

identifiable developments could help to reverse the negative trends driving Iraq's current trajectory. They include: Broader Sunni acceptance of the current political structure and federalism to begin to reduce one of the major sources of Iraq's instability... Significant concessions by Shia and Kurds to create space for Sunni acceptance of federalism";

Whereas Article One of the Constitution of Iraq declares Iraq to be a "single, independent federal state;"

Whereas Section Five of the Constitution of Iraq declares that the "federal system in the Republic of Iraq is made up of a decentralized capital, regions, and governorates, and local administrations" and enumerates the expansive powers of regions and the limited powers of the central government and establishes the mechanisms for the creation of new federal regions;

Whereas the federal system created by the Constitution of Iraq would give Iraqis local control over their police and certain laws, including those related to employment, education, religion, and marriage;

Whereas the Constitution of Iraq recognizes the administrative role of the Kurdistan Regional Government in 3 northern Iraqi provinces, known also as the Kurdistan Region;

Whereas the Kurdistan region, recognized by the Constitution of Iraq, is largely stable and peaceful;

Whereas the Iraqi Parliament approved a federalism law on October 11th, 2006, which establishes procedures for the creation of new federal regions and will go into effect 18 months after approval;

Whereas Iraqis recognize Baghdad as the capital of Iraq, and the Constitution of Iraq stipulates that Baghdad may not merge with any federal region;

Whereas, despite their differences, Iraq's sectarian and ethnic groups support the unity and territorial integrity of Iraq; and

Whereas Iraqi Prime Minister Nouri al-Maliki stated on November 27, 2006, "The crisis is political, and the ones who can stop the cycle of aggravation and bloodletting of innocents are the politicians": Now, therefore, be it

*Resolved by the Senate (the House of Representatives concurring),* That it is the sense of Congress that—

(1) the United States should actively support a political settlement among Iraq's major factions based upon the provisions of the Constitution of Iraq that create a federal system of government and allow for the creation of federal regions;

(2) the active support referenced in paragraph (1) above should include—

(A) calling on the international community, including countries with troops in Iraq, the permanent 5 members of the United Nations Security Council, members of the Gulf Cooperation Council, and Iraq's neighbors—

(i) to support an Iraqi political settlement based on federalism;

(ii) to acknowledge the sovereignty and territorial integrity of Iraq; and

(iii) to fulfill commitments for the urgent delivery of significant assistance and debt relief to Iraq, especially those made by the member states of the Gulf Cooperation Council;

(B) further calling on Iraq's neighbors to pledge not to intervene in or destabilize Iraq and to agree to related verification mechanisms; and

(C) convening a conference for Iraqis to reach an agreement on a comprehensive political settlement based on the creation of federal regions within a united Iraq;

(3) the United States should urge the Government of Iraq to quickly agree upon and implement a law providing for the equitable distribution of oil revenues, which is a crit-

ical component of a comprehensive political settlement based upon federalism; and

(4) the steps described in paragraphs (1), (2), and (3) above could lead to an Iraq that is stable, not a haven for terrorists, and not a threat to its neighbors.

Mr. BIDEN. Mr. President, today, Senators BROWNBACK, BOXER, SMITH, BILL NELSON and I are introducing a bipartisan resolution. It states clearly what so many of us agree on, the need for a political settlement in Iraq. But then it offers what virtually no one has put forward: a policy to actually secure that political settlement.

We propose that the United States actively support a political settlement among Iraqis based on the provisions of Iraq's constitution that call for creating federal system of government, with strong regions and a limited central government.

And we urge the administration to bring in the international community, including the permanent members of the U.N. Security Council and Iraq's neighbors, to support a settlement based on federalism and to convene a conference with Iraqis to help them reach that settlement.

Each of us recognizes this reality: when a country is caught in a cycle of self-sustaining sectarian violence as Iraq is today, there are only four ways to end it:

*First*, a bloodletting that leaves one side victorious or both sides exhausted. In the case of Iraq, that could take years . . . years we do not have and should not accept.

