

saving money. To assist this, sponsor organizations will provide participating individuals and families intensive financial counseling and counseling to develop investment plans for education, home ownership, and entrepreneurship.

In addition, participating welfare and low-income families build assets whose high return on investment propels them into independence and stability. The community will also benefit from the significant return on an investment in IDA's: We can expect welfare rolls to be reduced; tax receipts to increase; employment to increase; and local enterprises and builders can expect increased business activity. Neighborhoods will be rejuvenated as new microenterprises and increased home renovation and building drive increased employment and community development.

In fact, it is estimated that an investment of \$100 million in asset building through these individual accounts would generate 7,050 new businesses, 68,799 new job years, \$730 million in additional earnings, 12,000 new or rehabilitated homes, \$287 million in savings and matching contributions and earnings on those accounts, \$188 million in increased assets for low-income families, 6,600 families removed from welfare rolls, 12,000 youth graduates from vocational education and college programs, 20,000 adults obtaining high school, vocational, and college degrees.

Source: Corporation for Enterprise Development, "The Return of the Dream: An Analysis of the Probable Economic Return on a National Investment in Individual Development Accounts," May 1995.

IDA's are planned or now available on a small scale across the country, including Indiana, Illinois, Virginia, Oregon, and Iowa. The assets for independence amendment has been developed after a review of numerous, similar, successful programs, and most notably one run by the Eastside Community Investments community development corporation in Indianapolis, IN. The amendment incorporates a number of protections developed with their assistance and based on their experience. For example, accounts will be held in a trust. In addition, sponsor organizations must cosign any withdrawal of funds; withdrawals are strictly limited to home purchase, education, and microenterprise.

I challenge this Congress to consider the \$5.4 trillion we have spent on welfare programs in the past 30 years. Have these programs that focus on income maintenance been successful? Do we honestly believe that we can give money to low-income citizens and have them spend their way out of poverty? Or is it time to consider a new approach, not just an approach that focuses on a Federal bureaucracy or even a substituted State bureaucracy, but an approach that empowers families and communities directly to build assets with high returns on investment—

returns whose economic and personal growth approaches the exponential?

The assets for independence amendment does just this. It does not concentrate on Government programs but focuses on community efforts to put high-return assets in the hands of families. I am very pleased that we have included it in this vital legislation.

COATS-WYDEN KINSHIP CARE AMENDMENT

Mr. WYDEN. Mr. President, I rise in support of the Coats-Wyden kinship care amendment, which was agreed to by the Senate last night. I would like to thank my colleague, Senator COATS, for his assistance with this important amendment.

Grandparents caring for grandchildren represent an underappreciated natural resource in our Nation. They hold tremendous potential for curing one of our society's most pressing maladies: The care of children who have no parents, or whose parents simply aren't up to the task of providing children a stable, secure, and nurturing living environment.

There is such a great reservoir of love and experience available to us, and more especially to the tens of thousands of American children who desperately need basic care giving. We provide public assistance to strangers for this kind of care, but the folks available to provide foster care homes are in short supply.

It is time that States and the Federal Government begin to promote policies that open doors to relatives who are ready, willing and able to care for these children. Some States have already been moving in this direction for over a decade. Over the past 10 years the number of children involved in extended family arrangements has increased by 40 percent. Currently, more than 3 million children are being raised by their grandparents. In other words, 5 percent of all families in this country are headed by grandparents.

However, in many places States still lack a system that includes relatives in the decisionmaking process when children are removed from the home. I have heard case after case of relatives who never heard from the child protection agency when a grandchild or other related child was removed from the home. Once the child was taken, extended family members had no contact and no way of finding out what then happened to the children. Sometimes brothers and sisters have been separated and a grandparent has spent years in court trying to reunite their family.

I have repeatedly heard the frustration of grandparents whose grandchildren, as far as they knew, disappeared in the night, and once the children entered the State child protection system they literally disappeared from their families' lives.

