

EC-1373. A communication from the President of the United States, transmitting, pursuant to law, the Budget of the United States Government for Fiscal Year 2000; referred jointly, pursuant to the order of January 30, 1975, as modified by the order of April 11, 1986, to the Committee on Appropriations and to the Committee on the Budget.

#### PETITIONS AND MEMORIALS

The following petitions and memorials were laid before the Senate and were referred or ordered to lie on the table as indicated:

POM-14. A resolution adopted by the Council of the City of Camden, New Jersey, relative to the impeachment of the President of the United States; ordered to lie on the table.

POM-15. A resolution adopted by the Board of Commissioners of the Humboldt Bay Harbor Recreation and Conservation District, Eureka, California, relative to proposed infrastructure rebuilding legislation; to the Committee on Environment and Public Works.

POM-16. A resolution adopted by the Council of the Town of Grundy, Virginia, relative to steel and coke exports; to the Committee on Finance.

POM-17. A resolution adopted by the General Assembly of the State of New Jersey; ordered to be printed and to lie on the table.

#### ASSEMBLY RESOLUTION NO. 166

Whereas, the establishment of high occupancy vehicle ("HOV") lane restrictions on Interstate Highway Route No. 287 ("I-287") was intended as a means of promoting car pooling in an effort to improve the State's air quality; and

Whereas, the number of eligible vehicles that use the HOV lanes on I-287 has not come close to meeting the State's expected projections for land usage, which shows that the HOV lane restrictions have not had the effect of encouraging car pooling at satisfactory levels; and

Whereas, because of the HOV lane restrictions on I-287, a much larger number of citizens who use the non-restricted lanes of that highway are subjected to frequent heavy traffic situations, which result in high costs in fuel burned and hourly wages lost, while the overall levels of air pollution and noise increase, all of which represent a severe reduction in the quality of life of those citizens; and

Whereas, since a considerable amount of effort is used by the State Police in enforcing the HOV lane restrictions on I-287, the availability of the State Police in combating other motor vehicle-related crimes on other highways of this State is diminished; and

Whereas, it is appropriate for this House to express this policy to protect the citizens of this State who are adversely affected by excessive automobile, bus and truck traffic as a result of the HOV lane restrictions; and

Whereas, it is altogether fitting and proper that the Legislature memorialize Congress to enact Congresswoman Roukema's amendment to H.R. 4328 which would require the United States Secretary of Transportation to waive repayment of any Federal-aid highway funds expended on the construction of HOV lanes on I-287 if the New Jersey Commissioner of Transportation assures the Secretary that the removal of HOV lane restrictions on I-287 is in the public interest; now, therefore, be it

*RESOLVED* by the General Assembly of the State of New Jersey:

1. The Congress of the United States is respectfully memorialized to enact Congresswoman Roukema's amendment to H.R. 4328

which would require the United States Secretary of Transportation to waive repayment of any Federal-aid highway funds expended on the construction of high occupancy vehicle ("HOV") lanes on Interstate Highway Route 287 if the New Jersey Commissioner of Transportation assures the Secretary that the removal of HOV lane restrictions on Interstate Route 287 is in the public interest.

2. Duly authenticated copies of this resolution, signed by the Speaker of the General Assembly and attested by the Clerk thereof, shall be transmitted to the President of the United States Senate, the Speaker of the United States House of Representatives, the New Jersey Commissioner of Transportation, the United States Secretary of Transportation, and each member of Congress from the State of New Jersey.

POM-18. A resolution adopted by the General Assembly of the State of New Jersey; to the Committee on the Judiciary.

#### ASSEMBLY RESOLUTION NO. 119

Whereas, the U.S. Department of Transportation, pursuant to the 1996 Immigration Reform Act, has proposed regulations requiring states to follow federal guidelines in producing and issuing drivers' licenses; and

Whereas, these regulations would mandate that all states collect and verify the social security numbers of licensed drivers and that these numbers be placed on the licenses of these drivers in a form that is electronically readable, unless the state explicitly prohibits this practice; and

Whereas, these regulations would further allow the federal government to dictate the acceptable evidence and documentation of identity required to obtain a state driver's license; and

