

have been required of any human beings, and whose death at 54 should give us pause to contemplate the meaning of his life, of theirs and of the millions of black men who live on.

#### INNOVATIVE LEADERSHIP BY THE INS AGAINST ILLEGAL IMMIGRATION

Mr. KENNEDY. Mr. President, I want to take this opportunity to call the attention of my colleagues in Congress to a compelling example of the kind of innovation we are seeing today by the Clinton administration in addressing the problem of illegal immigration.

Stronger border enforcement is part of the answer. But is obviously not the only answer. The Immigration and Naturalization Service estimates that 40 to 50 percent of the illegal aliens currently in the United States entered the country legally on visitors visas and other temporary visas, then remained illegally in the country after their visas expired.

The overriding challenge we face is to remove the magnet of jobs which encourage so many people to come to the United States illegally or to remain here illegally.

A key element in this strategy must be to assist employers to abide by the law and to hire only those persons entitled to work in the United States.

Clearly, the INS is making progress. Last week, the Ford Foundation and the John F. Kennedy School of Government at Harvard announced that an INS program in Dallas has won one of this year's Innovations in American Government Awards for its success in encouraging employers to remove illegal aliens from their rolls and hiring U.S. workers in their place.

This kind of innovation combats illegal immigration, helps employers, and provides good jobs for American workers. I am hopeful that as Congress considers immigration reform legislation in the coming weeks, we can encourage more new approaches like this to combating illegal immigration.

Mr. President, I ask unanimous consent that an article from the Washington Post describing the Dallas INS initiative be printed in the RECORD.

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

[From the Washington Post, Oct. 26, 1995]  
FOUNDATION AWARDS HONOR 15 CREATIVE  
GOVERNMENT PROGRAMS  
(By Stephen Barr)

When the Immigration and Naturalization Service discovered 220 illegal immigrants were working at a Dallas plant that makes aluminum windows and doors, INS agents could have raided the plant and deported the workers. But a raid might have put the company out of business.

So INS assistant district director Neil Jacobs offered the company a "common-sense approach" to the problem. Rather than treat the company as the enemy, he gave it 60 days to recruit replacement workers from Dallas-area community and welfare programs. When the deadline arrived, the INS made its arrests and the company averted a shutdown.

Today, the Innovations in American Government awards program sponsored by the

Ford Foundation and Harvard University will announce that Jacob's strategy for enforcing immigration laws is one of 15 local, state and federal programs receiving a \$100,000 cash prize.

Thus is the first time that awards have gone to federal programs since the Ford Foundation and Harvard's John F. Kennedy School of Government began their initiative in 1986. The awards will go to six federal and nine state and local programs at a time when a Republican-controlled Congress is cutting federal spending and turning more responsibility over to the states.

Three of the federal programs honored this year, such as Jacobs's "Operation Jobs," reflect the government's search for less punitive and more effective ways to regulate business. A number of the local and state award winners created solutions to their problems by forgoing partnerships with unions, nonprofit organizations and private-sector companies to deliver services cheaper or more efficiently.

In the current cost-cutting environment, Michael Lipsky, the Ford Foundation official responsible for the innovations program, said, "It is the deeply felt position of the foundation that the government deserves more recognition for creativity and ought to be encouraged to be better."

As Debbie Blair, the personnel manager at General Aluminum—a plant in Dallas that tried Jacobs's approach—said, "Clearly, the old tactics used by INS were not successful. They are thinking smarter in trying to figure out a new way to solve an old problem."

In Texas, a major INS problem has been how to handle illegal immigrants, mostly from Mexico, who obtain jobs with fraudulent papers. Although job applicants must show employers documents that indicate they are U.S. citizens or legal residents, federal law allows candidates to choose which papers from a prescribed list to present employers.

In some cases when the INS found widespread violations, it would secure a warrant, raid a company without informing the employer and endanger its own agents as they conducted arrests. Jacobs found, however, that the illegal workers quickly returned to the Dallas area and got new jobs or their old jobs back. "That was frustrating us," he said.

So Jacobs, keeping in step with INS policy to work toward increasing voluntary compliance with the law, threw out his idea for "Operation Jobs" at a staff meeting one day and, after a few false starts, his Dallas office created a system linking the INS to police and community groups. The INS "treats the employer as the client rather than the enemy," he said.

Moving beyond its traditional enforcement functions, the Dallas INS office began putting employers in touch with city social service programs, refugee assistance groups and other community agencies that try to find jobs for laid-off workers, legal immigrants or school dropouts. To avert financial losses, companies are given time to recruit and train the new hires, write the understanding that at a pre-arranged time the INS will show up to make arrests.

