

spend X percent of money on certain projects, such as bike paths and walking paths and other so-called enhancements. I am not against that. I use those. I jog on bike paths and appreciate some of those enhancements. But that ought to be a State decision in terms of how it allocates its money and not a Federal decision because a one-size-fits-all dictated by a particular piece of legislation simply does not take into account the individual needs of a particular State. Some States may want to say: Look, our roads are in such shape and our bridges need repaired. At least for this year or the next 2 years, we are going to divert the money into strictly construction and repair projects. Others might say: Well, we are in a little bit better shape this year and we can use some of this. That ought to be for the States to decide and not a piece of legislation coming out of this body.

Finally, another amendment I would have liked to offer, if not for the majority leader's refusal for an open-amendment process, is one that would have limited the scope of eligible transportation enhancement projects. We hear these reports every day about crumbling roads and unsafe bridges. Yet what we are doing in this bill is limiting how a State determines where it puts its funds. I think we ought to narrow that option, if not take it away.

To wrap up, let me just say I think it is very unfortunate that we have resorted to a system where if the other side—and I would say this to my leader if my party was in the majority. This is not how the Senate is supposed to operate. Someone from the other side who has an amendment we don't like, they ought to have the opportunity to offer that amendment and they ought to have the opportunity to debate that amendment and to require a vote on that amendment. Then we can vote yes or we can vote no and the public can judge us accordingly. But to simply shut it all down and not give anybody that opportunity I think is not the kind of procedure we want.

Finally, let me simply say this bill brought before us is a flawed bill. Without the process of amending it or the opportunity to amend, to fix what we think is wrong with it, puts us in a position where it is impossible to say we can vote for something such as this.

For the reasons I have articulated and for other reasons that will come out as we make these speeches on the floor but don't have a chance to offer amendments, I simply cannot support this bill as it is.

I yield the floor and 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. BROWN of Ohio. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. WHITEHOUSE). Without objection, it is so ordered.

## RECOGNIZING JOHN HERSCHEL GLENN, JR.

Mr. BROWN of Ohio. Mr. President, I ask unanimous consent that the Senate proceed to S. Res. 377, submitted earlier today.

The PRESIDING OFFICER. The clerk will report the resolution by title.

The legislative clerk read as follows:

A resolution (S. Res. 377) recognizing the 50th anniversary of the historic achievement of John Herschel Glenn, Jr., in becoming the first United States astronaut to orbit the Earth.

There being no objection, the Senate proceeded to consider the resolution.

Mr. BROWN of Ohio. Mr. President, I ask unanimous consent that the resolution be agreed to, the preamble be agreed to, the motion to reconsider be laid on the table, with no intervening action or debate, and that any statements be printed in the RECORD.

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

The resolution (S. Res. 377) was agreed to.

The preamble was agreed to.

The resolution, with its preamble, reads as follows:

### S. RES. 377

Whereas John Herschel Glenn, Jr. was born on July 18, 1921, in Cambridge, Ohio to parents John and Clara Glenn;

Whereas John Glenn grew up in New Concord, Ohio with his childhood sweetheart and future wife, Annie Castor, 150 miles east of Dayton, Ohio, the birthplace of the Wright brothers, who first took humankind into flight;

Whereas John Glenn enlisted in the Naval Aviation Cadet program shortly after the December 7, 1941, attack on Pearl Harbor, Hawaii, and was commissioned as an officer in the United States Marine Corps in 1943;

Whereas John Glenn received many honors for his military service, including the Distinguished Flying Cross on 6 occasions, the Air Medal with 18 Clusters, the Asiatic-Pacific Campaign Medal, the American Campaign Medal, the World War II Victory Medal, the China Service Medal, the National Defense Service Medal, and the Korean Service Medal;

Whereas, with the onset of the Cold War, the United States and the free world feared the intentions of the Soviet Union in space;

Whereas President Dwight D. Eisenhower asked the National Aeronautics and Space Administration (referred to in this preamble as "NASA") to find the most talented, patriotic, and selfless test pilots to participate in Project Mercury, the first human spaceflight program in the United States;

Whereas John Glenn and fellow candidates for NASA's Astronaut Corps underwent pressure suit, acceleration, vibration, heat, loud noise, psychiatric, personality, motivation, and aptitude tests at the Aeromedical Laboratory at the Wright Air Development Center in Dayton, Ohio;