Whereas, these regulations would impose a significant cost burden on New Jersey by requiring the reformatting of its driver's license and the establishment of an electronic verification system with the Social Security Administration; and

Whereas, the placement of social security numbers on New Jersey driver's licenses, unless a law expressly prohibiting this practice is enacted, raises serious concerns about the security of the personal information of this State's drivers in an era when "identity theft" and other breaches of privacy are on the increase; and

Whereas, these regulations would impose an unfunded federal mandate on the states that promises to far exceed, in total, the maximum \$100 million permitted under the Unfunded Mandate Reform Act of 1994 and, contrary to the provisions of that act, have been put forth without "timely and meaningful input" from state elected officials or their national organizations, according to the National Council of State Legislatures; and

Whereas, by proposing these regulations to implement a provision of the Immigration Reform Act, the U.S. Department of Transportation is, in effect, seeking to federalize the production and issuance of driver's licenses, functions which heretofore have remained in the domain of the states; now, therefore be it

*Resolved by the General Assembly of the State of New Jersey:*

1. That this House respectfully petitions the Congress of the United States to prevent this costly and unnecessary intrusion on the prerogatives of the states to produce and issue drivers' licenses in keeping with the dictates of their citizens by repealing Section 656(b) of the Immigration Reform Act of 1996, which the proposed Department of Transportation regulations are intended to implement.

2. Duly authenticated copies of this resolution, signed by the Speaker and attested by

the Clerk, shall be transmitted to the Vice President of the United States and the Speaker of the House of Representatives and to each member of Congress elected from this State.

#### REPORTS OF COMMITTEE SUBMITTED DURING ADJOURNMENT

Under the authority of the order of the Senate of December 8, 1990, the following reports of committees were submitted on February 2, 1999:

By Mr. WARNER, from the Committee on Armed Services, with an amendment in the nature of a substitute:

S. 4: A bill to improve pay and retirement equity for members of the Armed Forces; and for other purposes (Rept. No. 106-1).

#### REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. ROTH, from the Committee on Finance, without amendment:

S. 262: A bill to make miscellaneous and technical changes to various trade laws, and for other purposes (Rept. No. 106-2).

By Mr. SHELBY, from the Committee on Intelligence:

Special Report entitled "Committee Activities of the Select Committee on Intelligence" (Rept. No. 106-3).

#### 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. LEAHY (for himself, Mr. TORRICELLI, Mr. DEWINE, Mr. JEFFORDS, Mr. KENNEDY, Mr. HARKIN, Ms. MIKULSKI, Mr. LEVIN, Mr. KERRY, Mrs. MURRAY, Mrs. BOXER, and Mr. SARBANES):

S. 333. A bill to amend the Federal Agriculture Improvement and Reform Act of 1996 to improve the farmland protection program; to the Committee on Agriculture, Nutrition, and Forestry.

By Mr. AKAKA:

S. 334. A bill to amend the Federal Power Act to remove the jurisdiction of the Federal Energy Regulatory Commission to license projects on fresh waters in the State of Hawaii; to the Committee on Energy and Natural Resources.

By Ms. COLLINS (for herself, Mr. COCHRAN, Mr. LEVIN, Mr. DURBIN, and Mr. BURNS):

S. 335. A bill to amend chapter 30 of title 39, United States Code, to provide for the nonavailability of certain deceptive matter relating to games of chance, administrative procedures, orders, and civil penalties relating to such matter, and for other purposes; to the Committee on Governmental Affairs.

By Mr. LEVIN (for himself, Mr. DURBIN, and Ms. COLLINS):

S. 336. A bill to curb deceptive and misleading games of chance mailings, to provide Federal agencies with additional investigative tools to police such mailings, to establish additional penalties for such mailings, and for other purposes; to the Committee on Governmental Affairs.

By Mr. HUTCHINSON (for himself, Mr. LOTT, Mr. NICKLES, Mr. MACK, Mr. CRAIG, Mr. COVERDELL, Mr. WARNER, Mr. HATCH, Ms. COLLINS, Mr. COCHRAN, Mr. BUNNING, Mr. ASHCROFT, Mr.

