

its statutory discretion. Thus, the underlying law from which the rights and obligations of migrants emerged remained unchanged as DHS did not change the basis upon which it assessed compliance with immigration laws.

In B-335516, Jan. 24, 2024, the Department of Education (Education) announced a twelve-month "On-Ramp" payment period to ease the transition as large numbers of borrowers resumed the repayment of their student loans. During this period, payments remained due, interest accrued, and borrowers would not be reported to credit bureaus, considered in default, or referred to collections. Borrowers who did not make payments would not receive credit toward loan-forgiveness programs, and Education emphasized that borrowers who could pay should pay. We concluded that the action fell within CRA's third exception because it did not alter borrowers underlying legal obligations. Education only changed when it would assess compliance with the duty to make payments and when it would impose corresponding penalties. The legal obligation to pay remained fully in force, interest continued to accrue, and penalties would be enforced after the On-Ramp period. Education therefore announced only a temporary adjustment to enforcement procedures, not a change to borrowers' substantive rights or obligations or how the agency will assess compliance with existing law, but rather when the assessment would happen.

This action by Commerce is analogous to those in B-337673, Jan. 16, 2026, and similar cases in which the agency altered the basis or factors for assessing compliance with the law, thereby influencing the internal operations of regulated entities, even though the underlying law remained the same. In those cases, we concluded that an agency action can have substantial effect because it changes the framework through which compliance with that law is evaluated.

marketplace and third parties." These statements confirm that Commerce was not merely allocating enforcement resources, ensuring quality control, or organizing its internal operations; rather, it was making a prospective, across-the-board determination that the AI Diffusion Rule would not be given effect, thereby eliminating rights and obligations noted above. Consistent with our prior decisions, Commerce's announcement of its non-enforcement of a duly promulgated rule alters existing regulatory rights and obligations of non-agency parties. Accordingly, it does not fall within CRA's third exception.

CONCLUSION

The Press Release is a rule for purposes of CRA because it meets the APA definition of a rule and no CRA exception applies. Therefore, the Press Release is subject to the CRA requirement that it be submitted to Congress and the Comptroller General before it can take effect.

EDDA EMMANUELLI PEREZ,
General Counsel.

REMEMBERING DR. WILLIAM FINLAYSON

Ms. BALDWIN. Mr. President, I rise today to recognize the exceptional career and life of Dr. William Finlayson, who passed away on May 11, 2026, at the age of 101. Dr. Finlayson was a pillar of the Milwaukee community and has left an indelible mark on so many families in Wisconsin's largest city.

Dr. Finlayson was born in 1924 in Manatee, FL. From a young age, he studied and excelled at school, and at

age 16, he started his collegiate career at Florida A&M. At age 19, he entered the U.S. Army and served as a first lieutenant from 1943 through 1946. During his time in the U.S. Army, he taught illiterate Black soldiers how to read. He then served in the Army Reserves from 1946 to 1953.

While serving in the reserves, Dr. Finlayson moved to Atlanta to attend Morehouse College. It was during this time that he became classmates and fraternity brothers with the late Rev. Dr. Martin Luther King, Jr. Dr. Finlayson graduated from Morehouse in 1948 with his B.S. and then attended Meharry Medical College in 1953. Dr. Finlayson completed his residency at the University of Minnesota in 1958 before moving to Milwaukee in that same year with his wife Edith.

Upon arriving in Milwaukee, segregation made it difficult for Black physicians to get hired by the city's leading hospitals. Ever determined, Dr. Finlayson founded his own private practice, along with Dr. Walter White, Dr. Randall Pollard, Dr. George Hillard, and Dr. Gerald Poindexter. He was eventually admitted as the first Black doctor at St. Joseph's Hospital. He built a successful practice, with people often sitting on the steps outside of his office just to see him.