Whereas John Glenn, Malcolm S. Carpenter, L. Gordon Cooper, Jr., Virgil I. "Gus" Grissom, Walter M. Shirra, Jr., Alan B. Shepard, Jr., and Donald K. Slayton were selected from among hundreds of other patriotic candidates to be named the original "Mercury Seven" astronauts;

Whereas Project Mercury was charged with the unprecedented responsibility of competing with the strides that the Soviet Union was making in space exploration;

Whereas the United States public viewed John Glenn and the Mercury Seven astronauts as men on the front line of the war not only for space supremacy but also, in many minds, for the survival of the United States;

Whereas John Glenn accurately captured the significance of the time when he later wrote that "the world was at the door of a new age, and we were the people who had been chosen to take the first steps across the threshold";

Whereas the Project Mercury astronauts trained for their manned space flight missions in the Multi-Axis Space Training Inertial Facility at NASA's Research Center in Cleveland, Ohio;

Whereas Alan Shepard was chosen to pilot the first manned Project Mercury mission on *Freedom 7* on May 5, 1961, which proved that the United States was capable of successfully launching a person into suborbital flight;

Whereas Virgil Grissom was chosen to pilot the second manned Project Mercury mission on *Liberty Bell 7* and became the second United States astronaut to achieve sub-orbital flight on July 21, 1961;

Whereas the Soviet Union had successfully launched the spacecrafts *Lunar 2* and *Lunar 3* in 1959 before successfully launching and returning to Earth Major Yuri Gagarin, who completed a 108-minute single orbit around the Earth in 1961;

Whereas John Glenn was selected from among the Project Mercury astronauts to command the first United States capsule to orbit the Earth;

Whereas John Glenn, with the help of his children Dave and Lyn, named the first United States space capsule to orbit the Earth *Friendship 7*, re-emphasizing the peaceful intentions of the United States space exploration program;

Whereas John Glenn trained vigorously, working through 70 simulated missions and reacting to nearly 200 simulated system failures, to prepare to orbit the Earth and successfully complete the first manned orbital mission for the United States;

Whereas the work that John Glenn conducted on the cockpit layout, instrument panel design, and spacecraft controls in the Mercury spacecraft enhanced the design of *Friendship 7* and the ability of an astronaut to control *Friendship 7*, which proved useful during the mission;

Whereas, at 9:47 a.m. Eastern Standard Time on February 20, 1962, the Atlas 109D rocket boosters ignited and John Glenn and *Friendship 7* commenced liftoff at NASA's Space Center in Cape Canaveral, Florida;

Whereas John Glenn, aboard *Friendship 7*, became the first United States astronaut to orbit the Earth, orbiting 3 times and observing 3 sunrises, 3 sunsets, and the wonder of the universe in only 4 hours and 56 minutes;

Whereas, when John Glenn learned that the heat shield on *Friendship 7* had possibly become loose in orbit, compromising the successful completion of the space mission, Glenn bravely managed the reentry procedures and proved that a person can safely and successfully complete a NASA mission;

Whereas John Glenn successfully completed reentry into Earth, splashing down in the Atlantic Ocean at 2:43 p.m. Eastern Standard Time, east of Grand Turk Island at 21 degrees, 25 minutes North latitude and 68 degrees, 36 minutes West longitude, and was recovered by the USS *Noa*;

Whereas, in the context of the Cold War, the success of the *Friendship 7* flight restored the standing of the United States as the leading country in the race to space against the Soviet Union;

Whereas the completion of the inaugural orbit of the Earth by John Glenn validated

NASA's manned space flight mission and secured the future missions of NASA's manned space capsules;

Whereas the people of the United States heralded John Glenn as the personification of heroism and dignity in an age of uncertainty and fear;

Whereas the press later described John Glenn as a man who embodied the noblest human qualities;

Whereas President John F. Kennedy echoed the belief held by John Glenn that the United States space program was not just a scientific journey but also a source of inspiration and pride, saying, "our leadership in science and industry, our hopes for peace and security . . . require us to solve these mysteries and to solve them for the good of all men";

Whereas John Glenn is a patriot and space pioneer who encouraged the people of the United States to rightfully view NASA as an embodiment of the persistent quest of the people of the United States to expand their knowledge and explore frontiers;