HELMS, Mr. GRASSLEY, Mr. ENZI, Mr. INHOFE, Mr. BOND, Mr. GORTON, Mr. FRIST, Mr. THURMOND, Mr. HAGEL, Mr. ALLARD, Mr. GRAMS, Mr. KYL, Mr. ROBERTS, Mr. SESSIONS, and Mr. SHELBY):

S. 337. A bill to preserve the balance of rights between employers, employees, and labor organizations which is fundamental to our system of collective bargaining while preserving the rights of workers to organize, or otherwise engage in concerted activities protected under the National Labor Relations Act; to the Committee on Health, Education, Labor, and Pensions.

By Mr. CAMPBELL:

S. 338. A bill to provide for the collection of fees for the making of motion pictures, television productions, and sound tracks in units of the Department of the Interior, and for other purposes; to the Committee on Energy and Natural Resources.

By Mr. MCCAIN (for himself and Mr. INOUE):

S. 339. A bill to amend the Indian Gaming Regulatory Act, and for other purposes; to the Committee on Indian Affairs.

By Mr. ALLARD:

S. 340. A bill to amend the Cache La Poudre River Corridor Act to make technical corrections, and for other purposes; to the Committee on Energy and Natural Resources.

By Mr. CRAIG:

S. 341. A bill to amend the Internal Revenue Code of 1986 to increase the amount allowable for qualified adoption expenses, to permanently extend the credit for adoption expenses, and to adjust the limitations on such credit for inflation, and for other purposes; to the Committee on Finance.

By Mr. FRIST (for himself, Mr. MCCAIN, and Mr. BURNS):

S. 342. A bill to authorize appropriations for the National Aeronautics and Space Administration for fiscal years 2000, 2001, and 2002, and for other purposes; to the Committee on Commerce, Science, and Transportation.

By Mr. BOND (for himself, Mr. BURNS, Ms. SNOWE, Mr. ENZI, Mr. COVERDELL, Mr. HAGEL, Mr. KYL, Mr. CRAIG, Mr. INHOFE, Mr. HELMS, Ms. COLLINS, Mr. SPECTER, Mr. JEFFORDS, Mr. ROBERTS, and Mr. HUTCHINSON):

S. 343. A bill to amend the Internal Revenue Code of 1986 to allow a deduction for 100 percent of the health insurance costs of self-employed individuals; to the Committee on Finance.

By Mr. BOND (for himself, Mr. NICKLES, Ms. SNOWE, Mr. COVERDELL, Mr. BENNETT, and Mr. COCHRAN):

S. 344. A bill to amend the Internal Revenue Code of 1986 to provide a safe harbor for determining that certain individuals are not employees; to the Committee on Finance.

By Mr. ALLARD:

S. 345. A bill to amend the Animal Welfare Act to remove the limitation that permits interstate movement of live birds, for the purpose of fighting, to States in which animal fighting is lawful; to the Committee on Agriculture, Nutrition, and Forestry.

By Mrs. HUTCHISON (for herself, Mr. GRAHAM, Mr. VOINOVICH, Mr. ABRAHAM, Mr. McCONNELL, Mr. MCCAIN, Mr. LOTT, Mr. LEAHY, Mr. SMITH of Oregon, Mr. GORTON, Mrs. MURRAY, Mr. ALLARD, Mr. BURNS, Mr. FRIST, Mr. COCHRAN, Mr. CRAIG, Mr. BUNNING, Mr. KYL, Mr. LUGAR, Mr. INHOFE, Mr. HUTCHINSON, Mr. MACK, Mrs. LINCOLN, Mr. TORRICElli, Mr. BAYH, Mr. MURKOWSKI, Mr. GRAMM, and Mr. THOMPSON):

S. 346. A bill to amend title XIX of the Social Security Act to prohibit the recoupment of funds recovered by States from one or more tobacco manufacturers; to the Committee on Finance.

By Mr. GRAMS:

S. 347. A bill to redesignate the Boundary Waters Canoe Area Wilderness, Minnesota, as the "Hubert H. Humphrey Boundary Waters Canoe Area Wilderness"; to the Committee on Energy and Natural Resources.

By Ms. SNOWE (for herself, Mr. TORRICElli, Mr. GORTON, and Mr. JEFFORDS):

S. 348. A bill to authorize and facilitate a program to enhance training, research and development, energy conservation and efficiency, and consumer education in the oilheat industry for the benefit of oilheat consumers and the public, and for other purposes; to the Committee on Energy and Natural Resources.

