

Citing privacy concerns, the U.S. attorney's office declined to state the reasons why specific cases were not prosecuted.

"If a person is arrested at the border and a case isn't filed, sometimes there are legitimate law enforcement reasons to do that," Kramer said. "The point is, there are a number of reasons other than not wanting to go forward with the case."

Some federal law enforcement officials have complained that lack of jail space has forced them to release drug suspects outright or issue them citations, which are also promises to appear in court.

Kramer acknowledged that prosecutors and law enforcement agents are sometimes "forced to make hard decisions because of a lack of bed space" at the jail. But, he added, "If there is a belief that our emphasis on immigration prosecutions has detracted us from felony prosecutions of drug cases, that assumption is incorrect."

One cause of the overcrowding, critics say, is Operation Gatekeeper, a controversial crackdown on illegal immigration that has helped fill the local federal jail.

Last week, 49% of the 930 inmates housed at the Metropolitan Correction Center were charged with immigration law violations, while 36% were being held for drug offenses, said a spokeswoman.

Mario Conte, head of the Federal Defenders of San Diego Inc., alleged that U.S. Atty. Alan Bersin, the Clinton administration's border czar, is pursuing a tough prosecution policy on illegal immigration to score political points for the White House.

"He's created a crisis by his policy, which has led to overcrowding at [the federal jail]," said Conte, whose group of attorneys represents indigent defendants in U.S. District Court.

Bersin denied that the immigration prosecutions are politically motivated, noting that most of the defendants have previous convictions for serious crimes. "By targeting people with substantial criminal histories, we have not only helped reduce crime . . . but have stopped targeting economic migrants who were previously filling the jail," he said.

The jail has an approved capacity of 950 but until recently housed an average of 1,200 inmates each month. To ease overcrowding, officials sent 174 inmates facing immigration charges to Miramar Naval Air Station, where they rioted and burned part of the brig in March.

In examining federal court records for 30 of the biggest seizure cases at San Ysidro, The Times found that felony charges are often plea-bargained to misdemeanors, and those convicted seldom do more than six months in jail. Many other cases are settled, with federal attorneys agreeing not to prosecute if the suspect does not commit attention offenses for a year.

Customs inspectors and federal drug agents said narcotics rings know that chances are slim that a marijuana courier will be prosecuted. So, they say, traffickers have no trouble recruiting people and paying them \$200 to drive small loads of marijuana through the port, time and again.

"There is virtually no risk [to smugglers] as long as they keep quantities down. First of all, the chances of getting caught are slim, and the chances of prosecution are almost zero if you get caught with a small quantity and if you're a Mexican national," said a veteran Drug Enforcement Administration agent who requested anonymity.

Even when smuggled in small amounts, marijuana generates huge profits for dealers, said the agent. A Jamaican drug ring recently was buying Mexican marijuana in San Diego at \$500 per pound—purchasing 20 pounds to 50 pounds at a time—and selling it

in Rhode Island for \$1,500 a pound, the agent added.

Cases are turned over to the district attorney here for prosecution when the suspect or vehicle owner lives in San Diego County, or the drugs are destined for the county. Officials said that in the last two years, 1,462 cases were referred to local prosecutors, compared to 1,030 handled by the federal government.

Deputy Dist. Atty. Joan Stein said that in almost every case the defendant pleads guilty to a single felony count. Usually, she said, defendants are first-time offenders and are given light sentences by judges.

Mr. COVERDELL. The headline reads, "Drug Runners Arrested at Border Often Go Free."

Smuggling: Crackdown leads to more seizures, but jail overcrowding and clashing priorities force suspects' release.

During the Federal Government's yearlong narcotics crackdown along the Southwest border.

I know this will be of interest to the Presiding Officer.

Hundreds of suspected smugglers have been allowed to go free after U.S. authorities arrested them with substantial quantities of drugs at ports of entry in California.

In the past year, about 2,300 suspected traffickers were taken into custody for bringing drugs across the border but, according to records and interviews, more than one in four were simply sent home to Mexico because of jail overcrowding. . . .

Two suspects with 32 pounds of methamphetamine, and another with 37,000 Quaalude tablets, were simply "excluded" from the United States after their drugs and vehicles were confiscated.

After a seizure of 158 pounds of cocaine, one defendant was cited and released because there was no room at the federal jail, said the women's attorney. The charges against her were dropped, the attorney added.

Mr. President, it is just one travesty after another.

