

I believe a Federal investment in our children at the most critical juncture of their lives—pre-natal to three—will do more to end the cycle of crime and violence in America than anything else the Senate could do.

Studies looking at resiliency in adolescents are finding that a stable beginning contributes significantly to the youth's ability to take control and turn their life around.

During consideration of this juvenile justice legislation, we have considered, and may still consider, controversial proposals associated with this bill that elicit either solid support of deep opposition.

Yet, when it comes time to consider our legislation to provide enhanced prenatal-to-3 services, I am hopeful that proposal will receive support from both sides of the aisle.

I will speak again on this issue when I introduce our legislation in the next 2 weeks.

However, with the context of the floor debate, I could not pass up this opportunity to express my views on how best we can get to the root of juvenile crime in this country.

Thank you, Mr. President.

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 President, I ask unanimous consent that the order for the quorum call be rescinded.

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

Mr. HATCH. Mr. President. During the debate over juvenile crime, we have heard a lot about the negative activities that juveniles participate in—playing violent video games, viewing unseemly sites on the Internet, and watching objectionable movies. But little has been said about the constructive things that kids can be—and are—doing with their time. It seems, sometimes, that there are few alternatives to the pollution that modern culture often feeds to our children.

However, in my home state of Utah there are many programs that help children to focus their attention away from destructive activities. For example, the Police Athletic League in Ogden, Utah provides sports lessons and intramural teams for 325 kids. Police officers serve as mentors to children and supply much needed attention through athletic activities.

The Hispanic Cultural Youth Program in Utah holds dances and social events that present a safe place for youth to socialize. And the LDS church has an extensive youth program that provides social events, educational activities, mentoring and community service activities.

I want my colleagues to be aware of an excellent program in Arizona that gives juveniles positive alternatives to the destructive activities that contribute to juvenile crime. "Kid-Star"

Radio 590 AM, in Phoenix, allows children to produce, broadcast, and promote their own radio shows. Perry Damone, son of my good friend Vic Damone, has founded this program that places radio stations in the public schools and allows the children to control the broadcast. The kids run the entire program and have had phenomenal success with it. Over 3,000 students throughout Arizona have participated in the program. Individual schools report an almost immediate improvement in over-all student responsibility, and better written and oral skills.

Under this program, the students have conducted numerous interviews with prominent individuals including country singer Garth Brooks, comedian Jay Leno and our esteemed colleague Senator JOHN MCCAIN. Children have emerged from this program with a better self-esteem, greater maturity, and life skills.

In S. 254, the Violent and Repeat Juvenile Offender Accountability and Rehabilitation Act of 1999, the Federal Government is required to disseminate data on prevention programs that are successful. This bill provides over \$1 billion a year to the States to fight juvenile crime and prevent juvenile delinquency. This money will help the Department of Justice isolate and encourage successful prevention programs. Programs like the Police Athletic League, the Hispanic Cultural Youth Program, and "Kid-Star" should receive our special attention and be encouraged to continue the good work that they do.

As we continue to search for solutions to juvenile crime, let's remember the best solutions come from individuals working on a local level to make a difference. We can learn much from these initiatives on behalf of our children. I am extremely enthusiastic about the programs I have mentioned and hope the positive benefits of programs such as this can be extended to the entire Nation.

ARLINGTON, VIRGINIA DMV DEMONSTRATES IMPORTANCE OF THE NATIONAL MOTOR VEHICLE TITLE INFORMATION SYSTEM

Mr. LOTT. Mr. President, I rise to thank the Virginia Department of Motor Vehicles (DMV) and the American Association of Motor Vehicle Administrators for hosting a demonstration of the National Motor Vehicle Title Information System (NMVTIS) today in Arlington, Virginia.

Staff representing Senators from both sides of the aisle were shown how the national titling information system will allow participating states to track a motor vehicle from essentially birth to death. NMVTIS will let DMVs and consumers know where a vehicle was previously titled and which, if any, brands have been associated with the vehicle. It will also let law enforcement know if a vehicle being registered or titled is stolen. Again, this is crucial

disclosure information for states, car buyers, and police forces across the country.

It is a system that is consistent with advances in technology. One that allows states to share information over the wire. NMVTIS makes a great deal of sense as state governments move to paperless systems and greater use of the Internet to share information with their citizenry.