By Mr. HAGEL (for himself and Mr. REED):

S. 349. A bill to allow depository institutions to offer negotiable order of withdrawal accounts to all businesses, to repeal the prohibition on the payment of interest on demand deposits, and for other purposes; to the Committee on Banking, Housing, and Urban Affairs.

By Mrs. HUTCHISON (for herself, Mr. ALLARD, and Mr. HAGEL):

S. 350. A bill to amend title 10, United States Code, to improve the health care benefits under the TRICARE program and otherwise improve that program, and for other purposes; to the Committee on Armed Services.

By Mr. GRAMS (for himself, Mr. JOHNSON, Mr. SESSIONS, and Mr. BENNETT):

S. 351. A bill to provide that certain Federal property shall be made available to States for State and local organization use before being made available to other entities, and for other purposes; to the Committee on the Judiciary.

By Mr. THOMAS (for himself, Mr. NICKLES, Mr. CRAIG, Mr. HELMS, Mr. CRAPO, Mr. GRAMS, and Mr. ENZI):

S. 352. A bill to amend the National Environmental Policy Act of 1969 to require that Federal agencies consult with State agencies and county and local governments on environmental impact statements; to the Committee on Environment and Public Works.

By Mr. GRASSLEY (for himself, Mr. KOHL, and Mr. THURMOND):

S. 353. A bill to provide for class action reform, and for other purposes; to the Committee on the Judiciary.

By Mr. THOMAS (for himself, Mr. MCCAIN, Mr. KERRY, Mr. SMITH of Oregon, and Mr. ROBB):

S. 354. A bill to authorize the extension of nondiscriminatory trade status to the products of Mongolia; to the Committee on Foreign Relations.

By Mr. MOYNIHAN (for himself and Mr. BINGAMAN):

S. 355. A bill to amend title 13, United States Code, to eliminate the provision that prevents sampling from being used in determining the population for purposes of the apportionment of Representatives in Congress among the several States; to the Committee on Governmental Affairs.

By Mr. KYL (for himself and Mr. MCCAIN):

S. 356. A bill to authorize the Secretary of the Interior to convey certain works, facilities, and titles of the Gila Project, and designated lands within or adjacent to the Gila Project, to the Wellton-Mohawk Irrigation and Drainage District, and for other purposes; to the Committee on Energy and Natural Resources.

By Mr. GRAMS:

S. 357. A bill to amend the Federal Crop Insurance Act to establish a pilot program in certain States to provide improved crop insurance options for producers; to the Committee on Agriculture, Nutrition, and Forestry.

S. 358. A bill to freeze Federal discretionary spending at fiscal year 2000 levels, to

extend the discretionary budget caps until the year 2010, and to require a two-thirds vote of the Senate to breach caps; to the Committee on the Budget and the Committee on Governmental Affairs, jointly, pursuant to the order of August 4, 1977 with instructions that if one Committee reports, the other Committee have thirty days to report or be discharged.

By Mr. GRAMS (for himself and Mr. CRAPO):

S. 359. A bill to establish procedures to provide for a taxpayer protection lock-box and related downward adjustment of discretionary spending limits, to provide for additional deficit reduction with funds resulting from the stimulative effect of revenue reductions, and to provide for the retirement security of current and future retirees through reforms of the Old Age Survivor and Disability Insurance Act; to the Committee on the Budget and the Committee on Governmental Affairs, jointly, pursuant to the order of August 4, 1977, with instructions that if one Committee reports, the other Committee have thirty days to report or be discharged.

By Mr. GRAMS:

S. 360. A bill to control emergency spending by limiting such spending to natural disasters; to the Committee on Governmental Affairs.

By Mr. ENZI (for himself and Mr. THOMAS):

S. 361. A bill to direct the Secretary of the Interior to transfer to John R. and Margaret J. Lowe of Big Horn County, Wyoming, certain land so as to correct an error in the patent issued to their predecessors in interest.