*Second*, an open-ended foreign occupation that America cannot sustain.

*Third*, the return of a strongman, who is not on the horizon. Even if he were, it would be a tragic irony to replace one dictator with another.

*Or fourth*, a political agreement to form a decentralized, federal system that separates the warring factions and gives them control over the fabric of their daily lives, including the police, jobs, education, marriage and religion.

It's a model that worked in Bosnia. It offers the possibility, but not the guarantee, of a soft landing Iraq.

The Bush administration has another vision for Iraq. But the entire premise of its policy is fundamentally and fatally flawed. It believes Iraqis will rally behind a strong central government that keeps the country together and protects the rights of all citizens equally.

But there is no trust within the central government, trust of the government by the people, and no capacity by the government to deliver services and security. And there is no evidence that we can build that trust and capacity soon.

Simply put, Iraq cannot be run from the center, absent a dictator or foreign occupation. If we want the country to hold together and find stability, we have to make federalism work. If we don't, there will be no political accommodation at the center.

Violent resistance will increase. The sectarian cycle of revenge will spiral

out of control. The result will be at best the violent break up of Iraq into multiple states—at worst the total fragmentation of the country.

This resolution is part of a comprehensive strategy I have proposed to bring our troops home, to leave behind a stable Iraq and to protect our soldiers so long as a single one of them remains in Iraq.

I believe that is the best way to end the war in Iraq responsibly.

#### AMENDMENTS SUBMITTED AND PROPOSED

SA 1476. Mr. CONRAD submitted an amendment intended to be proposed to amendment SA 1251 submitted by Mr. CONRAD and intended to be proposed to the bill S. 1348, to provide for comprehensive immigration reform and for other purposes; which was ordered to lie on the table.

SA 1477. Mr. HATCH submitted an amendment intended to be proposed to amendment SA 1438 submitted by Mr. SESSIONS and intended to be proposed to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1478. Mr. LIEBERMAN submitted an amendment intended to be proposed to amendment SA 1332 submitted by Mr. SANDERS (for himself and Mr. GRASSLEY) and intended to be proposed to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1479. Mr. BINGAMAN submitted an amendment intended to be proposed to amendment SA 1268 submitted by Mr. BINGAMAN and intended to be proposed to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1480. Mr. ENSIGN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1481. Mr. BAUCUS submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1482. Ms. CANTWELL (for herself and Mr. DURBIN) submitted an amendment intended to be proposed by her to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1483. Mr. LEVIN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1484. Mr. CORNYN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1485. Mr. LEVIN submitted an amendment intended to be proposed to amendment SA 1342 submitted by Mr. LEVIN (for himself and Ms. MIKULSKI) and intended to be proposed to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1486. Mr. LEVIN (for himself and Mr. BROWNBACK) submitted an amendment intended to be proposed to amendment SA 1443 submitted by Mr. LEVIN and intended to be proposed to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1487. Mr. ENSIGN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1488. Mr. ENSIGN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1489. Mr. ENSIGN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1490. Mr. ENSIGN submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1491. Mr. COBURN submitted an amendment intended to be proposed by him to the joint resolution S.J. Res. 14, expressing the sense of the Senate that Attorney General Alberto Gonzales no longer holds the confidence of the Senate and of the American people; which was ordered to lie on the table.

SA 1492. Mr. REID proposed an amendment to amendment SA 1235 proposed by Mr. SESSIONS to the amendment SA 1150 proposed by Mr. REID (for Mr. KENNEDY (for himself and Mr. SPECTER)) to the bill S. 1348, to provide for comprehensive immigration reform and for other purposes.

SA 1493. Mr. REID proposed an amendment to amendment SA 1199 proposed by Mr. DODD (for himself and Mr. MENENDEZ) to the amendment SA 1150 proposed by Mr. REID (for Mr. KENNEDY (for himself and Mr. SPECTER)) to the bill S. 1348, supra.