Mr. President, Congress directed the establishment of NMVTIS as part of the Anti-Car Theft Act of 1992. In part, to curtail motor vehicle theft, but also to allow states to share "real time" up-to-date vehicle information.

It is clear though, that the effectiveness of a national titling information system depends on maximum state participation. Congress knew this when it authorized incentive grants to encourage states to use the system. A minimum of \$300,000 is available to a state to offset its implementation costs.

Virginia, often a technology leader, embraced NMVTIS early and agreed to be the first state to pilot test the system. It will have the system online at all DMVs this June. Indiana, Massachusetts, Florida, and Arizona are also in the process of implementing NMVTIS. Kentucky and New Hampshire are not far behind. Both states submitted formal grant applications to the Department of Justice which oversees NMVTIS. Additionally, a number of states have also sent letters of interest and are hopeful to obtain startup funding this year. These include: Alabama, District of Columbia, Georgia, Hawaii, Idaho, Illinois, Louisiana, Maryland, Missouri, Nebraska, Nevada, New Jersey, New Mexico, New York, North Dakota, Ohio, Pennsylvania, Tennessee, Texas, and West Virginia.

It is expected that 21 states will be full partners in the national titling system by 2000 and that all states will choose to participate in the system by 2003.

Mr. President, I congratulate Virginia and the other participating states for leading the way. NMVTIS is one significant tool that will be used to combat title fraud and vehicle theft. With NMVTIS, and appropriate and workable uniform salvage vehicle titling definitions and standards, consumers across the country will have the kind of disclosure detail they need to make informed purchase decisions.

Somewhere down the road, consumers will be able to conduct vehicle queries and get "real time" vehicle history information from their home computers.

Mr. President, the 106th Congress does not need to put roadblocks in the way. My colleagues must reject any proposal that would jeopardize full nationwide implementation of this much needed system. Instead, this Congress must do everything it can to maintain the vitality of NMVTIS. For America's motorists, for car purchasers, and for all 50 states.

Mr. President, I ask unanimous consent to have printed in the RECORD an

AAMVA news release and other background information on NMVTIS.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

AMERICAN ASSOCIATION OF
MOTOR VEHICLE ADMINISTRATORS,
Arlington, VA, May 14, 1999.

**SALVAGE LEGISLATION KILLS TITLE WASHING
RIDS ROAD OF UNSAFE VEHICLES**

ARLINGTON, VA.—Senate staffers tomorrow at 10:30 a.m., get a first hand, real-time look at what could signal the end of automobile title theft and help rid our highways of unsafe vehicles.

At the Virginia Department of Motor Vehicles (DMV), 4150 South Four Mile Run Drive, Arlington, Virginia, members of the Committee on Commerce, Science, and Transportation will peek at the technology serving as the backbone for Senator Lott's S. 655.

This bill encourages the standardization of title laws combating the fraudulent resale of damaged and stolen vehicles. Under Lott's bill, federal incentives would be provided to those states enacting uniform state title branding laws. An opposing bill circulating through committee doesn't provide the federal incentives and increases the paper trail with salvaged vehicles.

"We support S. 655 and the standardization of title laws to combat fraud," said Kenneth M. Beam, president, American Association of Motor Vehicle Administrators (AAMVA). "Ridding our highways of unsafe vehicles and eliminating 'title washing' is of eminent importance to highway safety."

The Anti-Car Theft Act of 1992 required the U.S. Department of Transportation (DOT) to implement a National Motor Vehicle Title Information System (NMVTIS pronounced min-veet-us). The American Association of Motor Vehicle Administrators (AAMVA) undertook the responsibility of assisting states in complying with the new legislation. And in 1996, Congress mandated responsibility of the system to the U.S. Department of Justice (DOJ).

Currently five states are online with NMVTIS including; Virginia, Indiana, Massachusetts, Florida and Arizona. Lott's bill will reinforce the effort to implement NMVTIS nationwide.

PUBLIC RELATIONS OFFICE,
DEPARTMENT OF MOTOR VEHICLES,
Richmond, VA, May 14, 1999.

