

and second time by unanimous consent, and referred as indicated:

By Mr. BINGAMAN:

S. 1295. A bill to provide for dropout prevention; to the Committee on Labor and Human Resources.

By Mr. COCHRAN:

S. 1296. A bill to reform the laws relating to Postal Service finances, and for other purposes; to the Committee on Governmental Affairs.

By Mr. COVERDELL:

S. 1297. A bill to redesignate Washington National Airport as "Ronald Reagan Washington National Airport"; to the Committee on Commerce, Science, and Transportation.

By Mr. SHELBY:

S. 1298. A bill to designate a Federal building located in Florence, Alabama, as the "Justice John McKinley Federal Building"; to the Committee on Environment and Public Works.

STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS

By Mr. BINGAMAN:

S. 1295. A bill to provide for dropout prevention; to the Committee on Labor and Human Resources.

THE NATIONAL DROPOUT PREVENTION ACT OF 1997

Mr. BINGAMAN. Mr. President, today I am introducing the National Dropout Prevention Act. I will talk just a bit about the issue and talk about the problem that I am trying to address and that this act is intending to address. It is a problem, I think, all Senators should join me in trying to resolve and I believe will join me in trying to resolve.

We have a serious problem on our hands that is a threat to the youth of America. The problem is that far too many of our kids are dropping out of high school before they graduate. Some, even, are dropping out of middle school before they proceed on to high school.

Each fall, starting about a month ago, students begin dropping out of school and they drop out in very, very large numbers. Nationwide, nearly half a million kids leave school each year. That is, leaving school not by graduating but leaving school early and deciding not to stay in school and graduate. That is 2,700 dropouts for each school day. Studies show that our children are dropping out at a younger and younger age.

Who are these kids who are dropping out of school? The charts that I have here make the case fairly well. They are largely from low-income and middle-income families, and as a percent they are largely minority. The numbers are disturbing across the board, but they are particularly alarming for Hispanic students.

First, on the income level. If you look at this chart, the top line shows the period from 1975 to 1995, a 20-year period. On the left-hand side we show the dropout rates for grades 10-12, ages 15-24, by family income. What this means is that among students from low-income families at times it has been as high as 17 percent that have

dropped out in a particular year. In middle-income families, it is closer to 6 to 8 percent, and in high-income families it is substantially lower than that. When you break it down not just by income level but by ethnic background, you can see that the problem is concentrated and particularly alarming for Hispanic students who are dropping out at a rate more than double that of non-Hispanic students. Also, black students drop out at a rate about 50 percent higher than the rate for white students.

You can see from this chart the point I am making here, the top line, the red line, represents the percentage of Hispanic students dropping out. This is called status dropout rates for persons 16-24, and you can see somewhere between 30 and 35 percent of Spanish students nationwide drop out rather than compete high school. It is a very serious problem, particularly in that group, and of course that is a great concern in my State where a very large percent of the student population is Hispanic.

Why are they dropping out? With all the emphasis on self-reliance these days it is tempting to ask what is wrong with kids that so many of them are leaving school. When you actually sit down and talk to these young people, as I have done across New Mexico, you soon learn that it is not the kids that are failing the schools as much as it is the schools that are failing our young people. Ask groups of high school students why they and their friends are leaving school and you will hear the same answers again and again. Some of them are bored with the dumbed-down lessons that they don't see as having any relevance to their own lives. They are lost in giant school buildings with endless corridors and teachers who have very little time to give them or to use in encouraging them to succeed in their school work. They are trapped in an educational system that does not meet the individual needs of individual students.

With all the focus on education these days you would think this issue would be getting substantial attention but, in fact, it is not getting any real attention. It has been 8 years since President Bush and the Nation's Governors established as a national goal that we would graduate 90 percent of high school seniors by the year 2000. Obviously, we are much closer to the year 2000, but we are nowhere near the goal of graduating 90 percent of our students before they drop out of school.

Now, let's talk a little about the bill we are introducing, this National Dropout Prevention Act of 1997. This is the only comprehensive effort that we have seen, that we have come up with, or that we are aware of anyone coming up with, that will prevent students from dropping out of school and take this issue head on.

