

Many foreign markets, especially in the developing world, are growing at tremendous rates. Latin American and Asian economies, for example, are expected to expand at three times the rate of the U.S. economy over the coming years. Consumers and industries in these countries prize American goods, farm products, services, and the many expressions of American inventiveness and culture. While America is the world's greatest exporting nation, we need to do more if we want to continue to expand our own economy and produce good, high-wage jobs.

We have made real progress in breaking down barriers to American products around the world. But many of the nations with the highest growth rates almost invariably impose far higher trade barriers than we do. We need to level the playing field with those countries. They are the nations whose markets hold the greatest potential for American workers, firms, and agricultural producers.

Today, the United States is the world's strongest competitor. The strength of the U.S. economy over the past several years is testimony to the creativity, productivity, and ingenuity of American firms and workers. We cannot afford to squander our great advantages by retreating to the sidelines and watching other countries conclude preferential trade deals that shut out our goods and services. Over 20 such agreements have been concluded in Latin America and Asia alone since 1992. The United States must continue to shape and direct world trading rules that are in America's interest and that foster democracy and stability around the globe.

I have pledged my Administration to this task, but I cannot fully succeed without the Congress at my side. We must work in partnership, together with the American people, in securing our country's future. The United States must be united when we sit down at the negotiating table. Our trading partners will only negotiate with one America—not first with an American President and next with an American Congress.

The proposal I am sending you today ensures that the Congress will be a full partner in setting negotiating objectives, establishing trade priorities, and in gaining the greatest possible benefits through our trade agreements. The proposal expands upon previous fast-track legislation to ensure that the Congress is fully apprised and actively consulted throughout the negotiating process. I am convinced that this collaboration will strengthen both America's effectiveness and leverage at the bargaining table.

Widening the scope of consultations will also help ensure that we will take all of America's vital interests into account. That is particularly important because today our trade agreements address a wider range of activities than they once did. As we move forward with our trade agenda, we must con-

tinue to honor and reinforce the other values that make America an example for the world. I count chief among these values America's longstanding concern for the rights of workers and for protection of the environment. The proposal I am transmitting to you recognizes the importance of those concerns. It makes clear that the agreements we conclude should complement and reinforce those values.

Ever since President Franklin Roosevelt proposed and the Congress enacted America's first reciprocal trade act in the depths of the Great Depression, the Congress and the President have been united, on a bipartisan basis, in supporting a fair and open trading system. Our predecessors learned from direct experience the path to America's prosperity. We owe much of our own prosperity to their wisdom. I urge the Congress to renew our longstanding partnership by approving the proposal I have transmitted today.

WILLIAM J. CLINTON.  
THE WHITE HOUSE, September 16, 1997.

#### MESSAGES FROM THE HOUSE

At 11:29 a.m., a message from the House of Representatives, delivered by Ms. Goetz, one of its reading clerks, announced that pursuant to the provisions of 22 U.S.C. 276d, the Speaker appoints the following Members of the House to the Canada-United States Interparliamentary Group, in addition to Mr. HOUGHTON, chairman, appointed on March 13, 1997: Mr. BEREUTER, Mr. GOSS, Mr. STEARNS, Mr. MANZULLO, Mr. ENGLISH of Pennsylvania, Mr. SANFORD, Mr. HAMILTON, Mr. OBERSTAR, Mr. PETERSON of Minnesota, Ms. DANNER, and Mr. HASTINGS of Florida.

At 5:15 p.m., a message from the House of Representatives, delivered by Mr. Hays, one of its reading clerks, announced that the House agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 2016) making appropriations for military construction, family housing, and base realignment and closure for the Department of Defense for the fiscal year ending September 30, 1998, and for other purposes.

The message also announced that the House disagrees to the amendment of the Senate to the bill (H.R. 2159) making appropriations for foreign operations, export financing, and related programs for the fiscal year ending September 30, 1998, and for other purposes, and agrees to the conference asked by the Senate on the disagreeing votes of the two Houses thereon; and appoints Mr. CALLAHAN, Mr. PORTER, Mr. WOLF, Mr. PACKARD, Mr. KNOLLENBERG, Mr. FORBES, Mr. KINGSTON, Mr. FRELINGHUYSEN, Mr. LIVINGSTON, Ms. PELOSI, Mr. YATES, Mrs. LOWEY, Mr. FOGLIETTA, Mr. TORRES, and Mr. OBEY, as the managers of the conference on the part of the House.