**NATIONAL MOTOR VEHICLE TITLE
INFORMATION SYSTEM (NMVTIS)**

INTRODUCTION

NMVTIS is required by the Anti Car Theft Act of 1992, which was enacted to deter trafficking of stolen vehicles by strengthening law enforcement, combating automobile title fraud, preventing "chop shop" related thefts, and inspecting exports for stolen vehicles. Approximately \$800,000 was appropriated to the National Highway Transportation Safety Administration (NHTSA) to develop a prototype system for a national clearinghouse of vehicle title information. The idea is to have a central file which, when polled, would tell a state where the vehicle is currently titled and verify the validity before a new title is issued. NHTSA allocated the funds to the American Association of Motor Vehicle Administrators (AAMVA) for AAMVAnet, the AAMVA non-profit entity that manages the network, to coordinate the project and to run a pilot of the program. Virginia developed a system design for the pilot program and was the first state to place all NMVTIS transactions into production. The other states participating in the pilot are Arizona, Florida, Indiana, Kentucky, Massachusetts, and New Hampshire.

AAMVA has contracted with the Polk Company to provide the Central File Operator (CFO) services for Manufacturer's Statement of Origin (MSO), VIN and State of Title (SOT) information. They have also contracted with NICB-Facta to provide similar services for the Brand and Theft files (to advise the inquiring state of any reported thefts and any brands on the vehicle). Also, Congress provided an additional \$1,000,000 for the project to the Department of Justice, Federal Bureau of Investigation (FBI) and moved the project responsibility from NHTSA to the FBI.

This online, real-time system currently includes vehicle information from both pilot and non-pilot states. Non-repairable and salvage vehicle information from junkyards, salvage yards, and insurance carriers is also included. Manufacturers also enter Manufacturer's Certificate of Origin (MCO) information into the system.

The following types of data are exchanged between states, private sector service providers (i.e. salvage yards), and users:

- Title
- Registration
- Brand
- Theft
- Detailed vehicle information

Vehicle information is also provided to:

- Other states
- Federal, state, and local law enforcement
- Insurance carriers
- Prospective purchasers

States use the system to determine:

- Validity and status of a Manufacturer's Certificate of Origin (MCO)
- Validity and status of a title document
- Current State of Title (SOT)
- Title and registration history

If a vehicle is non-repairable, salvage, or otherwise branded

- A vehicle's last recorded odometer reading
- If a vehicle has been reported stolen
- Detailed vehicle data from manufacturer and/or SOT

States update the system when:

- A vehicle has been titled from an MCO or issued from an MCO in error
- A vehicle has been re-titled from another state or re-titled from another state in error
- Title data has changed
- A title record has been deleted from a state's files
- A vehicle has been registered or registered in error
- A brand has been recorded on a title or has been recorded in error

The system notifies the states when another state has:

- Titled a vehicle or titled a vehicle in error
- Registered a vehicle or registered a vehicle in error

Examples of vehicle information maintained on NMVTIS are:

- VIN
- Make
- Year
- Model
- Body type
- Color
- GVW (Gross Vehicle Weight)

The following information is not included in NMVTIS:

- An individual's Social Security Number (SSN) or address

- Non-electronic updates of brand data from junk yards, salvage yard, or insurance carriers

- Pointers to the State of Registration (SOR)

Any guarantee that brand history is complete at the time of inquiry (Junkyards, salvage yards, and insurance carriers report monthly.)

The following vehicles (based on body type) are currently excluded from NMVTIS:

- All trailers
- Mopeds
- Motor bikes
- Manufactured homes
- Equipment

NMVTIS will benefit states by allowing for:

- A framework to promote uniformity in titling procedures among U.S. jurisdictions.

- Titling jurisdictions to verify the vehicle and title information, obtain information on all brands ever applied to a vehicle, and obtain information on whether the vehicle has been reported stolen, prior to issuing a title.

- The VIN to be checked against a national pointer file, which provides the last jurisdiction that issued a title on a vehicle and requests detail of the vehicle from the jurisdiction.

Law enforcement to create lists of vehicles, by junkyard, salvage yard, or insurance carrier that are reported as junk or salvage. The Act requires junkyard, salvage yards, and insurance carriers to report monthly to NMVTIS on all junk and salvage vehicles obtained. Law enforcement's inquiries to NMVTIS will further assist its investigations of vehicle theft and fraud.

Manufacturers to dramatically reduce the use of paper Manufacturer's Certificate of Origin. NMVTIS will incorporate the functionality of the AAMV Anet Paperless MCO application, which allows jurisdictions to inquire on an electronic MCO file for data necessary to create the vehicle's first title. The manufacturers reduce their use of the paper MCO, and the jurisdictions build their initial title records from the electronic data created by manufacturers, which will significantly reduce data entry errors.