Let me outline the proposal very briefly. First, two basic points. The reasons that kids drop out of school

cut across racial and ethnic lines. The solutions we are proposing are aimed at helping all at-risk students make it through high school. Second, the emphasis here is on preventing students from dropping out of school by reforming the schools that they are in rather than trying to help students later after they have made the decision to leave school.

But what I am proposing in this bill sets out to achieve four basic goals:

First, to focus greater national attention on the problem and to coordinate our Federal efforts to deal with the issue.

Second, to provide more resources to help communities to fight back at this problem.

Third, to enable school districts to try effective prevention strategies that have been shown to work.

Fourth, to enlist the States where most of the resources are and most of the policy is related to education in the effort to keep more kids in school.

The bill directs the President to appoint a dropout czar within the Department of Education who would coordinate efforts at the national level, would streamline programs, would recommend changes and, most importantly, could be held accountable for progress on dropout prevention. This czar would make sure that existing Federal programs such as the Upward Bound Program and vocational education do their level best to help at-risk kids to complete high school.

Second and third, this bill creates a new \$100 million grant program to reach the 1,000 schools across the country with the highest dropout rates. With these funds, schools would be able to try proven strategies that have been shown to work—strategies like breaking larger schools down into smaller learning communities so that kids can have regular and closer contact with the adults in the school, particularly with their teachers, and can have challenging and relevant work to do.

Finally, because States are so much a part of our educational system, we would ask them to place a greater emphasis on dropout prevention as well. We have asked in this bill that instead of awarding education dollars based on how many students are enrolled in school 40 days into the year, as my State does and as many States do, the States change their laws so that they monitor enrollment levels throughout the school year. Because gathering accurate data is the first step toward fixing the problem, we also ask that States keep track of who is leaving school.

Let me show you a chart. This chart takes the 23 States that presently collect data on the number of students dropping out of school and it ranks them. It shows that, according to the statistics we have, as a percentage dropout rate, New Mexico—and this is on an annual basis—ranks third in the country. Each Senator can look at this list and determine very quickly, first,

whether his or her State collects data on this subject and, second where his or her State ranks in dealing with the problem.

In conclusion, Mr. President, let me just summarize what our bill does. It coordinates the Federal dropout prevention initiatives; it streamlines the unconnected and overlapping dropout prevention programs; it provides additional Federal resources for dropout prevention programs at the State level and local school district level; it targets and expands participation by at-risk students in the programs, and it calls on State and local agencies to coordinate and expand their own efforts.

Mr. President, this is a difficult problem. It is one that we are not going to solve by waving some magic wand. The effort will demand a concerted effort, a real commitment by State and local leaders, parents, educators and, of course, students. But if the issue is not placed on the national agenda and done so immediately, our chances of meeting this 90 percent graduation target any time in the near future will be greatly diminished. Clearly, it will be impossible to meet that by the year 2000. But, hopefully, we can meet it some time in the next decade if we get about the business of trying to do so.

This legislation is being introduced, Mr. President, with the hope that we can begin to educate others in the Congress about the seriousness of the problem, begin to educate others in the country about the seriousness of the problem. I hope we can get colleagues to cosponsor the legislation and that we can move toward hearings on the bill some time in the Labor and Human Resources Committee early after we reconvene in the second session of this Congress.

By Mr. COCHRAN:

S. 1296. A bill to reform the laws relating to Postal Service finances, and for other purposes; to the Committee on Governmental Affairs.

THE POSTAL FINANCING REFORM ACT OF 1997

Mr. COCHRAN. Mr. President, today I am introducing the Postal Financing Reform Act of 1997. This bill gives the Postal Service the authority to deposit funds in private sector institutions, invest in the open market, and borrow from private credit markets.

The statutory restrictions of current law on postal finances, borrowing, and purchasing were designed for a Postal Service that required regular infusions of appropriated funds to maintain public service levels. For almost two decades now, the Postal Service has been a self-supporting system.

