

who remain are approaching retirement. How will industry and the Government restore the aerospace workforce and make aerospace a field that attracts new and qualified talent?

Unfortunately, even the Aerospace Commission could not arrive at any short-term solutions to this problem. The solution will only come from the Government's and the private sector's long-term attention and commitment. The Commission stressed that a long-term solution must begin with improved math and science education across the entire education range, from kindergarten to graduate school. Many of the Commission's recommendations in this regard mirror my own work on science and math education and the federal workforce. The Commission found that scholarship and internship programs to encourage more students to study and work in math, science, and engineering are vital if the aerospace community is to have a pool of scientifically and technologically trained applicants.

The Commission stressed that Congress needs to renew its focus on national aerospace needs and priorities. Indeed, some of the Commission's recommendations are unconventional and will require the Senate's attention and deliberation to determine if they are the best solution. The Commission's nine recommendations were:

Given the real and evolving challenges that confront our Nation, Government must commit to increased and sustained investment and must facilitate private investment in the national aerospace sector. The Commission recommends that the United States pioneer new frontiers in aerospace technology, commerce, and exploration.

The Commission concludes that superior mobility afforded by air transportation is a huge national asset and competitive advantage for the United States. The Commission recommends transforming the U.S. air transportation system as a national priority. Specifically, the Commission recommends rapid deployment of a new, highly automated air traffic management system that is robust enough to efficiently, safely, and securely accommodate an evolving variety and growing number of aerospace vehicles and civil and military operations.

The Commission concludes that the Nation will have to be a space-faring nation in order to be the global leader in the 21st century and that America must exploit and explore space to assure national security, economic benefit, and scientific discovery. The Commission recommends that the United States create a space imperative and a partnership between NASA, DOD, and industry to develop aerospace technologies, especially in the areas of propulsion and power.

The Commission concludes that aerospace capabilities and the supporting defense industrial base are fundamental to U.S. economic and national security. The Commission recommends that the Nation adopt a policy that invigorates and sustains the aerospace industrial base. Specifically, the Commission recommends new procurement policies to include prototyping and spiral development to allow the continuous exercise of design and production skills; removing barriers to defense procurement of commercial products and services; and stable funding for core capabilities.

The Commission concludes that the Government needs to create an environment

that fosters innovation in the U.S. aerospace industry. The Commission recommends that the Federal Government establish a national aerospace policy and promote aerospace by creating a Government-wide management structure. This would include a White House policy coordinating council, and aerospace management office in OMB, and a joint committee in Congress.

The Commission concludes that U.S. aerospace companies must have access to global consumers, suppliers, and partners in order to achieve economies of scale in production needed to integrate that technology into their products and services. The Commission recommends that U.S. and multilateral regulations and policies be reformed to enable the movement of products and capital across international borders on a fully competitive basis, and establish a level playing field for U.S. industry in the global market place. This would include substantial overhaul of U.S. export control regulation and efforts by the U.S. Government to neutralize foreign government market intervention in areas such as subsidies, tax policy, export financing and standards.

The Commission recommends a new business model for the aerospace sector, designed to promote a healthy and growing U.S. aerospace industry. This model is driven by increased and sustained Government investment and the adoption of innovative Government and industry policies that stimulate the flow of capital into new and established public and private companies.

The Commission recommends the Nation immediately reverse the decline in, and promote the growth of, a scientifically and technologically trained U.S. aerospace workforce. This would include efforts by the administration and Congress to create an interagency task force that develops a national strategy on the aerospace workforce to attract public attention to the importance and opportunities within the aerospace industry; establish lifelong learning as key elements of education reform; and make long-term investment in education and training with major emphasis in math and science.

The Commission concludes that Government policies must be proactive and sustain public investments in long-term research and RDT&E infrastructure to get new breakthroughs in aerospace capabilities. The Commission recommends that the Federal Government significantly increase its investment in basic aerospace research, which enhances U.S. national security, enables breakthrough capabilities, and fosters an efficient, secure, and safe aerospace transportation system.

I was one of the first members of the House Space Caucus and understand the importance aerospace plays in our economy, security, and education. The Governmental Affairs Subcommittee on International Security, Proliferation, and Federal Services, which I chair, released a report last year detailing how Federal civilian agencies use data collected by satellites and planes to carry out their missions. My own State of Hawaii is at the forefront of using aerospace technology and research to help Hawaii's fragile ecosystem and agriculture.

I hope that my colleagues will take note of the information and recommendations in the Aerospace Commission report so that we can work together to sustain and strengthen our aerospace community. To quote the report, "It is imperative that the U.S.

aerospace industry remains healthy to preserve the balance of our leadership today and ensure our continued leadership tomorrow."

## INDIAN PROBATE REFORM ACT OF 2002

Mr. INOUE. Mr. President, I ask unanimous consent that the Congressional Budget Office letter to accompany S. 1340, which was reported out today and a letter from the Department of the Interior, be printed in the RECORD.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

CONGRESSIONAL BUDGET OFFICE,

U.S. CONGRESS,

Washington, DC, November 4, 2002.

