

observance of National Peace Officers Memorial Day. I want to take this opportunity to remember the brave men and women of law enforcement who have made the ultimate sacrifice and gave their lives in the line of duty.

Since the first recorded police death in 1792, there have been nearly 19,000 law enforcement officers killed in the line of duty. On average, one law enforcement officer is killed somewhere in the United States every 53 hours. There are more than 900,000 sworn law enforcement officers now serving in the United States, which is the highest figure ever.

This year, 116 names will be added to the National Law Enforcement Officers Memorial here in Washington, DC. We should remember that there are 116 families who grieve the loss of a loved one who gave their life to protect their community and keep their fellow citizens safe. The sacrifice of those brave officers is the price paid for living in open society where freedoms are guaranteed by our Nation's laws. When those laws are violated, we look to our protectors who wear the badge to answer the call.

During the dedication of the National Law Enforcement Officers Memorial in 1991, President George H.W. Bush said, "Carved on these walls is the story of America, of a continuing quest to preserve both democracy and decency, and to protect a national treasure that we call the American Dream." That is what our dedicated law enforcement professionals do every day. They protect the American dream.

The first recorded law enforcement death in my home State of Utah was in 1853. That was when Salt Lake County deputy Rodney Badger gave his life to try to save a fellow Utahn. Since then, 62 of Utah's finest have made the ultimate sacrifice and given their lives in service to the State of Utah. While there were no police officers killed in 2009, there have already been two members of Utah's law enforcement community who have been killed in the line of duty this year. Their deeds and service will not be forgotten, and my thoughts are with their families. We shall always remember that it is not how these officers died that made them heroes, it was how they lived. That sentiment is embodied in both the Utah and National Law Enforcement Officers Memorials.

The deadliest day in law enforcement history was September 11, 2001, when 72 officers were killed while responding to the terrorist attacks on America. On that day, at the Pentagon, the World Trade Center, and at Shanksville, PA, Americans witnessed firsthand the front line on the war on terror. That was the day when Americans saw courage in the midst of chaos from our brave men and women in law enforcement. Our Nation also recorded deeds of uncommon valor not only from our military, police, and fire personnel, but also from our citizens who sacrificed themselves as patriots for their coun-

try. It is that spirit that sets us apart as Americans. It was that spirit of sacrifice on which our Nation was founded. It is our duty to acknowledge and record the sacrifice of those who perished trying to save others.

As the recent event in Times Square has shown us, law enforcement has had to bear the responsibility of not only protecting citizens from crime but also from the violence of extreme beliefs and terrorism. The mission of the law enforcement officer has been transformed over 200 years to include being a crime fighter, problem-solver, counselor, social worker, and now protector of the homeland. As the duties of law enforcement continue to expand, we recognize that Federal agents, officers, and deputies never shirk the tasks assigned to them. They do it willingly and eagerly accept the challenge.

There are those in Washington who posture, saying "failure is not an option." However, within the law enforcement community, failure is not in their vocabulary. Their steadfast dedication to serve victims, protect the weak, and fight crime motivates them to not accept failure even if it requires making the ultimate sacrifice.

In closing, this week I urge my colleagues to take a moment and think about those who walk the beat, patrol the streets, and watch over us. The men and women of law enforcement stand tall to protect us, our families, and our communities. Law enforcement is often a thankless job and is truly, more often than not, more of a calling than a vocation. It takes a special person to answer that call and choose to provide the blanket of security by enforcing the laws of this great land.

FEHBP DEPENDENT COVERAGE EXTENSION ACT

Mr. CARDIN. Mr. President, I rise today to discuss the Federal Employees Health Benefits Program Dependent Coverage Extension Act. This bill will allow Federal employees to benefit immediately from an important provision of the new health care law.

FEHBP is the largest employer-sponsored group health insurance program in the world, covering more than 8 million Federal employees, retirees, former employees, and their dependents. Currently, FEHBP enrollees with family coverage can keep unmarried, dependent children on their health insurance policies until age 22.