One 58-year-old U.S. citizen, according to seizure records, was arrested three times this year at the border—in January with 53 pounds of marijuana, in February with 51 pounds and this month with 41 pounds.

Customs inspectors and federal drug agents said narcotic rings know that chances are slim that a marijuana courier will be prosecuted. So, they say, traffickers have no trouble recruiting people and paying them \$200 to drive small loads of marijuana through the port, time and again.

Mr. President, in the last 36 months drug use among our children age 8 to 13 has doubled—doubled. We are in the midst of a drug epidemic that threatens our youth from Georgia to Arizona to California. The fact that this condition is not immediately rectified is deplorable. Interdiction has been decimated, and this is the result we get from it. Interdiction is a key component, not the only one.

We need to be supporting parent and community groups and education because children today have not had a proper role model. The White House has been silent on this, and does not think drugs are a problem. We have to turn that around. But we must get this straightened out, Mr. President.

I will be entering remarks in the RECORD later today. We will immediately begin looking for amendments

and funding so that this condition simply will not be tolerated by U.S. authorities on our side of the border. I yield the floor.

CONCLUSION OF MORNING BUSINESS

The PRESIDING OFFICER. Morning business is closed.

WHITE HOUSE TRAVEL OFFICE LEGISLATION

The PRESIDING OFFICER. Under the previous order, the Senate will now resume consideration of H.R. 2937, which the clerk will report.

The assistant legislative clerk read as follows:

A bill (H.R. 2937) for the reimbursement of attorney fees and costs incurred by former employees of the White House Travel Office with respect to the termination of their employment in that office on May 19, 1993.

The Senate resumed the consideration of the bill.

Pending:

Dole amendment No. 3952, in the nature of a substitute.

Dole amendment No. 3953 (to amendment No. 3952), to provide for an effective date for the settlement of certain claims against the United States.

Dole amendment No. 3954 (to amendment No. 3953), to provide for an effective date for the settlement of certain claims against the United States.

Dole motion to refer the bill to the Committee on the Judiciary with instructions to report back forthwith.

Dole amendment No. 3955 (to the instructions to the motion to refer), to provide for an effective date for the settlement of certain claims against the United States.

Dole amendment No. 3961 (to amendment No. 3955), to provide for the repeal of the 4.3 cent increase in fuel tax rates enacted by the Omnibus Budget Reconciliation Act of 1993.

Mr. COVERDELL. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

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

The PRESIDING OFFICER (Mr. CRAIG). Without objection, it is so ordered.

RECESS

Mr. KYL. Mr. President, I ask unanimous consent that the Senate stand in recess until 5 p.m.

There being no objection, the Senate, at 4:08 p.m., recessed until 5:04 p.m.; whereupon, the Senate reassembled when called to order by the Presiding Officer (Mr. CRAIG).

The PRESIDING OFFICER. The Chair, in his capacity as a Senator from the State of Idaho, notes the absence of a quorum.

The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

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

The PRESIDING OFFICER (Mr. COVERDELL). Without objection, it is so ordered.

MESSAGES FROM THE PRESIDENT

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

EXECUTIVE MESSAGES REFERRED

As in executive session in the Presiding Officer laid before the Senate messages from the President of the United States submitting two withdrawals and sundry nominations which were referred to the appropriate committees.

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

MESSAGES FROM THE HOUSE RECEIVED DURING ADJOURNMENT

Under the authority of the order of the Senate of January 4, 1995, the Secretary of the Senate, on May 10, 1996, during the adjournment of the Senate, received a message from the House of Representatives announcing that the Speaker has signed the following enrolled bill:

H.R. 2137. An act to amend the Violent Crime Control and Law Enforcement Act of 1994 to require the release of relevant information to protect the public from sexually violent offenders.

The enrolled bill was signed subsequently by the President pro tempore [Mr. THURMOND].

MESSAGES FROM THE HOUSE

At 12:02 p.m., a message from the House of Representatives, delivered by Ms. Goetz, one of the reading clerks, announced that pursuant to the provisions of 22 U.S.C. 276d, the Speaker appoints the following Members on the part of the House to the United States Delegation of the Canada-United States Interparliamentary Group: Mr. DREIER of California, Mr. UPTON of Michigan, Mr. GIBBONS of Florida, Mr. DE LA GARZA of Texas, Mr. OBERSTAR of Minnesota, Mr. JOHNSTON of Florida, Mr. PETERSON of Minnesota, Ms. DANNER of Missouri, Mr. UNDERWOOD of Guam, and Mr. FRAZER of the Virgin Islands.