Whereas, in retirement, John and Annie Glenn continued their public service by establishing the John Glenn School of Public Affairs at The Ohio State University, living up to the words of John Glenn, who said, "If there is one thing I've learned in my years on this planet, it's that the happiest and most fulfilled people I've known are those who devoted themselves to something bigger and more profound than merely their own self-interest."; and

Whereas, although 50 years have passed, the historic orbit of John Glenn around the Earth aboard *Friendship 7* remains a source of pride and honor for the people of the United States: Now, therefore, be it

Resolved, That the Senate—

(1) honors the 50th anniversary of the landmark mission of John Herschel Glenn, Jr., in piloting the first manned orbital mission for the United States;

(2) recognizes the profound importance of the achievement of John Glenn as a catalyst for space exploration and scientific advancement in the United States; and

(3) honors the thousands of dedicated men and women of the National Aeronautics and Space Administration who worked on Project Mercury and ensured the success of the *Friendship 7* Mercury mission.

Mr. BROWN of Ohio. Mr. President, on behalf of Senator PORTMAN and myself, I am proud to have submitted this bipartisan resolution—joined by 18 Senators, 10 of whom served with John Glenn in the Senate.

Fifty-years ago next week, on the morning of February 20, 1962, John Herschel Glenn, Jr. of Ohio became the first American to orbit the Earth.

I was 9 years old. Like other families around Ohio, I watched him on television at home in Mansfield with my parents and two brothers.

The broadcast also showed John Glenn, Sr. and Clara Glenn, John's parents, watching anxiously.

Across the country, others were listening on transistor radios. In New York City, the subway system broadcast the liftoff and flight progress over loud speakers.

In Grand Central Station, CBS News set up a large 12 foot by 16 foot screen over the main ticket window—by the time of lift-off 10,000 people had packed the terminal.

Like millions of Americans, they watched Walter Cronkite set the scene.

Our Nation was in the midst of the Cold War—worried about Russian nuclear aggression, worried about the race into space.

Cronkite would later say that:

It was a time when the intricacies of science were complicated by deep American doubts and anxieties over where we stood in the race with Russian science.

With the arms race in a dead heat, space had become the scoreboard of Cold War competition.

That's why a few years earlier, President Eisenhower launched Project Mercury as the first human spaceflight program in the United States—to put our country on the playing field.

Hundreds of our Nation's bravest and patriotic aviators signed up—only seven were selected as the original Mercury 7: John Glenn, Jr. of Ohio; M. Scott Carpenter of Colorado; L. Gordon Cooper, Jr. of Oklahoma; Virgil I. "Gus" Grissom of Indiana; Walter M. Schirra, Jr. of New Jersey; Alan B. Shepard, Jr. of New Hampshire; and Donald K. "Deke" Slayton of Wisconsin.

Glenn later wrote of the original Mercury 7 astronauts, "The world was at the door of a new age, and we were the people who had been chosen to take the first steps across the threshold."

And when President Kennedy took office, he continued our Nation's pursuit into space—and race against the Russians.

He said, "Our leadership in science and industry, our hopes for peace and security . . . require us to solve these mysteries and to solve them for the good of all men."

Alan Shepard piloted the *Freedom 7* in May 1961 and Gus Grissom piloted *Liberty Bell 7* in July 1961 to prove that Americans could launch humans into suborbital flight.

But then the Russians successfully launched Yuri Gagarin into orbit around the Earth.

America's response was left to a decorated Marine aviator born in Cambridge, Ohio who grew up a few miles away in New Concord.

On the morning of February 20, 1962, the eyes of the world were on John Glenn, who was tasked with piloting our space program's most dangerous flight at the time.

He would command *Friendship 7*—named by Glenn and his children, Dave and Lyn, to emphasize our Nation's intentions in space.

But over weeks and months, his mission was scrubbed ten times.

The reasons were varied—from inclement weather to technical problems. Tensions remained high throughout.

Any miscues or failure would undermine national security—along with national pride and the country's psyche.

Finally, at 9:47 a.m. on February 20, 1962, with 70 degree Fahrenheit weather at NASA's Space Center in Cape Canaveral, Florida, *Friendship 7* was blasted off into space.

As the rocket ascended, people cheered. Others cried and prayed—the

hopes of an entire nation rested on the shoulders of a single man in a space capsule hurtling into an unknown place.

