

now seek to build a system where all movements of sexually violent and child offenders can be tracked and we will go a long way toward the day when none of these predators will fall between the cracks.

Mr. DORGAN. Mr. President, I ask unanimous consent to extend morning business time for 10 minutes so that I might speak in morning business.

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

Mr. DORGAN. I say to the Senators who are handling the bill that when they come to the floor I will certainly immediately relinquish the floor.

Let me say to the Senator from Texas before he leaves the floor that I am interested in cosponsoring that piece of legislation. I met with a group of law enforcement officers recently in Dickinson, ND, in fact, last week. We talked about a wide range of subjects, including the triple "i" index, the interstate identification index, the criminal records base, and there are two things that are deficient. One is there are a great many criminal records dealing with the criminal history of someone who is below 18 years of age, someone who has committed a murder, a rape, armed robbery, and so on, that you cannot get at. If you inquire from a law office in Texas and this person had committed the act in South Dakota, North Dakota, or Nebraska, those records are expunged and withheld. So you do not have the complete criminal history.

The other thing that they talked about was this issue of sexual predators. It is fine for States to have the system, but, if they are not together and interlocked in this interstate identification system, somehow it does not respond to the way we want it to respond.

I listened to what the Senator from Texas had to say. I want to cosponsor the legislation and work with him and others. I think this makes a great deal of good sense.

Mr. GRAMM. I thank the Senator. Let me say we are looking at exactly the problem of at what point should a juvenile go on this database. It is clear to me that, in the society in which we live today, by the time many of these hardened criminals, these sexual predators, are adults, they have already committed many crimes and have established a life style which they are unlikely to break. Senator BIDEN and I are working on these kinds of problems, and we will happily put the Senator on as a cosponsor.

We would also be happy to try to incorporate into our bill any suggestions the Senator or his law enforcement officials might have.

We have a blueprint of what we want to do, but we are very open to try to improve it, and I thank the Senator.

Mr. DORGAN. I appreciate the Senator's remarks. I will cosponsor the legislation and be anxious to work with him on the juvenile crime issue.

LEGISLATIVE AGENDAS

Mr. DORGAN. Let me, Mr. President, just take a moment to describe what happened yesterday since the Senate went into recess and I was unable to speak about it.

There are stories in the press today which say that the majority leader pulled the bill on immigration and said that some were trying to hold the immigration bill hostage in the Senate yesterday.

That is not the case at all. It is simply not accurate. It is true that amendments were offered to the immigration bill. My amendment was offered yesterday that deals with a Social Security issue, but I indicated to the person managing the bill I would be willing to accept a 20- or 30-minute time agreement on my amendment. It was not a circumstance where my amendment was going to hold up the bill. There would have been a minimum wage amendment, but Senator KENNEDY indicated he was willing to accept a time agreement of perhaps an hour, perhaps a half-hour, on that minimum wage amendment. So no one could accurately describe that as holding any kind of a bill hostage.

I want to describe the circumstance we were in yesterday and why I had to offer the Social Security amendment. The majority leader has announced in the Senate that he intends to seek reconsideration of the constitutional amendment to balance the budget. He has the right to do that, and when he does it, as I understand the procedure, there will be no debate and no opportunity for an amendment. That is the procedure under which he will seek reconsideration.

As a result of that, those of us who care about an issue that is related to the constitutional amendment to balance the budget, namely the issue of using Social Security trust funds as part of the revenue to balance the budget, wanted to offer a sense-of-the-Senate resolution saying any constitutional amendment to balance the budget that is brought to the Senate floor should create a firewall between the Social Security trust funds and the operating revenues of the Federal Government.

Now, why is that important? Because if you do not do that, we will have nearly \$700 billion of Social Security trust funds misused. They were supposed to have been collected to be saved for the baby boom generation when they retire. But instead, they will be used as revenues on the revenue side of the budget to show a lower budget deficit.

Some of us feel that is wrong. I know that yesterday it was charged, well, this is just politics. It is not just politics. It is an enormously important question that this Senate must address. So far it has addressed it in the wrong way.