"Everybody wins on all sides," said Tina Jenkins, a Tarrant County official who helps out-of-work residents get emergency assistance for rent and utilities. "We get people employed, the employer is happy, and it's good p.r. for INS—they aren't looked at as the bad guys."

Jacobs estimates that about 50 companies have participated in Operations Jobs over the last two years, providing residents of North Texas about 3,000 jobs that previously were held by undocumented workers.

Many companies, of course, gamble that INS will never learn about their hiring prac-

tices, and not every INS attempt at cooperation with companies under investigation works out. "We've had situations where we get back in 30 days and no one is left," Jacobs acknowledged. "But most employers feel that if 'I don't show I'm a team player now . . . ' we won't be as cooperative the next time we do an inspection."

Under pressure from the Republican Congress, the Clinton administration has been moving toward more aggressive enforcement of the prohibition on hiring illegal immigrants. Still, in Jacobs's office, fewer than a dozen of the 50 agents he supervises handle employer sanctions.

The notion that regulatory and enforcement agencies like INS and the Occupational Safety and Health Administration, also an award winner this year, should create partnerships with the private sector "doubtless reflects the mood of the time," said Alan Altshuler, the director of the innovations program at Harvard.

"Good government has to be creative, innovative government today," Altshuler said. "It is not enough to simply get rid of waste, fraud and abuse."

The 15 award winners, who were selected from a field of about 1,600, will be honored tonight at a dinner that Vice President Gore is scheduled to attend. The finalists were selected by a committee headed by former Michigan governor William G. Milliken (R) that included industry leaders, journalists and former elected officials.

The program encountered some of Washington's legendary red tape when it was informed that some of the federal agencies being honored could not legally accept the gifts. As a result, the \$100,000 prizes will be administered by the nonprofit Council for Excellence in Government. The council will help the agencies sponsor conferences or events to explain their programs to other groups.

The awards represent a small fraction of the \$268 million in grant money that the Ford Foundation gave away last year, Lipsky said, but provide the foundation with a forum to "stand for the proposition that there is a great deal of good in government that goes unrecognized. While no one says government is perfect, the balance between positive news and negative news goes heavily toward the negative."

#### THE BAD DEBT BOXSCORE

Mr. HELMS. Mr. President, on that evening in 1972 when I first was elected to the Senate, I made a commitment to myself that I would never fail to see a young person, or a group of young people, who wanted to see me.

It has proved enormously beneficial to me because I have been inspired by the estimated 60,000 young people with whom I have visited during the nearly 23 years I have been in the Senate.

Most of them have been concerned that the total Federal debt which is \$27 billion shy of \$5 trillion—which we will pass this year. Of course, Congress is responsible for creating this monstrosity for which the coming generations will have to pay.

The young people and I almost always discuss the fact that under the U.S. Constitution, no President can spend a dime of Federal money that has not first been authorized and appropriated by both the House and Senate of the United States.

That is why I began making these daily reports to the Senate on February 25, 1992. I wanted to make a matter of daily record of the precise size of the Federal debt which as of yesterday, Monday, October 30, stood at \$4,975,234,385,762.72 or \$18,886.08 for every man, woman, and child in America on a per capita basis.

The increase in the national debt since my most recent report this past Friday—which identified the total Federal debt as of the close of business on Thursday, October 26, 1995—shows an increase of \$1,559,581,857.19 during that 4-day period. That 4-day increase is equivalent to the amount of money needed by 231,255 students to pay their college tuitions for 4 years.

#### THE TELECOMMUNICATIONS COMPETITION AND DEREGULATION ACT OF 1995

Mr. PRESSLER. Mr. President, I want to take a few moments to update my colleagues on the progress we are making on telecommunications reform in the 104th Congress. Last Wednesday morning I had the honor of chairing the organizational meeting of the Senate-House conference on S. 652, the Telecommunications Competition and Deregulation Act of 1995.

It was truly a historic day. We began the final stage of enacting comprehensive telecommunications deregulation legislation—the most significant and profound change in our Nation's telecommunications policy and law in over 60 years.

As conference chairman, I will continue—as I have throughout this long process—to work in an open, inclusive, and bipartisan fashion with all of my Senate and House colleagues. In particular, I want to thank the Senate Commerce Committee's ranking Democratic member, Senator FRITZ HOLLINGS of South Carolina, for his leadership and willingness to work cooperatively with me at each stage of this process.

I also heartily applaud the tremendous work of our House colleagues in helping get us to this stage of the process. I very much look forward to working closely with them under the able leadership of Commerce Committee Chairman TOM BLILEY, and ranking Democrat JOHN DINGELL, Telecommunications Subcommittee Chairman JACK FIELDS, and ranking Democrat ED MARKEY, and Judiciary Committee Chairman HENRY HYDE, and ranking Democrat JOHN CONYERS.