Everything was going as planned—from launch to orbital entry—and once successfully in space, John Glenn became the first American to orbit the Earth.

He would observe three sunrises, three sunsets, and the wonder of the universe in 4 hours and 56 minutes.

But during the flight, problems occurred. The spacecraft's automatic control system malfunctioned, causing Glenn to manually control the capsule.

And he was prepared to do so—benefitting from NASA's vigorous training that included 70 simulated missions and malfunction response training for nearly 200 simulated system failures.

His model of calmness, which I have seen many times over the years in all kinds of situations, would become standard operating procedure for future NASA manned space missions.

And despite having to deal with the malfunctions, Glenn still carried out critical parts of the mission.

He took photographs of the Earth, observed weather on the Earth's surface, and gave constant feedback to flight controllers about his physical responses to the zero-gravity environment.

But earlier in the flight, Glenn saw an indicator light that *Friendship 7*'s heat shield had loosened—threatening his re-entry into Earth.

With its world-class scientists and engineers leading the way—and confident in its flight planning—NASA decided to keep the retrorocket pack attached to secure the heat shield.

As planned, *Friendship 7* re-entered the Earth's atmosphere—with Glenn describing the "fire-ball" re-entry as one of the most exhilarating parts of the flight.

It is the streak of light that people on Earth could see in the sky.

And in descent, the capsule successfully parachuted and splashed down in the Atlantic Ocean, east of the Grand Turk Island, at 2:43 p.m., Eastern Standard Time. The USS *Noa* retrieved *Friendship 7* and brought Glenn aboard—validating our Nation's pursuit of discovery and ensuring its place in the space race against the Russians. And just as important—the flight of *Friendship 7* and the courage of John Glenn inspired generations of new scientists, engineers, and aviators. It launched a new era of science, aerospace, and defense industries, and it showed that our advancements in science—in exploring the unknown—are not only a national security imperative, they are an economic imperative, too—reaffirming that we have what it takes to out-compete and out-innovate any nation in the world.

After his flight, Glenn received a hero's welcome—decorated with awards and accolades—and honored in ticker-tape parades and magazine profiles. Throughout it all, he remained humbled by his patriotism and his small

town Ohio roots—as a son whose father was a plumber, and whose mother was a schoolteacher. And he remained grounded by his love for his wife, his childhood sweetheart, Annie.

Much has been written about John and Annie. Both are just as in love with each other now in their 90s as they were as children when they met—as John says, in a playpen in New Concord.

He says of Annie, “that she was part of my life from the time of my first memory.”

It is fitting that in celebrating the 50th anniversary of John Glenn’s historic orbit of Earth, we honor his family—Annie and their children, Dave and Lyn who gave public blessing and private prayers and support during his service to our Nation.

I was fortunate to sit with Lyn and Dave and Annie in the Rotunda when John Glenn, with three other astronauts, received the Congressional Gold Medal for his flight aboard *Friendship 7*.

We also honor the thousands of dedicated and patriotic men and women of NASA’s Project Mercury Program.

It took a huge team of people as dedicated as John Glenn, and perhaps as courageous, who ensured the safety and security of their astronauts and preserved the pride of a grateful Nation. John will be in Florida on this weekend to meet with those who were part of that operation—the engineers, the scientists, the technicians—thanking them again for sending him up and bringing him down safely. Their service has inspired generations of future NASA technicians and mission control specialists—from Plum Brook Station in Sandusky, to NASA Glenn in Cleveland, to NASA centers around the country.

At one of the first press conferences of the Mercury 7 astronauts, Glenn said:

This whole project . . . stands with us now like the Wright Brothers—Ohioans also—stood at Kitty Hawk . . . I think we stand on the verge of something as big and expansive as that was 50 years ago.

It is that spirit of discovery, that conviction, duty, and faith that John Glenn embodies and that his flight aboard *Friendship 7* symbolizes. It is my honor to submit this bipartisan resolution celebrating such an important national and scientific achievement.

It is also my honor to be accompanied on the floor today by Nicole Smith, who is a fellow from NASA Glenn, an aeronautical engineer, who has done things as varied as having trained cosmonauts to the work she has done in our office, guiding the success of NASA Glenn, one of the best NASA centers in the country.

I am also joined on the floor by Laura Lynch, who has been with my office for 3 years—a Cleveland—she is actually leaving our office for bigger and better things in a couple of weeks. She has been part of this too.