The amendment that we proposed, similar to one that was adopted by the House last spring, and to language that has been in almost every welfare bill since then, would give relatives pref-

erence over stranger caregivers when the State determines where to place a child who has been removed from the home. It's time we start developing policies that make it easier, instead of more difficult, for families to come together to raise their children.

As we rethink our child protection system, we need to rededicate ourselves to looking to families, including extended families, for solutions. When a child is separated from their parents, it is usually a painful and traumatic experience. Living with people that a child knows and trusts gives children a better chance in the world and gives families a better chance to rebuild themselves.

Again, I thank my colleague from across the aisle, Senator COATS, for his help with this amendment.

Mr. SHELBY. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

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

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

MORNING BUSINESS

Mr. BINGAMAN. Mr. President, I ask unanimous consent that we go into morning business with Senators allowed to speak for up to 5 minutes each.

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

THE FEDERAL OIL AND GAS ROYALTY SIMPLIFICATION AND FAIRNESS ACT OF 1996

Mr. BINGAMAN. After extensive negotiations over the past year with the Department of the Interior, the affected States, and the industry, the Federal Oil and Gas Royalty Fairness Act is now before the Senate for final passage. This bipartisan reform of the Federal Royalty Program is identical to the version passed by the Senate Energy and Natural Resources Committee in May.

The Federal Oil and Gas Royalty Fairness Act will result in a simpler, fairer and more cost effective way to administer oil and gas royalty collections on Federal lands. This is important legislation for the independent producers in New Mexico and for independent producers throughout the Nation.

The bill, H.R. 1975, amends the Federal Oil and Gas Royalty Management Act of 1982 with respect to royalty collections on Federal lands and the Outer Continental Shelf. It does not apply to Indian lands.

The bill establishes a statute of limitations to ensure royalty audits and collections are final within 7 years from the date of production; establishes reciprocity with respect to payment of interest on royalty overpayments and underpayments; simplifies

recordkeeping and reporting requirements; and expands the Federal royalty functions that may be delegated to a qualifying State.

In short, The Federal Oil and Gas Royalty Simplification and Fairness Act will streamline the process, reduce the burden on industry while protecting the revenues of New Mexico and the Federal Government. I worked hard to make this a bill the President would sign. I urge that we pass this bill as soon as possible and send it to the President for his signature.

Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

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

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

SMALL AIRPORT SAFETY COSTS

Mr. PRESSLER. Mr. President, I am very concerned as to how the current airport safety situation may affect smaller airports. We certainly want our citizens who must fly in smaller airplanes with smaller companies to be safe. On the other hand, we do not want such an expensive layer of regulations that these smaller planes and smaller companies cannot operate because of prohibitive costs.

As we go forward with improving safety, I think of the smaller airports in South Dakota where people must fly in smaller aircraft and with smaller companies. We must keep those safe. We must meet the same standards applying to larger aircraft and larger companies. But let us remember that one size does not fit all. In achieving these safety goals, let us be certain we keep in mind the smaller airports of our country. This is a concern not only in South Dakota but also in Fresno, CA, for example, where I have relatives. People must fly in smaller aircraft if they are going to travel from Los Angeles to Fresno. Upstate New York has the same situation. If you are going to fly to Martha's Vineyard, you probably fly on a smaller aircraft.

So the point is that as we move forward quickly in possibly implementing new regulations, let us be certain we keep in mind the fact that at least half of Americans must originate their flights in what we call smaller airports. I certainly want them to be considered in this process.

THE VERY BAD DEBT BOXSCORE

Mr. HELMS. Mr. President, at the close of business yesterday, Thursday, July 18, the Federal debt stood at \$5,168,794,319,428.25.

On a per capita basis, every man, woman, and child in America owes \$19,481.00 as his or her share of that debt.

THE DEATH OF U.S. DISTRICT JUDGE T.F. GILROY DALY

Mr. DODD. Mr. President, I would like to pay tribute to a great public servant and one of the most honorable figures ever to serve on the Federal bench in the State of Connecticut, U.S. district judge T.F. Gilroy Daly, who died of cancer on Thursday, July 14.