Let me also add that I look forward to working with President Clinton, Vice President GORE, and others in the executive branch. I have welcomed the administration's input from the beginning of the process.

I am firmly committed to moving this conference forward as rapidly as possible. In order to move quickly, however, we must remain within the confines of the two bills before us. To do otherwise would be like opening the proverbial Pandora's box. It would re-

sult in unacceptable delay as we rehash issues resolved through hours, days, weeks and months of negotiation and committee and floor votes at earlier points in this long process.

I am convinced we can rapidly move this conference forward due to the striking degree of similarity between the two bills. Moreover, we have the strong support and commitment from the leadership in both Chambers to act this year.

The time has long passed since Congress needed to reassert its rightful place in establishing national telecommunications policy. Dozens of lines of business restrictions carve up telecommunications and forbid competition. Meanwhile, once separate and distinct industry segments have become indistinguishable due to digital technology. Yet the regulatory apartheid regime remains.

The conference on telecommunications reform will produce a report to change all that. We will open all telecommunications markets to competition. The result will be a procompetitive, deregulatory and balanced regime. Competition and deregulation, after all, are the only sure-fire ways to ensure: an explosion of new technologies and choices for consumers, massive new market investment, capitalization, and job creation, lower prices for telecommunications products and services, and an end to monopolies and media concentration.

The legislation we are crafting is, simply put, the most comprehensive deregulation of the telecommunications industry in American history. It will promote advanced telecommunications, information networks and other resources in such a manner as to ensure America remains the envy of the world. In order to maintain our world leadership position in communications, however, we need this legislation and we need it now.

Mr. President, I was pleased to receive a letter from the majority leader, Senator BOB DOLE, reiterating his desire to complete action on the telecommunications reform bill prior to adjourning for the year. This is entirely consistent with my stated intention from the very beginning of this process—to enact a new telecommunications deregulation law in 1995.

Mr. President, I ask unanimous consent to have the letter from Senator DOLE printed in the RECORD.

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

OCTOBER 25, 1995.

HON. LARRY PRESSLER,  
Chairman, U.S. Senate Committee on Commerce,  
Senate Russell Building, Washington, DC.

DEAR LARRY, Thank you for all your hard work on telecommunications reform. The year has been long, but we have moved faster and farther than anyone expected us to. It remains my desire to pass a final bill before we adjourn this session.

The next few weeks are critical and no doubt will be intense. I would appreciate your keeping me and David Wilson informed on the progress of the telecommunications conference committee. You know better than

most that we must keep this legislation grounded in strong, straightforward Republican principles of competition and deregulation.

Sincerely,

BOB DOLE,  
United States Senate.

#### EVERGREEN MARINE GROUP: CELEBRATING 20 YEARS OF SERVICE IN CHARLESTON

Mr. HOLLINGS. Mr. President, I rise today to pay tribute to the role Evergreen Marine Group has played in the economic development of my home city, State, and region over the past 20 years.

The M/V *Ever Spring* sailed into Charleston harbor on October 21, 1975. This first vessel began what was to become a long and prosperous relationship. In its first year of operations in Charleston, Evergreen carried 45,000 tons of cargo on 19 ships through the port. Last year, Evergreen carried over 1.5 million tons on more than 100 ships through Charleston.

Cargo ships reflect incredible investments by the ocean carrier and provide many opportunities for economic development in the regions they serve. They represent the equivalent of floating factories, adding value to products by delivering them where they are needed, when needed. Few Americans realize that 95 percent of our international trade moves by ship.

Evergreen's services in Charleston have allowed business and personal relationships to grow and prosper. The trading relationships forged between companies in geographically distanced nations work to bind our world. More than just raw materials, parts and finished goods flow across the oceans—ideas, culture and shared personal experiences make us more aware and considerate of the world in which we live.

Evergreen began its first scheduled container service in 1975, linking Asia with Charleston and the U.S. east coast. Ten years later, Evergreen began the industry's first two-way, round-the-world service. Today, the company operates in almost every trading market on our globe. Evergreen has also diversified into other areas, such as real estate and aviation, becoming the first private, international air carrier in Taiwan.

Yung-fa Chang, Evergreen's founder, has used hard work, tireless dedication to the customer and support of those who are working toward the common goal as the cornerstones of Evergreen's success. This past spring my home State's University of South Carolina, site of the Nation's highest ranking international business program, awarded him an honorary doctor of business administration, a testament to his achievements.

Charleston is one of the most dynamic and fastest growing regions in