The maintenance of U.S. Treasury control over Postal Service banking, investing, and borrowing is no longer necessary or justified. Current law prevents the Service from obtaining the most favorable combination of prices and services and results in added operating costs of over \$100,000,000 annually. Under this new approach, the Treasury Department would retain

much of its current oversight, but it would no longer be the sole provider of certain financial services to the Postal Service. This bill makes the relationship between the Treasury and the Postal Service similar to the relationship other government sponsored enterprises such as Fannie Mae and Freddie Mac have with the Treasury.

The bill I am introducing includes four main sections—those being sections 2 through 5. Section 2 amends title 39 of the United States Code to authorize the Postal Service to deposit its revenues in the Postal Service Fund within the U.S. Treasury or any Federal Reserve banks or depositories for public funds. The requirement to obtain the Secretary of the Treasury's approval before any funds deposited elsewhere would be eliminated.

The third section terminates Treasury control of Postal Service investments. This will permit the Postal Service to invest any excess funds either in obligations of, or guaranteed by, the Government of the United States, or in such other obligations or securities as it deems advisable, provided that such investment is determined to be closely related to Postal Service operations by the Postal Board of Governors. By providing the Postal Service with an opportunity to invest in U.S. Government obligations or other obligations on its own accord without unnecessary constraints, this section of the bill would permit the Postal Service to take advantage of favorable market conditions, and give it the ability to make equity investments which fit its business strategies.

Section 4 removes the control of the Secretary of the Treasury over the Postal Service's financial borrowing decisions. The Postal Service would still be required to consult with the Secretary of the Treasury regarding the terms and conditions of the sale of any obligations issued by the Postal Service under section 2006(a) of title 39, and the Secretary would still exercise a power of approval over the timing of a sale of obligations, in much the same manner as the Treasury acts as a traffic cop with regard to the timing of obligations issued by other government-sponsored enterprises.

Finally, this bill removes the requirement of the Secretary of the Treasury to purchase up to \$2 billion in obligations of the Postal Service. This section would still permit the Secretary of the Treasury to purchase Postal Service obligations, but only upon mutual agreement between the Secretary and the Postal Service. Removing this put on the Treasury would be consistent with the purpose of directing the Postal Service borrowing to the private sector where it would be able to take advantage of a broader market. This section would also make Treasury purchases of Postal Service obligations exempt from the various borrowing limits in title 39 of the United States Code thus enabling the Postal Service and the Treasury by

mutual agreement to address an unforeseen emergency situation. Such exempt purchases would themselves be capped at \$2.5 billion of outstanding obligations at any one time.

I invite Senators to consider this proposal for reform and support this effort to ensure a more efficient and financially sound U.S. Postal Service.

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. 1296

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 "Postal Financing Reform Act of 1997".

SEC. 2. END OF TREASURY CONTROL OF POSTAL SERVICE BANKING.

(a) IN GENERAL.—Subsection (d) of section 2003 of title 39, United States Code, is amended to read as follows:

"(d) The Postal Service, in its sole discretion—

"(1) may provide that amounts which would otherwise be deposited in the revolving fund referred to in subsection (a) shall instead, to the extent considered appropriated by the Postal Service, be directly deposited in a Federal Reserve bank or a depository for public funds selected by the Postal Service; and

"(2) may provide for transfers of amounts under this subsection between or among—

"(A) Federal Reserve banks;

"(B) depositories for public funds; and

"(C) the revolving fund referred to in subsection (a)."

(b) SAVINGS PROVISION.—Until the authority under section 2003(d) of title 39, United States Code, as amended by subsection (a), becomes available, the provisions of such section 2003(d), as last in effect before being so amended, shall be treated as if still in effect.

(c) STATUS OF MONEYS UNCHANGED.—

(1) Any amounts invested under section 2003(c) of title 39, United States Code, as amended by this Act, shall be considered to be part of the Postal Service Fund, to the same extent as if such amounts had been invested under section 2003(c) of such title 39, as last in effect before the date of enactment of this Act.