The minimum wage, which was also scheduled to be offered as an amendment by Senator KENNEDY and some

others, is an issue they have worked on for over a year. There was not any intention to hold the bill up but simply to say on behalf of those folks out there working on a minimum wage who have for 6 years not received any kind of an increase at all, they have been frozen for 6 years and have lost a half a dollar of their wage to inflation in terms of purchasing power, we will try to give you a slight increase in the minimum wage.

That is what the fight was about. It was not a fight to try to hold up the bill.

Now, the majority leader came to the floor and, apparently with great frustration, said, well, this Social Security amendment and others have nothing to do with the underlying bill.

The majority leader understands how the Senate works. He has been here for a long, long time. He came to the floor when we had family and medical leave in this Chamber and offered a gays in the military amendment that had nothing to do with the bill. It was because he wanted to offer his amendment dealing with gays in the military. It was completely extraneous. It was nonrelevant. But he did it because he felt it was important to do.

On the immigration bill yesterday, the only opportunity, it seemed to us, to be able to register on this issue of the misuse of the Social Security funds in a constitutional amendment to balance the budget, the only opportunity we would have had before the majority leader would bring up the vote on the constitutional amendment to balance the budget was to offer it before he did it, and so we used the first vehicle that came along.

It is not an attempt to frustrate the immigration bill. Much in the immigration bill I support, as do many of my colleagues. The immigration bill will pass the Senate, in my judgment, if the majority leader brings it back to the floor. But he is not going to be in a circumstance where he comes to the floor of the Senate and says: Here is our agenda, and you vote on our amendments and our agenda when we want to vote; and with respect to the things you care about, we are sorry but they do not count; they are irrelevant.

It is not the way the Senate works. And so we are not trying to hold up any piece of legislation. We very much want the Senate to register itself on a couple of important issues.

With respect to whether these issues are just politics, as a couple of people have suggested, I guess if we get to the point when we are talking about a minimum wage for millions of Americans who have not had an adjustment in the minimum wage for 6 years, if we get to the point where we say, well, that is just politics if we want to talk about the minimum wage, they have changed the definition of politics. If it is just politics when we want to talk about \$700 billion of Social Security trust funds being misused to show a lower budget deficit, then they have changed

the definition of politics. That is not politics, in my judgment. It is what we ought to be discussing in the Senate.

My hope is that when we finish the antiterrorism bill, which I think will be moved out of the Senate with a yes vote, we will turn to the immigration bill, and we will deal with these amendments.

The fact is these amendments are not going to go away. I heard the majority leader and others say, well, those who offer these amendments simply want to cover their vote against the constitutional amendment.

We had two votes on the constitutional amendments last year. I voted for one, which was the right one, which did not misuse the Social Security trust funds, and I voted against the one that did misuse the Social Security trust funds. You cannot take money from workers' paychecks and say to them we promise this is dedicated for only one purpose; it goes into a trust fund; it is going to be saved for Social Security when we need it when the baby boomers retire, and then say, oh, by the way, we have changed our mind; the \$71 billion this year that we collect above what we need for Social Security, we are going to use that to balance the Federal budget.

This is not a trust fund. The fund ought not to have the word "trust" in it if you are going to use it for other purposes, and it is not politics for us to start talking about some honesty in budgeting and protecting the Social Security trust funds for the days when this country is going to need them when the baby boomers retire.

There are plenty of issues we need to deal with in the Senate, and if every time we come to the floor of the Senate and talk about issues of substance, whether it is the Social Security trust funds or a constitutional amendment to balance the budget or for that matter the minimum wage, it is alleged somehow it is totally political, then I guess all of the activities of the Senate will be political this year. But some of us happen to think some of these issues ought to be dealt with, and those who think they will avoid votes in the coming months should understand we will come to the floor again and again and again, and it is not to play games. It is because it is serious business when you are talking about \$700 billion in the Social Security trust funds, and it is also serious business when you are talking about folks who have worked on minimum wages for 6 years and have had no adjustment relative to inflation.

So, Mr. President, I understand we have the antiterrorism bill that will be coming to the floor this morning. I hope we make good progress on it. I think there is a consent agreement of some sort with respect to amendments. That bill ought to get out of the Senate soon. I will likely vote for it. Then I hope we can turn to immigration and deal with some of these issues.