Earlier this year, Congress passed the Patient Protection and Affordable Care Act, which moves us to universal health coverage and lowers health care costs for our Nation and for families. One of the first effective provisions of the legislation requires health plans to allow parents to keep children on their health insurance policies until their 26th birthday. Previously, most plans terminated dependent children's coverage once they turned 22. While the insurance exchanges created by the

new law will enable millions more Americans to access affordable coverage, they will not be operational until 2014. Enabling children of insured parents to stay on their policies until age 26 is an immediate benefit that will begin now to improve our health care system by increasing the number of people with affordable coverage right away.

This provision of the law will take effect on the first day of the new plan year after September 23, 2010. For most plans, that means January 1, 2011. But I am pleased to report that many insurance companies have chosen to implement this provision earlier than required by law.

But unless Congress acts, Federal employees with family coverage will have to wait until next year for this benefit to kick in. This is because FEHBP law prevents the Office of Personnel Management Director John Berry from moving up the effective date. Two sections of the law hinder OPM from taking action now. According to OPM, "The first section allows OPM to contract with plans to provide health services to employees and their families. The second defines family members to include 'an unmarried dependent child under age 22.' Unfortunately, this does not allow flexibility for FEHB plans to provide coverage to other adult children until the provision in the Affordable Care Act becomes effective." Director Berry has stated that he would like to begin expanding coverage for enrollees' adult children now, and that he does not want to wait until next January to offer this cost-saving benefit.

The bill we are introducing today would conform FEHBP law with PPACA and ensure that all children of Federal employees can remain on their parents' health insurance policies until their 26th birthday and give OPM the authority to implement the change immediately.

Graduation season is upon us, and many college seniors are preparing for new challenges, including moving out on their own, starting graduate studies, finding a job, and other life transitions. They should not have to endure the additional stress that comes from suddenly losing their health insurance coverage. Young adults just starting their careers often lack access to affordable employer-based health insurance and must rely on the prohibitively expensive individual market for coverage. That is why so many private insurers have stepped up to the plate. Permitting Federal employees to benefit from the new law now will ease young adults' transition from college to the workforce and reduce their out-of-pocket expenses.

The independent Congressional Budget Office has issued a preliminary analysis indicating that this legislation has no cost associated with it. So it will save families money, get more young adults insured, and bring greater efficiencies to our health care sooner, all at no cost to the Federal budget.

I thank my colleagues for joining me in this bipartisan effort: Senators COLLINS, AKAKA, ROCKEFELLER, MIKULSKI, BINGAMAN, JOHNSON, KAUFMAN, KERRY, LANDRIEU, STABENOW, and WARNER. This is the companion bill to H.R. 5200, introduced by my colleague from Maryland, CHRIS VAN HOLLEN, and it has been endorsed by the National Active and Retired Federal Employees Association, NARFE, the National Federation of Federal Employees, NFFE, the American Federation of Government Employees, AFGE, and the National Treasury Employees Union, NTEU. I urge my colleagues to support this important legislation and to pass it without delay, so that children of Federal employees can have the same coverage option as children of other employees in the private sector.

AFGHANISTAN

Mr. KAUFMAN. Mr. President, I rise today to talk about progress and challenges in Afghanistan in light of President Karzai's visit to Washington this week. Last month, I returned from my third trip to Afghanistan, Pakistan, and Iraq as part of a codel with Senators HAGAN and REED. What stood out most from our trip was the quality, caliber, and courage of U.S. troops and civilians, who risk their lives every day to defend our national security interests in these two critical regions. I was humbled by the opportunity to thank them for their sacrifice and service and impressed by the progress which has been made.

At the same time, I was taken aback by the myriad of challenges that lie ahead, especially in Afghanistan. Chief among them is walking the tightrope required to balance our complex relationship with President Karzai. Partnership with President Karzai is required for success. He needs to work with the United States in both word and deed to promote economic development, build the Afghan security forces, combat extremists, tackle the drug trade, eliminate corruption, and improve systems of governance.

In Afghanistan, we have begun to successfully implement the strategy outlined by President Obama in December, as evidenced by ongoing operations against the Taliban, greater emphasis on subnational governance, and a renewed training and partnering effort with the Afghan Army and police. While much attention has been paid to the deployment of an additional 30,000 U.S. troops, it is clear that success in counterinsurgency requires far more than a large military footprint, as there is no purely military solution to this problem.

