

be a one-time proposal, and not intended to recur."

In 1986, the committee report said:

... the solution lies in legalizing the status of aliens who have been present in the United States for several years, recognizing that past failures to enforce the immigration laws have allowed them to enter and to settle here.

Also, according to the report, the committee "... strongly believes that a one-time legalization program is a necessary part of an effective enforcement program and that a generous program is an essential part of any immigration reform legislation."

In 1986 the Congress passed the Immigration Reform and Control Act. At the time, President Reagan hailed it as the most comprehensive reform of our immigration laws since 1952. He stated that the legislation was a major step toward meeting the challenge to our sovereignty while at the same time preserving and enhancing the Nation's heritage of legal immigration—a heritage of which we all ought to be proud.

What Congress, the public, and the President did not envision or did not want was another amnesty debate. The American people were told in 1986 that this would be a one-time shot. The incentive to buy in to the argument was the promise of enforcement.

In 1985 Senator Simpson said:

If legalization should occur before more effective enforcement is available, the illegal population is only going to grow very swiftly again, and that will create pressures for additional legalization. And it will not be a one-time only legalization; it will be a continuing series.

Many believed that employer sanctions were the only way to curtail illegal immigration. One committee report stated that "unless employer sanctions are enacted, the Committee is concerned that the situation will continue to worsen."

In 1985 Senator Metzenbaum of Ohio said:

When push comes to shove, there is only one realistic way that you can stop illegal immigration into this country, and that is by making it illegal and being tough enough that illegal immigrants cannot work in this country.

Knowing what we know now, an immigration reform bill must include tough enforcement measures. We must stop flow at the border. We must expand and enhance legal avenues so that people are not coming here illegally. We must have a strong employment verification program.

Unfortunately, we aren't enforcing the laws we have on the books today. The American people don't trust that we will enforce these laws in the future. We provided amnesty overnight in 1986 and didn't fulfill the other parts of the equation. Border security, enforcement measures, and legal immigration reform need to be the first things on our agenda in 2013.

I chose to talk about this topic today because I believe we can learn from the past. We can learn from our mistakes. This isn't just about our history, it is

about our future. Today, people in foreign lands want to be a part of this great Nation. We should feel privileged that people love our country and want to become Americans.

We must make sure the decisions we make with regard to our immigration policies follow our longstanding ideals. We want to welcome new Americans, but we need to live by the rules we have set. We cannot let our welcome mat be trampled on or our system of laws be undermined.

Let me end by echoing the words of President Reagan:

Distance does not discourage illegal immigration to the United States from all around the globe. The problem of illegal immigration should not, therefore, be seen as a problem between the United States and its neighbors. Our objective is only to establish a reasonable, fair, orderly, and secure system of immigration into this country and not to discriminate in any way against particular nations or people. Future generations of Americans will be thankful for our efforts to humanely regain control of our borders and thereby preserve the value of one of the most sacred possessions of our people: American citizenship.

My hope is that we will preserve the value of American citizenship, as President Reagan said. The path we take today will shape our country for years to come. It is my hope that we can find a solution while learning from our mistakes and ensuring that future generations don't have to revisit this problem down the road.

Mr. President, I yield the floor, and I suggest the absence of a quorum.

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

The clerk will call the roll.

The legislative clerk proceeded to call the roll.

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

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

#### VIOLENCE AGAINST WOMEN ACT

Mr. CRAPO. Mr. President, I appreciate the opportunity to be here today to highlight my support for a program that is improving life in Idaho and across the Nation—the Violence Against Women Act.

I appreciate joining my colleague Senator LEAHY, who will be here on the floor in a few minutes, to formally open debate on this legislation, and hopefully we will be able to get this over the finish line this year, as it is so critical to so many people in this country.

For nearly two decades, the Violence Against Women Act has been the centerpiece of our Nation's commitment to ending domestic violence and dating and sexual violence. The Idaho Coalition Against Sexual and Domestic Violence uses vital funds, among many other things, to promote the awareness of healthy relationships in middle and high schools in Idaho. It is heartening to hear that the number of Idaho high

school students reporting that they have experienced dating violence has dropped by 5 percent from 2007 to 2011. However, I am sad to report that since just January 1 of this year, four deaths have occurred in my State from the result of domestic violence. And even one is too many. These tragic events serve as a reminder that while we are improving, we are far from ending this terrible abuse.