However, his passion for helping the Black community did not stop there. Dr. Finlayson participated in fair housing marches led by the late Alderwoman Vel Phillips and Father James Groppi. During the civil rights era, it was Dr. Finlayson who was instrumental in bringing the Rev. Dr. Martin Luther King, Jr., to the city of Milwaukee to speak.

Dr. Finlayson was a champion for financial literacy, cofounding the first Black-owned bank in the city, North Milwaukee State Bank, with the goal of offering full-service banking to underserved communities. He also founded the W.E.B. Du Bois Club, educating high school students with the financial skills they needed to succeed while preserving Black history.

Dr. Finlayson, affectionately known as "the baby doctor," practiced obstetrics and gynecology for nearly 40 years, delivering what is estimated to be nearly 10,000 children in the city of Milwaukee. He became one of the city's first Black physicians with admitting privileges at major hospitals such as St. Joseph's Hospital and Advocate Aurora Sinai Medical Center. His compassion and commitment to equitable healthcare touched countless families throughout Milwaukee and beyond.

Outside of medicine, his civic contributions included serving as president of the Cream City Medical Society, the Milwaukee Gynecological Society, and his local YMCA. He was a house delegate to the Wisconsin Medical Society, teaching at both the Medical College of Wisconsin and the University of Wisconsin Medical School. He served as vice president of the United Way of Greater Milwaukee and

Waukesha County and was a member of the Urban League, as well as a lifetime member of the NAACP.

Dr. Finlayson was truly a Milwaukee trailblazer who consistently fought for equality in the State of Wisconsin. In 2022, the Milwaukee roadway formerly known as North 5th Street was renamed Dr. William Finlayson Street in his honor. Dr. Finlayson's life's work will continue to have a tremendous impact on so many families across the Milwaukee community. His legacy and advice will live on due to the longstanding barriers that he set out to shatter. He often advised younger generations with the saying, "I think the key is learning. Learn as much as you can, do as much as you can." He certainly embodied those values throughout his life and his work. I extend my deepest condolences to his sons Tony and Reggie; his daughter Sheila; his entire family; his colleagues, and the thousands of lives he touched. I am pleased to join others in honoring Dr. Finlayson's success and contributions to the people of Milwaukee, the State of Wisconsin, and our Nation.

ADDITIONAL STATEMENTS

TRIBUTE TO THOMAS J. FOLTZ

• Mr. YOUNG. Mr. President, I rise today to honor a remarkable Hoosier, Mr. Thomas J. Foltz of Indianapolis, IN, who celebrates his 80th birthday today. Tom's life is a testament to the very best of what our State has produced: a deep faith, an inquisitive mind, an entrepreneurial spirit, and an unwavering commitment to family, community, and country. He has spent nearly every chapter of his life in Indiana, and our State is better for it. At his side for 46 years has been his beloved wife Becky, whom he married in December of 1979 and who has been his steadfast partner in every endeavor since.

Born in Indianapolis, Tom is a proud graduate of Rose-Hulman Institute of Technology in Terre Haute, where he earned both his bachelor's and master's degrees in mathematics. Before the ink was dry on his diploma, he had taken his talents to Cape Canaveral, supporting pre-launch electrical systems for the Saturn V program at NASA's Kennedy Space Center, work that helped carry American astronauts to the Moon. He returned home to Indiana and spent the next several decades at the forefront of the computing revolution: developing algorithms at General Motors, engineering systems at Blue Cross Blue Shield of Indiana and Indiana Bell Telephone, and presenting at international IBM conferences on mainframe performance. In 1979, he founded Total Systems, Inc., an Indianapolis-based technology firm he has now led for more than 45 years, serving clients across the Midwest in manufacturing, distribution, government, and the nonprofit sector.