(2) Any amounts deposited or transferred under section 2003(d) of title 39, United States Code, as amended by this Act, shall be considered to be part of the Postal Service Fund, to the same extent as if such amounts had been transferred under section 2003(d) of such title 39, as last in effect before the date of enactment of this Act.

SEC. 3. POSTAL SERVICE INVESTMENTS.

Section 2003(c) of title 39, United States Code, is amended by striking all after "it may" and inserting the following: "invest such amounts as it considers appropriate in—

"(1) obligations of, or obligations guaranteed by, the Government of the United States; and

"(2) such other obligations or securities as it deems appropriate, if such investment is closely related to Postal Service operations as determined by the Board of Governors."

SEC. 4. ELIMINATION OF TREASURY PREEMPTION OF BORROWING BY THE POSTAL SERVICE.

Section 2006(a) of title 39, United States Code, is amended to read as follows:

“(a) Before selling any issue of obligations under section 2005 of this title, the Postal Service shall advise the Secretary of the Treasury of the amount, proposed date of sale, maturities, terms and conditions, and expected maximum rates or interest of the proposed issue in appropriate detail. The Postal Service shall consult with the Secretary of the Treasury, or the designee of the Secretary, under this subsection for a reasonable period of time as determined by the Postal Service. The sale and issue of obligations described under this subsection shall not be subject to approval by the Secretary of the Treasury.”.

SEC. 5. ELIMINATION OF POSTAL SERVICE “PUT” ON TREASURY.

Section 2006(b) of title 39, United States Code, is amended to read as follows:

“(b)(1) Upon request of the Postal Service, the Secretary of the Treasury may purchase obligations of the Postal Service in such amount as the Secretary and the Postal Service, in their discretion, may agree.

“(2) The obligations purchased by the Secretary pursuant to paragraph (1) shall be exempt from the maximum amount limitations of section 2005(a), if—

“(A) the total outstanding amount of obligations exempt from section 2005(a) does not exceed \$2,500,000 at any one time; and

“(B) the Secretary and the Postal Service jointly determine that such exemption is necessary to carry out the purposes of this chapter.”.

SEC. 6. EFFECTIVE DATE.

The Act, and the amendments made by this Act, shall become effective 90 days after the date of enactment of this Act.

By Mr. SHELBY:

S. 1298. A bill to designate a Federal building located in Florence, Alabama, as the “Justice John McKinley Federal Building”; to the Committee on Environment and Public Works.

THE JUSTICE JOHN MCKINLEY FEDERAL BUILDING

Mr. SHELBY. Mr. President, I am pleased to rise today to introduce legislation to honor John McKinley. John McKinley was a statesman, an influential State legislator, one of the founding trustees of the University of Alabama, U.S. Senator, and the first U.S. Supreme Court Justice from the State of Alabama.

Born on May 1, 1780, in Culpepper County, VA, John McKinley began his career in Kentucky after learning the law on his own. In 1818, he moved to Alabama and shortly after his arrival, McKinley, along with Andrew Jackson and John Coffee, became a member of the Cypress Land Co. This company was the largest single purchaser of land in north Alabama in the land boom of 1818. In addition to pursuing his fortune, John McKinley almost immediately entered Alabama politics. In 1820, he was elected to the State legislature.

In 1826, McKinley was elected by the State legislature to the U.S. Senate where he served until 1831. In the Old Senate Chamber, just down the hall, he espoused a political theory that to many in Washington may seem quaint. He believed that the national government's sovereignty was limited solely to the powers granted by the Constitution unless expressly relinquished by

the States. As chairman of the Committee on Public Lands, he promoted transferring Federal lands to the States for economic development. Defeated for a second term in the Senate, McKinley returned to the Alabama legislature.

In the legislature, McKinley gained considerable influence by denouncing the national bank and endorsing President Jackson's efforts to dismantle it. He also supported Martin Van Buren, Jackson's candidate for President in 1836. When the Jacksonian Democrats regained control of the State legislature, the new majority re-elected McKinley to the Senate. Shortly thereafter, as a reward for his loyalty to Jackson and endorsement of Van Buren, the newly elected President nominated McKinley for a seat on the Supreme Court. The Senate confirmed his nomination 1 week later on September 25, 1837, by voice vote.