By Mr. LAUTENBERG (for himself and Mr. TORRICElli):

S. 362. A bill to authorize appropriations for the Coastal Heritage Trail Route in New Jersey, and for other purposes; to the Committee on Energy and Natural Resources.

By Mr. DOMENICI:

S. 363. A bill to establish a program for training residents of low-income rural areas for, and employing the residents in, new telecommunications industry jobs located in rural areas, and for other purposes; to the Committee on Health, Education, Labor, and Pensions.

By Mr. BOND (for himself, Mr. KERRY, and Mr. LIEBERMAN):

S. 364. A bill to improve certain loan programs of the Small Business Administration, and for other purposes; to the Committee on Small Business.

By Mr. GORTON (for himself and Mrs. MURRAY):

S. 365. A bill to amend title XIX of the Social Security Act to allow States to use the funds available under the State children's health insurance program for an enhanced matching rate for coverage of additional children under the medicaid program; to the Committee on Finance.

By Mr. COCHRAN (for himself, Mr. MOYNIHAN, and Mr. FRIST):

S.J. Res. 8. A joint resolution providing for the reappointment of Wesley S. Williams, Jr., as a citizen regent of the Board of Regents of the Smithsonian Institution; to the Committee on Rules and Administration.

S.J. Res. 9. A joint resolution providing for the reappointment of Dr. Hanna H. Gray as a citizen regent of the Board of Regents of the Smithsonian Institution; to the Committee on Rules and Administration.

S.J. Res. 10. A joint resolution providing for the reappointment of Barber B. Conable, Jr., as a citizen regent of the Board of Regents of the Smithsonian Institution; to the Committee on Rules and Administration.

## SUBMISSION OF CONCURRENT AND SENATE RESOLUTIONS

The following concurrent resolutions and Senate resolutions were read, and referred (or acted upon), as indicated:

By Mr. GRAMS:

S. Res. 31. A resolution commending Archbishop Desmond Tutu for being a recipient of the Immortal Chaplains Prize for Humanity; to the Committee on the Judiciary.

## STATEMENTS ON INTRODUCED BILLS AND JOINT RESOLUTIONS

By Mr. LEAHY (for himself, Mr. TORRICElli, Mr. DEWINE, Mr. JEFFORDS, Mr. KENNEDY, Mr. HARKIN, Ms. MIKULSKI, Mr. LEVIN, Mr. KERRY, Mrs. MURRAY, Mrs. BOXER, and Mr. SAR-BANES):

S. 333. A bill to amend the Federal Agriculture Improvement and Reform Act of 1996 to improve the farmland protection program; to the Committee on Agriculture, Nutrition, and Forestry.

## FEDERAL AGRICULTURE IMPROVEMENT AND REFORM ACT AMENDMENTS

Mr. LEAHY. Mr. President, I am pleased to have Senators TORRICElli, DEWINE, JEFFORDS, KENNEDY, HARKIN, MIKULSKI, LEVIN, KERRY, MURRAY and BOXER join me today to reauthorize a program that has helped hundreds of farmers across the country save their farms and stay in the business of farming. Today, we are introducing a bill to reauthorize the Farmland Protection Program at a funding level of \$55 million a year. This new authorization supports the efforts of President Clinton to restart the program with \$50 million in Fiscal Year 2000.

Since its creation in the 1996 Farm Bill, the Farmland Protection Program has been instrumental in curbing the loss of some of our nation's most productive farmland to urban sprawl. The Farmland Protection Program helps shield farmers from development pressures by providing federal matching grants to state and local conservation organizations to purchase easements on farms.

We have all seen the impact of urban sprawl in our home states, whether it be large, multi-tract housing or megamalls that bring national superstores and nation-sized parking lots. We are losing farmland across the country at an alarming rate. This bill will step up our efforts to halt this disturbing trend before too many of America's farms are permanently transformed into asphalt jungles.

In Vermont, we are also seeing the impact of development on our farmland. Increasing land prices and development pressure have forced too many Vermont farmers to sell to developers instead of passing on their farms to the next generation. With the former Farms for the Future program and the Farmland Protection Program, farmers now have a fighting chance against development. Since its inception in Vermont, these programs have helped

conserve 78,000 acres of land on more than 220 Vermont farms.