But Tom did not stop there. For more than 15 years, he has poured his expertise back into the next generation of Hoosiers as an adjunct professor of mathematics, statistics, and computer science at multiple Indiana institutions: Butler University, Grace College, Indiana University, Ivy Tech Community College, Marian University, Purdue University, the University of Indianapolis, and Franklin University. In 2013, he received Franklin University's Teaching Excellence Award. His students describe his classroom as warm, rigorous, and unforgettable. He has taken mathematics, a subject many find daunting, and made it accessible, even joyful, for thousands of students preparing for careers across our State. Alongside his teaching, Tom has given decades of his time to civic life as a Marion County Republican precinct committeeman and ward chairman, as an elected delegate to numerous Indiana Republican conventions, and as a lay speaker in his community on matters of faith. I have had the privilege of meeting Tom on several occasions at political gatherings across the Hoosier State, and each encounter has confirmed for me what so many Hoosiers already know: He is a man of conviction, intellect, and good humor.

Together, Tom and Becky have built a beautiful family. Their children Jonathan and Jennifer and their grandchildren Ella, Asher, and Aiden are a living legacy of the values Tom has spent 80 years cultivating: integrity, hard work, service, and faith. On behalf of a grateful State, I ask my colleagues to join me in wishing Thomas J. Foltz a very happy 80th birthday and in thanking him for a lifetime of contributions to the people of Indiana and to our great Nation.●

MESSAGES FROM THE PRESIDENT

Messages from the President of the United States were communicated to the Senate by Mr. Hanley, one of his secretaries.

EXECUTIVE MESSAGES REFERRED

In executive session the Presiding Officer laid before the Senate messages from the President of the United States submitting sundry nominations which were referred to the Committee on Armed Services.

(The messages received today are printed at the end of the Senate proceedings.)

MESSAGE FROM THE HOUSE

At 3:07 p.m., a message from the House of Representatives, delivered by Mrs. Cole, one of its reading clerks, announced that the House has passed the following bills, in which it requests the concurrence of the Senate:

H.R. 5625. An act to direct the Attorney General to make publicly available a list of each State and unit of local government that permits cashless bail, and for other purposes.

H.R. 6260. An act to amend title 18, United States Code, to prohibit fraud in connection with posting bail.

H.R. 8365. An act to provide for conditions on the appointment of monitors by courts, and for other purposes.

The message also announced that pursuant to section 201(b) of the International Religious Freedom Act of 1998 (22 U.S.C. 6431), and the order of the House of January 3, 2025, the Speaker appoints the following individual on the part of the House of Representatives to the Commission on International Religious Freedom for a term ending May 14, 2028: Mr. Asif Mahmood of Bradbury, California.

The message further announced that pursuant to 2 U.S.C. 2062, and the order of the House of January 3, 2025, the Speaker appoints the following individuals to the Advisory Board for the House of Representatives Child Care Center: Mr. Matthew Schlesinger of Mount Rainier, Maryland, Ms. Claudia Urrabazo-Beckelman of Washington, D.C., Ms. Jo Stiles of Washington, D.C., and Ms. Emily Noriega-May of Washington, D.C.

MEASURES REFERRED

The following bills were read the first and the second times by unanimous consent, and referred as indicated:

H.R. 5625. An act to direct the Attorney General to make publicly available a list of each State and unit of local government that permits cashless bail, and for other purposes; to the Committee on the Judiciary.

H.R. 6260. An act to amend title 18, United States Code, to prohibit fraud in connection with posting bail; to the Committee on the Judiciary.

H.R. 8365. An act to provide for conditions on the appointment of monitors by courts, and for other purposes; to the Committee on the Judiciary.

EXECUTIVE AND OTHER COMMUNICATIONS

The following communications were laid before the Senate, together with accompanying papers, reports, and documents, and were referred as indicated:

EC-3449. A communication from the Assistant to the Board, Board of Governors of the Federal Reserve System, transmitting, pursuant to law, the report of a rule entitled "Regulatory Capital Rule: Community Bank Leverage Ratio Framework" (RIN3064-AG17) received in the Office of the President of the Senate on May 11, 2026; to the Committee on Banking, Housing, and Urban Affairs.