Justice John McKinley was assigned to the ninth circuit, which encompassed Alabama, Arkansas, Louisiana, and Mississippi. While riding circuit in Mobile, AL, Justice McKinley heard the first of three cases collectively known as *Bank of Augusta versus Earle*. In this controversial decision, McKinley upheld an Alabama statute prohibiting out-of-State banks from making loans in Alabama. The case which was appealed to the Supreme Court was heard in 1839.

The Court overturned the McKinley decision, and only McKinley dissented. Chief Justice Roger Taney wrote the majority opinion which declared that there was a law of comity that applied among the States. Therefore, a bank had as much a legal right to offer interstate loans as they do in the charter State. In the lone dissent, however, McKinley made the interesting point that the Court's majority had applied the State sovereignty doctrine in the extreme and that the States ceased to be nations when they ratified the Constitution.

His most significant contribution to the Court was writing the majority opinion in *Pollard's Lessee versus Hagan* (1845). This opinion declared that the Federal Government held public lands in trust until a territory became a State. At the time a territory entered the Union, the public land was rightfully State property. This decision provided a legal basis for opening public lands and for furthering economic development.

In addition to Pollard, Justice McKinley wrote nine other opinions in 1845, his most prolific year on the Court. After 1845, his work became sporadic due to general poor health. He attended, however, the Court's sessions as regularly as possible and contributed as best he could. John McKinley remained a member of the Court until his death in the spring of 1852.

There is no Federal building to honor Justice McKinley, and the legislation that I am introducing will correct this oversight. The bill designates the Fed-

eral courthouse and U.S. Post Office complex in Florence, AL as the “Justice John McKinley Federal Building.” The legislation has received the endorsement of the following: Mayor Frost and the Florence City Council, the Lauderdale County Commission, Tennessee Valley Historical Society, Florence Historical Board, Heritage Preservation, Inc., the Alabama State Bar Association, the Lauderdale County Bar Association, and the McKinley Young Lawyers of the Shoals.

I urge my colleagues to support this legislation and pay tribute to this Alabama statesman.

ADDITIONAL COSPONSORS

S. 61

At the request of Mr. LOTT, the name of the Senator from Massachusetts [Mr. KERRY] was added as a cosponsor of S. 61, a bill to amend title 46, United States Code, to extend eligibility for veterans' burial benefits, funeral benefits, and related benefits for veterans of certain service in the United States merchant marine during World War II.

S. 263

At the request of Mr. McCONNELL, the names of the Senator from New Jersey [Mr. LAUTENBERG] and the Senator from Rhode Island [Mr. REED] were added as cosponsors of S. 263, a bill to prohibit the import, export, sale, purchase, possession, transportation, acquisition, and receipt of bear viscera or products that contain or claim to contain bear viscera, and for other purposes.

S. 375

At the request of Mr. HARKIN, his name was added as a cosponsor of S. 375, a bill to amend title II of the Social Security Act to restore the link between the maximum amount of earnings by blind individuals permitted without demonstrating ability to engage in substantial gainful activity and the exempt amount permitted in determining excess earnings under the earnings test.

S. 412

At the request of Mr. LAUTENBERG, the name of the Senator from Connecticut [Mr. DODD] was added as a cosponsor of S. 412, a bill to provide for a national standard to prohibit the operation of motor vehicles by intoxicated individuals.

S. 567

At the request of Mr. SMITH, the name of the Senator from Connecticut [Mr. DODD] was added as a cosponsor of S. 567, a bill to permit revocation by members of the clergy of their exemption from Social Security coverage.

S. 813

At the request of Mr. THURMOND, the name of the Senator from New York [Mr. D'AMATO] was added as a cosponsor of S. 813, a bill to amend chapter 91 of title 18, United States Code, to provide criminal penalties for theft and willful vandalism at national cemeteries.