I have watched what has happened in the Senate now for some long time, and

I do not want people coming to the floor of the Senate and saying, well, we offer all of our amendments, any amendment, any time we want on any bill we want, but if you offer an amendment on minimum wage here, somehow you are playing politics.

That is not the way the Senate works. If one side is able to use legislation to advance the policies they want to advance, then the other side is going to do the same thing, and it ought not be a surprise to anybody. I just do not like to see stories in which we are told that somehow somebody yesterday was holding an immigration bill hostage. Both amendments that were to be offered to the immigration bill would have been subject to, and the authors of both amendments had said that they would agree to, very short time agreements. Nobody was holding anything hostage. People ought to know that.

Mr. President, I yield the floor, and I make a point of order a quorum is not present.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

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

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

IMMIGRATION REFORM

Mr. CAMPBELL. Mr. President, I come to the floor today to make a few brief comments on the immigration proposals that we will be debating over the next few days. My first observation is to recognize the distinct set of issues that relate to and will be debated with respect to legal and illegal immigration. I commend the work of the Judiciary Committee for recognizing the merits of considering two separate bills rather than one package, and I strongly endorse the committee's position.

Mr. President, what I hear from many of my constituents on the issue of immigration is the growing costs absorbed by the system, that is Federal, State, county, and local governments, to continue to provide public services and benefits to the immigrant community. And recently, in my home State of Colorado, the increasing number of illegal immigrants, in particular, has been a growing concern.

Further, recent statistics, compiled by the Congressional Research Service and other recent studies, clearly document the enormous financial burden placed on Government entities to provide services to the immigrant community. It is my belief that without significant changes to curb the flow of illegal immigration, and to revisit current benefits bestowed to legal and illegal immigrants, this financial burden will continue to increase dramatically.

For example, a recent study out of Rice University, concluded that immigration costs to the United States exceeded \$50 billion in 1994 alone. While

the conclusion reached in this study are subject to debate, there is nonetheless a compelling need for significant change.

With over 4 million illegal aliens currently in this country, and over 300,000 arriving annually, the increasing burdens on our society demand our attention.

I would like to point out that in my home State of Colorado, for the 5-month period from November 1995 through March 1996, the Immigration and Naturalization Service [INS], contacted a total of 3,486 illegals. Of those, 2,014 were deported, while 1,472 were let go.

Mr. President, I would like to bring your attention to a newspaper article from the Denver Post dated April 12, 1996, that reads in part, "Last week, a van filled with 29 illegal immigrants was stopped on Interstate 70 in Grand Junction, but a lack of detention funds kept the INS from arresting them or their driver."

These incidents come just days after the INS Operation Mountain Passes ended. As a result of this program, designed to specifically crack down on smugglers, roughly 1,300 illegal immigrants were stopped, arrested, and deported. However, and not so ironic, when the money ran out this program ended.

Again as recently as Monday, in Colorado Springs, CO, a van containing 13 suspected illegal immigrants was stopped by the Colorado State Patrol. Unfortunately, for some unknown reason the INS could not respond. Because the State patrol does not have the authority to arrest illegal immigrants, these individuals were released. This represents the second time in less than a week that suspected illegal immigrants have been released because of inadequate INS response capability.

As a result of changes in the dynamics of illegal immigration migration Colorado has now become a major corridor for illegal immigrants migrating east. Without the assistance of increased law enforcement efforts, such as Operation Mountain Passes, I am concerned that these successful efforts may be curtailed.

While I support efforts to increase law enforcement efforts to curb illegal immigration, both at the border and to other impacted States, I do have concerns with provisions adopted in the House measure that may be considered in this Chamber.

Primarily, I am concerned with the provisions adopted in the House bill that seek to deny public education to illegal immigrant children as a means of reducing the flow of illegal immigrants into this country. Congress should not be so overzealous in its endeavor to reduce the influx of illegal aliens that we adopt stopgap measures that are actually destined to increase the demands on public funding by expanding the number of America's undereducated and unemployed.

Any provision that seeks to deny children access to education will place