Hon. DANIEL K. INOUE,  
Chairman, Committee on Indian Affairs, U.S. Senate, Washington, DC.,

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 1340, the Indian Probate Reform Act of 2002.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contacts are Lanette J. Walker (for federal costs), who can be reached at 226-2860, and Cecil McPherson (for the impact on the private sector), who can be reached at 226-2940.

Sincerely,

BARRY B. ANDERSON

(For Dan L. Crippen, Director).

## CONGRESSIONAL BUDGET OFFICE COST ESTIMATE S. 1340—Indian Probate Reform Act of 2002

S. 1340 would amend laws that govern how an individual's interest in Indian allotments (certain parcels of land that are owned by individuals or groups of individuals) is transferred upon the death of the owner. Based on information for the Bureau of Indian Affairs (BIA), CBO estimates that implementing S. 1340 would cost about \$1 million in fiscal year 2003, assuming the availability of appropriated funds, to train BIA estate planning assistants and to notify individual allotment interest owners and Indian tribes of the changes in this law. CBO estimates that enacting S. 1340 would not affect direct spending or revenues.

S. 1340 contains no intergovernmental mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

S. 1340 would impose new private-sector mandates, but CBO estimates that the total direct costs of those mandates would not exceed the annual threshold established in UMRA (\$115 million in 2002, adjusted annually for inflation) for any of the first five years that the mandates are in effect.

By placing new eligibility and distribution requirements on the inheritance of interests in Indian trust and restricted lands, S. 1340 would impose new private-sector mandates on those persons who might otherwise inherit such interests under current law. The loss of inheritance (or a portion of an inheritance) would impose direct costs on people who would otherwise receive an interest in such property. CBO expects that the mandates would affect only a limited number of such people in the near term. At the earliest, mandates in the bill would take effect only upon the death of an owner of land interests. Further, the mandates would only apply to interest in trust or restricted land of someone who died without a will. Although requirements in the bill would affect some

heirs, many such cases would involve only a small fractional interest in land. Thus, CBO estimates that the costs of private-sector mandates in the bill would not exceed the annual threshold established in UMRA in any of the first five years that the mandates are in effect.

The CBO staff contacts for this estimate are Lanette J. Walker (for federal costs), and Cecil McPherson (for the impact on the private sector). This estimate was approved by Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

UNITED STATES DEPARTMENT OF THE  
INTERIOR, OFFICE OF THE SEC-  
RETARY,

*Washington, DC, Jun 24, 2002.*

Hon. DANIEL K. INOUE,  
*Chairman, Committee on Indian Affairs, U.S.  
Senate, Washington, DC.*

DEAR MR. CHAIRMAN: This letter sets forth the views of the Administration on S. 1340, a bill to amend the Indian Land Consolidation Act of 2000 to provide for probate reform with respect to trust or restricted lands. We support the bill.

S. 1340 will provide the American Indian people who own trust and restricted assets with one uniform probate intestate code that can be applied throughout Indian country. The legislation is clearly the product of a lot of hard work by Departmental employees and members of your staff in order to achieve the common goal of reforming the Department's Indian probate program.

During tribal consolidations held in July and August 2000 on the proposed probate regulations, many Tribes recommended and supported a uniform probate intestate code. At the present time, federal statutes provide that the law of the state where the land is located be applied in the distribution of the estate. See 25 U.S.C. §348. As a result of inter-tribal marriage, it is not uncommon that an Indian decedent owns lands on reservations in several states. The effect of applying up to 33 different state laws to the restricted and trust lands of a decedent results in disparate and unfair treatment of the distribution of the entire estate to the same heirs.

For example, in Nebraska a surviving spouse is entitled to receive the first \$50,000 of the estate. Thereafter, the law provides that the surviving spouse receive  $\frac{1}{2}$  and children get  $\frac{1}{2}$  of the remainder of the estate. Minnesota law provides that a surviving spouse's share is the first \$150,000 plus  $\frac{1}{2}$  of the balance of the intestate estate if all of the heirs are also heirs of the surviving spouse. In contrast, Wisconsin law provides that a surviving spouse receive 100 percent of the estate unless one or more children are not the children of the surviving spouse, then the surviving spouse receives only  $\frac{1}{2}$ . New Mexico law differs from the previous examples in that a surviving spouse gets all the community property, then  $\frac{1}{4}$  of the estate if there are descendants of the decedent.

Another area of concern is the inheritance rights of adopted children and the inconsistencies in state laws. Minnesota law provides that an adopted child may inherit from his/her natural parents, while Montana law provides that an adopted child may only inherit from the adopted parents.