In order to meet our goals of "shape, clear, hold, build, transfer," we must also have a strong and capable civilian presence to establish good governance; increase training of Afghan national security forces; and further improve cooperation with Pakistan, especially when it comes to securing the border

and targeting the Afghan Taliban. Without these other elements of our broader counterinsurgency strategy, military success will not be sustained and authority cannot be transferred to the Afghans. And make no mistake—the transfer of power is our ultimate goal, beginning with the President's announced conditions-based drawdown starting in July 2011.

While in Afghanistan in April, we met with President Karzai and gave suggestions of steps we thought he could take to lay the groundwork for a successful visit to Washington. We raised the issue of corruption, which, if left unaddressed, threatens to undermine nearly all other areas of progress. After all, counterinsurgency is not a struggle between the United States and the insurgents. It is a battle for legitimacy between the Afghan Government and the Taliban, and perceptions of corruption only further distance the Afghan Government from the population.

I am pleased that President Karzai has said many of the right things, starting with commitments made in his November inauguration speech. He has also recently issued a decree giving power to the High Office of Oversight and Anti-Corruption to investigate government corruption cases and has granted greater budgeting and implementation powers to provincial and district officials.

These are good first steps, but progress requires more than decrees and rhetoric. There is far more that must be done because—as I have said before—our best defense in Afghanistan is a strong, efficient, and accountable Afghan Government. In order to defeat an insurgency, there must be capable and transparent governance and not just in Kabul. Effective government must extend to the subnational level, where it can provide essential services and secure the population.

On my trip, I was encouraged to learn of district teams collaborating with trainers and mentors to strengthen systems of local governance, especially in Regional Commands South and East. In these areas, civilian officials are working at the provincial and district levels with their Afghan counterparts—especially those from the so-called "line ministries" of agriculture, education, health, security, and reconstruction and rural development—to provide basic services and improve the lives of Afghan citizens. They are implementing a system to strengthen the country from the bottom up, which will minimize the influence of the Taliban and marginalize its shadow governments. This was especially evident in Marjah, where we just concluded the first jointly planned and implemented U.S.-Afghan, civilian-military operation.

Last week, the Foreign Relations Committee held a hearing on the "Meaning of Marjah" to explore lessons learned as we look toward this summer's Kandahar offensive. While

the clearing phase in Marjah was quick and decisive, we have now entered the "hold and build" stage, which presents a spectrum of new challenges. As BG John Nicholson noted in the hearing, "The challenge here is to connect the people with their government, thereby creating a nexus between the citizens of Marjah and government officials." Thus far, a small group of Afghan civil servants is working with U.S. civilians to provide basic services, but more must be done. A sustained and effective government presence free from the stigma of corruption is an essential prerequisite to success not just in Marjah, but in all counterinsurgency operations.

This was evidenced by a recent community council meeting, or shura, attended by President Karzai and General McChrystal in Marjah. At the shura, members of the local population made it clear to President Karzai that the people surrounding him were contributing to the problem. They told him that corrupt government officials, such as the former chief of police, were creating reasons for the population to support the Taliban. It is my understanding that this event, which was followed by a similar experience in Kandahar, may have given President Karzai pause, as he realized that he must address the root causes of corruption in order to win over the population.

Corruption remains a large hurdle in this effort, but it is not the only one. We must also ensure there are enough civilians to partner with the Afghans. While I am pleased that the Obama administration has made this a priority, tripling the number of deployed civilians over the past year, it must continue to ensure that there are enough civilians outside of Kabul to engage with the population. It is remarkable that 13 U.S. Government agencies are now represented, and the recent civilian uplift has been the biggest since Vietnam. At the same time, 1,000 U.S. civilians with less than 400 outside of Kabul is simply not enough to partner with 100,000 U.S. troops and reach a population of 28 million.

We must also continue to focus on increased training for the Afghan national security forces so they can assume responsibility for securing the population. We are on track to reach at least 134,000 in the Afghan National Army, ANA, by October, and the quality of officers and recruits has risen in recent weeks. This is due in part to recent pay raises and increased effectiveness given intensified partnering with U.S. troops. I am pleased that nearly 90 percent of all units are now partnered, and large military operations—such as Marjah—were truly joint operations.

Unfortunately we have not yet seen the same levels of progress toward building the Afghan National Police, ANP, as we have with the army. In a Homeland Security and Governmental Affairs subcommittee hearing chaired by Senator McCASKILL last month, we