

workers would be here on an annual basis. Some would have to leave every year and return every year but that is the potential number.

I am certain most Americans do not believe that doubling of the immigration levels in America is what was being discussed when people were promised comprehensive immigration reform. Doubling the legal rate, I believe, is contrary to the impression given by the bill's sponsors. People are not being told that reform means this kind of increase. In fact, I would think most people are expecting that immigration reform means we will reduce the rate of immigration which already is at the highest this Nation has ever had.

So this kind of knowledge, when it gets out to people, fuels cynicism about what Congress is doing, it fuels anger at the voters. I repeat, I don't think their anger is focussed at immigrants. I think it is focused at those of us in Congress who promised we were going to create a lawful system that would bring some control to our borders, and it ends up doubling the number of immigrants that come lawfully. That is part of the problem. Some people get mad at the talk shows. All the talk shows are doing is telling the truth, that people did not state clearly when they promoted this bill for passage. People ought to be cynical and they ought to be upset about that, in my view.

Mr. President, I ask unanimous consent to speak in morning business for an additional 10 minutes.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

Mr. SESSIONS. That is what this is all about. I was under the impression that when the bill promoters came forward from their secret meetings, they thought they had produced a bill that was going to give us a lawful system of immigration. Didn't you hear that? Isn't that what you expected to be part of the product we would pass, that amnesty would be given but we would have a lawful system in the future, right? This is important. Isn't that what we were basically told by the people who produced this document, the 750-page bill they plopped down here without hearings a few weeks ago?

The sad fact is that the bill language does not keep the promises of its drafters. According to the Congressional Budget Office, a nonpartisan group that works for the Congress that helps us analyze legislation, Cost Estimate released on June 4: Implementing the bill's enforcement and verification requirements will only "reduce the net annual flow of illegal immigrants by one-quarter."

So that is a 25-percent reduction, approximately 2 million over 20 years. Twenty-five percent, do you think that is enough of a result for comprehensive reform? But wait, there is more. CBO also estimates that the bill's temporary worker provision will add ap-

proximately 1 million illegal visa overstays over the same 20 years. The bill will add an additional number of illegal overstays, more illegal overstays than under current law. That is because we already have a lot of temporary worker visa programs, and when you create new ones that will bring in more temporary workers, then more people are going to stay illegally.

CBO goes on to say this in their careful analysis:

Other aspects of the legislation are likely to increase the number of illegal immigrants, in particular through people overstaying their visas from the guest worker and H-1B programs. CBO estimates—

This is their report—

that another 1.1 million people would be added by 2017 as a result of the guest worker program, about half of them authorized workers and dependents, the remainder the result of unauthorized overstays. That figure would grow to 2 million by 2027.

Twenty years from now. The net result is that according to CBO, a mere 1.3 million less illegal immigrants will enter this country and live in this country in 2027 than would be expected under current law, where we expect 10 million under current law to come illegally.

They go on to say:

CBO expects that the enforcement measure and the higher number of overstayers would on net diminish the number of unauthorized immigrants by about 500,000 in 2017 and about 1.3 million in 2027.

What that means is when you take the 25-percent reduction of illegality at the border and an increase in visa overstays illegality, it comes out, according to their numbers, to only a net 13-percent reduction in illegality.

So we are going to double the legal number, see, and as a result we are only going to get a 13-percent reduction in illegality.

I say to the Members of the Senate, that is not what we are getting paid to do, that is not what we promised to do, that is not what we should do. That is not acceptable. I wish it were not so. I wish we had legislation before the Senate that would do better job at reducing illegal immigration, that would comprehensively fix our illegal immigration, but we don't.

I have been warning my colleagues about this and pointing out the flaws in the bill, and other Senators have pointed out flaw after flaw. We have this official report that indicates we have only a 13-percent reduction in illegality, and it is not right. We cannot pass such a bill and then go to our constituents and say we did something good for you, we fixed a broken system. We just cannot do that.

I urge my colleagues, no matter how much they want to see our immigration system reformed, no matter how much they have hoped that this legislation would be the vehicle to do it to consider my comments before you vote. A careful reading of this bill indicates it will not create the system they are envisioning, and we should not pass it.

Once again, didn't the promoters of the legislation promise more than this, that it would actually secure our border, that it would end lawlessness? Isn't that what they promised? Isn't creating a lawful immigration system for America a national imperative? Isn't it something we must do? No wonder the American people are cynical and angry.

Another promise we were given when the bill was introduced, and probably while it was being prepared, was that we would move to a merit-based system; that we would do a better job of identifying those people who apply to our country who have the greatest potential to flourish in America and do well. Canada does this. Sixty percent of the people who come to Canada come based on a merit-based competition. If you speak English or French, if you have some education, if you have special skills Canada can utilize, you get more points and you compete with others who apply. So they attempt in this fashion to serve the national interest. A move toward more skill based immigration is what Canada has done, and they are very happy with it. Australia does it. New Zealand does it. Other countries operate their immigration system in this fashion. They still provide immigration slots for refugees, as they always have, and if the United States moved to this system, we would still have humanitarian based immigration as well. We would not end those programs.

We were told that moving the United States to a Canadian or Australian immigration system might happen in this new bill. I was very interested in it because I urged my colleagues last year to have a point system or a merit based system in the bill. Nothing was even discussed about it last year and there was no hint of it in the bill that was offered then. So when I was told it was being considered this year, that presented some hope.

Unfortunately, the merit-based system that actually made it into the bill does not commence in any effective way at the passage of the bill, instead it will not increase the percentage of immigrants who come to America based on skills until 9 years after passage of the bill.

In 2006, employment-based or skill-based immigration made up 22 percent of our immigrant flow. In 2006, we only had 12 percent. So, recently, skill based immigration has made up 12 percent to 22 percent of annual immigration. As I stated before, Canada has 60 percent and Australia has 62 percent skill based immigration.

Under the Senate bill, skill-based or merit-based immigration will make up about 18 percent of the total immigration levels for the first 5 years. That is not even as high as we had in 2005. Then, for the years 6 through 8 after the bill passes, merit immigration will drop to 11 percent of the total annual immigration level, lower than the 12 percent we had in 2006. Even when the