The consumer, through a Prospective Purchaser Inquiry (PPI), to have access to any current or former title brands that relate to the value and condition of a particular vehicle. This allows consumers to make better-informed decisions on whether to buy a vehicle and at what purchase price.

**NATIONAL MOTOR VEHICLE TITLE
INFORMATION SYSTEM**

EXECUTIVE SUMMARY

Background: Anti Car Theft Act of 1992

The Anti Car Theft Act of 1992 (the Act) was enacted to deter trafficking in stolen vehicles by strengthening law enforcement against auto theft (Title I), combating automobile title fraud (Title II), preventing "chop shop" related thefts (Title III), and inspecting exports for stolen vehicles (Title IV). Title II of the Act required the Department of Transportation (DOT) to implement a National Motor Vehicle Title Information System (NMVTIS).

Title II intent

The intent of Title II is to make it as difficult as possible for automobile thieves to obtain legitimate vehicle ownership documentation. Also, consumers will have ready access to vehicle information.

System capabilities

NMVTIS will allow jurisdictions to verify the validity of titles prior to issuing new titles. This will inhibit title fraud and auto theft by making it harder to title stolen vehicles. Law enforcement officials will be provided access to junk yard and salvage yard information, allowing them to identify illegal activities. The consumer will have access to the latest odometer reading and any current or former title brands that relate to the value and condition of a particular vehicle. This allows consumers to make better-informed decisions on whether to buy a vehicle and at what purchase price.

Authorized users of NMVTIS

The Act specifies that the information within NMVTIS shall be available to jurisdictions; federal, state and local law enforcement officials; insurance carriers and other prospective purchasers (e.g., individuals, auction companies, and used car dealers).

The NMVTIS pilot

AAMVA has developed a pilot NMVTIS. The design of the system was selected by the U.S. jurisdictions as one that posed the least burden on the states for creating, maintaining, and operating a system for the exchange of vehicle titling and brand data. The purpose of the pilot is to confirm the feasibility and benefits of the system's technical design and operational procedures. The pilot will allow for a fine-tuning of the technical and procedural issues prior to the national rollout of NMVTIS.

Pilot participants are Kentucky, Massachusetts, Indiana, Virginia, Florida, and Arizona.

The Anti Car Theft Improvements Act

To implement the National Motor Vehicle Title Information System (NMVTIS) nationwide (i.e., post-pilot), the states need Congressional authorization of funds for grants. The Anti Car Theft Improvements Act of 1996 was signed into law on July 2, 1996. It amends the Anti Car Theft Act of 1992 to:

- authorize funding for states' development of NMVTIS,
- remove the cap previously placed on state grant funding,
- give the Department of Justice the responsibility for the information system, and
- move the date of implementation of NMVTIS to December 1997.

Data available

Data supported by this system and available to its users include:

- registration and title data,
- brand history data,
- detailed vehicle data.

Benefits of the system

NMVTIS will allow for:

Titling jurisdictions to verify the vehicle and title information, obtain information on all brands ever applied to a vehicle, and obtain information on whether the vehicle has been reported stolen. This information can be received prior to issuing a title, which allows the title jurisdiction to verify the data before creating the title.

The VIN is checked against a national pointer file, which provides the last jurisdiction that issued a title on a vehicle and requests details of the vehicle from that jurisdiction. The details include the latest odometer reading for the vehicle. This verification of title, brand, theft, and odometer data will allow for a reduction in the issuance of fraudulent titles and a reduction in odometer fraud. Once the inquiring jurisdiction receives the information, it can decide whether to issue a title; if so, NMVTIS notifies the last titling jurisdiction that another jurisdiction has issued a title. The old jurisdiction can then inactivate its title record. This will allow jurisdictions to identify and purge inactive titles on a regular basis.

Law enforcement to create lists of vehicles, by junk yard, salvage yard, or insurance carrier, that are reported as junk or salvage. The Act requires junk yards, salvage yards, and insurance carriers to report monthly to NMVTIS on all junk and salvage vehicles obtained. Law enforcement's inquiries will allow it to use NMVTIS to further its investigations of vehicle theft and fraud.