The enactment of a uniform intestate code for trust and restricted estates is of great benefit to both the heirs and the Department. The benefit to the heirs is that the same law will be applied to all the trust and restricted estate of the decedent no matter where the real property is located. A uniform intestate probate code will provide for the division of shares of the entire estate and will be the same throughout the United States. The heirs may disclaim their interests or otherwise agree to a settlement to distribute the estate if the children want to

give a larger share to their surviving parent. The federal government's cost to update and maintain land records will be reduced. The Department will be able to decide cases and issue orders in a more timely manner. A new body of federal law will be created and decisions will be more consistent across the Nation, resulting in fewer appeals. The necessity of thoroughly researching state laws will no longer exist, it will take less time to issue an order determining heirs. Finally, a uniform intestate code may encourage Indian tribes to adopt their own inheritance codes. The uniform intestate code will serve as a model for Tribes to develop their own tribal probate codes.

The proposed uniform intestate succession facilitates the consolidation of interests to remain in trust or restricted status and complements the provision of Indian Land Consolidation Act to minimize further fractionation of Individual Indian interests in trust and restricted lands. For estate planning purposes, one uniform intestate code will provide a foundation to encourage the execution of wills for disposition of trust or restricted assets. For example, the proposed section for pretermitted spouses and children will necessitate specific estate planning if the decedent marries after the execution of a will but intends to leave nothing to a new spouse. S. 1340 at §232(d). Similarly, if the testator divorces after executing a will and has left property to the former spouse, the devise is revoked by law unless the will provides otherwise. S. 1340 at §232(e)(2).

State probate laws are often amended and likewise affect long term estate planning. A change in state law may also necessitate the execution of a new will. Thus, frequent amendments of state laws frustrate the purposes of promoting estate planning among Indian landowners. There will obviously need to be considerable community education on the new sections of the proposed uniform intestate law that will require more comprehensive estate planning.

We recommend that Senate Bill 1340 include a provision that excepts the application of the uniform intestate code to the Five Civilized Tribes of Oklahoma until such time as the Five Nations bill is enacted. The Five Civilized Tribes are subject to the state district courts of Oklahoma and Oklahoma probate law is applied to determine intestate succession. Thus, the removal of the exception should be reflected in S. 2880, the Five Nations legislation.

We would like to suggest amendments to portions of existing federal statutes relevant to inheritance prior to the passage of S. 1340. The amendments are:

25 U.S.C. §348—After the second "Provided," strike the words, "That the law of descent in force in the State or Territory where such lands are situate shall apply thereto after patents therefor have been executed and delivered, except by the" and insert "the Indian Land Consolidation Act, as amended, shall apply where such trust or restricted assets are located". See S. 1340 at §234(c).

25 U.S.C. §372—Insert before the word "hearing" in the words "upon notice and hearing", the words "opportunity for a". Insert the words "probate the decedent's trust estate, and pay valid creditor's claims out of funds in such estate or funds that may accrue up to the date of death of the decedent" after the word "decedent.". Insert "Provided, That in the payment of claims, 31 U.S.C. §3713(a)(1)(b) shall not apply." after "section 373 of this title."

25 U.S.C. §373—Insert "Provided also, that the Secretary shall pay valid creditor's claims out of funds in such estate or funds that may accrue up to the date of death of the decedent except that 31 U.S.C.

§3713(a)(1)(b) shall not apply:" after the words "or use it for their benefit:"

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,  
  
NEAL A. MCCAULEY,  
*Assistant Secretary for Indian Affairs.*

#### RECOGNITION OF DOLORES GARCIA

Mr. BINGAMAN. Mr. President, it is rare for me to make a statement for the RECORD in honor of a retiring staff member, but this is a rare staff member—one who by any measure would be deserving of the Senate's time and of space in the CONGRESSIONAL RECORD. I am speaking of Dolores Garcia, whose service in the Senate started the same day as my own, January 3, 1983. Dolores and I had worked together prior to that when I was Attorney General of New Mexico, and she had been with the Attorney General's staff long before I came to that office.

My staff and I, as well as countless New Mexicans, feel fortunate to know and work with Dolores. Diligent, competent, with a benevolent nature and a strong work ethic, Dolores embodies the best of human traits. In her work as the coordinator for service academy nominations, she has started many young leaders on their way to success. She helps keep my Santa Fe office running smoothly, attends the needs of local and legislative officials, helps manage my office budget, and coordinates my state schedule. No matter how busy she might be, she always has time and a kind word for those who turn to her for help.

Dolores is a great friend to my staff and me. We hold her in the highest esteem. Another long-time staff member commented that he thought his best hope of getting into Heaven is on her coattails. I feel the same, Mr. President, and would feel fortunate to have her vouch for me.

#### A SPECIAL ADOPTION MONTH

Mr. CRAIG. Mr. President, November is a special month to the adoption community, because it is National Adoption Month. In my state of Idaho, this particular November is a very special month because it is when one of our newest citizens—Tilly McKeown—came home.

Tilly is one of hundreds of children from Cambodian orphanages who are the focus of a special humanitarian initiative by the United States Immigration and Naturalization Service and the State Department. Adoptions from Cambodia were halted late last year because of serious concerns about the process in that country, and the initiative has been working since then to investigate and clear these adoptions on a case by case basis.

We all want the adoption system to be ethical, transparent, and efficient. To achieve those goals in international adoptions, the United States signed the