EC-3450. A communication from the Congressional and Public Affairs Specialist, Bureau of Industry and Security, Department of Commerce, transmitting, pursuant to law, the report of a rule entitled "Streamlining Export Controls for Drone Exports" (RIN0694-AK30) received in the Office of the President of the Senate on May 11, 2026; to the Committee on Banking, Housing, and Urban Affairs.

EC-3451. A communication from the Secretary of Veterans Affairs, transmitting, pursuant to law, the Department's Semi-annual Report of the Inspector General for the period from October 1, 2025 through March 31, 2026; to the Committee on Homeland Security and Governmental Affairs.

EC-3452. A communication from the Acting Director of Legislative Affairs, Cybersecurity and Infrastructure Security Agency, Department of Homeland Security, transmitting, pursuant to law, a report entitled "Biennial Progress Report on Emergency Communications for Fiscal Years 2023-2024"; to the Committee on Homeland Security and Governmental Affairs.

EC-3453. A communication from the Chief Judge, Superior Court of the District of Columbia, transmitting, pursuant to law, the Superior Court's Family Court 2025 Annual Report; to the Committee on Homeland Security and Governmental Affairs.

EC-3454. A communication from the Executive Director, Federal Retirement Thrift Investment Board, transmitting, pursuant to law, the Board's fiscal year 2025 annual report relative to the Notification and Federal Employee Antidiscrimination and Retaliation Act of 2002 (No FEAR Act) received in the Office of the President pro tempore; to the Committee on Homeland Security and Governmental Affairs.

EC-3455. A communication from the Chair of the Nuclear Regulatory Commission, transmitting, pursuant to law, the Commission's fiscal year 2025 annual report relative to the Notification and Federal Employee Antidiscrimination and Retaliation Act of 2002 (No FEAR Act) received in the Office of the President pro tempore; to the Committee on Homeland Security and Governmental Affairs.

EC-3456. A communication from the Director, Office of Civil Rights, Department of Commerce, transmitting, pursuant to law, the Department's fiscal year 2025 annual report relative to the Notification and Federal Employee Antidiscrimination and Retaliation Act of 2002 (No FEAR Act) received in the Office of the President pro tempore; to the Committee on Homeland Security and Governmental Affairs.

EC-3457. A communication from the Chief of Staff, National Science Foundation, transmitting, pursuant to law, the Foundation's fiscal year 2025 annual report relative to the Notification and Federal Employee Antidiscrimination and Retaliation Act of 2002 (No FEAR Act) received in the Office of the President pro tempore; to the Committee on Homeland Security and Governmental Affairs.

EC-3458. A communication from the Chief Counsel, Economic Development Administration, Department of Commerce, transmitting, pursuant to law, the report of a rule entitled "Streamlining the Requirements for Approved Projects for Public Works and Economic Development Investments" (RIN0610-AA75) received in the Office of the President of the Senate on May 11, 2025; to the Committee on Environment and Public Works.

EC-3459. A communication from the Chief Counsel, Economic Development Administration, Department of Commerce, transmitting, pursuant to law, the report of a rule entitled "Streamlining the Regulations Establishing General Terms and Conditions for the Economic Development Administration's Investment Assistance" (RIN0610-AA73) received in the Office of the President of the Senate on May 11, 2026; to the Committee on Environment and Public Works.

EC-3460. A communication from the Acting Branch Chief of the Regulatory Management Division, Environmental Protection Agency, transmitting, pursuant to law, the report of a rule entitled "Approval and Promulgation of Delegation of Authority for Designated Facilities and Pollutants; Allegheny County; Delegation of Authority of the Federal Plan for Existing Sewage Sludge Incineration Units" (FRL No. 12943-02-R3) received in the Office of the President of the Senate on May 11, 2026; to the Committee on Environment and Public Works.