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THE VERY BAD DEBT BOXSCORE

Mr. HELMS. Mr. President, at the close of business yesterday, Thursday, May 13, 1999, the federal debt stood at \$5,579,720,008,674.59 (Five trillion, five hundred seventy-nine billion, seven hundred twenty million, eight thousand, six hundred seventy-four dollars and fifty-nine cents).

One year ago, May 13, 1998, the federal debt stood at \$5,492,157,000,000 (Five trillion, four hundred ninety-two billion, one hundred fifty-seven million).

Five years ago, May 13, 1994, the federal debt stood at \$4,579,502,000,000 (Four trillion, five hundred seventy-nine billion, five hundred two million).

Twenty-five years ago, May 13, 1974, the federal debt stood at \$469,298,000,000 (Four hundred sixty-nine billion, two hundred ninety-eight million) which reflects a debt increase of more than \$5 trillion—\$5,110,422,008,674.59 (Five trillion, one hundred ten billion, four hundred twenty-two million, eight thousand, six hundred seventy-four dollars and fifty-nine cents) during the past 25 years.

NORTHERN MARIANA ISLANDS COVENANT IMPLEMENTATION ACT

Mr. AKAKA. Mr. President, last night, the Senator from Alaska and I introduced the Commonwealth of the Northern Mariana Islands Covenant Implementation Act, legislation to end immigration abuses in a U.S. territory known as the CNMI. This is a bipartisan reform bill, and the changes we propose were supported by the Clinton Administration during the 105th Congress.

I commend my colleague from Alaska, Senator MURKOWSKI, for his leadership on CNMI reform. He traveled more than 10,000 miles to get a first-hand understanding of this issue. Our bill responds to the profound problems that we witnessed while visiting the CNMI.

The Commonwealth of the Northern Mariana Islands is a group of islands located in the far western Pacific. Following World War II, the United States administered the islands under a U.N. Trusteeship.

In 1975, the people of the CNMI voted for political union with the United States. Today, the CNMI is a U.S. territory.

A 1976 covenant enacted by Congress gave U.S. citizenship to CNMI residents. The covenant also exempted the Commonwealth from U.S. immigration law. This exemption led to the immigration abuses that our bill will correct.

I don't represent the CNMI, but the Commonwealth is in Hawaii's backyard. I speak as a friend and neighbor

when I say that conditions in the CNMI must change. The CNMI system of indentured immigrant labor is morally wrong, and violates basic democratic principles.

The CNMI shares the American flag, but it does not share our immigration system. When the Commonwealth became a territory of the United States, we allowed them to write their own immigration laws. After twenty years of experience, we know that the CNMI immigration experiment has failed.

Conditions in the CNMI prompt the question whether the United States should operate a unified system of immigration, or whether a U.S. territory should be allowed to establish laws in conflict with national immigration policy.

Common sense tells us that a unified system is the only answer. If Puerto Rico, or Hawaii, or Arizona, or Oklahoma could write their own immigration laws—and give work visas to foreigners—our national immigration system would be in chaos.

America is one country. We need a uniform immigration system, rather than one system for the 50 states and another system for one of our territories.

There is a mountain of evidence proving just how bad the CNMI situation has become. Let me cite a few examples:

Twenty years ago, the CNMI had a population of 15,000 citizens and 2,000 alien workers. Today, the citizen population has increased to 28,000. Yet the alien worker population has mushroomed to 42,000—a 2000 percent increase. Three to four thousand of these alien workers are illegal aliens.

The Immigration and Naturalization Service reports that the CNMI has no reliable records of aliens who have entered the Commonwealth, how long they remain, and when, if ever, they depart. A CNMI official testified that they have "no effective control" over immigration in their island.

The bipartisan Commission on Immigration studied immigration and indentured labor in the CNMI. The Commission called it "antithetical to American values," and announced that no democratic society has an immigration policy like the CNMI. "The closest equivalent is Kuwait," the Commission found.

The Department of Commerce found that the territory has become "a Chinese province" for garment production. The CNMI garment industry employs 15,000 Chinese workers, some of whom sign contracts that forbid participation in religious or political activities while on U.S. soil. China is exporting their workers, and their human rights policies, to the CNMI.

The CNMI is becoming an international embarrassment to the United States. We have received complaints from the Philippines, Nepal, Sri Lanka, and Bangladesh about immigration abuses and the treatment of workers.