A true giant of jurisprudence, Judge Daly was a former Army Ranger who stood 6 foot, 6 inches and presided over his courtroom with a regal presence. People commonly described Judge Daly as the epitome of what a judge should be. He was known for his impeccable character, his sense of fairness, and his unwavering commitment to the ideals of justice.

Judge Daly brought a wealth of life experience to the court, which shaped his career on the bench. After serving our country in the Korean war, Judge Daly worked as an assistant U.S. attorney, prosecuting organized crime cases in the Southern District of New York. After leaving the Justice Department, Judge Daly held a number of full and part time statewide posts in Connecticut, including deputy attorney general, deputy treasurer, and insurance commissioner.

Judge Daly gained prominence as a trial lawyer and demonstrated his sense of justice in the early 1970s when he took an unpaid leave from his State position to defend a young man who had been wrongly convicted of murder. After a 6-week hearing, he won a new trial for his client, and charges against the young man were eventually dropped after a grand jury investigation cleared him.

In 1977, President Jimmy Carter appointed Judge Daly to the Federal bench. He served as chief judge from 1983 to 1988, and he is credited with modernizing the Connecticut court system and significantly reducing the backlog of cases before the court. During his time on the bench, he presided over a number of high-profile trials and earned a reputation among defense attorneys and prosecutors as a stern, but fair-minded jurist. He ruled on numerous complex and potentially volatile issues involving discrimination in municipal hiring, State police interrogation methods, and public corruption.

He was particularly known for handing down harsh sentences to corrupt public officials who came before him. Being a man of such high moral standards, Judge Daly held a particular disdain for anyone who betrayed the trust of the general public. Judge Daly believed that without the people's trust, government cannot function effectively, and his career was dedicated to maintaining the integrity of the Constitution and protecting the rights of the general public.

Judge T.F. Gilroy Daly never lost sight of the fact that law is a public service profession, and his legacy will live on for years to come. He will be remembered as one of the most accomplished figures ever to preside in a Fed-

eral court, and he will be sorely missed by the people of Connecticut.

My thoughts and prayers go out to his wife Stuart, and his four children Timothy, Loan, Matthew and Anna.

TRANSPORTATION EMPOWERMENT ACT

Mr. MACK. Mr. President, yesterday I introduced legislation entitled the Transportation Empowerment Act which will return primary transportation program responsibility and taxing authority to the States. I intend to be brief today. But, I will be back on the floor to speak to this proposal periodically over the remainder of the Congress and again early in the next Congress as debate begins in earnest on the reauthorization of the transportation bill known as the Intermodal Surface Transportation Efficiency Act [ISTEA].

The era of Big Government is over. The highway system is a relic of this era and a perfect example of a program that ought to be returned to the States.

In the 1950's, the Federal Government began building the Interstate Highway System. Its construction was slated to last 13 years and cost \$25 billion. It has lasted 40 years at a cost of about \$130 billion. At the same time, the Federal-Aid Highways Program was also expanded to include more than \$170 billion in other programs and projects.

The antiquated system of collecting and distributing gas tax dollars to fund these programs as well as the transportation priorities of the States and local governments is inefficient, costly, and bureaucratic.

The Interstate Highway System is complete. Now it's time to change directions to provide State and local governments the authority and the flexibility to move forward without succumbing to the bureaucratic whims of Washington.

This legislation does just that—it reempowers States to make their own decisions. This bill uses a 2-year transition period to lower the Federal gas tax, eliminate most highway trust fund programs, relieve States of an array of regulations and restrictions, and remove Federal roadblocks to infrastructure privatization.

This proposal provides that the Federal Government would retain a core Federal transportation program including maintenance of the current Interstate System. Federal participation would also continue for Indian reservation roads, public lands, parkways and park roads, and emergency relief.

The bottom line is this—for far too long Washington has had a stranglehold on States' transportation needs. It's past time for Washington to let go and let the States take responsibility for their own surface transportation needs.

Mr. President, I have included several letters on this issue which I have previously sent to my Senate colleagues and I ask unanimous consent