I am a lifelong champion of the prevention of domestic violence because I believe that while we are improving, we can and will do better. I stand behind this act as it provides critical services to victims of violent crime as well as agencies and organizations that provide important aid to those who are often victims in their own homes. This legislation provides access to legal and social services for survivors. It provides training for law enforcement, prosecutors, judges, attorneys, and advocates to address these crimes in our Nation's communities. It provides intervention for those who have witnessed abuse and are more likely to be involved in this type of violence. It provides shelter and resources for victims who have nowhere else to turn.

There is significant evidence that these programs are working not just in Idaho but nationwide. The U.S. Department of Justice reported that the number of women killed by an intimate partner decreased by 35 percent between 1993 and 2008. In 2012 it was reported that in 1 day alone, 688 women and their children impacted by violence sought safety in an emergency shelter or received counseling, legal advocacy, or children's support.

While we may not agree on all of the specifics of this reauthorization—and there are portions we will continue to negotiate on and to refine—we all do agree on one very important idea; that is, violence should not happen to anyone. This critical legislation is very effective in helping to address that abuse in our society.

As I said, there are parts of this legislation about which there are still concerns. I am committed, as is Senator LEAHY, to working with those who have concerns to make the bill better and more workable so we can move it through to become law in this session of Congress. But after we debate and after we have worked and refined the legislation, I urge my colleagues to join me in supporting the authorization of this program and to continue the life-changing work this Chamber has been committed to for so many years.

I see my colleague Senator LEAHY is on the Senate floor. I started a little before he got here. I know he is here to open the debate on this legislation. I again thank him for his work on this issue and look forward to working with him in this Congress as we move forward.

Mr. LEAHY. I have enjoyed working with the senior Senator from Idaho. If he wants more time—

Mr. CRAPO. I have concluded my remarks. I yield my time.

CONCLUSION OF MORNING BUSINESS

The PRESIDING OFFICER. Morning business is closed.

VIOLENCE AGAINST WOMEN REAUTHORIZATION ACT OF 2013—MOTION TO PROCEED

The PRESIDING OFFICER. Under the previous order, the Senate will resume consideration of the motion to proceed to S. 47, which the clerk will report.

The legislative clerk read as follows:

Motion to proceed to (S. 47) a bill to reauthorize the Violence Against Women Act of 1994.

The PRESIDING OFFICER. Under the previous order, the time until 5:30 p.m. will be equally divided and controlled in the usual form.

The Senator from Vermont is recognized.

Mr. LEAHY. Mr. President, I thank the senior Senator from Idaho for his comments. He has been not only a stalwart supporter, he actually has been essential in the drafting of this legislation. We all share this concern of finding ways to stop violence against women. I realize different parts of the country have different problems, different stresses. I am pleased to have a western view to go with this eastern view. But also, I think, it is a case of the best legislation in this body, legislation supported by both Democrats and Republicans. When we come together as Senators, things get done.

That is one of the reasons we are turning to this bill, S. 47, the Leahy-Crapo Violence Against Women Reauthorization Act, as one of our first bills. It has bipartisan support. I thank Majority Leader REID for making this unfinished business a priority for the Senate.

Congressional enactment of our strong bipartisan bill to help all victims of domestic and sexual violence is long overdue. Our bill has more than 60 bipartisan Senate cosponsors. I think this week we can finally finish what we started last year by passing the bill in the Senate, sending it to the other body, and having them take it up. I know I am deeply indebted—we all are—to the women and men around the country who have been working with us. They have been steadfast in their commitment to the victims and to our efforts to combat domestic violence, dating violence, stalking, and sexual assault.

There is a pressing need to update the Violence Against Women Act. The Centers for Disease Control and Prevention's 2010 National Intimate Partner and Sexual Violence Survey found that one in four women has been the victim of severe physical domestic violence. One in five women has been

raped in her lifetime. More than half of the homicides in my State of Vermont are related to domestic violence.

