the notice be printed in the RECORD.

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

OFFICE OF COMPLIANCE—THE CONGRESSIONAL ACCOUNTABILITY ACT OF 1995: PROPOSED AMENDMENTS TO PROCEDURAL RULES

NOTICE OF PROPOSED RULEMAKING

Summary: The Executive Director of the Office of Compliance is publishing proposed amendments to the rules governing the procedures for the Office of Compliance under the Congressional Accountability Act (P.L. 104-1, 109 Stat. 3). The proposed amendments to the procedural rules have been approved by the Board of Directors, Office of Compliance.

Dates: Comments are due within 30 days after publication of this Notice in the Congressional Record.

Addresses: Submit written comments (an original and ten copies) to the Executive Director, Office of Compliance, Room LA 200, 110 Second Street, S.E., Washington, D.C. 20540-1999. Those wishing to receive notification of receipt of comments are requested to include a self-addressed, stamped post card. Comments may also be transmitted by facsimile ("FAX") machine to (202)426-1913. This is not a toll-free call. Copies of comments submitted by the public will be available for review at the Law Library Reading Room, Room LM-201, Law Library of Congress, James Madison Memorial Building, Washington, D.C., Monday through Friday, between the hours of 9:30 a.m. and 4:00 p.m.

For Further Information Contact: Executive Director, Office of Compliance at (202) 724-9250. This notice is also available in the following formats: large print, braille, audio tape, and electronic file on computer disk. Requests for this notice in an alternative format should be made to Mr. Russell Jackson, Director, Service Department, Office of the Sergeant at Arms and Doorkeeper of the Senate, (202) 224-2705.

SUPPLEMENTARY INFORMATION

I. Background

The Congressional Accountability Act of 1995 ("CAA" or "Act") was enacted into law on January 23, 1995. In general, the CAA applies the rights and protections of eleven federal labor and employment law statutes to covered employees and employing offices within the legislative branch. Section 303 of the CAA directs that the Executive Director of the Office of Compliance ("Office") shall, subject to the approval of the Board of Directors ("Board") of the Office, adopt rules governing the procedures for the Office, and may amend those rules in the same manner. The procedural rules currently in effect, approved by the Board and adopted by the Executive Director, were published December 22, 1995 in the Congressional Record (141 CONG. R. S 19239 (daily ed., Dec. 22, 1995)). The proposed revisions and additions that follow amend certain of the existing procedures by which the Office provides for the consideration and resolution of alleged violations of the laws made applicable under Part A of title II of the CAA, and establish procedures for consideration of matters arising under Part D of title II of the CAA, which is generally effective October 1, 1996.

A summary of the proposed amendments is set forth below in Section II; the text of the provisions that are proposed to be added or revised is found in Section III. The Executive Director invites comment from interested persons on the content of these proposed amendments to the procedural rules.

II. Summary of proposed amendments to the procedural rules

(A) A general reorganization of the rules is proposed to accommodate proposed new provisions, and, consequently, to re-order the rules in a clear and logical sequence. As a result, some sections will be moved and/or renumbered. Cross-references in appropriate sections will be modified accordingly. These organizational changes are listed in the following comparison table.

Former section No.	New section No.
§2.06 Complaints	§5.01
§2.07 Appointment of the Hearing Officer	§5.02
§2.08 Filing, Service and Size Limitations of Motions, Briefs, Responses and Other Documents	§9.01
§2.09 Dismissal of Complaint	§5.03
§2.10 Confidentiality	§5.04
§2.11 Filing of Civil Action	§2.06

Former section No.	New section No.
§8.02 Compliance with Final Decisions, Requests for Enforcement ..	§8.03
§8.03 Judicial Review	§8.04
§9.01 Attorney's Fees and Costs	§9.03
§9.02 Ex Parte Communications	§9.04
§9.03 Settlement Agreements	§9.05
§9.04 Revocation, Amendment or Waiver of Rules	§9.06

(B) Several revisions are proposed to provide for consideration of matters arising under section 220 (Part D of title II) of the CAA, which applies certain provisions of chapter 71 of title 5, United States Code relating to Federal Service Labor-Management Relations ("chapter 71"). For example, technical changes in the procedural rules will be necessary in order to provide for the exercise by the General Counsel and labor organizations of various rights and responsibilities under section 220 of the Act. These proposed revisions are as follows:

Section 1.01. "Scope and Policy" is proposed to be amended by inserting in the first sentence a reference to Part D of title II of the CAA in order to clarify that the procedural rules now govern procedures under that Part of the Act.

Section 1.02(c) is proposed to be amended to make the definition of the term "employee" consistent with the definition contained in the substantive regulations to be issued by the Board under section 220 of the CAA.

Section 1.02(i) is proposed to be amended to redefine the term "party" to include, as appropriate, the General Counsel or a labor organization.

A new section 1.02(j) defining "respondent" is proposed to be added. (The addition of subsection (j) will result in the subsequent subsections being renumbered accordingly.)

Section 1.05 "Designation of Representative" is to be revised to allow for a labor organization to designate a representative.

Section 1.07(c), relating to confidentiality requirements, is proposed to be amended to include a labor organization as a participant within the meaning of that section.

Section 7.04(b) concerning the scheduling of the prehearing conference is modified to substitute the word "parties" for "employee and the employing office".

(C) Modifications to subsections 1.07(b) and (d), concerning confidentiality requirements, are proposed in order to clarify the requirements and restrictions set forth in these subsections, and to make clear that a party or its representative may disclose information obtained in confidential proceedings for limited purposes under certain conditions.

(D) Section 2.04 "Mediation," is proposed to be amended in certain respects.

In section 204(a) the language "including any and all possibilities" would be modified to read "including the possibility" of reaching a resolution.

Section 204(e)(2) is proposed to be modified to allow parties jointly to request an extension of the mediation period orally, instead of permitting only written requests for such extensions.

Section 2.04(f)(2) is proposed to be revised to explain more fully the procedures involving the "Agreement to Mediate".

A new subsection 2.04(h) is proposed regarding informal resolutions and settlement agreements. (The subsections following the newly added subsection 2.04(h) would be renumbered accordingly.)

(E) Subpart E of the Procedural Rules had been reserved for the implementation of section 220 of the CAA. The Board has recently published proposed regulations pursuant to