In my last personal moment with this resolution, I remember 40-some

years ago—44 years ago, I believe—when John Glenn was not Senator Glenn but still Colonel Glenn. I received my Eagle Scout award in Mansfield earlier in the year, and COL John Glenn came to a dinner with a number of other Eagle Scouts in Mansfield. I have a picture in my office in the Senate Hart Building of me standing there in my Boy Scout uniform with my Eagle Scout pin with John Glenn, and next to that is a picture of John Glenn and me some 38 years later before he walked me down the center aisle to be sworn in to the Senate with the Senator from Rhode Island in January of 2007.

John Glenn is special to our Nation. He is special to my wife Connie and me because of our love for John and Annie and our respect for Dave and Lyn, their children. He has honored our country in so many ways, it is my honor to submit this resolution and I thank my colleagues.

I yield the floor and suggest the absence of a quorum.

The assistant legislative clerk proceeded to call the roll.

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

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

#### ALASKA RURAL ROADS SYSTEM

Ms. MURKOWSKI. Mr. President, we are dealing with the Transportation bill, and let me say I hope we truly deal with the Transportation bill eventually because there has been a great deal of work on this measure by the chairman and the ranking members of the relevant committees, and I thank them for the hard work they have put into this. I support their efforts to give States long-term security for moving forward with Federal highway aid and transit programs. I support the efforts to give States that long-term security for planning purposes, improve the project approval process, and reduce duplicative and excessive programs. However, I do have very serious concerns with certain aspects of the legislation proposed. Most particularly, and the reason I have come to the floor this evening, is to discuss what this legislation does to the Indian Reservation Roads Program. This is the program known as IRR.

IRR is a jointly administered program between the Federal Highway Administration and the Bureau of Indian Affairs that addresses the transportation needs of our tribes by providing funds for the planning, the design, the construction, and the maintenance activities.

The Indian Reservation Roads are public roads. They provide access to and within Indian reservations, Indian trust land, restricted Indian land, and Alaskan Native villages. There are approximately 29,000 miles that are under jurisdiction of the BIA and the tribes, and another 73,000 miles are under

State and local ownership. IRR funds can be used for any type of title 23 transportation project that provides access to or within Federal or Indian lands and may be used as the State and local matching share for a portion of Federal aid highway funds. The IRR inventory is a comprehensive database of all transportation facilities that are eligible for IRR Program funding by tribe, reservation, BIA agency, region, congressional district, the State, and the county.

I think it is important to understand how we came to the position of where we are today with MAP-21. For years, Alaska received very little assistance from the IRR Program because we only have one reservation, a very small reservation down in southeastern Alaska, Metlakatla and, therefore, little to no BIA-owned roads. The BIA maintains a national database of roads, the IRR inventory, which is used to allocate IRR funds and determine locations where IRR funds can be used. State and county-owned roads comprise the majority of the road miles within the IRR system. A few decades ago, there were very few villages in Alaska that were putting any inventory into the system. TEA-21 gave the committee criteria in establishing the funding formula based on the needs of Indian tribes for transportation assistance, cost of road construction, geographic isolation, and difficulty in maintaining all-weather access to employment, commerce, health, safety, and education resources. With the passage of TEA-21, a rulemaking committee was established, the IRR Program Coordinating Committee, which helped to develop the funding formula which was published in 2004. The coordinating committee was made up of 12 primary members from Indian tribes, one from each region. There were 12 alternates and two nonvoting Federal representatives. Decisions that were made by the committee were reached by consensus. It was not a majority decision process.

The funding formula, which is known as the relative need distribution formula, adopted in the IRR Program final rule, reflects Congress’s intent that the funding distribution method balance the interests of all tribes and enable all tribes to participate in the IRR Program. I should note that 40 percent of all federally recognized tribes in the Nation reside in the State of Alaska—40 percent. I think that is something many of my colleagues are not aware of. That balancing of interests called for avoiding substantial allocations from the larger tribes while still addressing the central problem that historically left the smaller tribes out of the program. The prior formula distributed funds based on an inventory limited to roads built and owned by the BIA. But the new formula broadened tribal participation by allowing the inclusion of State, county, and municipally owned IRR-eligible facilities in the inventory so the actual IRR transportation needs could be counted for funding purposes.