The success of the program should not just be measured in acres though. The program also has helped farmers expand and re-invest in farm facilities and equipment. Some of the farm projects have also led to construction of affordable housing and preservation of wildlife habitat. There are now success stories all over Vermont. One is the story of Paul and Marian Connor of Bridport, Vermont. Working with the Vermont Land Trust they were able to conserve their 221-acre farm while continuing their dairy operation, raising seven children and retire their mortgage.

Although Vermont is making great progress, across the nation we continue to lose as much as one million acres of prime farmland annually. This land is critically important to agriculture. For example, nearly three-quarters of America's dairy products, fruits and vegetables are grown in counties affected by urban growth.

For American farmers and ranchers, farmland protection is an issue of the survival of both family farms and agricultural regions. When urban pressure pushes up the value of agricultural land above its agricultural value, it threatens the end of family farms because the next generation simply cannot afford to farm land valued at development prices. As some farmers sell their land for development, it places increasing pressure on their neighbors to sell as well.

The 1996 Farm Bill recognized this problem by directly providing \$35 million for farmland protection matching funds that have leveraged million more from local and private programs. The Farmland Protection Program is a model of what new federal conservation programs ought to be, enjoying the unanimous support of the National Governors Association. It preserves the private property rights of farmers.

It offers the Congress a way to demonstrate a realistic and meaningful commitment to the conservation of America's natural heritage without expanding the role of the federal government, and it encourages local communities and states to contribute their own efforts. The program's overwhelming success though has led to increased demand for the program—applicants requested a federal match of more than \$130 million.

Our bill will help address some of this demand and encourage more state governments, local communities and private groups to start new matching programs. This modest federal investment will maintain our commitment to the protection of our rural heritage and working landscape.

By Ms. COLLINS (for herself, Mr. COCHRAN, Mr. LEVIN, Mr. DURBIN, and Mr. BURNS):

S. 335. A bill to amend chapter 30 of title 39, United States Code, to provide for the nonmailability of certain decep-

tive matter relating to games of chance, administrative procedures, orders, and civil penalties relating to such matter, and for other purposes; to the Committee on Governmental Affairs.

## DECEPTIVE MAIL PREVENTION AND ENFORCEMENT IMPROVEMENT ACT

Ms. COLLINS. Mr. President, today, during National Consumer Protection Week, I am introducing the Deceptive Mail Prevention and Enforcement Act, a comprehensive bill designed to stem the rising tide of deceptive mailings that are flooding the mailboxes of the people of Maine and people throughout the country.

I am very pleased to have the cosponsorship of a trio of distinguished Senators in this regard: Senator COCHRAN, the chairman of the subcommittee with legislative jurisdiction over these types of mailings, who has been a leader in the effort to curtail deceptive mailings and sweepstakes fraud; Senator LEVIN, who serves as the ranking minority member of the Permanent Subcommittee on Investigations, and who has played an active role not only in the hearings held last year, but also in introducing his own legislation on this issue, which I am pleased to co-sponsor. He has a longstanding interest in curtailing deceptive mailings. I am also pleased to have the support of Senator DURBIN, with whom I have worked very closely on many consumer issues.

Mr. President, several months ago, prompted by complaints that I have received from my constituents in Maine, I initiated an investigation into sweepstakes fraud and deceptive mailings. Over the course of this investigation, I have seen countless examples of mailings that deceptively promise extravagant prizes in order to entice consumers to make unnecessary and unneeded purchases. Unfortunately, this calculated confusion works far too often. In one particularly egregious example, one deceptive mailing prompted some of its victims to fly to Florida, believing that they then would be the first to claim the grand prize promised in a major sweepstakes.

Deceptive mailings take many forms. One such form that I find particularly offensive is "Government look-alike mailings," which appear deceptively like a mailing from a Federal agency or other official entity. An example of such a deceptive mailing was recently sent to me by a woman from Machiasport, ME. The postcard that she received was marked "Urgent Delivery, a Special Notification of Cash Currently Being Held by the U.S. Government is ready for shipment to you." I have blown up a copy of the postcard she received so you can see just how deceptive this mailing was. On the back of the postcard, the consumer was asked to send \$9.97 to learn how to receive this cash. Of course, this was not a legitimate mailing from the Federal