#### EXECUTIVE AND OTHER COMMUNICATIONS

The following communications were laid before the Senate, together with accompanying papers, reports, and documents, which were referred as indicated:

EC-2944. A communication from the Director of the Office of Management and Budget, Executive Office of the President, transmitting, pursuant to law, the cumulative report on rescissions and deferrals dated September 1, 1997; referred jointly, pursuant to the order of January 30, 1975, as modified by the order of April 11, 1986, to the Committee on Appropriations, to the Committee on the Budget, to the Committee on Agriculture, Nutrition, and Forestry, to the Committee on Armed Services, to the Committee on Banking, Housing, and Urban Affairs, to the Committee on Energy and Natural Resources, to the Committee on Finance, to the Committee on Foreign Relations, to the Committee on Governmental Affairs, and to the Committee on the Judiciary.

EC-2945. A communication from the Secretary of Health and Human Services, transmitting, pursuant to law, report on the impact of the closure of the Wagner Indian Health Service Hospital; to the Committee on Indian Affairs.

EC-2946. A communication from the Secretary of Defense, transmitting, a notice of a retirement; to the Committee on Armed Services.

EC-2947. A communication from the Assistant Secretary of Defense (Force Management Policy), transmitting, pursuant to law, a notice relative to institutions of higher education; to the Committee on Armed Services.

EC-2948. A communication from the Acting Director of Communications and Legislative Affairs, U.S. Equal Employment Opportunity Commission, transmitting, pursuant to law, the report of the Office of Field Programs for fiscal year 1995; to the Committee on Labor and Human Resources.

EC-2949. A communication from the Secretary of Education, transmitting, pursuant to law, the report of the summary of Chapter 2 annual reports for the 1994-1995 school year; to the Committee on Labor and Human Resources.

EC-2950. A communication from the Assistant Legal Adviser for Treaty Affairs, Department of State, the report of the texts of international agreements, other than treaties, and background statements; to the Committee on Foreign Relations.

EC-2951. A communication from the Secretary of Energy, transmitting, pursuant to law, the report on the status of Exxon and Stripper Well Oil Overcharge Funds as of December 31, 1996; to the Committee on Energy and Natural Resources.

EC-2952. A communication from the Director of the Office of Rulemaking Coordination, Department of Energy, transmitting, pursuant to law, two rules including a rule entitled "Energy Conservation Program for Consumer Products" (RIN1904-AA68, AA76); to the Committee on Energy and Natural Resources.

EC-2953. A communication from the Acting Under Secretary of Defense (Comptroller), transmitting, pursuant to law, the report of a violation of the Antideficiency Act; to the Committee on Appropriations.

EC-2954. A communication from the Chief of the Regulations Unit, Internal Revenue Service, Department of the Treasury, transmitting, pursuant to law, the report of Revenue Ruling 97-40; to the Committee on Finance.

EC-2955. A communication from the Chief of the Regulations Branch, U.S. Customs

Service, Department of the Treasury, transmitting, pursuant to law, a rule entitled "The Port Passenger Acceleration Service System Program" (RIN1515-AB90); to the Committee on Finance.

EC-2956. A communication from the Assistant Secretary of State (Legislative Affairs), transmitting, pursuant to law, the report of a memorandum of justification to draw down articles, services, and military education and training; to the Committee on Foreign Relations.

#### REPORTS OF COMMITTEES

The following reports of committees were submitted on September 15, 1997:

By Mr. ROTH, from the Committee on Finance, discharged pursuant to section 1023 of P.L. 93-344:

S. 1144. A bill disapproving the cancellation transmitted by the President on August 11, 1997, regarding Public Law 105-33.

#### INTRODUCTION OF BILLS AND JOINT RESOLUTIONS

The following bills and joint resolutions were introduced, read the first and second time by unanimous consent, and referred as indicated:

By Mr. D'AMATO (for himself and Mr. SARBAKES) (by request):

S. 1179. A bill to amend the National Flood Insurance Act of 1968 to reauthorize the National Flood Insurance Program; to the Committee on Banking, Housing, and Urban Affairs.

By Mr. KEMPTHORNE (for himself, Mr. CHAFEE, Mr. BAUCUS, and Mr. REID):

S. 1180. A bill to reauthorize the Endangered Species Act; to the Committee on Environment and Public Works.

By Mr. KEMPTHORNE:

S. 1181. A bill to amend the Internal Revenue Code of 1986 to provide Federal tax incentives to owners of environmentally sensitive lands to enter into conservation easements for the protection of endangered species habitat, to allow a deduction from the gross estate of a decedent in an amount equal to the value of real property subject to an endangered species conservation agreement, and for other purposes; to the Committee on Finance.

By Ms. SNOWE (for herself, Mr. ABRAHAM, and Mr. GRAMM):

S. 1182. A bill to amend the Congressional Budget and Impoundment Control Act of 1974 to limit consideration of nonemergency matters in emergency legislation and permit matter that is extraneous to emergencies to be stricken as provided in the Byrd rule; to the Committee on the Budget and the Committee on Governmental Affairs, jointly, pursuant to the order of August 4, 1977, as modified by the order of April 11, 1986, with instructions that if one Committee reports, the other Committee has thirty days to report or be discharged.

#### STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS

By Mr. D'AMATO (for himself and Mr. SARBAKES) (by request):

S. 1179. A bill to amend the National Flood Insurance Act of 1968 to reauthorize the National Flood Insurance Program; to the Committee on Banking, Housing, and Urban Affairs.

THE NATIONAL FLOOD INSURANCE REAUTHORIZATION ACT OF 1997

Mr. D'AMATO. Mr. President, I rise today to introduce the National Flood

Insurance Reauthorization Act of 1997 (NFIRA). This legislation provides for a simple and straightforward 5-year extension of the National Flood Insurance Program (NFIP) which is scheduled to expire on September 30, 1997. This legislation will ensure that this important program is placed on a steady and secure foundation to continue the invaluable protection it provides to flood insurance policyholders and the Federal taxpayers. I am pleased that my colleague, Senator SARBAKES, the distinguished ranking member of the Banking Committee, has cosponsored this measure.

The National Flood Insurance Program, which is administered by the Federal Emergency Management Agency [FEMA], enables over 3.5 million American families to insure their homes and possessions. In my home State of New York, 85,000 families participate in the NFIP. The NFIP allows these families, on Long Island and along the Great Lakes and the State's many rivers, to purchase adequate insurance coverage to protect their homes in the event of a catastrophic flood.

The NFIP employs a comprehensive approach to alleviating the risks posed by catastrophic floods. Floodplain communities participate in FEMA's Community Rating System and are offered incentives to adopt and enforce measures to reduce the risk of flood damage and improve flood prevention building criteria. To avoid the danger of repetitive losses, the program provides stringent building standards, including increased elevation, designed to reduce the risk of future damage. These flood protection standards must be met before any structure which suffers substantial damage may be rebuilt. In addition, persons who receive disaster assistance and fail to subsequently purchase flood insurance are barred from receiving future assistance.

Mr. President, the NFIP plays a critical role in reducing the costs of Federal disaster relief. Current NFIP policyholders pay approximately \$1.3 billion annually into the NFIP fund. Without this premium income, the Federal Government would likely pay spiraling costs in disaster relief. The NFIP has the added benefits of improving State and community planning and Federal support for locally driven disaster prevention and mitigation activities.

Reauthorizing the NFIP is an important step forward in reaffirming the commitment of the Federal Government to help American families protect their homes and to protect the Federal taxpayer from the risks of catastrophic floods. Clearly, we must do more. Lenders and private insurers who participate in the NFIP must do more to ensure compliance. States and local communities must improve their disaster planning, prevention, and response activities. FEMA must redouble its efforts to increase participation in

the program to improve the safety and soundness of the NFIP fund. Also, the Federal Government must do more to prevent and mitigate against the losses which will inevitably occur from future floods.

Mr. President, I note that this bill is supported by the administration. I urge my colleagues to support the adoption of this legislation and I look forward to working with the members of the Banking Committee to ensure a swift and speedy passage.

By Mr. KEMPTHORNE (for himself, Mr. CHAFEE, Mr. BAUCUS, and Mr. REID):

S. 1180. A bill to reauthorize the Endangered Species Act; to the Committee on Environment and Public Works.

#### THE ENDANGERED SPECIES RECOVERY ACT OF 1997

Mr. KEMPTHORNE. Mr. President, 2 years ago, in Lewiston, ID, as chairman of the Drinking Water Fisheries and Wildlife Subcommittee, I held a hearing to review the current Endangered Species Act and to identify ways to improve the act. It was clear from the testimony we heard that the current law simply is not working. It isn't working for species and it isn't working for people. That message was loud and clear. Senator CHAFEE was there with us at that meeting.

We must do a better job of protecting species without jeopardizing our communities. The legislation that I am introducing today with Senator CHAFEE, Senator BAUCUS, and Senator REID will do just that. It will bring real and fundamental reform to the Endangered Species Act, and it will minimize the social and economic impact of the ESA on the lives of ordinary citizens, and it will benefit species. That is the critical point.

I want to thank Senators CHAFEE, BAUCUS, and REID, who have worked diligently with me as we have crafted this legislation, which brings about balance and a bipartisan approach to a very sensitive issue.

There are over 1,000 species on the endangered species list today but fewer than half of them have ever had a recovery plan written for them. The best evidence that the current law isn't working may be the fact that not a single species has recovered as a result of a recovery plan. It is as if you have a recovery room filled with patients and one by one these patients are brought in, given an examination by the doctor, and at the conclusion of the examination the doctor says, "Yes, you are critical. Next." "What do you mean, next, doctor? What is the prescription? What is the recovery for this critical condition?"

The emphasis has not been on recovery. It has been on continuing to list, list, list, without the emphasis on recovery.