Let me emphasize that just a bit. Vermont has one of the lowest crime rates in the country. But when I look at the source of the crime, more than half of the homicides are related to domestic violence. Those percentages are very high in almost every State. That is simply unacceptable. While the Judiciary Committee has been preparing to consider legislation on the subject of gun violence at the end of this month, we can act now, without delay, in the Senate to strengthen the protections of the Violence Against Women Act.

All of the provisions in our bill passed the Senate last year. In fact, 9 months ago the Senate passed the Leahy-Crapo Violence Against Women Reauthorization Act with 68 votes. The Senate often has a hard time coming together with 51 votes, but here we had 68 votes from Members of both parties, across the political spectrum.

Last December we worked out with Senator CORNYN and Senator GRASSLEY additional provisions to amend the Debbie Smith Act, which we passed, to reduce the backlog of untested rape kits in order to provide for additional audits and reporting, and increase the capacity of State and local law enforcement to perform DNA analysis. Those provisions are now incorporated into this VAWA bill.

I hope those few Senators who opposed the bill last year will now join with us to enact VAWA reauthorization. I think we should act quickly and decisively to pass this bill, and send it to the House. I know if it reaches the President's desk, from what he has told me, he will sign it without delay.

Our bill will support the use of techniques proven to identify high-risk cases and prevent domestic violence homicides. It is going to increase VAWA'S focus on sexual assault and push colleges to strengthen their efforts to protect students from domestic and sexual violence. It will allow us to make real progress in addressing the horrifying epidemic of domestic violence in tribal communities. A recent study found almost three in five native women had been assaulted by their spouses or intimate partners.

Our bill will allow services to get to those in the LGBT community who have had trouble accessing services in the past. The Centers for Disease Control and Prevention released a few weeks ago that found the rates of domestic and sexual violence in these communities are equal to or greater than those of the general population. We also have key improvements for immigrant victims of domestic and sexual violence.

I did note when we reintroduced this bill at the outset of this year that we will be pressing the increase of U Visas for those victims who assist law enforcement in the context of comprehensive immigration reform. Last year, the House of Representatives re-

fused to consider the Senate-passed bill because the U Visa provision, while fully offset, was seen technically to affect revenues. We removed it from the bill this year. I don't want this bill to be slowed up because of a technical excuse.

When somebody is being abused, they don't need to hear about technicalities. They want us to stop it, and they want us to expedite action on this bill. I remain strongly committed to the U Visa increase. As I said, I will try to include it in the immigration legislation we will be considering in the next couple of months. The reason I will do that, of course, is it will benefit law enforcement and victims, and we should enact it.

I have said so many times on the floor of the Senate that I remember my days as a prosecutor in Vermont—let me state it this way: I remember going to crime scenes at 2 and 3 o'clock in the morning. I remember seeing people being taken out in an ambulance, barely alive, battered to within an inch of their life. But I especially remember those who did not even get that far, lying on the floor, up against a wall, waiting for the medical examiner to come and pronounce the person dead and allow the police to collect evidence and move them.

During that time no police officer ever said: Is this victim gay or straight? Is this victim an immigrant or Native American? They said, as I have said so many times on the floor: A victim is a victim is a victim. How do we stop this from happening to somebody else? How do we catch the person who did this?

Law enforcement wants tools for after the fact. But even more, they want what we have in here: something to stop the abuse from happening in the first place. Every day we do not pass legislation to prevent this violence and assist victims, people are suffering.

I hope all Senators—Democrats, Republicans, Independents—will join us. I have spoken of Senator CRAPO's long-standing commitment to victims. But, also, I have spoken often of the support of Senators MIKULSKI and MURKOWSKI and MURRAY and KLOBUCHAR and COONS and COLLINS and SHAHEEN and FRANKEN and HAGAN and CASEY and so many others who have joined to help to shape this legislation and work to pass it. I also appreciate the support and assistance of the National Task Force to End Sexual and Domestic Violence Against Women and its many member organizations whose insight has been so critical.

I thank the Vermont Network Against Domestic and Sexual Violence. I am so proud of them. They have done great work helping victims in Vermont with support from the VAWA programs. They have been a leader in developing and supporting this legislation.

I ask unanimous consent to have printed in the RECORD at the conclusion of my statement a letter organized