SA 1494. Mr. DOMENICI submitted an amendment intended to be proposed to amendment SA 1235 proposed by Mr. SESSIONS to the amendment SA 1150 proposed by Mr. REID (for Mr. KENNEDY (for himself and Mr. SPECTER)) to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1495. Mr. KYL submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1496. Mr. KYL submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1497. Mr. KENNEDY submitted an amendment intended to be proposed to amendment SA 1323 submitted by Mr. SESSIONS (for himself, Mr. ISAKSON, and Mr. CHAMBLISS) and intended to be proposed to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1498. Mr. KENNEDY submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

SA 1499. Mr. KYL (for himself, Ms. CANTWELL, Ms. COLLINS, and Mr. COLEMAN) submitted an amendment intended to be proposed by him to the bill S. 1348, supra; which was ordered to lie on the table.

#### TEXT OF AMENDMENTS

**SA 1476.** Mr. CONRAD submitted an amendment intended to be proposed to amendment SA 1251 submitted by Mr. CONRAD and intended to be proposed to the bill S. 1348, to provide for comprehensive immigration reform and for other purposes; which was ordered to lie on the table; as follows:

In lieu of the matter proposed to be inserted, insert the following:

##### SEC. \_\_. PEACE GARDEN PASS.

###### (a) AUTHORIZATION.—

(1) IN GENERAL.—The Secretary, in consultation with the Director of the Bureau of Citizenship and Immigration Services, shall develop a travel document (referred to in this section as the “Peace Garden Pass”) to allow citizens of the United States described in subsection (b) to travel to the International Peace Garden on the borders of the State of North Dakota and Manitoba, Canada (and to be readmitted into the United States).

(2) MAINTAINING BORDER SECURITY.—The Secretary shall take any appropriate measures to ensure that the Peace Garden Pass does not weaken border security or other-

wise pose a threat to national security, including—

(A) including biographic data on the Peace Garden Pass; and

(B) using databases to verify the identity and other relevant information of holders of the Peace Garden Pass upon re-entry into the United States.

(b) ADMITTANCE.—The Peace Garden Pass shall be issued for the sole purpose of traveling to the International Peace Garden from the United States and returning from the International Peace Garden to the United States without having been granted entry into Canada.

(c) CHARACTERISTICS OF THE PEACE GARDEN PASS.—The Peace Garden Pass shall be—

(1) machine-readable;

(2) tamper-proof; and

(3) not valid for certification of citizenship for any other purpose other than admission into the United States from the Peace Garden.

(d) IDENTIFICATION.—The Secretary shall—

(1) determine what form of identification (other than a passport or passport card) will be required to be presented by individuals applying for the Peace Garden Pass; and

(2) ensure that cards are only issued to—

(A) individuals providing the identification required under paragraph (1); or

(B) individuals under 18 years of age who are accompanied by an individual described in subparagraph (A).

(e) LIMITATION.—The Peace Garden Pass shall not grant entry into Canada.

(f) DURATION.—Each Peace Garden Pass shall be valid for a period not to exceed 14 days. The actual period of validity shall be determined by the issuer depending on the individual circumstances of the applicant and shall be clearly indicated on the pass.

(g) COST.—The Secretary may not charge a fee for the issuance of a Peace Garden Pass.

**SA 1477.** Mr. HATCH submitted an amendment intended to be proposed to amendment SA 1438 submitted by Mr. SESSIONS and intended to be proposed to the bill S. 1348, to provide for comprehensive immigration reform and for other purposes; which was ordered to lie on the table; as follows:

On page 1, after the last line, insert the following:

##### ( ) SOCIAL SECURITY CARDS.—

(1) INCLUSION OF BIOMETRIC DATA.—Notwithstanding section 305(a)(2) of this Act, section 205(c)(2)(G) of the Social Security Act (42 U.S.C. 405(c)(2)(G)) is amended to read as follows:

“(G) The Commissioner of Social Security shall issue a social security card to each individual at the time of the issuance of a social security account number to such individual. Beginning not later than 2 years after the date of the enactment of the Secure Borders, Economic Opportunity, and Immigration Reform Act of 2007, all social security cards issued under this subparagraph shall be fraud-resistant, tamper-resistant, and wear-resistant, and shall include biometric data.”.

