

to inefficiencies and ineffectiveness that the United States Senate experienced in the 110th Congress. Commonly known as the "world's greatest deliberative body," the Senate has prided itself on free and fair debate on each and every issue that comes before it. Traditionally, members have had the right to offer virtually any amendment on any bill at any point in the legislative process. This all inclusive practice of legislating has earned the United States a unique place among modern democracies because of the open arena for ideas and sufficient debate.

However, in the past 15 years both sides of the aisle have increasingly seen the majority leaders use their authority to seek first recognition and fill the amendment tree. Republicans and Democrats alike have been equally as guilty of this practice for history has shown, when there is a problem with this institution, bipartisan blame is easily applicable. Beginning in 1993, "filling the tree" became increasingly prevalent as Senator George Mitchell used it 9 times in the 103rd Congress, Senator Trent Lott used it nine times in the 106th, and Senator Frist used it 9 times in the 109th. In the recently concluded 110th Congress, Majority Leader Senator REID filled the tree on 16 different occasions, bypassing the previous record amount by a significant margin.

Regular order in this chamber was sacrificed in this past Congress, and in its place was a procedural tactic that prevented passage of legislation that would have been extremely beneficial for this country. Bills such as FAA Reauthorization—H.R. 2881, Climate Change Legislation—S. 3036, and the Energy Speculation Bill—S. 3268 were all derailed by this practice. Cloture on each piece of legislation was not achieved and caused any further movement on them to be stymied. Blame was placed on Republicans for engaging in obstruction through the use of the filibuster to prevent movement to debate. The fact of the matter was our side was completely blocked from participating in the legislative process, forcing our hand to oppose moving to the bill.

My proposed resolution would disallow the majority leader or any other member from offering a first-degree amendment, followed by a second-degree amendment. It amends Rule 15, Standing Rules of the Senate and it is my hope the Senate can adopt this and operate under this rule in the 111th Congress and beyond. It is time for this chamber to conduct business in a logical, factual way; that is, for Senators to come to the floor and address the substance of the bill and offer amendments if they choose.

Congress currently has an approval rating at a level that is unacceptable. As we enter a new Congress, efforts must be made to allow regular procedure to return to the United States Senate. It is my hope that the grueling hours members and staff put into legis-

lation will be honored by giving it due consideration on the Senate floor. With a few changes in procedure, this Senate can ensure a more productive environment in the 111th Congress and beyond.

AMENDMENTS SUBMITTED AND PROPOSED

SA 15. Mr. REID proposed an amendment to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes.

SA 16. Mr. REID proposed an amendment to amendment SA 15 proposed by Mr. REID to the bill S. 22, supra.

SA 17. Mr. REID proposed an amendment to the bill S. 22, supra.

SA 18. Mr. REID proposed an amendment to amendment SA 17 proposed by Mr. REID to the bill S. 22, supra.

SA 19. Mr. REID proposed an amendment to amendment SA 18 proposed by Mr. REID to the amendment SA 17 proposed by Mr. REID to the bill S. 22, supra.

SA 20. Mr. VITTER (for himself and Mr. SHELBY) submitted an amendment intended to be proposed by him to the bill S. 22, supra; which was ordered to lie on the table.

SA 21. Mr. VITTER submitted an amendment intended to be proposed by him to the bill S. 22, supra; which was ordered to lie on the table.

TEXT OF AMENDMENTS

SA 15. Mr. REID proposed an amendment to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; as follows:

At the end, insert the following:

The provisions of this bill shall become effective 5 days after enactment.

SA 16. Mr. REID proposed an amendment to amendment SA 15 proposed by Mr. REID to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; as follows:

In the amendment, strike "5" and insert "4".

SA 17. Mr. REID proposed an amendment to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; as follows:

At the end, insert the following:

This bill shall become effective 3 days after enactment of the bill.

SA 18. Mr. REID proposed an amendment to amendment SA 17 proposed by Mr. REID to the bill S. 22 to designate certain land components of the National Wilderness Preservation Sys-

tem, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; as follows:

In the amendment, strike "3" and insert "2."

SA 19. Mr. REID proposed an amendment to amendment SA 18 proposed by Mr. REID to the amendment SA 17 proposed by Mr. REID to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; as follows:

In the amendment, strike "2" and insert "1".

SA 20. Mr. VITTER (for himself and Mr. SHELBY) submitted an amendment intended to be proposed by him to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; which was ordered to lie on the table; as follows:

At the appropriate place, insert the following:

SEC. ____ . DESIGNATION OF NATIONAL MONUMENTS.

Section 2 of the Act of June 8, 1906 (16 U.S.C. 431) is amended by striking "That the" and inserting the following: "After obtaining congressional approval of the proposed national monument and certifying compliance with the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.) with respect to the proposed national monument, the".

SA 21. Mr. VITTER submitted an amendment intended to be proposed by him to the bill S. 22, to designate certain land components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes; which was ordered to lie on the table; as follows:

At the appropriate place, insert the following:

SEC. ____ . EFFECTIVE DATE.

This Act shall not go into effect until—
 (1) the President certifies that the Act would not increase the Federal deficit; and
 (2) the Secretary of Commerce and the Secretary of Energy certify that the Act would not limit access to energy resources.

ORDERS FOR TUESDAY, JANUARY 13, 2009

Mr. REID. Mr. President, I ask unanimous consent that when the Senate completes its business today, it stand adjourned until 10 a.m. on Tuesday, January 13; that following the prayer and pledge, the Journal of proceedings be approved to date, the morning hour deemed expired, and the time for the two leaders be reserved for their use later in the day; that there then be a