The message also announced that the House having proceeded to reconsider the bill (H.R. 956) to establish legal standards and procedures for product liability litigation, and for other purposes, returned by the President of the United States with his objections, to the House of Representatives, in which it originated, that the said bill do not pass, two-thirds of the House of Representatives not agreeing to pass the same.

The message further announced that the House disagrees to the amendment

of the Senate to the bill (H.R. 1296) to provide for the administration of certain Presidio properties at minimal cost to the Federal taxpayer, and asks a conference with the Senate on the disagreeing votes of the two Houses thereon; and appoints Mr. YOUNG of Alaska, Mr. HANSEN, Mr. ALLARD, Mr. HAYWORTH, Mrs. CUBIN, Mr. MILLER of California, Mr. RICHARDSON, and Mr. VENTO as the managers of the conference on the part of the House.

The message also announced that the House insists upon its amendments to the bill (S. 1260) to reform and consolidate the public and assisted housing programs of the United States, and to redirect primary responsibility for these programs for the Federal Government to States and localities, and for other purposes, and asks a conference with the Senate on the disagreeing votes of the two Houses thereon; and appoints Mr. LEACH, Mr. LAZIO, Mr. BEREUTER, Mr. BAKER of Louisiana, Mr. CASTLE, Mr. GONZALEZ, Mr. VENTO, and Mr. KENNEDY of Massachusetts as the managers of the conference on the part of the House.

The message further announced that the House has passed the following bill, in which it requests the concurrence of the Senate:

H.R. 3286. An act to help families defray adoption costs, and to promote the adoption of minority children.

MEASURES REFERRED

The following bill was read the first and second times by unanimous consent and referred as indicated:

H.R. 3286. An act to help families defray adoption costs, and to promote the adoption of minority children; to the Committee on Finance.

EXECUTIVE AND OTHER COMMUNICATIONS

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

EC-2568. A communication from the Comptroller General of the United States, transmitting, pursuant to law, the report of five proposed rescissions of budget authority; referred jointly, pursuant to the order of January 30, 1975, as modified by the order of April 11, 1986, to the Committee on Appropriations, to the Committee on the Budget, and the Committee on Armed Services.

EC-2569. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AH83); to the Committee on Veterans Affairs.

EC-2570. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AH05); to the Committee on Veterans Affairs.

EC-2571. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule

(RIN2900-AG65); to the Committee on Veterans Affairs.

EC-2572. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AH87); to the Committee on Veterans Affairs.

EC-2573. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AH16); to the Committee on Veterans Affairs.

EC-2574. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AE41); to the Committee on Veterans Affairs.

EC-2575. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AH59); to the Committee on Veterans Affairs.

EC-2576. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AE50); to the Committee on Veterans Affairs.

EC-2577. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AH74); to the Committee on Veterans Affairs.

EC-2578. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AI02); to the Committee on Veterans Affairs.

EC-2579. A communication from the Director of Office Relations Management, Department of Veterans Affairs, transmitting, pursuant to law, the report of a final rule (RIN2900-AI08); to the Committee on Veterans Affairs.

EC-2580. A communication from the Assistant General Counsel for Regulation, Department of Education, transmitting, pursuant to law, the report of a rule relative to Training Personnel for the Education of Individuals with Disabilities Program and Program for Children and Youth with Serious Emotional Disturbance; to the Committee on Labor and Human Resources.

EC-2581. A communication from the Assistant General Counsel for Regulation, Department of Education, transmitting, pursuant to law, the report of a rule relative to the State Vocational Rehabilitation Services Program (RIN1820-AB13); to the Committee on Labor and Human Resources.

EC-2582. A communication from the Director of Regulations Policy Management Staff, Office of Policy Food and Drug Administration, Department of Health and Human Services, transmitting, pursuant to law, the report of a rule relative to medical devices; to the Committee on Labor and Human Resources.

EC-2583. A communication from the Director of Regulations Policy Management Staff, Office of Policy Food and Drug Administration, Department of Health and Human Services, transmitting, pursuant to law, the report of a rule relative to medical devices; to the Committee on Labor and Human Resources.

EC-2584. A communication from the Director of Regulations Policy Management Staff, Office of Policy Food and Drug Administration, Department of Health and Human Services, transmitting, pursuant to law, the report of a rule relative to Cold, Cough, Allergy, Bronchodilator, and Antiasthmatic