(2) BIOMETRICS FEASIBILITY REPORT.—Notwithstanding the second paragraph (3) in section 305(a), the Commissioner of Social Security is not required to submit to Congress a report on the utility, costs, and feasibility of including a photograph and other biometric information on the social security card.

(3) REISSUANCE OF SOCIAL SECURITY CARDS.—Not later than 3 years after the date of the enactment of this Act, the Commissioner of Social Security replace any social security cards that do not meet the standards described in section 205(c)(2)(G) of the

Social Security Act, as amended by paragraph (1) of this subsection, with social security cards that meet such standards.

(4) EMPLOYEE VERIFICATION.—Beginning on the date that is 3 years after the date of the enactment of this Act, a social security card may not be used for employee verification purposes unless such card meets the standards described in section 205(c)(2)(G) of the Social Security Act, as amended by paragraph (1) of this subsection.

(5) SOCIAL SECURITY CARDS FOR NON-IMMIGRANTS.—Social security cards issued to an individual who is not a citizen or legal permanent resident of the United States shall prominently display an expiration date, which shall be the date on which the work eligibility of such individual expires.

**SA 1478.** Mr. LIEBERMAN submitted an amendment intended to be proposed to amendment SA 1332 submitted by Mr. SANDERS (for himself and Mr. GRASSLEY) and intended to be proposed to the bill S. 1348, to provide for comprehensive immigration reform and for other purposes; which was ordered to lie on the table; as follows:

On page 2, after line 17, add the following:

(d) EXCEPTION.—Subsections (a) and (b) shall not apply if the employer attests, under penalty of perjury, that the mass lay-off did not result in the employment loss (as defined in section 2(a)(6) of the Worker Adjustment and Retraining Notification Act (29 U.S.C. 2101(a)(6))) of any United States worker at the same location and from the specific position that is to be filled by the non-immigrant who is the subject of the visa petition.

**SA 1479.** Mr. BINGAMAN submitted an amendment intended to be proposed to amendment SA 1268 submitted by Mr. BINGAMAN and intended to be proposed to the bill S. 1348, to provide for comprehensive immigration reform and for other purposes; which was ordered to lie on the table; as follows:

In lieu of the matter proposed to be inserted, insert the following:

“(D) under section 101(a)(15)(Y)(ii), may not exceed—

“(i) 100,000 for the first fiscal year in which the program is implemented;

“(ii) in any subsequent fiscal year, subject to clause (iii), the number for the previous fiscal year as adjusted in accordance with the method set forth in paragraph (2); and

“(iii) 300,000 for any fiscal year.”;

(2) by redesignating paragraphs (2) through (11) as paragraphs (3) through (12), respectively;

(3) by inserting after paragraph (1) the following:

“(2) MARKET-BASED ADJUSTMENT.—With respect to the numerical limitation set in subparagraph (A)(ii) and (D)(ii) of paragraph (1)—

“(A) if the total number of visas allocated for that fiscal year are issued during the first 6 months that fiscal year, an additional 15 percent of the allocated number shall be made available immediately and the allocated amount for the following fiscal year shall increase by 15 percent of the original allocated amount in the prior fiscal year;

“(B) if the total number of visas allocated for that fiscal year are issued before the end of that fiscal year, the allocated amount for the following fiscal year shall increase by 10 percent of the original allocated amount in the prior fiscal year; and

“(C) with the exception of the first subsequent fiscal year to the fiscal year in which